



September 28, 2026
 Stallings Government Center
 321 Stallings Road
 Stallings, NC 28104
 704-821-8557
www.stallingsnc.org

Town Council Agenda

	Time	Item	Presenter	Action Requested/Next Step
	7:00 p.m.	Invocation Pledge of Allegiance Call the Meeting to Order	David Scholl, Mayor	NA
	7:05 p.m.	Public Comment	David Scholl, Mayor	NA
1.	7:15 p.m.	Consent Agenda A. NCDOT Agreement – Town Street Signs at Potter/Pleasant Plain intersection	David Scholl, Mayor	Approve/remove Consent Agenda Items.
2.	7:17 p.m.	Agenda Approval	David Scholl, Mayor	Approve agenda as written
3.	7:20 p.m.	Solicitation Ordinance	Melanie Cox, Town Attorney Dennis Franks, Police Chief	Approve/deny ordinance
4.	7:30 p.m.	Balanced Scorecard FY 25-26 Annual Report	Alex Sewell, Town Manager	Information
5.	7:45 p.m.	Fiber Advocacy Letter <i>Council Requested</i>	Alex Sewell, Town Manager	Approve/Deny letter
6.	7:55 p.m.	Landscaping Options for Potter/Pleasant Plains Intersection (<i>Ayers</i>)	Steven Ayers, Council Member	Discussion and possible action
7.	8:00 p.m.	Adjournment	David Scholl, Mayor	Adjournment



MEMO

To: **Mayor and Town Council**
Via: Alex Sewell, Town Manager
From: Kevin Parker, P.E., Town Engineer
Date: September 28, 2026
RE: Potter Road/Pleasant Plains Road Street Name Signs- NCDOT Agreement

Background

As a result of resident inquiries, Staff coordinated with NCDOT and confirmed that overhead street name signs were not included in the original Potter Road/Pleasant Plains Road intersection improvement project and, therefore, were not installed as part of that work.

Because the signs will be mounted to NCDOT traffic signal mast arms, the Town and NCDOT must enter into an agreement for their installation.

Project Scope

Under the proposed agreement:

- The Town will purchase the street name signs for Potter Road and Pleasant Plains Road. The signs will include the Town of Stallings logo and will be fabricated in accordance with NCDOT requirements.
- NCDOT will purchase the necessary mounting brackets and provide the labor and equipment necessary to install the signs on the existing traffic signal mast arms.
- Following installation, the Town will be responsible for ongoing maintenance and future replacement or upgrade costs associated with the street name signs.

Project Cost

The current estimated project cost is:

Item	Estimated Cost
NCDOT mounting brackets and installation	\$3,500
Street name sign fabrication	\$2,000
Contingency	\$1,000
Total Project Cost	\$6,500

The \$3,500 NCDOT amount is an estimate, with the Town responsible for NCDOT's actual costs under the agreement.

This project was not specifically included in the FY 2026-2027 budget; however, the Town budgeted approximately \$2,000 for street signage, and the Town's pavement condition index (PCI) study was executed under budget. Staff anticipates that the project can be funded using existing budgeted funds, including an additional \$1,000 dollar contingency to cover any potential increases in NCDOT costs.

Requested Action

Staff requests that Town Council:

1. Authorize the Town Manager to execute the agreement with the North Carolina Department of Transportation for installation of the street name signs at Potter Road and Pleasant Plains Road; and
2. Approve a total project budget not to exceed \$6,500 for the NCDOT installation costs and purchase of the street name signs.

AGREEMENT OVERVIEW

NORTH CAROLINA
UNION COUNTY

DATE: 9/17/2026

PARTIES TO THE AGREEMENT:

PROJECT NUMBERS:

NORTH CAROLINA DEPARTMENT
OF TRANSPORTATION

WBS ELEMENTS: 36249.5314

AND

TOWN OF STALLINGS

The purpose of this Agreement is to identify the participation in project costs, project delivery and/or maintenance, by the other party to this Agreement, as further defined in this Agreement.

SCOPE OF PROJECT (“Project”): This Project consists of installing sign brackets and signs on mast arms of existing signals at the intersection of SR-1357 (Potter Road) and SR-1364 (Pleasant Plains Road) in Stallings.

ESTIMATED COST TO OTHER PARTY: \$3,500

ESTIMATED COST OF THE PROJECT: \$3,500

PAYMENT TERMS: Town of Stallings will submit payment upon execution of agreement.

MAINTENANCE: Town of Stallings

EFFECTIVE DATES OF AGREEMENT:

START: Upon Full Execution of this Agreement

END: When work is complete and all terms are met.

This **Agreement** is made and entered into on the last date executed below, by and between the North Carolina Department of Transportation, an agency of the State of North Carolina, hereinafter referred to as the **Department** and the Town of Stallings, hereinafter referred to as the **Municipality**; and collectively referred to as the **Parties**.

The **Parties** to this Agreement, listed above, intend that this Agreement, together with all attachments, schedules, exhibits, and other documents that both are referenced in this Agreement and refer to this Agreement, represents the entire understanding between the **Parties** with respect to its subject matter and supersedes any previous communication or agreements that may exist.

I. WHEREAS STATEMENTS

WHEREAS, this Agreement is made under the authority granted to the **Department** by the North Carolina General Assembly under General Statutes of North Carolina (NCGS), particularly Chapter 136-66.1 and 136-66.3; and,

WHEREAS, the **Department** and the **Municipality** have agreed that the jurisdictional limits of the **Parties**, as of the date of entering the agreement for the above-mentioned project, are to be used in determining the duties, responsibilities, rights, and legal obligations of the **Parties** hereto for the purposes of this Agreement; and,

WHEREAS, the **Municipality** has requested that the **Department** to perform work as stated in the scope; and,

WHEREAS, the **Parties** hereto wish to enter into an agreement for scoped work to be performed or provided by the **Department** (including reviews, goods, or services) with reimbursement for the costs thereof by the **Municipality** as hereinafter set out.

NOW, THEREFORE, this Agreement states the promises and undertakings of each party as herein provided, and the **Parties** do hereby covenant and agree, each with the other, as follows:

II. RESPONSIBILITIES

A. DEPARTMENT

The **Department** shall be responsible for all phases of project delivery to include planning, , right of way acquisition, utility relocation, and construction as shown in **PROJECT DELIVERY REQUIREMENTS** Provision.

B. MUNICIPALITY

The **Municipality** shall be responsible for maintenance as shown in the **PROJECT DELIVERY REQUIREMENTS** Provision and payment as shown in the **COSTS AND FUNDING** Provision.

III. PROJECT DELIVERY REQUIREMENTS

A. PLANNING AND DESIGN, FABRICATION, AND INSTALLATION OF SIGNS

- i. The **Department** will be responsible for preparing the environmental and/or planning document and obtaining any environmental permits.
- ii. The **Municipality** will design and fabricate the signs to be installed.

- iii. The **Department** will provide the necessary labor and materials for the installation of the signs on the existing signal mast arms. All work shall be done in accordance with Departmental standards, specifications, policies, and procedures.

B. RIGHT OF WAY ACQUISITION

It is understood by all **Parties** hereto that all work shall be contained within existing right of way or easements previously granted.

C. MUNICIPAL UTILITY RELOCATIONS

It is understood at this time that there are no municipally-owned water and sewer lines to be adjusted or relocated at this time. If during the project it becomes necessary to adjust or relocate municipally-owned water and/or sewer lines, and the Municipality requests that the **Department** include this work in the construction contract, then a separate Utility agreement will be prepared at the appropriate time.

D. MAINTENANCE

Upon completion of the Project:

- i. The **Municipality** is responsible for maintenance of the signs installed for the Project.
- ii. The **Department** shall be responsible for all traffic operating controls and devices which shall be established, enforced, and installed and maintained in accordance with the North Carolina General Statutes, the latest edition of the Manual on Uniform Traffic Control Devices for Streets and Highways, the latest edition of the "Policy on Street and Driveway Access to North Carolina Highway," and department criteria.
- iii. The roadway improvements that are within state-owned right of way shall be considered a part of the State Highway System and shall be owned and maintained by the **Department**.
- iv. The **Department** reserves the right to cover, relocate, or remove any sign for maintenance or construction operations, or when deemed to be in the best interest of the **Department** or the traveling public, without advance notice. The **Department** reserves the right to remove signs when roadway improvements or changes in the roadway cross-section or configuration will no longer accommodate the existing signs. If existing signs no longer meet the **Department's** size and design requirements for an upgraded roadway and existing signs are removed, the **Municipality** may request to upgrade their signs, provided that minimum spacing is available on the upgraded roadway. The **Department** reserves the right to require signs to be upgraded or replaced due to damage, deterioration, or to meet current sign design requirements. All upgrade or replacement costs shall be paid for by the **Municipality**. A new Agreement may be required.

- v. The **Department** shall be released from any and all damages or claims for damages associated with the signs, except, to the extent allowed by Law, those damages which arise as a result of the negligence of the **Department**, its engineers, or agents.
- vi. The **Department** has the responsibility and authority to relocate or remove signs if a need for a higher priority regulatory, warning or guide sign is identified.
- vii. As described in General Statute 136-30 (a), (b), and (d), the **Department** has the authority to control all signs within the right of way of the State Highway System.

IV. COSTS AND FUNDING

A. PROJECT COSTS

- i. The estimated cost of the Project is \$3,500. Both **Parties** understand that this is an estimated cost and subject to change.
- ii. The **Municipality** shall reimburse the **Department** 100% of the actual cost of all work performed by the **Department**, including administrative costs.

B. PAYMENT BY THE OTHER PARTY

- i. Based on the estimated cost, the **Municipality** shall submit a down payment for \$3,500 to the Department's Fiscal Section upon full execution of this Agreement, in accordance with the attached "Remittance Guidance".
- ii. Upon completion of the Project, if actual costs exceed the amount of payment, the **Municipality** shall reimburse the **Department** any underpayment within sixty (60) days of invoicing by the **Department**. The **Department** will charge a late payment penalty and interest on any unpaid balance due in accordance with G. S. 147-86.23. If the actual cost of the work is less than \$3,500, the **Department** will reimburse the **Municipality** any overpayment.

V. STANDARD PROVISIONS

A. AGREEMENT MODIFICATIONS

Any modification to scope, funding, responsibilities, or time frame will be agreed upon by all **Parties** by means of a written Supplemental Agreement.

B. ASSIGNMENT OF RESPONSIBILITIES

The **Department** must approve any assignment or transfer of the responsibilities of the **Municipality** set forth in this Agreement to other parties or entities.

C. AGREEMENT FOR IDENTIFIED PARTIES ONLY

This Agreement is solely for the benefit of the identified **Parties** to the Agreement and is not intended to give any rights, claims, or benefits to third parties or to the public at large.

D. OTHER AGREEMENTS

The **Municipality** is solely responsible for all agreements, contracts, and work orders entered into or issued by the **Municipality** to meet the terms of this Agreement. The **Department** is not responsible for any expenses or obligations incurred for the terms of this Agreement except those specifically eligible for the funds and obligations as approved by the **Department** under the terms of this Agreement.

E. TITLE VI

The other party to this Agreement shall comply with Title VI of the Civil Rights Act of 1964 (Title 49 CFR, Subtitle A, Part 21) and related nondiscrimination authorities. Title VI and related authorities prohibit discrimination on the basis of race, color, national origin, disability, gender, and age in all programs or activities of any recipient of Federal assistance.

F. AUTHORIZATION TO EXECUTE

The **Parties** hereby acknowledge that the individual executing this Agreement has read this Agreement, conferred with legal counsel, fully understands its contents, and is authorized to execute this Agreement and to bind the respective **Parties** to the terms contained herein.

G. DEBARMENT POLICY

It is the policy of the **Department** not to enter into any agreement with parties that have been debarred by any government agency (Federal or State). By execution of this agreement, the **Municipality** certifies that neither it nor its agents or contractors are presently debarred, suspended, proposed for debarment, declared ineligible or voluntarily excluded from participation in this transaction by any Federal or State Agency or Department and that it will not enter into agreements with any entity that is debarred, suspended, proposed for debarment, declared ineligible or voluntarily excluded from participation in this transaction.

H. INDEMNIFICATION

The **Municipality** will indemnify and hold harmless the FHWA (if applicable), the **Department** and the State of North Carolina, their respective officers, directors, principals, employees, agents, successors, and assigns from and against any and all claims for damage and/or liability, including those that may be initiated by third parties, in connection with the Project activities performed pursuant to this Agreement including construction of the Project, except for those claims arising out of the errors, omissions, or negligence of the **Department**, its respective officers, directors, principals, employees, agents, successors, and assigns.

I. AVAILABILITY OF FUNDS

All terms and conditions of this Agreement are dependent upon, and, subject to the allocation of funds for the purpose set forth in the Agreement and the Agreement shall automatically terminate if funds cease to be available.

J. COUNTERPARTS AND ELECTRONIC SIGNATURES

- i. This Agreement, and other documents to be delivered pursuant to this Agreement, may be executed in one or more counterparts, each of which will be deemed to be an original copy and all of which, when taken together, will be deemed to constitute one and the same agreement or document and will be effective when counterparts have been signed by each of the **Parties**. An image of a manual signature on this Agreement, or other documents to be delivered pursuant to this Agreement, will constitute an original signature for all purposes. The delivery of copies of this Agreement or other documents to be delivered pursuant to this Agreement, including executed signature pages where required, by electronic transmission will constitute effective delivery of this Agreement or such other document for all purposes.
- ii. The **Parties** hereto further acknowledge and agree that this Agreement may be signed and/or transmitted by email or a PDF document or using electronic signature technology (e.g. DocuSign, Adobe Sign, or other electronic signature technology), and that such signed record shall be valid and as effective to bind the **Party(ies)** so signing as a paper copy bearing a handwritten signature. By selecting "I Agree", "I Accept", or other similar item, button, or icon via use of a keypad, mouse, or other device, as part of the electronic signature technology, the **Parties** consent to be legally bound by the terms and conditions of Agreement and that such act constitutes a signature as if actually signed in writing. The **Parties** also agree that no certification authority or other third-party verification is necessary to validate its electronic signature and that the lack of such certification or third-party verification will not in any way affect the enforceability of its electronic signature. The **Parties** acknowledge and agree that delivery of a copy of this Agreement or any other document contemplated hereby through the electronic signature technology, will have the same effect as physical delivery of the paper document bearing an original written signature.

K. GIFT BAN

By Executive Order 24, issued by Governor Perdue, and NCGS 133-32, it is unlawful for any vendor or contractor (i.e. architect, bidder, contractor, construction manager, design professional, engineer, landlord, offeror, seller, subcontractor, supplier, or vendor), to make gifts or to give favors to any State employee of the Governor's Cabinet Agencies (i.e. Administration, Adult Corrections, Commerce, Environmental Quality, Health and Human Services, Information Technology, Military and Veterans Affairs, Natural and Cultural Resources, Public Safety, Revenue, Transportation, and the Office of the Governor).

SIGNATURE PAGE

IN WITNESS WHEREOF, this Agreement has been executed the day and year heretofore set out, on the part of the **Department** and the **Municipality** by authority duly given.

(DOCUSIGN ONLY)

TOWN OF STALLINGS

Authorized Signer: _____

Print Name: _____

Title: _____

Date Signed: _____

If applicable, this Agreement has been pre-audited in the manner required by the Local Government Budget and Fiscal Control Act:

Fed Tax ID No: _____

Finance Signer: _____

Remittance Address:

Print Name: _____

Title: _____

Date Signed: _____

DEPARTMENT OF TRANSPORTATION

By: _____

Print Name: _____

Title: _____

Date: _____

APPROVED BY BOARD OF TRANSPORTATION ITEM O: _____ (DATE)

SIGNATURE PAGE

IN WITNESS WHEREOF, this Agreement has been executed the day and year heretofore set out, on the part of the **Department** and the **Municipality** by authority duly given.

(INK SIGNATURES)

TOWN OF STALLINGS

Attest:

Authorized Signer: _____

By: _____

Print Name: _____

Title: _____

Title: _____

Date Signed: _____

If applicable, this Agreement has been pre-audited in the manner required by the Local Government Budget and Fiscal Control Act:

Fed Tax ID No: _____

Finance Signer: _____

Remittance Address:

Print Name: _____

Title: _____

Date Signed: _____

(DOCUSIGN)

DEPARTMENT OF TRANSPORTATION

By: _____

Print Name: _____

Title: _____

Date: _____

APPROVED BY BOARD OF TRANSPORTATION ITEM O: _____ (DATE)

3800



Pleasant Plains

RD

3900

3900



Pleasant Plains

RD

3800

4500



Potter

RD

4600

4600



Potter

RD

4500



400 North Broome Street, Suite 100
P.O. Box 178, Waxhaw, NC 28173
(704) 243-9693 Fax: (980) 729-5020

Melanie D. Cox, Attorney

Chris Cox, Attorney

MEMORANDUM

TO: Mayor and Town Council, Town of Stallings

FROM: Melanie D. Cox and Chief Franks

RE: Proposed Amendments to Chapter 113 (Panhandling, Begging, Solicitation and Canvassing)

DATE: September 22, 2026

Chief Franks and I are recommending the Board adopt the attached amendments to Chapter 113 of the Town Code. These changes are not a matter of policy preference but are necessary to bring the ordinance into compliance with current First Amendment law and to substantially reduce the Town's exposure to a constitutional challenge.

Chapter 113 currently regulates panhandling/begging, canvassing, and commercial solicitation as three separate categories, each subject to different rules depending on what the speaker is saying — for example, panhandling and canvassing are banned outright on all public sidewalks, rights-of-way, and parks, while commercial solicitation is not. Certain organizations (the Boy Scouts, Girl Scouts, religious organizations, political candidates) are also exempted from permit requirements that apply to others.

Courts have held that any ordinance which applies different rules depending on the topic or content of the speech is “content-based” and must survive the highest level of judicial scrutiny, a standard content-based speech restrictions almost never meet. The federal appellate court whose decisions are binding on North Carolina has applied this exact analysis to strike down a similar panhandling ordinance from another Virginia town, holding that panhandling and charitable solicitation are protected speech. Since that line of cases developed, the substantial majority of panhandling ordinances challenged nationally have been struck down or repealed.

The attached amendments restructure Chapter 113 so that the same rules apply to panhandling, begging, canvassing, and solicitation alike, regardless of the speaker's message. Specifically, the amendments:

- Repeal the categorical ban on panhandling and canvassing in all public sidewalks, rights-of-way, and parks;

- Consolidate the conduct-based safety restrictions that legitimately protect the public — prohibitions on accosting, touching without consent, blocking pedestrian or vehicle passage, and standing in roadway medians to approach vehicles, into a single section applying equally to everyone, regardless of what they are saying;
- Remove the exemptions for specifically-named organizations from the commercial solicitation permit requirement, which were themselves a content/speaker-based distinction; and
- Narrow the solicitation permit's criminal-history disclosure requirement to match the Town's actual basis for denying a permit.

The commercial solicitation permit process itself is retained largely as-is, since permitting requirements for door-to-door commercial sales rest on firmer constitutional footing than restrictions on charitable, political, or religious speech.

TOWN OF STALLINGS, NORTH CAROLINA

ORDINANCE NO. 2026-____

AN ORDINANCE AMENDING CHAPTER 113 OF THE TOWN OF STALLINGS CODE OF ORDINANCES, ENTITLED "PANHANDLING, BEGGING, SOLICITATION AND CANVASSING"

WHEREAS, the Town of Stallings (the "Town") is a municipal corporation duly organized and existing under the laws of the State of North Carolina, and is governed by its Town Council; and

WHEREAS, N.C. Gen. Stat. § 160A-174 authorizes the Town by ordinance to define, prohibit, regulate, or abate acts, omissions, or conditions detrimental to the health, safety, or welfare of its citizens and the peace and dignity of the Town, and to define and abate nuisances; and

WHEREAS, N.C. Gen. Stat. § 160A-178 authorizes the Town by ordinance to regulate, restrict, or prohibit the solicitation of contributions from the public and the business activities of itinerant merchants, peddlers, and similar persons, and N.C. Gen. Stat. § 160A-179 authorizes the Town by ordinance to prohibit or regulate begging or otherwise canvassing the public for contributions; and

WHEREAS, since Chapter 113 was last amended, the Supreme Court of the United States and the United States Court of Appeals for the Fourth Circuit have further clarified the constitutional standards governing municipal regulation of solicitation, panhandling, begging, and canvassing, holding, among other things, that such activity is speech protected by the First Amendment, that public sidewalks, streets, and medians are traditional public forums, and that a regulation which draws distinctions based on the content of the message conveyed or the identity of the speaker is subject to strict scrutiny. ; and

WHEREAS, the Town Council finds that the Town has a significant governmental interest, wholly unrelated to the content of any message, in protecting the public from fraud, intimidation, coercion, and unwanted physical contact; in ensuring the safe and unobstructed movement of pedestrians and vehicular traffic upon the Town's streets, sidewalks, and other public ways; and in preserving the peace, order, health, safety, and welfare of its residents, businesses, and visitors; and

WHEREAS, the Town Council finds that the amendments set forth in this Ordinance are necessary and appropriate to conform Chapter 113 to the requirements of the First Amendment to the United States Constitution and Article I, Section 14 of the Constitution of North Carolina, and are in the best interest of the public health, safety, and welfare of the Town of Stallings;

NOW, THEREFORE, BE IT ORDAINED by the Town Council of the Town of Stallings, North Carolina, that:

Section 1. Amendment of Chapter 113. Chapter 113 of the Town of Stallings Code of Ordinances, entitled "Panhandling, Begging, Solicitation and Canvassing," is hereby amended and shall read in its entirety as follows:

CHAPTER 113: PANHANDLING, BEGGING, SOLICITATION AND CANVASSING

Section

[113.01](#) Purpose

[113.02](#) Definitions

[113.03](#) Unlawful Conduct in Connection with Panhandling, Canvassing, or Solicitation

[113.04](#) Solicitation

[113.05](#) [Reserved]

[113.06](#) Enforcement

§ 113.01 PURPOSE.

The purpose of this chapter is to protect the public against criminal activity, including fraud and burglary, minimize the unwelcome disturbance of citizens and the disturbance of privacy and to preserve the public health, safety and welfare by regulating and controlling the conduct of persons engaged in soliciting, panhandling, and canvassing, regardless of the content of the message conveyed or the purpose of the communication.

(Ord. passed 5-12-2014; Am. Ord. passed 5-27-2014; Am. Ord. passed 7-14-2014)

§ 113.02 DEFINITIONS.

For purposes of this chapter the following definitions shall apply unless the context clearly indicates or requires a different meaning.

ACCOSTING. Approaching or speaking to someone in such a manner as would cause a reasonable person to fear imminent bodily harm or the commission of a criminal act upon his or her person, or property in his or her immediate possession.

BEG. To ask for money or goods as a charity, whether by words, bodily gestures, signs, or other means.

CANVASSING. The act of going upon property or approaching people to discuss or explain issues which include religious proselytizing, exercising an individual's freedom of speech or campaigning for political votes, that does not include the request for contributions or donations or the sale of goods or products.

PEDESTRIAN THOROUGHFARE. A public sidewalk, walkway, or other route intended for pedestrian travel.

PANHANDLE. To ask for money or goods as a charity, whether by words, bodily gestures, signs, or other means in a public place.

PERSON. Any individual, firm, partnership, corporation, company, religious sect or denomination, society, organization or league, and includes any trustee, receiver, assignee, agent or other similar representative thereof.

PRIVATE PROPERTY. A legal designation of the ownership of property by non-governmental legal entities. Private property is distinguishable from public property, which is owned by a state entity; and collective property, which is owned by a group of non-governmental entities.

SOLICITOR /SOLICITATION. Any person or organization who travels from place to place taking or offering to take orders for the sale of goods for future delivery or for personal services to be performed in the future, whether or not samples are displayed or money is collected in advance, and any person who uses or occupies any building or premises for the sole purpose of taking or offering to take orders for the sale of goods for future delivery or for personal services to be performed in the future, whether or not samples are displayed or money is collected in advance.

TOWN. The Town of Stallings, North Carolina.

(Ord. passed 5-12-2014; Am. Ord. passed 5-27-2014; Am. Ord. passed 7-14-2014)

§ 113.03 . UNLAWFUL CONDUCT IN CONNECTION WITH PANHANDLING, CANVASSING, OR SOLICITATION.

(A) Prohibited conduct. It shall be unlawful for any person, regardless of the content of the message conveyed or the purpose of the communication, to panhandle, beg, canvass, or solicit in any of the following ways:

- (1) By accosting another, or by forcing oneself upon the company of another; or
- (2) By intentionally blocking or obstructing the free passage of a pedestrian on a pedestrian thoroughfare, or the free passage of a vehicle; or
- (3) Within 20 feet of the entrance of any financial institution or any automated teller machine, regardless of whether or not such automated teller machine is located at or near a financial institution; or
- (4) Within 20 feet of any outdoor dining area or outdoor merchandise area, provided such areas are in active use at the time; or
- (5) While the person being addressed is standing in line waiting to be admitted to a commercial establishment; or
- (6) By touching the person being addressed without the person's consent; or
- (7) By continuing to address a person after that person has clearly indicated, by words or conduct, that he or she does not wish to be addressed; or
- (8) By standing on a traveled portion of any street or highway, or on a median strip, for the purpose of addressing the occupant of any vehicle; or

(Ord. passed 5-12-2014; Am. Ord. passed 5-27-2014; Am. Ord. passed 7-14-2014)

§ 113.04 SOLICITATION.

(A) *Prohibited acts.* It shall be unlawful for any person to solicit:

- (1) On private property where "No Soliciting" or "No Trespassing" signs are posted;
- (2) Without acquiring the appropriate permit from the Town of Stallings.

(B) *Permit requirements.* Any organization seeking issuance of a permit to engage in business as a solicitor within the town limits shall be required to have each individual engaging in soliciting on its behalf make written application to the Town of Stallings, which application shall show and contain the following:

- (1) The name and address of the individual filing the application;
- (2) The name and address of the principal or employer if the applicant is an agent or employee;
- (3) A complete physical description of the applicant including height, weight, sex, race, date of birth and any distinguishing characteristics;
- (4) A description of the goods or services to be sold or offered;
- (5) A statement as to whether the applicant intends to receive payment or deposit for goods or services to be delivered or rendered in the future;
- (6) The inclusive dates which the applicant will carry on business within the town;
- (7) A statement as to which days of the week the applicant intends to conduct business;
- (8) A complete description of the vehicle or method of transportation the applicant intends to use for business purposes while in the town;
- (9) A statement as to whether the applicant, his principal or employer or other person having management or supervisory function in the applicant's business, has been convicted of a criminal offense involving violence, theft, fraud, or a similar offense and, if so, the name of the person convicted, the nature of the offense, the punishment assessed and when and where the offense occurred;
- (10) Each person filing application for issuance of a permit to solicit in the town hall shall present a driver's license or an approved state-issued identification card with photograph at the time of filing the application.

(C) *Permit fee/privilege license fee.* Before any permit shall be issued under the provisions of this chapter, the applicant shall pay the following: An application fee in the amount of \$150 per organization to the town to cover processing and enforcement cost.

(D) *Issuance of permit.*

- (1) The town shall issue a permit to the applicant within five working days of filing the application if it is determined that the applicant has complied with the provisions of this chapter and proposes to engage in a lawful commercial or professional enterprise.

(2) The permit will be a letter on Town of Stallings letterhead signed by the Town Clerk or their designee. The applicant, agent or employee must carry a copy of said letter along with an approved state identification card with a photograph at all times while engaged in business. The employee or agent's name must appear on the initial application and will be included on the letter.

(E) *Denial or revocation of permit.*

(1) Any applicant denied will be mailed a letter within five working days after making application, stating the reason for denial. Denial will be made if it is determined that provisions of this chapter have not been met or the applicant does not propose to engage in a lawful commercial or professional enterprise. Conviction or criminal offenses by the applicant or principals in the business which indicate a propensity for violence, theft, fraud or similar offenses may be cause for denial of a permit.

(2) The Town of Stallings may revoke a permit issued under this chapter when there is a reasonable factual basis that doing so would be in the best interest of the health, safety, welfare or morals of the public. A letter shall be mailed to the address listed for the applicant on the application notifying them of the reason for revocation.

(F) *Terms of permit.* A permit shall be issued for the period requested in the application, provided however no permit shall be issued for a period exceeding 12 calendar months. Upon expiration of the permit, the applicant may apply for a new permit. If approved, a new permit may be issued for an additional term not to exceed 12 calendar months.

(G) *Transfer of permit.* A permit issued under this chapter is not transferable.

(Ord. passed 5-12-2014; Am. Ord. passed 5-27-2014; Am. Ord. passed 7-14-2014)

§ 113.05 [RESERVED]

§ 113.06 ENFORCEMENT

This chapter may be enforced by any of the following ways as provided by law. A violation of this chapter shall subject the violator to issuance of a citation as defined in § [10.99](#) of the Stallings Code of Ordinances.

(Ord. passed 5-12-2014; Am. Ord. passed 5-27-2014; Am. Ord. passed 7-14-2014)

CHAPTER 113: PANHANDLING, BEGGING, SOLICITATION AND CANVASSING

Section

[113.01](#) Purpose

[113.02](#) Definitions

[113.03](#) Unlawful Conduct in Connection with Panhandling, Canvassing, or Solicitation

[113.04](#) Solicitation

[113.05](#) [Reserved]

[113.06](#) Enforcement

§ 113.01 PURPOSE.

The purpose of this chapter is to protect the public against criminal activity, including fraud and burglary, minimize the unwelcome disturbance of citizens and the disturbance of privacy and to preserve the public health, safety and welfare by regulating and controlling the conduct of persons engaged in soliciting, panhandling, and canvassing, regardless of the content of the message conveyed or the purpose of the communication.

(Ord. passed 5-12-2014; Am. Ord. passed 5-27-2014; Am. Ord. passed 7-14-2014)

§ 113.02 DEFINITIONS.

For purposes of this chapter the following definitions shall apply unless the context clearly indicates or requires a different meaning.

ACCOSTING. Approaching or speaking to someone in such a manner as would cause a reasonable person to fear imminent bodily harm or the commission of a criminal act upon his or her person, or property in his or her immediate possession.

BEG. To ask for money or goods as a charity, whether by words, bodily gestures, signs, or other means.

CANVASSING. The act of going upon property or approaching people to discuss or explain issues which include religious proselytizing, exercising an individual's freedom of speech or campaigning for political votes, that does not include the request for contributions or donations or the sale of goods or products.

PEDESTRIAN THOROUGHFARE. [A public sidewalk, walkway, or other route intended for pedestrian travel.](#)

PANHANDLE. To ask for money or goods as a charity, whether by words, bodily gestures, signs, or other means in a public place.

PERSON. Any individual, firm, partnership, corporation, company, religious sect or denomination, society, organization or league, and includes any trustee, receiver, assignee, agent or other similar representative thereof.

PRIVATE PROPERTY. A legal designation of the ownership of property by non-governmental legal entities. Private property is distinguishable from public property, which is owned by a state entity; and collective property, which is owned by a group of non-governmental entities.

SOLICITOR /SOLICITATION. Any person or organization who travels from place to place taking or offering to take orders for the sale of goods for future delivery or for personal services to be performed in the future, whether or not samples are displayed or money is collected in advance, and any person who uses or occupies any building or premises for the sole purpose of taking or offering to take orders for the sale of goods for future delivery or for personal services to be performed in the future, whether or not samples are displayed or money is collected in advance.

TOWN. The Town of Stallings, North Carolina.

(Ord. passed 5-12-2014; Am. Ord. passed 5-27-2014; Am. Ord. passed 7-14-2014)

§ 113.03 . UNLAWFUL CONDUCT IN CONNECTION WITH PANHANDLING, CANVASSING, OR SOLICITATION.

(A) Prohibited conduct. It shall be unlawful for any person, regardless of the content of the message conveyed or the purpose of the communication, to panhandle, beg, canvass, or solicit in any of the following ways:

(1) By accosting another, or by forcing oneself upon the company of another; or

(2) By intentionally blocking or obstructing the free passage of a pedestrian on a pedestrian thoroughfare, or the free passage of a vehicle; or

(3) Within 20 feet of the entrance of any financial institution or any automated teller machine, regardless of whether or not such automated teller machine is located at or near a financial institution; or

(4) Within 20 feet of any outdoor dining area or outdoor merchandise area, provided such areas are in active use at the time; or

(5) While the person being addressed is standing in line waiting to be admitted to a commercial establishment; or

(6) By touching the person being addressed without the person's consent; or

(7) By continuing to address a person after that person has clearly indicated, by words or conduct, that he or she does not wish to be addressed; or

(8) By standing on a traveled portion of any street or highway, or on a median strip, for the purpose of addressing the occupant of any vehicle; or

(Ord. passed 5-12-2014; Am. Ord. passed 5-27-2014; Am. Ord. passed 7-14-2014)

§ 113.04 SOLICITATION.

(A) *Prohibited acts.* It shall be unlawful for any person to solicit:

(1) On private property where "No Soliciting" or "No Trespassing" signs are posted;

(2) Without acquiring the appropriate permit from the Town of Stallings.

(B) *Permit requirements.* Any organization seeking issuance of a permit to engage in business as a solicitor within the town limits shall be required to have each individual engaging in soliciting on its behalf make written application to the Town of Stallings, which application shall show and contain the following:

(1) The name and address of the individual filing the application;

(2) The name and address of the principal or employer if the applicant is an agent or employee;

(3) A complete physical description of the applicant including height, weight, sex, race, date of birth and any distinguishing characteristics;

(4) A description of the goods or services to be sold or offered;

(5) A statement as to whether the applicant intends to receive payment or deposit for goods or services to be delivered or rendered in the future;

(6) The inclusive dates which the applicant will carry on business within the town;

(7) A statement as to which days of the week the applicant intends to conduct business;

(8) A complete description of the vehicle or method of transportation the applicant intends to use for business purposes while in the town;

(9) A statement as to whether the applicant, his principal or employer or other person having management or supervisory function in the applicant's business, has been convicted of a criminal offense [involving violence, theft, fraud, or a similar offense and, if so, the name of the person convicted, the nature of the offense, the punishment assessed and when and where the offense occurred;](#)

(10) Each person filing application for issuance of a permit to solicit in the town hall shall present a driver's license or an approved state-issued identification card with photograph at the time of filing the application.

(C) *Permit fee/privilege license fee.* Before any permit shall be issued under the provisions of this chapter, the applicant shall pay the following: An application fee in the amount of \$150 per organization to the town to cover processing and enforcement cost.

(D) *Issuance of permit.*

(1) The town shall issue a permit to the applicant within five working days of filing the application if it is determined that the applicant has complied with the provisions of this chapter and proposes to engage in a lawful commercial or professional enterprise.

(2) The permit will be a letter on Town of Stallings letterhead signed by the Town Clerk or their designee. The applicant, agent or employee must carry a copy of said letter along with an approved state identification card with a photograph at all times while engaged in business. The employee or agent's name must appear on the initial application and will be included on the letter.

(E) *Denial or revocation of permit.*

(1) Any applicant denied will be mailed a letter within five working days after making application, stating the reason for denial. Denial will be made if it is determined that provisions of this chapter have not been met or the applicant does not propose to engage in a lawful commercial or professional enterprise. Conviction or criminal offenses by the

applicant or principals in the business which indicate a propensity for violence, theft, fraud or similar offenses may be cause for denial of a permit.

(2) The Town of Stallings may revoke a permit issued under this chapter when there is a reasonable factual basis that doing so would be in the best interest of the health, safety, welfare or morals of the public. A letter shall be mailed to the address listed for the applicant on the application notifying them of the reason for revocation.

(F) *Terms of permit.* A permit shall be issued for the period requested in the application, provided however no permit shall be issued for a period exceeding 12 calendar months. Upon expiration of the permit, the applicant may apply for a new permit. If approved, a new permit may be issued for an additional term not to exceed 12 calendar months.

(G) *Transfer of permit.* A permit issued under this chapter is not transferable.

(Ord. passed 5-12-2014; Am. Ord. passed 5-27-2014; Am. Ord. passed 7-14-2014)

§ 113.05 [RESERVED]

§ 113.06 ENFORCEMENT

This chapter may be enforced by any of the following ways as provided by law. A violation of this chapter shall subject the violator to issuance of a citation as defined in § [10.99](#) of the Stallings Code of Ordinances.

(Ord. passed 5-12-2014; Am. Ord. passed 5-27-2014; Am. Ord. passed 7-14-2014)



A Balanced Scorecard Approach for the Town of Stallings

FY 25-26 Annual Report



September 24, 2026

A Report to Citizens, Council, & Staff – FY 2025-2026

The Town's system of linking its vision, mission, Council's top priorities, departmental actions, and performance measures to achieve the desired results is a balanced scorecard system called Forward Stallings. The Town strategy map, scorecards, top departmental priorities, and budgetary information are blended together to better align the Town's time, money, and resources with its top priorities. In essence, this annual report is both a "report card" and a "strategic learning tool" that should be used to help assess how well the Town is doing in pursuing its key objectives. One of the main purposes of the report is to generate discussion, like a post-game analysis, to determine whether particular strategies being used to accomplish objectives and initiative should be 1.) changed, 2.) abandoned, or 3.) maintained (i.e., "stay the course"). The next opportunity to analyze results and discuss possible changes to strategy will be at the Council's regular board meeting on September 28, 2026. At this meeting, the Manager will officially submit the FY 25-26 Annual Report.

The willingness to experiment by using new or innovative ideas is critical to continuously improving operations. At the same time, a learning organization must be able to identify both potential successes and failures early enough to adjust accordingly to changing conditions. This is a major benefit of this system – it provides a reality check, accommodates changes in direction, helps everyone make well informed decisions, and creates accountability by sharing the results (whether good or bad) with the citizens, media, elected officials, and Town employees. In instances where it appears the Town is being successful, the Council, staff and public should still be willing to challenge the status quo and suggest strategies that may allow an even higher standard of service to be delivered. This is the key to avoiding complacency. On the other side of the coin, just because an initiative missed its target does not necessarily mean a change in strategy is needed. As the old saying goes, "the devil is in the details." Hence, asking probing questions to gain an understanding of the many factors affecting outcomes compared to the desired target can help clarify the performance picture and uncover a greater ability to assess

ORGANIZATIONAL PERSPECTIVES

Community – Managers must know if the Town is meeting citizen needs. They must determine the answer to the questions: Is the organization delivering the services the community wants?

Financial – Managers must focus on how to meet service needs in an efficient manner. They must answer the question: is the service delivered at a good price?

Internal Business – Manager must focus on those critical operations that enable them to satisfy citizens. Managers must answer the question: Can the organization improve upon a service by changing the way a service is delivered?

Develop Know-How – What skills, tools, and organizational climate do our employees, elected officials, appointed officials, and volunteers need to meet the community's needs while achieving the mission and vision?

what (if anything) should be done in response. It is also important to remember that departments often set “stretch targets” that are multi-year goals intended to help make a breakthrough by encouraging creative thinking, results-oriented problem solving and/or escaping the comfort zone.

This report covers FY 2025–2026, July 1, 2025, through June 30, 2026. Where a measure uses a calendar-year or seasonal reporting period, that period is identified. Developments after June 30 are included as subsequent updates and are distinguished from fiscal-year results.

Enclosed please find:

- 1.) Our Balanced Scorecard Policy.
- 2.) Our Strategy Map.
- 3.) Individual Department Reports.
- 4.) Individual Department Scorecards.

I am grateful to Council and staff for being willing to try something new. This is our sixth year, and this has been/will be a continuous learning experience for all of us. However, I am confident that we will be able to use the lessons learned to continuously improve.

Please do not hesitate to contact me if you have any questions, suggestions, concerns, or ideas related to this report. Most importantly, we look forward to listening to and participating in the discussions that will help us take the next steps in positively impacting Stallings’ future.

Sincerely,

Alex Sewell
Town Manager

Rationale, Overview, & Processes

What is the Balanced Scorecard?

A management system that uses a group of measures/goals to help implement an organization's strategy. It is a tool/system for the leaders to use in communicating to employees and the community the outcomes and performance drivers by which the organization will achieve its mission and strategic objectives.

Rationale and Benefits of the Balanced Scorecard

- *Clarifies and Communicates Organizational Mission.* Translates your vision and strategy into a coherent set of measures, targets and initiatives that can be communicated throughout the organization and community by:
 - 1.) More clearly describing the Town Council's strategy by taking potentially vague policy directives (mission, vision, goals, and objectives) and making them easier to understand by defining them and choosing performance measures to gauge their progress; and
 - 2.) Sharing scorecard results throughout the organization and community gives employees and citizens the opportunity to discuss the assumptions underlying the strategy, learn from unexpected results, and deliberate on future modifications as necessary. Simply understanding an organization's strategy can unlock many organizational capacities, thus allowing employees and citizens, maybe for the first time, to know here the organization is headed and how they can contribute to the journey. The scorecard brings meaning and action to a vague objective like "provide excellence municipal services."
- *Better Data for Policy-Making.* The Balanced Scorecard promotes questions, dialogue, analysis, innovation, experimentation, adaptability, and accountability.
- *Helps Let Us Know if We Are Moving Toward Goal Achievement or Drifting Further Away.*
- *Resource Alignment and Allocation.* 1.) To successfully implement any strategy, it must be understood and acted upon throughout all levels of the organization and ultimately be enacted during departments' day-to-day activities; 2.) Establishing long-term "stretch targets" allows the organization to identify the key steps necessary to achieve its goals; and 3.) Aligns resources (time, effort, and money) so that the initiatives in all departments and levels share a common trait, their linkage to the Town's strategic goals.
- *Strategic Learning* – Any strategy we pursue represents a hypothesis or your best guess of how to achieve success. To prove meaningful, the measures of the scorecards must link

together to tell the story that describes what you are trying to achieve through your strategy.

- *Balance* – Between financial and non-financial indicators; 2.) Between internal and external constituents of the organization; and 3.) Between lag and lead indicators of performance (i.e., what we've done in the past and where we want to go in the future).
- *Increases Likelihood of Accomplishing Key Goals* – By not only helping to keep leadership, management, departments, and employees focused on top priorities, but also by improving communication between all interests thus making it easier to effectively troubleshoot and make logical "changes in course" that result in successfully delivering the type of services the community expects.

Using Strategy & the Balanced Scorecard to Get Results

Any strategy the Town pursues represents a hypothesis or a best guess of how to achieve success. To prove meaningful, the measures on the scorecard must link together the story of, or describe, that strategy. For example, if the Town believes that an investment in employee training will lead to improved quality, it needs to test the hypothesis through the measures appearing on the scorecard. If employee training does increase, but quality actually decreases, then it may not be a valid assumption. Instead, focus could turn to another possible factor, but more importantly, the Town has information in which to act and make decisions.

Strategy to achieve a desire outcome is often a new destination, somewhere the organization has not yet traveled to before. The Balanced Scorecard provides the Town with a method to document and test assumptions inherent in the strategies it adopts. It may take considerable time to gather sufficient data to test such correlations, but simply beginning to question the assumptions underlying the strategy is a major improvement over making decision based purely on financial numbers or subjective information.

A well-designed Balanced Scorecard should describe the Town or department's strategy through the objectives and measures chosen. These measures should link together in a chain or cause-and-effect relationships form the performance drivers in the Develop Employees perspective (Employee Learning and Growth) all the way through Service the Community Perspective. Documenting our strategy through measurement, making the relationships between the measures so specific they can be monitored, managed, and validated. Only then can we begin learning about, and successfully implementing our strategy.

Key Definitions & Components

Vision: Word picture of our desired future.

Mission: Why we exist.

Core Values: What we believe in, guiding principles.

Strategic Priorities: Themes on which the organization will concentrate efforts, dedicate resources, and strive to achieve significant improvements. The focus areas reflect what the current Stallings Town Council believes must be done to succeed.

Perspectives: The four different views that are used to create a “balanced” way of establishing objectives and measurements to assist the organization in accomplishing the vision and strategic priorities. The traditional four perspectives used in corporate strategic planning and program evaluation are 1.) Financial; 2.) Internal Business Process; 3.) Community; and 4.) Innovation, Learning & Growth. While the names and definitions of these perspectives are frequently modified to meet different organization’s specific needs, the original intent of these four traditional perspectives usually remains intact.

Objective: A concise statement describing the specific things the organization must do well in order to execute its strategy. Objectives often begin with action verbs such as “increase,” “reduce,” “improve,” “achieve,” and similar words. Examples: Reduce Crime, Enhance Customer Service, Promote Learning & Growth, Invest in Infrastructure, Deliver Competitive Services, Maintain Fiscal Strength, Maintain a Skilled & Diverse Workforce, Create Unity Between Neighborhoods, Provide Affordable Services, Protect the Environment, Enhance Walkability, etc.

Measure: A standard used to evaluate our community performance against desired results. Reporting and monitoring measures help organizations gauge progress toward effective implementation of strategy. Example: Percentage of water customers with an average pressure of 30 PSI or greater.

Target: The desired result of a measure that communicates the expected level of performance. Example: 98% of customers will have average water pressure of 30 PSI or greater. A “stretch target” is a challenging target that may not be met. It may be a multi-year goal with milestones.

Cascading: The process of developing “aligned” scorecards throughout an organization. Each level of the organization will develop scorecards based on objectives and measures it can influence from the group to which they report. For example, Police Patrol aligns/connects with the Police Department, who aligns/connects with the Town-wide Scorecard by developing their own objectives and measures based on how they influence the Town-wide objectives and measures.

Cause & Effect: The concept of cause and effect separates the Balanced Scorecards from other performance management systems. The measures on the Scorecard should link together in a series of cause-and-effect relationships to tell the organization’s strategic story.

Perspectives

The “balanced portion of the Scorecard uses four perspectives to answer critical service delivery questions. This helps provide the balance that organization’s need to successfully plan, implement, measure, and evaluate performance.

Community Perspective:

Serve the Community – What is our mission and vision? What do our citizens want?

Managers must know if the Town is meeting citizen needs. They must determine the answer to the question: Is the organization delivering the services the community wants?

Financial Perspective:

Manage Resources – How we deliver quality services efficiently and remain financially sound while achieving the vision and mission?

Managers must focus on how to meet service needs in an efficient manner. They must answer the question: Is the service delivered at a good price?

Internal Business Perspective:

Run the Operations – What internal processes must we excel at to provide valuable services to the community while achieving the mission and vision?

Managers need to focus on those critical operations that enable them to satisfy citizens. Managers must answer the question: Can the organization improve upon a service by changing the way a service is delivered?

Learning & Growth Perspective:

Develop Know-How – What skills, tools, and organizational climate do our employees, elected officials, and volunteers need to meet the community’s needs while achieving the mission and vision?

An organization’s ability to improve and meet citizen demands ties directly to the employees’ ability to meet those demands. Managers must answer the question: Is the organization providing employees with the training, technology, and proper work environment to enable them to success and continuously improve?

Objectives by Perspective

Serve the Community

What do our citizens want? What must be done to implement the vision and mission?

- **Strengthen Citizen Engagement** – Improve the quality and frequency of communication to enhance public access to information about Town services, meetings, key issues, and emergency situations. Provide a variety of ways for citizens to meaningfully share ideas, concerns, and questions with Town officials.
- **Conserve Cultural & Natural Resources** – Protect the environment, historic assets, and intangible assets such as community and cultural events that help bring Stallings' citizenry together. Ensure that these resources are protected, conserved, celebrated and resilient to changing environmental conditions.
- **Increase Citizen & Community Safety** – Accomplish this by building relationships and problem-solving partnerships with citizens, businesses, and neighborhood watch groups and using best-practice strategies including having police officers and officials accessible and approachable, improving community appearance, addressing nuisances, & approaching community safety across departments will make our community safer.
- **Promote Economic Vibrancy** – While the Town recognizes that there are many factors influencing local economic conditions, the Town seeks to do its part with partners to achieve economic development and support locally owned businesses. The Town recognizes that achieving economic vibrancy also includes creating a sense of place and identity as well as enhancing the quality of life in Stallings as a place to work, live, play, and raise a family.
- **Enhance Recreation, Walkability & Connectivity** – Provide recreation and pedestrian facilities to encourage healthy lifestyles, citizen interaction, and to offer a variety of transportation choices that link Stallings' neighborhoods together in an accessible manner.

Manage Resources

How do we deliver quality services efficiently and remain financially sound while achieving the vision and mission?

- **Maintain Fiscal Strength** – Support fiscal policies, controls, and actions that keep the Town government in a financially strong position, thereby allowing it to respond to unforeseen problems, emergencies, and opportunities, as well as having sufficient reserves for cash flow and credit rating purposes.
- **Develop Long-Term Financial Plans** – Build upon current financial planning instruments to provide a longer-term view of what Stallings' finances and operations may look like in the future. These plans are intended to identify potential challenges, opportunities, and proactive response options.
- **Invest in Infrastructure** – Prioritize funding for infrastructure maintenance to avoid deterioration while

minimizing long-term operational and capital costs. New infrastructure investments help achieve key priorities and optimize the use of current assets.

- **Deliver Services Efficiently** – Ensure citizens are receiving a good value from their investments by delivering cost-efficient services. Maximize the use of public funds through service optimization, innovation, process improvement, competition, and other means.

Run the Operations

What internal processes must we excel at to provide valuable services while achieving the vision and mission?

- **Enhance Emergency Preparedness** – Improving the ability to effectively anticipate and respond to emergency situations, from minor incidents to major disasters, through planning, training, collaboration with public and private agencies, and community education.
- **Improve Communication & Collaboration** – Increase the quality and frequency of communication throughout all areas of the organization to promote problem-solving partnerships within and outside of the organization. Good communication enables the vision to be implemented.
- **Excel at Staff & Logistical Support** – Ensure outstanding internal support is being provided to all departments, employees, elected officials, advisory board members, and volunteers that deliver services or directly serve the community. Use technology, where practical to improve service delivery and save taxpayer dollars.
- **Provide Responsive & Dependable Services** – Provide quality services to citizens in a courteous, responsive, and reliable manner that is effective in achieving desired results. Excel at the technical aspects of delivery.

Develop Know-How

What skills, tools, and organizational climate do our employees, elected officials, and volunteers need to meet the community's needs while achieving the vision and mission?

- **Maintain a Skilled & Competent Workforce** – Create a work environment that allows the Town to hire, develop, and retain a workforce of skilled employees capable of meeting the community's needs. Focus includes career development, succession planning, and improving employee motivation and satisfaction. Hire competent staff who exemplify The Stallings Way.
- **Support Development of Citizen Volunteers** – Identify opportunities for volunteers to develop the technical and leadership skills that enable them to achieve the community's needs and understand the role of the advisory boards in Town government.
- **Enhance Relations with Other Entities** – Build relationships with others involved in the governing process, including governmental organizations, non-profits, and the private sector. Public-private partnerships should be explored as a potential problem-solving tool.

Developing Departmental Strategy

Departmental Balanced Scorecards

A good scorecard will do the following:

- Tell the story of the Department's strategy.
- Shows that every objective selected is a linkage in the cause-and-effect relationships that compose the Town's strategy.
- Drive performance by using a variety of measures and targets that look at short and long-term results to encourage proactive management.
- Involve the participation of division heads, key staff, and employees throughout the Department.
- Is financially viable.
- Positively changes departmental behavior by developing strategic initiatives.

Step #1 – Town-Wide Objectives Selected to Build Scorecard & Map

Departments determine what they can do to support and respond to the town-wide strategy, Balanced Scorecard, and achieve the departmental mission. Departments select the objectives they can meet to help the town board in pursuing the achievement of the Town Council's Strategic Priorities, Vision, and Mission. The objectives selected from each of the four perspective areas are used to create the Department's strategy map.

Step #2 – Developing Departmental Initiatives

These are the critical activities the Department must pursue to achieve the Town-wide objective and the Department's mission.

- Initiatives detail what the Department must do to achieve a Town-wide objective or achieve the departmental mission.
- Initiatives identify the highest priority activities to show where resources are most needed to achieve the overall departmental strategy.
- Initiatives may apply to all divisions within a department or just one division.
- Initiatives describe how the Department will respond to the Town-wide objective.
- Initiatives are written so that divisions and employees can determine how they can respond to support the Department's effort to achieve the objective and mission.

Step #3 – Developing Measures and Targets

Each departmental initiative does not have to have a measure, but there should be a way to evaluate the achievement of the initiative or whether or not it was accomplished. There are two goals for strategic measures: organizational motivation and strategic learning.

Organizational Motivation – Measures are a very effective tool in improving performance and/or accomplishing goals. A November 2001 article by Edwin Locke in Harvard Business Review titled "Motivation by Goal Setting" cites a survey of more than 500

studies, which indicates that performance increases an average of 16 percent in companies that establish targets. A primary reason for this may be that measures give employees clear direction and guidance as to what they need to accomplish. When employees focus their efforts on achieving key initiatives that are aligned with town-wide objectives and strategic priorities, then there is much greater probability that a well-coordinated effort is made in fulfilling the Town's mission and the board's vision. The effort to clearly articulate the Town's top priorities to assist employees compliments the old saying that "people do what you inspect, not what you expect."

Strategic Learning – Measures are a way to monitor departments' progress in achieving the town-wide objectives and their initiatives. Any strategy used to achieve initiatives, objectives, or strategic priorities represents a hypothesis of how to succeed. Strategy to achieve a desired outcome or solve a problem is often a new destination, a place that the Town has not yet traveled to before. Measures and targets provide a way to test assumptions inherent in the strategies we select to pursue our goals. Documenting our strategy through measurement allows management, employees, elected officials, and the public to monitor, manage, validate, question, and/or deliberate possible adjustments to our strategy. If this can occur, then the Town starts becoming a "learning organization" where being analytical, adaptive, and responsive to the hypotheses we've tested become keystones of the organizational culture that helps the Town successfully implement its strategy.

Components of a Good Measure

- Measures should be specific. Stating the SPD will be the "best" police department or that Administration will "maximize customer satisfaction" are more like vision statements and are difficult to measure.
- Measures should be measurable. There are ways to measure seemingly less tangible goals. Surveys, if properly designed, can be used to measure the perception of service quality, awareness of issues, community satisfaction, etc.
- Does the measure really evaluate the initiative being pursued?
- Is the measure reliable?
- Is the measure easy to understand and explain?
- Are departments using a variety of measures in evaluating their initiatives (workload, results, efficiency, effectiveness, short-term vs. long-term)?
- Does the measure clearly communicate the expected performance?
- It is important to know where you are and where you want to go. Ideally, departments should have a baseline measure for current performance in the form of last year's actual data, best practices or industry standards for comparison. When baselines do not yet exist a TBD (to be determined) is placed in the appropriate area to indicate the Department is in the process of getting this data.

Guidelines for Setting Targets

1. Targets should be realistic but challenging enough to motivate greater accomplishments.
2. Departments can be more aggressive when setting multi-year targets.
3. Provide a rational explanation as to why achieving a target is important, especially with stretch targets.
4. When setting a target, Department should review the linkage (cause-and-effect relationship) of the “enabling” perspectives to make sure they have the ability to achieve the target, thus the following questions should be asked:

- Do departmental personnel have the skills and tools necessary to get the job done?
- Does the Department have sufficient resources/funding?
- Are internal operations adequate?

Stretch Targets – These are usually long-term or multi-year goals. At most, departments should set one to two stretch targets per year. These are reserved for those initiatives critical in making a particular breakthrough. Stretch targets can be especially useful to help a department break form its comfort zone or traditional way of running operations so as to spark creative thinking and results-oriented problem-solving. Every Department should have at least one stretch target.



STRATEGY MAP

Vision for Stallings

To provide an inviting and safe community with a commitment to excellence where families and businesses can thrive as we embrace our future while preserving our past.



Mission of Town Government

To serve the residents and businesses of the Stallings community by providing excellent municipal services while upholding the public interest by maintaining a sound financial position and active stewardship of public assets and resources.



Serve the Community

Strengthen Citizen Engagement	Conserve Cultural & Natural Resources	Increase Citizen & Community Safety	Promote Economic Vibrancy	Enhance Recreation, Walkability & Connectivity
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Manage Resources

Maintain Fiscal Strength	Develop Long- Term Financial Plans	Invest in Infrastructure	Deliver Services Efficiently
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Run the Operations

Enhance Emergency Preparedness	Improve Communication & Collaboration	Excel at Staff & Logistical Support	Provide Responsive & Dependable Services
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Develop Know-How

Maintain a Skilled & Competent Workforce	Support Development of Citizen Volunteers	Enhance Relations with Other Entities
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Town Council Strategic Priorities

- Mid-Range Financial Planning
- Pursue Sewer Alternatives
- Support/Enhance Union West Business Park
- Implement Adopted Plans & Studies Not Dependent on Sewer Capacity
- Pursue Town Center Creation
- Maximize Positive Development Around the Hospital/Light Rail

"The Stallings Way" Core Values

- Integrity
- Commitment
- Flexibility
- Awesome Customer Service
- Team Before Self
- Continuous Improvement
- Qualified/Competent
- Supporting Each Other
- Everyone Pitches In
- Work/Life Balance
- Positive Attitude
- Collaboration
- Dialogue
- Have Fun
- Trust & Respect
- Open to Teach/Learn
- Healthy, Positive Environment

ADMINISTRATION DEPARTMENT – ANNUAL BALANCED SCORECARD OVERVIEW

ACCOMPLISHMENTS:

What targets did your Department meet and/or exceed? What is the significance of meeting these targets? How did the Department meet/exceed these targets? What will be done to ensure continued success?

Strengthening Citizen Engagement – As noted in the challenges section below, this is both an accomplishment and a challenge. The Town published four quarterly blog posts, meeting its defined metric goal aimed at helping provide information about ongoing Town issues. Audio recordings were posted for all regular Council meetings, although live broadcasting remained a challenge. The Town is working to update our system to improve broadcasting reliability. The scorecard also records completion of the FY 25-26 budget participation steps: a meeting with Council and committee members, a public hearing, and publication of the budget meeting schedule. These steps gave residents and committee members opportunities to learn about the budget and provide input before adoption.

Supporting Economic Development and Union West Business Park – Council discussed its strategy for approaching NC General Assembly members on July 14, 2025. On October 9, the Economic Development Committee hosted Union County Economic Development Director Ron Mahle to discuss business recruitment and retention, retail recruitment, and opportunities to enhance Union West Business Park. The Town also met with the County's retail recruitment firm in October to explore how it could assist Stallings. These discussions advanced coordination with economic development partners; achieving improvements in the business park remains a longer-term effort.

Pursue Town Center Creation – The Town continued using the "Town Center" name and presented Council with information on available listed land. Twelve events were held at Stallings Municipal Park during calendar year 2025, exceeding the goal of eleven and supporting the Town Center as a community gathering place. Progress on securing a tenant and attracting development proposals was more limited, as discussed below.

Implement Adopted Plans and Studies Not Dependent on Sewer Capacity – Staff presented additional project opportunities, including greenways, sidewalks, and streetscape improvements, during the FY 25-26 budget process. This met the goal of giving Council options for advancing adopted plans while sewer capacity remains a constraint.

Maintain Fiscal Strength and Plan for Future Needs – The scorecard reports that the Town met its goal of adopting a balanced budget without using unrestricted fund balance or debt for operating expenditures. The Town followed its budget and priority-setting process and developed property revaluation options for Council to consider relative to the revenue-neutral tax rate. The five-year Capital Improvement Program was updated, and the five-year IT replacement plan was maintained, with computers and equipment replaced as needed. These efforts support informed budget decisions and planning for future capital needs.

Hold an Occupancy Tax Referendum – The referendum was held in November 2025 and approved by voters. Staff is working with the relevant governmental entities to establish the tax. Voter approval was a significant step, while implementation remains ongoing. This is both an accomplishment and a challenge. While the referendum ultimately passed after a second time on the ballot, establishment has been a challenge due to lack of resources on the subject. Staff is working with the UNC School of Government to aid in the start-up.

Safety Training and Team Building – All employees completed mandatory safety training, meeting the 100% target. The Town also held four organization-wide team-building events, meeting the annual goal and providing opportunities for employees to build relationships across departments.

Employee Compensation – The FY 25-26 budget followed the Town’s adopted pay policy. The scorecard also confirms completion of the pay and benefits study identified for FY 24-25. That earlier work provides a foundation for the Town’s efforts to attract and retain qualified employees.

CHALLENGES:

Which targets did your Department not meet? What challenges did the department face in meeting these targets? What will be done to try to meet the targets going forward (i.e. adjustments in strategy)?

Reliable Council Meeting Broadcasts – The Town did not meet its goal of broadcasting all regular Council meetings. The scorecard reports audio-and-video broadcasts for 56% of meetings and audio broadcasts for 72%, with audio recordings posted for 100%. The unreliable system limited live access to meetings. A replacement system is budgeted for FY 26-27, and the Town is moving through the replacement process.

Town Center Development – Armored Cow Brewery withdrew, so the intended lease did not move forward. Staff engaged with other potential tenants. No proposals were received for developer-requested public participation strategies identified in the scorecard, so those opportunities did not advance. County sewer capacity is likely a challenge here. The Town Center remains a long-term goal that depends in part on private investment and viable development proposals.

Employee Retention – This was both a challenge and a strength. Overall turnover was 7.84%, and non-Police turnover was 0%, both meeting the target of less than 10%. Police turnover was 13.33%, exceeding that target. These measures exclude retirements, involuntary separations, and separations during the six-month probationary period. The Police result warrants continued attention to the reasons employees leave and opportunities to retain qualified staff.

Employee Recognition – Five Caught Ya! employee recognition awards were given, below the goal of eight. Additional awards were planned, but had not been reported as completed. We should continue encouraging employees and supervisors to recognize coworkers who go above and beyond.

Hold an “All Hands on Deck” Meeting – The Town did not hold the annual meeting, missing its goal of one. This was a missed opportunity to share information and hear directly from employees. Scheduling across Police shifts remains a challenge; offering more than one session could make participation more practical.

Recordable Injuries – The scorecard indicates that the zero-injury target was not met for the Town overall or for Police, while General Government reported zero. Completing required safety training is an accomplishment, but preventing injuries remains an ongoing priority.

OTHER COMMENTS:

Sewer Alternatives – Council chose to consider package plant proposals case by case rather than adopt a formal position. No formal applications were submitted, so an independent evaluation of a developer’s proposed

technology was not undertaken. This reflects Council's chosen approach and the absence of an application to evaluate.

Emergency Preparedness – In place of an in-person exercise, department heads are enrolled in applicable emergency preparedness courses, with the final courses scheduled to conclude in spring 2027. Although the scorecard marks this item "No," the reported activity is an alternative training approach still underway, rather than a completed mock emergency exercise. While this is not the mock scenario, Staff is taking the important step to ensure all department heads understand and have a working knowledge of emergency preparedness by taking three courses in that subject realm.

Performance Pay Policy – Work on implementing a functional performance pay policy remains ongoing, with a target date of June 30, 2028. This is a multi-year initiative and is not yet due for completion.

ENGINEERING AND PUBLIC WORKS DEPARTMENT – ANNUAL BALANCED SCORECARD

Accomplishments:

What targets did your Department meet and/or exceed? What is the significance of meeting these targets? How did the Department meet/exceed these targets? What will be done to ensure continued success?

- Engineering and Public Works continued to provide responsive customer service despite a substantial increase in workload. The departments met the Balanced Scorecard target of responding to resident and business inquiries within two business days, and Engineering completed plan reviews within the Town's established review timelines. Maintaining these service levels while addressing a growing volume of development activity, construction coordination, and utility work was a significant accomplishment.
- Public Works continued expanding its ability to complete infrastructure repairs in-house. Staff performed pothole and small-to-medium roadway patching, sinkhole and stormwater repairs, sidewalk work, and other maintenance activities, and successfully completed a full roadway culvert crossing using Town staff and equipment. At mid-year, staff estimated approximately \$50,000 in cost savings from work completed in-house. The expanded use of recently acquired equipment has improved response times and reduced reliance on contractors for work that is practical for Town staff to perform.
- Engineering implemented both the FY2026 reconstructive roadway maintenance program and preventative maintenance contracts. The continued use of crack sealing and microsurfacing alongside traditional resurfacing and reconstruction gives the Town a more balanced pavement management strategy, extending pavement life and allowing limited roadway funds to be directed where they provide the greatest long-term value.
- The Town met its Permit Year 3 MS4 requirements and significantly strengthened its stormwater compliance program. The Stormwater Compliance Manager position was filled, required training and certifications were completed, and the Town was able to bring more compliance work in-house. As a result, consultant task orders originally contemplated for portions of the FY2027 MS4 program were no longer necessary, creating a more sustainable internal compliance structure.
- Departmental staffing and professional development improved substantially. A third Public Works employee was hired, increasing operational capacity and flexibility. The Associate Engineer passed the PE exam, the Engineering Director completed the professional development hours required to maintain PE licensure, and stormwater staff completed required certifications and coursework.
- Engineering completed an update to the Town's land development standards through adoption of applicable City of Charlotte standards. Staff also coordinated with NCDOT to provide Council and the community with updates on critical State transportation projects in the area. These efforts improve consistency in development review while strengthening coordination with a key transportation partner.
- Engineering and Public Works maintained their adopted Transportation, Stormwater, and Public Works budgets and developed FY2027 cost information for future personnel and equipment needs. Staff also presented Council with the current sanitary sewer capacity situation and continued monitoring regional discussions and potential alternatives so the Town is positioned to respond as viable opportunities arise.

Challenges:

Which targets did your Department not meet? What challenges did the department face in meeting these targets? What will be done to try to meet the targets going forward (i.e. adjustments in strategy)?

- One of the most significant emerging workload challenges has been the rapid increase in private fiber installation activity throughout Town. Although these are privately constructed utility projects, Engineering and Public Works are frequently the first point of contact when work affects streets, sidewalks, yards, drainage, or traffic. Encroachment reviews, pre-construction coordination, field visits, restoration issues, contractor follow-up, and a high volume of resident complaints have required substantial staff time. This reactive workload is difficult to predict and has competed directly with planned engineering, stormwater, and Public Works priorities.
- Land development activity has also created a significant increase in workload. Plan review, construction coordination, subdivision closeout, inspections, traffic and agency coordination, and developer and resident inquiries are often deadline-driven and can require immediate attention. Staff continued meeting plan review and response timelines, but the cumulative workload reduced the time available for longer-term internal initiatives. Most notably, the planned update to the Roadway Acceptance Policy was not completed, and staff was unable to maintain the detailed project and cost tracking list intended to quantify annual savings from in-house Public Works work.
- The Town did not fully meet the FY2026 target of investing \$50,000 in sidewalk repairs. Approximately \$18,000 in work was completed during the fiscal year, with an additional approximately \$25,000 project carried into FY2027. Staff will continue using a combination of in-house work and contracted repairs to address the highest-priority sidewalk needs while balancing other infrastructure demands.
- Although Permit Year 3 requirements were met, MS4 compliance remains a substantial ongoing responsibility. The Town continues to build processes for infrastructure inventory, SCM inspection and maintenance oversight, documentation, public education, and regulatory reporting. The addition of dedicated stormwater staff has greatly improved capacity, but future permit years will continue to require sustained staff time, coordination with private property owners and HOAs, and appropriate funding.
- Public Works has expanded the range of work that can be completed in-house, but not every project can or should be self-performed. Larger roadway repairs, extensive stormwater work, and major sidewalk replacement can exceed available manpower, equipment, or specialized expertise. Staff will continue evaluating each project individually and using contractors when doing so provides the safest and most cost-effective result.
- Sanitary sewer capacity remains a major long-term constraint outside the direct control of Engineering and Public Works. Staff presented Council with the current sewer situation and evaluated available alternatives; however, regional capacity limitations and the cost of potential solutions leave no immediate Town-driven fix. Staff will continue monitoring Charlotte Water, Union County, Centralina, and development-specific opportunities as circumstances change.

Other comments:

FY2026 demonstrated both the benefits of expanding internal capacity and the limits created by rapidly increasing service demands. The third Public Works employee, dedicated stormwater compliance position, new equipment, updated standards, and continued staff development have made the departments more capable and efficient. At the same time, increased development activity and private utility/fiber construction have created a level of reactive coordination and complaint response that was not anticipated when many Balanced Scorecard goals were established. Engineering and Public Works will continue prioritizing mandated compliance, public safety, timely plan review, and responsive service while evaluating staffing, inspection resources, encroachment processes, and contractor support needed to keep pace with the Town's workload.

FINANCE DEPARTMENT – ANNUAL BALANCED SCORECARD OVERVIEW

ACCOMPLISHMENTS:

What targets did your Department meet and/or exceed? What is the significance of meeting these targets? How did the Department meet/exceed these targets? What will be done to ensure continued success?

Strengthening Citizen Engagement – Finance began providing monthly financial reports with the staff report in March 2026, later than the January target. Each report presents the prior month's year-to-date revenues and expenditures, along with cash balances, to support Council's financial oversight.

Maintain Fiscal Strength – The audit for the fiscal year ended June 30, 2025, identified no material weaknesses or significant deficiencies.

Maintain Skilled and Competent Workforce – The new Finance position approved with the FY26 budget was filled in December 2025, enabling the implementation of internal controls previously not possible due to limited staff, such as separating the payroll and human resources functions. In addition, this position is now completing payroll reconciliations that were previously not being done regularly due to staffing limitations and was a finding in a prior year audit.

Also, current staff have participated in training and continue to do so. Not only does this provide continuing education hours needed to maintain certifications, but it also ensures staff stay up to date in their field of expertise or increases knowledge as necessary.

CHALLENGES:

Which targets did your Department not meet? What challenges did the department face in meeting these targets? What will be done to try to meet the targets going forward (i.e. adjustments in strategy)?

Multiple targets have not been met solely due to timing with projected completion dates that are in the future, while others have not been met due to current software and staffing constraints. The latter limitations were acknowledged, and funding was provided in the FY26 budget to assist with solutions. Highlighted as an accomplishment above, the new position has been filled. In addition, increasing workloads and projects of other departments has a direct impact on the Finance workload with more contracts, purchase orders, invoices, etc. flowing through this department, resulting in more time being spent on daily operations and less time available for these bigger projects.

Having sufficient financial software is such an important necessity but it is also a huge undertaking. The need to recreate, rather than migrate the current financial chart of accounts, makes this project even more complicated and time-consuming. In addition, other departments are presently using their own online platforms to serve their needs, some of which include billing and payment capabilities that do not integrate with the current financial software. Overall, this is an incredibly significant task, but staff must get a few other things taken care of before being able to devote the appropriate focus to this project.

Many goals remain, but target dates need to be extended to maintain an environment that promotes the Town's core values.

OTHER COMMENTS:

While there appear to be many unmet targets, Finance has made considerable strides. Although, no formal policy revisions took place this year, multiple processes and procedures have been revised for efficiency, better record keeping and ensuring adherence to required rules and regulations. In addition, there were tasks that were

previously overlooked due to a lack of capacity that are now being completed. Also, the additional Finance staff is enabling more segregation of duties and internal controls. Finance is working diligently to make improvements as needed, while keeping the daily operations of the Town afloat and working on these big picture goals.

PARKS & REC DEPARTMENT – ANNUAL BALANCED SCORECARD OVERVIEW

ACCOMPLISHMENTS:

What targets did your Department meet and/or exceed? What is the significance of meeting these targets? How did the Department meet/exceed these targets? What will be done to ensure continued success?

Targets Met and Exceeded

- **Town Center Activation and Community Programming**
The department exceeded its 2025 target of hosting more than 10 events at Stallings Municipal Park by successfully delivering 12 events. This milestone directly supports the Town's Town Center vision by activating public space, increasing community engagement, and enhancing the economic and social vitality of the area. Success was achieved through intentional event planning, interdepartmental coordination, and strong community partnerships. Continued success will be supported by maintaining annual event benchmarks and expanding event offerings aligned with Town Center development goals.
- **Standardization of Event and Program Documentation**
A standardized event and program planning template was fully implemented ahead of the 2026 deadline. This achievement improves operational efficiency, ensures consistency across department-led events, and strengthens documentation and accountability practices. The department will continue to utilize and refine this template as programming expands.
- **Community Engagement and Public Outreach**
This is both an accomplishment and a challenge. The Parks and Recreation Department recorded 1.5 million Facebook views during the reporting period. Engagement increased by 6.7%, below the 50% target. The department will clarify the engagement measure and baseline before setting future targets.
- **Workforce Development and Training**
Department staff participated in CPR/First Aid/AED training, Fire Extinguisher Training, Event Management School and Maintenance Management School. These efforts strengthen operational readiness, safety compliance, and professional development. The department plans to formalize quarterly training goals beginning in FY27.

CHALLENGES:

Which targets did your Department not meet? What challenges did the department face in meeting these targets? What will be done to try to meet the targets going forward (i.e. adjustments in strategy)?

Targets Not Yet Achieved

- **Adult-Focused Programming Expansion**
The target of launching three adult-focused programs has not yet been met. Challenges include assessing community interest and identifying appropriate program partners. To address this, the department has opened Park Partner applications to expand adult programming opportunities. Notably, this timeline/deadline extends past the time period focused on in this report (FY 25-26 fiscal year).

- **Inclusive and Sensory-Based Event Enhancements**

While inclusion remains a priority, no sensory-based or inclusive features have yet been implemented at large-scale events. This is due to ongoing research into best practices and feasible implementation strategies. The department plans to keep researching how to make inclusion a priority at events.

- **Multi-Use Trail Connectivity**

Progress toward the development of a comprehensive multi-use trail network is ongoing; however, the annual construction target has not yet been met. Challenges include funding availability and coordination across departments. Continued collaboration with Engineering and Council through the CRTPO grant process remains a priority.

- **Splash Pad Downtime Reduction**

The goal of reducing splash pad downtime during summer 2026, a period extending beyond June 30, was not achieved due to aging infrastructure and maintenance demands. The department is working with the Fountain Division on equipment upgrades and proactive maintenance strategies. An infrastructure upgrade intended to reduce downtime is scheduled for FY 26–27.

- **Department-Wide SOP Development**

The Standard Operating Procedures Manual is currently 50% complete. While progress has been steady, the time-intensive nature of documentation has impacted completion timelines. The department remains on track to finalize the SOP Manual by 12/1/26, followed by staff training.

OTHER COMMENTS:

The Parks and Recreation Department continues to make steady progress toward strategic objectives while balancing operational demands, staffing capacity, and infrastructure needs. Strong momentum in community engagement, event programming, and internal process improvements positions the department for continued success. Priorities moving forward include advancing inclusive programming, expanding adult programming, strengthening infrastructure planning, and completing the department's operating procedures.

PLANNING DEPARTMENT – ANNUAL BALANCED SCORECARD OVERVIEW

ACCOMPLISHMENTS:

What targets did your Department meet and/or exceed? What is the significance of meeting these targets? How did the Department meet/exceed these targets? What will be done to ensure continued success?

Our department met several key targets this year related to Town Center development, customer service, resource management, and professional development.

- **Town Center implementation.** All applicable Town Center development projects were reviewed for compliance with the adopted Streetscape Master Plan, meeting our goal of 100 percent compliance. One project was approved with the required streetscape improvements. A second project that promoted additional Town Center residential development was ultimately not approved by Council due to concerns including the lack of a commercial component. No multi-family projects were submitted.
- **Improved public information.** All planned development review process handouts were completed, along with the “Welcome to Stallings” handbooks for builders and residents. These materials make Town processes easier to understand and help applicants and residents find information before contacting staff.
- **Mapping and records.** All Planning maps were standardized to a consistent format. All Conditional Use Permit files were also digitized, and staff has begun scanning Conditional Zoning files.
- **Training and professional development.** Planning and Code Enforcement staff met the annual professional training target. Annual Planning Board and Board of Adjustment training was also completed before a full audience of board members and interested members of the public.

To ensure continued success, staff will continue early coordination with applicants, maintain public guidance and mapping resources, continue digitizing priority records, and provide ongoing professional development for staff and appointed boards.

CHALLENGES:

Which targets did your Department not meet? What challenges did the department face in meeting these targets? What will be done to try to meet the targets going forward (i.e. adjustments in strategy)?

Several targets were not completed as originally envisioned, and experience during the year helped staff identify better approaches moving forward.

- **Development Ordinance updates.** Staff completed numerous targeted text amendments, but the planned rewrites of Articles 7 and 11 were not completed. Staff found that rewriting individual sections creates ripple effects throughout the ordinance. A comprehensive ordinance update may be a more effective approach, and staff may seek support for this in a future fiscal year.
- **Future Land Use place types.** Similar to the ordinance update, changes to individual place types affect other portions of the Comprehensive Land Use Plan. These issues were incorporated into other planning efforts, and a broader Comprehensive Plan update may ultimately be more appropriate.
- **TOD Overlay.** Implementation remains on hold due to State legislative changes affecting local zoning authority. Staff will continue monitoring legislative developments and will be prepared to move forward when appropriate.

- **Code Enforcement education.** The planned recurring public education materials were not completed as anticipated due to competing workload priorities. The approach has been adjusted in the FY 2026–2027 Balanced Scorecard.
- **Records digitization.** The volume of historical records made full completion impractical within one fiscal year. All Conditional Use Permit files have been completed, and staff is now working through Conditional Zoning records.

The FY 2026–2027 Balanced Scorecard has been adjusted based on these experiences, with greater emphasis on achievable departmental priorities while continuing to address longer-term ordinance and planning needs as resources and direction allow.

OTHER COMMENTS:

Additional front-desk support and adjustments to office arrangements are expected to improve coordination and free staff time for other departmental priorities.

POLICE DEPARTMENT – ANNUAL BALANCED SCORECARD OVERVIEW

ACCOMPLISHMENTS:

What targets did your Department meet and/or exceed? What is the significance of meeting these targets? How did the Department meet/exceed these targets? What will be done to ensure continued success?

- **Accreditation Progress** – As an update following the close of FY 25–26, SPD successfully completed its year-two accreditation assessment in August 2026, with no discrepancies reported. Reaccreditation remains targeted for 2028.
- **Improve proficiency in moving and shooting through precision shooting and tactical training-** The Department had an average firearm score of 95% over both day and night qualifications, with the lowest score being 76%. The PD has held multiple movement-based decision-making training days using simunitions. This training has been incorporated into our annual range training days.
- **Conduct 20 traffic safety awareness campaigns (PSA's/bike rodeo/car seat installs/traffic checkpoints/youth driving clinics).** Officers participated in 14 checkpoints and multiple GHSP traffic campaigns. SPD completed 3 PSA's for E-bike safety. Our Drug Recognition Expert conducted training on when and how to utilize a DRE for one of our law enforcement partners.
- **Send all command officers to an Administrative Officers Management Program-** Lt Rian Fuller graduated from Northwestern University's School of Police Staff and Command.

CHALLENGES:

Which targets did your Department not meet? What challenges did the department face in meeting these targets? What will be done to try to meet the targets going forward (i.e. adjustments in strategy)?

- **The Department selected a community officer and within a few weeks he requested reassignment causing a delay in selecting and moving an officer into that position. This created delay in the following goals.**
 - **Host a Citizens Police Academy**
 - **Host quarterly coffee w/a cop; bi-monthly lunch w/ a cop at Stallings Elementary; host a fishing derby w/ NC Wildlife for kids. SPD did host 1 Coffee w/a Cop.**
- **Certify staff members in Crime/Intelligence Analysis and Report Management System data analysis-**The SPD had an officer registered to attend training in Crime/Intelligence Analysis, but the class was cancelled due to lack of enrollment. Both of our Records Techs were trained and are utilizing Crystal Reports for our RMS system. No certification was available for Crystal Reports training.
- **Create Police Explorers Program-**The SPD conducted a survey to determine interest level for the creation of an Explorer program. The survey results showed there was no interest in the creation of this program.
- **Voluntary Fitness Program** – 45% of department members participated in fitness testing, below the 80% participation target. Of those participating, 83% passed, exceeding the 60% pass-rate target. Results were mixed: participating employees performed well, while increasing participation remains an area for improvement.

OTHER COMMENTS: Staffing continues to create struggles in meeting all of our goals, but we continue to work on achieving success. Overall, all department members have participated in the work done so far to accomplish our goals.



MEMO

To: Mayor and Town Council
From: Alex Sewell
Via: N/A
Date: 9/24/26
RE: Requested Fiber Advocacy Letter Draft

Requested Action: Town Council to consider approval of the attached fiber/broadband advocacy letter and authorize the Mayor to sign and transmit the letter on behalf of the Stallings Town Council.

Background: At the September 14, 2026 Town Council meeting, Council discussed ongoing concerns related to fiber and broadband deployment in Stallings neighborhoods, including resident communication, restoration issues, private-property impacts, utility strikes, contractor responsiveness, and the limits of local government authority.

Following that discussion, staff prepared the requested draft advocacy letter for Council's review. The draft letter was circulated to Mayor and Council on September 15, 2026, with feedback requested by September 21, 2026. No revisions were requested by the deadline.

The draft letter has also been reviewed by the Town Attorney, and minor legal clarifications have been incorporated.

Summary: The proposed letter requests state and federal review of the current framework governing fiber and broadband deployment affecting local rights-of-way, utility easements, and residential neighborhoods.

The letter recognizes the importance of continued broadband expansion, while also asking for a better balance between timely deployment and meaningful accountability for residents, local governments, and providers.

The letter identifies several areas where additional state or federal clarification may be helpful, including:

1. Clear provider and contractor accountability;
2. A meaningful restoration and claims process;

3. Better protection for private-property impacts without making local governments claims administrators;
4. Preservation of practical local right-of-way management authority;
5. Reasonable cost recovery for local governments;
6. A clear state-level complaint and escalation path; and
7. Improved utility-strike and safety reporting.

Financial Impact: There is no direct financial impact associated with approving this letter beyond staff time associated with coordination.

Staff Recommendation: Approval.



Town of
Stallings

315 Stallings Road ▪ Stallings, North Carolina 28104

[Date]

Re: Request for State and Federal Review of Fiber/Broadband Deployment Accountability, Resident Protection, and Local Right-of-Way Authority

Dear State and Federal Leaders:

On behalf of the Town of Stallings, the Mayor and Town Council respectfully request your review and assistance regarding the state and federal framework governing fiber and broadband deployment affecting local rights-of-way, utility easements, and residential neighborhoods.

The Town of Stallings understands and supports the continued expansion of reliable broadband infrastructure, provided that deployment occurs with reasonable safeguards for residents, neighborhoods, public infrastructure, and local rights-of-way. Reliable high-speed internet service is important for residents, businesses, education, public safety, economic development, remote work, and quality of life. We recognize that state and federal policy encourages broadband deployment, competition, and access to modern communications infrastructure.

However, deployment should not come at the expense of clear accountability, safe construction practices, timely restoration, or meaningful resident recourse when problems occur.

Recent fiber installation activity in Stallings has shown that the current framework does not always provide residents, local governments, or providers with a clear and workable accountability process when construction-related problems occur.

Over the past several months, Stallings residents have raised concerns involving yard restoration, irrigation and backflow systems, driveway and driveway-apron damage, settlement or recurring restoration failures, service interruptions, open or unsecured work areas, utility strikes, contractor communication issues, and difficulty identifying the correct provider or contractor contact for follow-up. Many of these issues arise from work performed by contractors or subcontractors on behalf of a broadband or fiber provider.

The Town has worked to respond appropriately within its authority. Staff has helped route resident concerns, identify provider contacts, screen issues for immediate safety or Town infrastructure concerns, and improve the Town's own communications, intake, permitting, and right-of-way processes.

The Town's guiding principle has been that the Town should listen, help residents reach the appropriate party, screen concerns for safety or Town-infrastructure issues, and identify recurring problems that may warrant broader provider coordination, while the responsible provider or contractor remains responsible for investigating and resolving private-property damage, restoration, service, and contractor-conduct concerns.

However, the larger issue is not simply a local administrative issue. It is also a state and federal policy issue.

Under North Carolina law, municipalities have general authority and control over public streets, sidewalks, alleys, bridges, and other ways of public passage. This includes the power to regulate the use of streets, sidewalks, and alleys, as well as the power to regulate, license, and prohibit digging or the placement of pipes, poles, wires, fixtures, or appliances in those areas.

At the same time, North Carolina's broadband deployment statute requires a city to approve or deny a broadband right-of-way or encroachment application within 30 days, provides that an application is deemed approved if no written decision is issued within that period, and limits local conditions to reasonable installation guidelines, prompt repair of damage caused by the applicant or its agent, and financial responsibility or commercially reasonable insurance demonstrating adequate resources to repair damage caused by the applicant or its agent. The statute also requires applications to include information such as the identity of the applicant and contractors, the type of installation, the proposed construction timeline, and the location or address of the proposed work.

Federal law also limits state and local requirements that prohibit or have the effect of prohibiting telecommunications service, while preserving state and local authority to manage public rights-of-way and require fair and reasonable, competitively neutral, nondiscriminatory compensation for use of those rights-of-way. Federal cable law, where applicable, also provides that a cable franchise authorizes construction of a cable system over public rights-of-way and through easements dedicated for compatible uses, subject to safety, cost, and damage-related obligations.

These laws serve important deployment goals. But in practice, the existing framework leaves municipalities with limited practical enforcement and accountability tools when construction is underway, residents experience property damage or restoration disputes, and providers or contractors are slow to respond. Local governments are not well positioned, legally or practically, to determine causation, adjudicate reimbursement claims, or act as the claims administrator between a resident and a fiber provider. At the same time, residents naturally turn to their local government when the work occurs in their neighborhood, near the street, or within a utility easement.

This issue is not unique to Stallings. Public guidance from at least one other North Carolina municipality reflects similar challenges: fiber providers may have access to rights-of-way or easements, cities may have limited control over private easement activity, and residents are often directed to the responsible utility or contractor's claims process, with the local government helping make the connection when appropriate.

The Town is not asking state or federal leaders to stop broadband deployment. We are asking for a better balance between timely deployment and meaningful accountability. Broadband providers should be able to build modern infrastructure efficiently, but residents should also have a clear, reliable process

when construction damages property, creates unsafe conditions, disrupts service, or leaves restoration incomplete.

The Town respectfully asks state and federal leaders to consider reforms or clarifications in the following areas:

1. Clear provider and contractor accountability.

Providers deploying fiber or broadband infrastructure should be required to maintain a clear local construction/restoration contact, a public claims or concern process, ticket numbers or tracking, acknowledgement deadlines, inspection and response timelines, and an escalation contact for residents and local governments. These requirements should apply to work performed by contractors and subcontractors on the provider's behalf.

2. Meaningful restoration and claims process.

State law currently allows municipalities to require financial responsibility or commercially reasonable insurance demonstrating adequate resources to repair damage caused by the applicant or its agent. The law should be clarified so that residents and local governments understand how that financial responsibility is accessed, how claims are submitted, what documentation is required, and what timeline applies when property damage or recurring restoration failure is alleged.

3. Protection for private-property impacts without making local governments claims administrators.

Many resident concerns involve yards, irrigation, landscaping, driveway edges, and other property-specific impacts. The Town asks state and federal leaders to consider whether a provider-administered, state-supervised, or otherwise standardized claims, bond, escrow, warranty, or insurance mechanism is appropriate for private-property restoration claims arising from broadband construction. Such a process should protect residents without placing municipalities in the role of determining causation or reimbursement between private parties.

4. Preservation of practical local right-of-way management authority.

Municipalities need clear authority to require reasonable pre-construction coordination, project phasing, resident notice, visible contractor identification, emergency contact information, restoration standards, closeout information, and corrective action when work creates safety concerns, damages public infrastructure, or repeatedly fails to comply with local right-of-way requirements. This should be balanced with the shared goal of timely broadband deployment.

5. Reasonable cost recovery for local governments.

Large-scale fiber projects can require significant staff time for plan review, coordination, pre-construction meetings, inspections, resident concerns, provider follow-up, reinspection, and restoration monitoring. Any state or federal policy on right-of-way fees should preserve the ability of local governments to recover reasonable actual costs rather than shifting the cost of private infrastructure deployment to local taxpayers.

The Federal Communications Commission is currently considering proposed wireline deployment rules that would limit state and local wireline authorization fees to a reasonable approximation of actual, direct right-of-way management costs and establish safe harbor fee levels. As that proceeding moves forward, the Town asks that any final framework preserve reasonable local cost recovery for review, coordination, inspection, public-infrastructure protection, and restoration-related work.

6. A clear state-level complaint and escalation path.

Residents often do not know whether to contact the provider, contractor, local government, Attorney General, Utilities Commission/Public Staff, NC 811, or another agency. Current North Carolina Public Staff guidance indicates that broadband, internet, cable or satellite television, wireless, and similar complaints can be directed to the North Carolina Attorney General's Office, while also noting that the Attorney General does not have jurisdiction over all complaint types.

The Town asks the State to consider a clearer statewide intake or escalation framework for broadband construction and restoration complaints, including coordination among the Attorney General, Public Staff, Department of Information Technology, NC 811, local governments, and providers.

7. Improved utility-strike and safety reporting.

North Carolina law already requires an excavator who damages a facility to immediately notify the Notification Center and the facility operator, if known, of the location and nature of the damage. When the damage results in the discharge of electricity, the escape of flammable, toxic, or corrosive gas or liquid, or danger to life, health, or property, the excavator must immediately notify emergency responders, including 911, the Notification Center, and the facility operator.

When such incidents occur during broadband deployment in residential neighborhoods and affect public safety, public infrastructure, or local right-of-way management, local governments should also receive timely incident information sufficient to understand the location, responsible contractor, safety status, and corrective steps before additional work proceeds nearby.

The Town of Stallings would welcome the opportunity to work with our legislative delegation, congressional delegation, state agencies, federal partners, local government organizations, and broadband providers on practical reforms that support both broadband access and resident protection.

Thank you for your consideration and for your service to North Carolina communities and the Town of Stallings.

Respectfully,

David Scholl
Mayor, Town of Stallings

On behalf of the Stallings Town Council