

Antelope Business
Community District
(PBID)

Organizational Overview & Strategic Recommendations



Developed by: Community Strong Strategies, LLC
On behalf of: Sacramento County, Office of Economic Development
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PROJECT OVERVIEW

REQUESTED ACTIVITIES

This project was originally implemented in 2024 in Supervisor Rich Desmond's district to support the four (4) PBIDS located within that particular district, because the COVID-19 pandemic placed intensive financial and operational stress on non-profits, businesses, and property owners due to unprecedented economic conditions. In 2025, this program was expanded to include Florin Road Partnership (FRP) and Antelope Business Community District (ABC). This extension will allow for additional cross-sharing of best practices and standardization of information collection, dissemination, and analyses.

Property and Business Improvement Districts (PBIDs) and Chambers of Commerce, charged with business corridors, have faced increased workloads as they attempt to support their districts with less funding and a changing business environment. The participating organizations, through an analysis of their growth and capacity needs, identify future impact priority areas, as well as short and long-term strategies, to improve service within their districts.

Activities of the project include:

- Organizational audit of operations, including Board of Directors, staff members, and volunteers; also includes review of Brown Act compliance
- Review of financial systems and reporting activities
- Assessment of existing activities and potential service delivery expansion and/or improvement recommendations
- Review of marketing and communications activities to ensure strong constituent outreach and engagement
- One-on-one meetings with key internal and external partners to better understand the organization's strengths and needs
- Fund diversification recommendations

The final report will deliver a comprehensive recap of project findings along with professional recommendations on how each organization can progress to maximize community impact.

ORGANIZATIONAL OVERVIEW

Antelope Business Community District (ABC District) was founded in 2018 as a property and business improvement district (PBID) and renewed in 2023 with an 83% approval rating.

The district map encompasses 168 properties (143 assessed) and has 55 different property owners, making up the assessment roll.

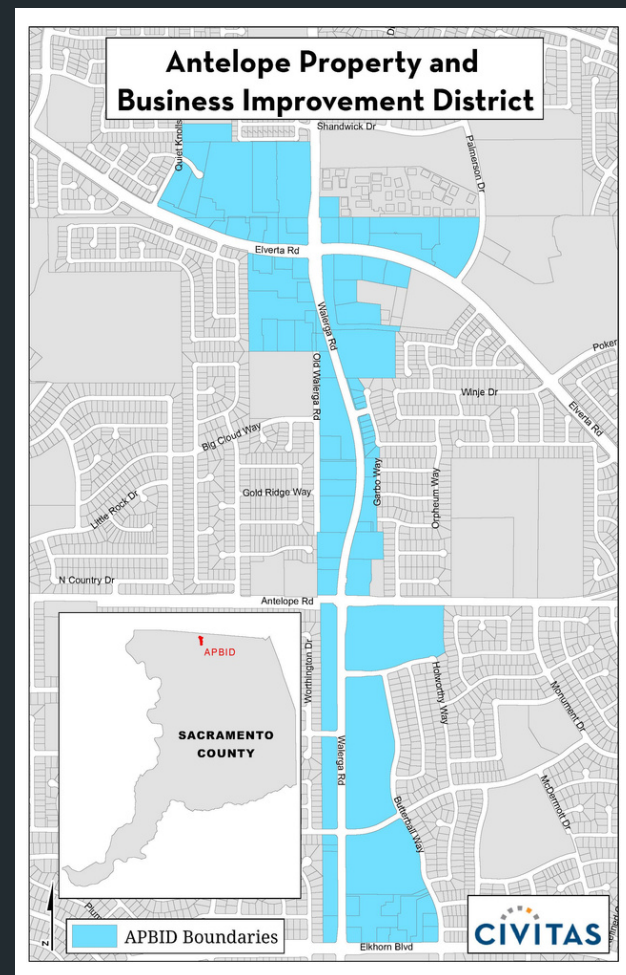
The Management District Plan (MDP) calls for the following budget allocations:

- Maintenance - 8%
- Security - 78%
- Capital Improvements - 1%
- Advocacy - 5%
- Administration - 7%
- Contingency/Reserve - 1%

The 2025 budget is \$369,312 with a breakdown as follows:

- Maintenance - \$29,545.00
- Security - \$288,063.00
- Capital Improvements - \$3,693.00
- Advocacy - \$18,466.00
- Administration - \$25,852.00
- Contingency/Reserve - \$3,693.00

DISTRICT MAP



ORGANIZATIONAL ASSESSMENTS

As part of the fact-finding activities, interviews were conducted with the following stakeholders: Board Chair Steve Amstutz , Board Vice Chair Rachelle Espinoza, Board At-Large Members Dave Moyette (property owner representative); Gordon Mills (business owner and residential neighbor), Rebecca Levland (property owner representative), significant property owner Ross Tolbert of Ethan Conrad Properties; public sector partner Forrest Johnson (Supervisor Rosario Rodriguez’s Office and Board member), and Security patrol provider Dean Broussard.

The Organizational Assessment is comprised of seven (7) key areas of responsibility to highlight a synopsis of the current status of each tenet.

a. Financials – The Executive Director (ED) creates the annual budget, which the Board then approves. The ED is then responsible for oversight and implementation. The organization does not currently use a monthly cash flow projections document.

Bookkeeping is handled internally and the organization uses Lance Molock, CPA of Gateway Group, LLC in Guntersville, AL, to file tax returns.

a. Financials (continued)

The organization’s CA Secretary of State’s (SOS) business listing is current through December 31, 2026.

As of April 22, 2026, the district’s SOS business listing does show that the ABC District is currently under suspension with the Franchise Tax Board (FTB) at the time of this report.

CSS contacted Executive Director Chris Evans to discuss and he was unaware of the issues; he immediately reached out to FTB to remedy the issue and was told they were missing two forms (Form 3500 which is required for tax-exempt status and Form 199 which is an annual form needed to report the organization’s gross receipts). Both documents have now been submitted.

ABC District is now waiting for confirmation from FTB and for their business listing on the SOS website to reflect the submissions so the organization can be in good standing with the FTB.

ORGANIZATIONAL ASSESSMENTS

(CONTINUED)

b. Marketing & Communications – the organization has a functioning website at this time. The domain is www.abcdistrict.com. The website has undergone some recent improvements, making it easier for the public to find upcoming meeting information, etc. It also includes previous years' annual reports, which is an asset for stakeholders.

The organization has strong social media presence on Facebook with 1,200 followers, with active post regularity. Its Instagram account has 50 followers and posts were active until 2022. Its LinkedIn account has 1 follower and no posts at the time of the social media audit.

c. Board of Directors – the Board of Directors (BOD) is slated to have 11 Board members according to the bylaws. It currently is a diverse group of both property and business owners consisting of eight (8) Directors, with four (4) of them being property owners and/or their representatives and the remainder represent community businesses within the district.

c. Board of Directors (continued)

Board Chair Steve Amstutz has served in this capacity for the past five years; Rachelle Espinoza serves as Vice Chair and will be taking over as Chair in April 2026. The organization currently does not have Secretary or Treasurer on the Executive Committee. The bylaws require these positions, the organization is out of compliance until these roles are filled.

d. Meetings/protocols –The organization currently holds full Board of Directors meetings every other month, which does not fulfill the monthly meeting requirement set forth in its bylaws.

It does currently hold monthly Security Committee meetings, which is critical since 78% of the district's budget is allocated to security efforts. Meetings are well-attended by law enforcement partners and community stakeholders. The ABC District private security team has a strong working relationship with the Sacramento Sheriff's Department.

ORGANIZATIONAL ASSESSMENTS

(CONTINUED)

e. **Staff** – Chris Evans serves as the full-time Executive Director for ABC, a role he has held since 2018. Evans is responsible for Board management, Clean and Safe efforts, Advocacy, as well as operational components such as meeting agendas and minutes, website updates, and communications. The organization also has a part-time Executive Assistant, Jazmine Villa, who assists with the website maintenance and other administrative needs.

f. **Community Engagement** – The district benefits from having Board member Gordon Mills on the Board as he is a current resident of an adjacent residential neighborhood. Mills serves as a conduit to how business district activities are impacting the residential neighborhoods in proximity. The ABC District also has a PBID community partnership with the Sacramento Municipal Utility District (SMUD) and works in partnership with SMUD on its business walks and other business-related activities.

The organization held two (2) business walks in 2025.

g. **Programmatic** – Because Security (78%) and Maintenance (8%) total 86% of the district's budget, the vast majority of the activities performed by the organization fall within one of these two categories.

CSS toured the district on two occasions and both times found that the district clean and safe standards were high and both the private security team and maintenance were active and visible in the district. In addition, there was strong coordination between the two entities to ensure expeditious attention to any issues in the geographical area. The Executive Director had a strong presence on both occasions and was actively directing the clean-up and activating the private security team.



DISTRICT SERVICE DELIVERY ASSESSMENTS

ABC District utilizes Knight Watch Patrol Services for its private security needs. The current weekly schedule includes 70 hours of scheduled patrol times, with an additional fourteen hours per week that is assigned as needed.

Below are the reported statistics for 2025 fiscal year:

- 5,096 hours of private security patrol
- 336 Code 602 citations issued within district boundaries
- 822 encampments addressed with 2,644 referrals for support/assistance

The district had an impressive response time for its private security team, listed at under five minutes for the year.

For the 2025 fiscal year, the clean-up statistics are as follows:

- 202,649 Lbs. (101.32 tons) in debris
- 1,900 items in illegal dumps removed

Sacramento Navigators, also known as SacNav (www.sacnav.org), a 501c3 designated nonprofit also run by Chris Evans, has served as the district's clean-up provider for the past three years. SacNav has received good feedback from stakeholders interviewed.

The team is certified in Crime Prevention Through Environmental Design (CPTED), which further keeps the district clean and safe.

The SacNav organization has currently assisted 36 people experiencing homelessness to regain employment through its program.

Because of the interconnectivity of the ABC District's Executive Director also serving as the lead for SacNav, it is recommended that there be written policies in place as it relates to procurement procedures moving forward.

In addition, there have been recommendations presented to ensure full bifurcation of SacNav and ABC District financial and operations activities moving forward.



ORGANIZATIONAL SWOT ANALYSIS

Strengths

- Strong property owner support for PBID based on renewal percentage of 83%
- Tenured Board Chair and Executive Director in place
- Excellent “clean and safe” standards within the district; strong understanding of most effective tactics to mitigate blight and problem areas

Weaknesses

- Non-compliance issues relating to the bylaws; inadequate # Board members, lack of two key Executive Committee roles of Treasurer and Secretary; and non-conforming # of Board meetings being currently held vs. stated in bylaws
- Limited funds to invest in Marketing and/or Economic Development activities with tax assessments
- Need for stronger fiscal separation of SacNav and ABC District

Opportunities

- Recruitment of new Board members & key volunteer Treasurer and Secretary positions; need for volunteer succession planning
- Non-compliance items & need to set date to address issues
- Increase non-assessed funding to support District Marketing needs, such as banners, placemaking
- Aging commercial corridors in need of additional investment to bolster better district image

Threats

- Aging lighting and other infrastructure with very limited capital improvement budget
- Lack of awareness of the PBID to the larger constituency
- Insufficient cash reserves should the organization have unforeseen issues
- Lack of diversified funding limits additional activities the PBID can undertake

OPERATIONAL RECOMMENDATIONS

a. **Financials** – the organization does not have minimum reserves in place at this time and should consider the development of a minimum reserve policy to be ratified by the Board of Directors.

The organization also has reduced its contingency funding to 1%, which only equals less than \$3,700 per annual budget. This is not a sufficient amount of reserves for the organization. It should consider increasing that percentage through a reallocation process with Sacramento County Special Districts.

The organization does not have a financial controls document in place, which is needed to comply with checks and balances best practices.

It is highly recommended that the organization utilize a California-based external bookkeeping service firm due to its public funding. This would save the staff time and would strengthen the organization's financial foundation.

The organization is awaiting reversal of its Franchise Tax Board suspension. While under suspension, organizations have limited operating rights within the State of California and this may have adverse impacts on the district's operations.

a. Financials (continued)

Staff is now aware of the Franchise Tax Board documentation requirements and will need to work with an outside CPA to stay current and ensure compliance moving forward.

It is also recommended that ABC District ensure bifurcation of any financial reporting and administration with SacNav.

b. Marketing & Communications

The website has current information such as meeting schedules, upcoming agendas, and past annual reports for the district.

Because the organization has little marketing and community outreach funds allocated, it should consider adding some additional features to the website such as a business directory and links to County and partner websites to assist business owners.

OPERATIONAL RECOMMENDATIONS

(CONTINUED)

c. **Board of Directors** – The bylaws show that the organization is supposed to have 11 Board members. The current version does not provide a range, only a finite number. It is recommended the bylaws be reviewed and that a range of 7 -11 Board members be established so that the organization is in compliance with its bylaws.

While the bylaws have a policy for term limits, it does not appear that those are being followed at this time, as many members who were interviewed have been on the Board for several years.

There should also be a succession plan put into place by 2026. Recruitment of new Board members will be a critical next step for this.

The organization does not have a Secretary or Treasurer on the Executive Committee. As previously stated, this is out of compliance as required by the bylaws; it is critically important that these volunteer roles are filled. It is recommended that this takes place no later July 1, 2026.

d. **Meetings/protocols** – As a best practice, CSS is recommending that the organization update its bylaws to match with current needs of the organization. It could be changed to allow for one BOD meeting bi-monthly or changed to increase meeting frequency to monthly.

Once the bylaws have been updated, it needs to be ratified by the Board of Directors. Going forward, it is recommended that any new Board member receive a copy of the bylaws and Management District Plan (MDP) to ensure they are fully aware of their Board roles and responsibilities.

The Board of Directors should also conduct a review of Roberts Rules of Order for ongoing meeting compliance requirements. It is recommended this be done yearly to ensure compliance with the acceptance of public funding.

It was noted during interviews that Brown Act retraining for compliance for legal and administrative purposes should be a priority, as some meetings may not be in full compliance.

OPERATIONAL RECOMMENDATIONS

(CONTINUED)

e. **Staff** – No formal review process for the Executive Director was provided.

While there appears to be an informal process in place, it is recommended that the Board decide upon a formal approach when evaluating the Executive Director’s performance and compensation.

f. **Community Engagement** – the organization has robust attendance at its monthly Security meetings.

The organization currently conducts (2) two business walks and held one (1) networking event in 2025. As stated in the meetings/protocols section, it is recommended that the district consider adding an annual “State of the PBID” to deepen community and stakeholder engagement.

Because Marketing is only 8% of the organization’s overall budget allocation, it is also recommended that the district consider a more robust website to reach constituents.



DISTRICT SERVICE DELIVERY RECOMMENDATIONS

The ABC District is utilizing both its private security and maintenance vendors very effectively. They are both actively present in the district and the stakeholders interviewed were pleased with the work being done in both areas.

One area of opportunity would be to grow the 2026 Notice of Agency (NOA) outreach. The district's current rate of 75% is strong; however, given security is such a significant category in the MDP, increasing this number is recommended. Knight Watch Patrol Services actively educates property owners on the programs benefits, and agents regularly discuss it with business and property owners. It is recommended that the district establish specific goals and timelines to bring this priority to the forefront.

Regarding Letters of Agency (LOAs), the County of Sacramento states that it is a best practice and an expectation that a new LOA be signed for each property during a rolling calendar; this recommendation mirrors the County Sheriff's Department's letter of agency (LOA) program. It would be beneficial to work with the Sacramento County Sheriff's Department to increase LOAs. In addition, it could become an annual partnership event around the same time each year to ensure the LOAs do not expire.

One of the ABC District's strengths is its commitment to Crime Prevention Through Environmental Design (CPTED). Executive Director Chris Evans is CPTED certified and has also trained his maintenance team in its best practices. The district has several "hot spots" that could benefit from additional CPTED practices, should the property owners be interested.

Overall, the district's "clean and safe" service delivery is performing well on behalf of its constituents.

One area of opportunity that was mentioned by many of the stakeholders interviewed would be to consider increasing district marketing activities. The businesses feel that this would be an added bonus to programmatic efforts.

TOP ASSESSMENT RECOMMENDATIONS

Organization

- Review and revise current bylaws to better match the organization's current operational procedures
- Board development and succession planning; recruit Treasurer and Secretary immediately
- Hire third-party accountancy services to bolster financial infrastructure; ensure checks and balances are in place

District

- Ensure separate financial reporting & systems between ABC and SacNav
- Continue to educate incoming businesses on how to utilize provided services
- Launch new website so community is aware of meetings, resources, etc.

Services

- Expand Private Patrol assistance with outreach and notice of agency (NOA) support
- Maintain clean-up and security levels within the district
- Proactively build up the usage of the 602 notice of agency program; establish goal of 75% of properties to be on file by June 2026

Community

- Grow property owner engagement through a proactive, concentrated outreach plan
- Consider creating a "State of the PBID" annual event to deepen property owner and business owner outreach and engagement
- Expand networking events and business walk outreach events to hold at least one engagement activity per quarter

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