

Plantation Gateway Development District Performance Review

Prepared for:
**The Florida Legislature's
Office of Program Policy Analysis
and Government Accountability
(OPPAGA)**

August 4, 2025



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Executive Summary

Section [189.0695\(3\)\(c\)](#), *Florida Statutes*, requires the Florida Legislature’s Office of Program Policy Analysis and Governmental Accountability (“OPPAGA”) to conduct performance reviews of the 21 neighborhood improvement districts located throughout the state. OPPAGA engaged Mauldin & Jenkins (“M&J”) to perform the reviews. For each district, M&J identified relevant background information, including the governance structure and the purpose for which each district was created. Through fieldwork and analysis of available documentation, M&J reached findings related to each district’s programs and activities, resource management, and performance management, as well as recommendations for remedying adverse findings.

The Plantation Gateway Development District (“District”) is a dependent special district of the City of Plantation (“City”), encompassing the U.S. 441/State Road 7 corridor along the City’s eastern border. Through multiple interviews with City staff who are assigned to support the District, and a review of District-provided and publicly available information, M&J reached the following overall findings for the District:

- The City of Plantation created the Plantation Gateway Development District on March 2, 1988, for the purpose of addressing public safety and redevelopment preparation along the State Road 7 corridor.
- The District is governed by a Board of Directors (comprised of the Plantation Mayor and City Council) with support from an Advisory Board (comprised of residents and property owners from the District). The Board of Directors and Advisory Board both meet as needed to conduct business.
- The District’s service area coincides with the service area of the Plantation Community Redevelopment Agency (“CRA”). While the two entities share a goal, the District and the CRA conduct distinct activities and use distinct funding sources to cooperatively revitalize the State Road 7 corridor.
- The District is administered by a Redevelopment Administrator who is employed by the City and primarily funded by the CRA. In FY25, the District began contributing to the Redevelopment Administrator’s compensation. Additional City staff support District programs and operations as needed.
- The District conducts programs and activities related to neighborhood beautification, community engagement, and infrastructure and streetscape improvements.
- The District generates annual revenues through an ad valorem tax levied on real and tangible property in the District, as well as through interest and investment income accrued on the District’s reserve funds.
- The CRA’s strategic plan guides the District’s activities, along with District-specific goals and objectives established for FY25. The District does not use a standalone strategic or safe neighborhood improvement plan.

I. Background

Pursuant to s. [189.0695\(3\)\(c\)](#), *Florida Statutes*, the Florida Legislature’s Office of Program Policy Analysis and Government Accountability engaged Mauldin & Jenkins (“M&J”) to conduct performance reviews of the State’s 21 neighborhood improvement districts. This report details the results of M&J’s performance review of the Plantation Gateway Development District (“PGDD” or “District”), a dependent district of the City of Plantation (“Plantation” or “City”). The review period examined the District’s activities from October 1, 2021, through April 30, 2025.

I.A: District Description

Purpose

Chapter [163, Part IV](#) of the *Florida Statutes* establishes the framework for neighborhood improvement districts (also known as safe neighborhood improvement districts) within the State of Florida. The chapter defines the processes for the creation, governance, and dissolution of districts; the roles and responsibilities of district boards and advisory councils; the oversight authority of local governing bodies; and the intended purpose of these districts. The District’s statutory purpose, per s. [163.502](#), *Florida Statutes*, is “to guide and accomplish the coordinated, balanced, and harmonious development of safe neighborhoods; to promote the health, safety, and general welfare of these areas and their inhabitants, visitors, property owners, and workers; to establish, maintain, and preserve property values and preserve and foster the development of attractive neighborhood and business environments; to prevent overcrowding and congestion; to improve or redirect automobile traffic and provide pedestrian safety; to reduce crime rates and the opportunities for the commission of crime; and to provide improvements in neighborhoods so they are defensible against crime.”

Ordinance No. [1537](#), which created the District (as discussed in section I.B: Creation and Governance of this report), does not contain a purpose statement for the District.

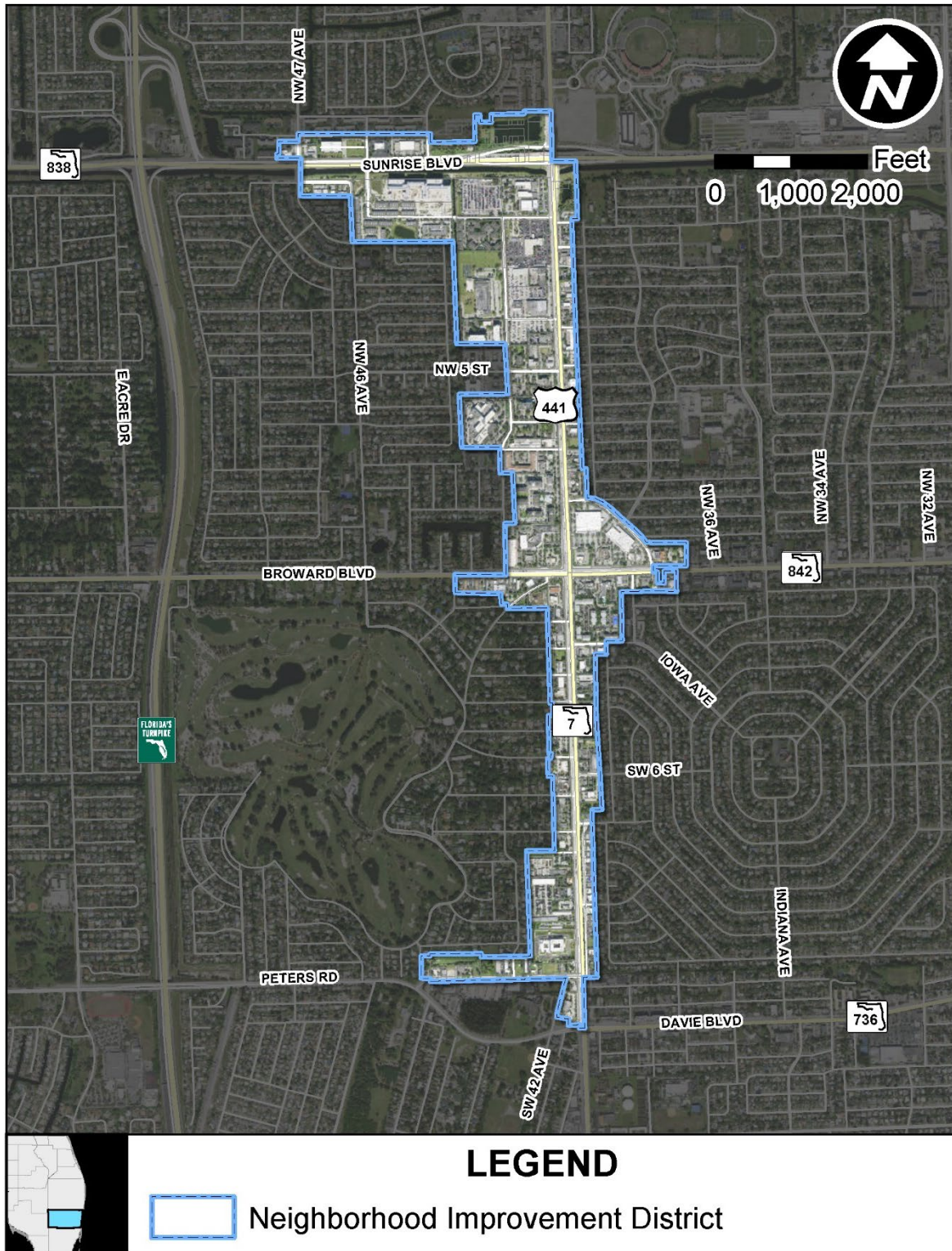
The District’s page on the City website states that the District was founded “in order to obtain additional State and local financial resources to address public safety and set the stage for the redevelopment of State Road 7.”

Service Area

The District is located in the eastern portion of Plantation along the State Road 7 corridor and encompasses approximately 400 acres. Figure 1 is a map of the District’s service area.¹

¹ According to the Florida Department of Commerce’s special district profile for PGDD, the District’s registered address is 400 Northwest 73rd Avenue, Plantation, Florida 33317

Figure 1: PGDD Service Area



Source: City Ordinance No. [1537](#)

District Characteristics

The District is located in an urban area of the City of Plantation, along U.S. 441/State Road 7, and comprises a diverse mix of residential, commercial, industrial, recreational, governmental, and institutional properties. Table 1 categorizes the properties located in PGDD's service area. The number of properties is approximate, based on the most recent information from the Broward County Property Appraiser's online database.

Table 1: PGDD District Characteristics

Land Use Category	Property Type	No. of Properties
Commercial	Financial Institutions	3
	Mixed-used Properties	8
	Office Buildings	44
	Restaurants	5
	Retail	69
	Shopping Centers	2
Governmental	Broward County Public Schools	1
	Leasehold Interests	2
Industrial	Warehousing	32
Institutional	Homes for the Aged	2
	Private Schools	5
	Religious Institutions	1
Medical	Private Hospital Facilities	2
Recreational	Forests and Parks	3
	Hotels/Motels	7
Residential	Condominium Buildings	3
	Multi-family Residences (< 10 units)	55
	Multi-family Residences (≥ 10 units)	4
	Single-family Residences	4

Source: Broward County Property Appraiser's online properties database

I.B: Creation and Governance

The City of Plantation created the Gateway 7 Development District on March 2, 1988, through City Ordinance No. [1537](#). The District was organized as a local government neighborhood improvement district under s. [163.506](#), *Florida Statutes*. City Ordinance No. [2235](#) (September 13, 2000) changed the District's name to "Plantation Gateway" and provided that the Plantation City Council can change the name further by City Resolution. City Ordinance No. [1537](#) has not been codified in the *Code of Ordinances of the City of Plantation, Florida*.

The Plantation Mayor and City Council serve as the District's Board of Directors. As of April 30, 2025, all six Director positions were filled. There were no vacancies on the Board of Directors during the review period (October 1, 2021, through April 30, 2025). Figure 2 shows the terms of the District's Directors during the review period.

Figure 2: PGDD Board of Directors Terms

Seat	FY22				FY23				FY24				FY25		
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3 ²
Chair	Lynn Stoner				Nick Sortal										
1	Erik Anderson														
2	Denise Horland														
3	Jennifer Andreu														
4	Timothy Fadgen														
5	Nick Sortal				Louis Reinstein										

Each fiscal year ("FY") begins on October 1 and ends on September 30.

Source: PGDD Board of Directors Minutes, Broward County Supervisor of Elections Records

City Ordinance No. [1537](#) (March 2, 1988) established an Advisory Board for the District, comprised of no fewer than seven Board Members. City Ordinance No. [1666](#) (November 29, 1989) amended Ordinance No. [1537](#) to provide additional detail regarding the method of appointing Advisory Board Members and create two alternate Advisory Board positions. City Ordinance [2055](#) (October 18, 1995) further amended Ordinance No. [1537](#) to allow the Advisory Board to elect a chairperson, who may either be an existing member of the Advisory Board or, with Plantation City Council approval, a non-member. City Ordinance No. [2162](#) (May 6, 1998) amended Ordinance No. [1537](#) (as amended) to remove the alternate positions on the Advisory Board and implement the City's standard board appointment procedure for appointing Advisory Board Members. The Board of Directors appoints the Advisory Board Members, each of whom must be a resident of the District or own real property within the District's service area. As of April 30, 2025, all seven Advisory Board Member positions were filled. There was one vacancy on the Advisory Board during the review period from January 2024 through January 2025. Figure 3 shows the terms of the District's Advisory Board Members during the review period.

Figure 3: PGDD Advisory Board Terms

Seat	FY22				FY23				FY24				FY25		
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3 ³
1	Kevin Bingham														
2	Dean Bromonte														
3	Dwight Brady														
4	Kenneth Anson														
5	Natasha De Wet														
6	Michael Hooley, Jr.														
7	G.E.	LeRoy Larson				Dr. Fidel Goldson									J.R.

Key: G.E. is Grant Einhorn and J.R. is Jennifer Reeves.

Each fiscal year ("FY") begins on October 1 and ends on September 30.

Source: PGDD Advisory Board Meeting Minutes, PGDD Board of Directors Meeting Minutes, PGDD Advisory Board Roster

² FY25 Q3 through April 30, 2025

³ Ibid.

I.C: Programs and Activities

The following is a list of programs and activities conducted by the District during the review period (October 1, 2021, through April 30, 2025), along with a brief description of each program or activity. The District's programs and activities are further described in section II.A: Service Delivery of this report.

- **Public Safety and Crime Prevention** – The District supplemented the City's law and code enforcement initiatives to enhance public safety equipment within the service area, as well as engage local businesses in public safety activities.
- **Infrastructure and Streetscape Planning, Improvements, and Maintenance** – The District coordinated and funded the design and maintenance of infrastructure, landscaping, and streetscapes along the U.S. 441/State Road 7 along which the District is centered.
- **Community Outreach** – The District communicated public safety and infrastructure projects and programs to residents, visitors, and businesses in the service area, as well as provided locals with the opportunity to communicate their concerns and suggestions to decisionmakers.

I.D: Intergovernmental Interactions

The following is a summary of federal agencies, State agencies, and/or public entities that the District interacted with during the review period (October 1, 2021, through April 30, 2025).

The City of Plantation

PGDD is a dependent special district of Plantation, meeting the definition of a dependent district established by s. [189.012, Florida Statutes](#). The Plantation Mayor and City Council serve as the Board of Directors for the District, appoint the members of the Advisory Board, and maintain the authority to remove Advisory Board members if necessary. PGDD is also a component unit of the City, as determined by generally accepted accounting principles, meaning the District submits the annual budget and tax levy adopted by the Advisory Board to the City's Financial Services Department, which incorporates the District's budget into the City's overall annual budget.⁴ The City Council provides final approval and adoption of the District's annual budget (as part of the larger City budget) and the District's annual tax levy.

Staff in the City's Department of Planning, Zoning, and Economic Development are assigned to support District operations, alongside managing other development-related districts' activities.

PGDD contracts with the Department of Public Works to provide landscaping services throughout the District's service area.

⁴ A component unit, per generally accepted accounting principles, is a legally separate entity (such as a special district) for which a local governing authority is financially responsible. Because Plantation has influence over PGDD's finances, the District is considered a component unit of the City for accounting purposes.

The District works with the Plantation Police Department (“PPD”) to address public safety concerns within the District. PPD has two police officer positions focused specifically on addressing crime and public safety concerns within the District’s service area. PGDD works with PPD to promote PPD-supported public safety initiatives to businesses within the District’s service area. PPD representatives regularly attend PGDD Advisory Board meetings to deliver briefings on police activity and the District’s general public safety outlook within the District’s service area.

Plantation Community Redevelopment Agency

The District is closely tied to the Plantation Community Redevelopment Agency (“CRA”), a component unit of the City authorized under ch. [163, part III, Florida Statutes](#). City Ordinance No. [2210](#) (February 24, 2000), which established the CRA, defined its service area as identical to PGDD’s (then the Gateway 7 Development District) service area. City Ordinance No. [2210](#) is codified as Chapter [28, Code of Ordinances of the City of Plantation, Florida](#). The CRA, whose purpose is defined as being “to proceed with a redevelopment and revitalization plan” to address concerns of blight within its service area, operates very closely with the District.

Staff from the Plantation Department of Planning, Zoning, and Economic Development efficiently manage both District and CRA operations. This collaborative approach extends to strategic direction, as the District primarily uses the CRA’s strategic planning documents. Additionally, the CRA’s Board of Commissioners and the District’s Board of Directors are composed of the same members, fostering unified leadership. While the PGDD’s Advisory Board does not have a direct counterpart within the CRA, it actively works to align the two organizations by regularly receiving comprehensive updates on CRA activities.

The CRA, which is funded through a tax increment financing system, frequently funds investment and development programs similar to many of the pre-development work and catalytic investment programs with which the District is involved, although the scale and exact areas of emphasis can differ.

I.E: Resources for Fiscal Year 2023-2024

Table 2 quantifies and describes the District’s resources for Fiscal Year 2023-2024 (October 1, 2023, through September 30, 2024, herein referred to as “FY24”). The table includes both the resources owned or rented by the District and the resources provided to the District as in-kind contributions.

Table 2: PGDD Resources for FY24

Resource Item	FY24 Amount
Millage Rate	1.8115
Revenues	\$992,510
Expenditures	\$314,868
Long-term Debt	\$0
Staff	1 Redevelopment Administrator employed by the City’s Department of Planning, Zoning, and Economic Development
Vehicles	Infrequent use of vehicles from City’s fleet pool
Equipment	None
Facilities	Offices and meeting spaces in City-owned facilities

Source: Governing bodies’ meeting records, City staff verbal statements

II. Findings

The Findings section summarizes the analyses performed and the associated conclusions derived from M&J's analysis of the District's operations. The analysis and findings are divided into the following three subject categories:

- Service Delivery
- Resource Management
- Performance Management

II.A: Service Delivery

Overview of Services

The following subsection identifies the programs and activities that the District conducted during the review period (October 1, 2021, through April 30, 2025).

Public Safety and Crime Prevention

The City's FY25 budget states that the District was established in 1988 "to obtain additional State and local financial resources to address public safety and set the stage for the future redevelopment of State Road 7." During the review period, the District used the local financial resources generated through ad valorem tax revenues levied on District properties to implement and enhance public safety and crime prevention initiatives within its service area. The District's efforts augmented and supplemented the activities of the Plantation Police Department ("PPD") to address crime and enhance public safety along the U.S. 441/State Road 7 corridor.

During the review period, PDD had two police officers dedicated to patrolling and responding to incidents in the District's service area. In order to assist PDD's efforts, PGDD paid for the installation of automatic license plate readers along the U.S. 441/State Road 7 corridor. The license plate readers connect automatically to PPD's systems, allowing for enhanced real-time monitoring of and responding to incidents.

In FY24, the Plantation Gateway Community Redevelopment Agency ("CRA") began funding a Code Enforcement Officer position dedicated to addressing property maintenance and nuisance code violations within the District's service area, as part of community development and public safety efforts. The District engaged local businesses in community efforts that supported law and code enforcement efforts, such as through the City's PPD-led "No Trespass Program." The No Trespass Program partners police officers with local business to post no trespass signs on the business's property, which allows officers to more actively address concerns taking place on the properties of businesses during times when the businesses are closed. The District additionally coordinated with businesses to install public safety equipment, including security cameras and exterior lighting, on commercial properties through the CRA-funded Commercial Façade Grant Program. Security cameras and enhanced exterior lighting on commercial properties assisted law and code enforcement officers in identifying public safety concerns and provided a deterrent to criminal activity. Furthermore, the District engaged local businesses in PPD's homeless outreach, which seeks to assist the local homeless population as a means to increase public safety.

The District coordinated an annual event titled “BBQ with a Hero” that used a local business to host a gathering of residents and business owners in order to connect them with the police officers and firefighters who serve the District’s service area. According to statements by City staff, the event provided connections that were intended to help strengthen public safety efforts and coordination within the community.

Infrastructure and Streetscape Planning, Improvements, and Maintenance

During the review period, the District funded various landscaping and streetscape improvements along the U.S. 441/State Road 7 corridor along which the District’s service area is centered. PGDD contracted with the City’s Public Works Department to maintain and improve various streetscape featured within the District, including roadway medians and swales. The District paid for water utilities, as well as the repair of sprinklers and pumps through the Public Works Department as necessary, to maintain landscaping. In addition to maintaining current landscaping features, the Public Works Department installed, through its contract with PGDD, new foliage, such as crepe myrtle trees, and removed dead or diseased plants, along the corridor. Other maintenance projects included various structures, such as concrete bus shelters, lighting, signage, and safety features at pedestrian street crossings.

In addition to maintenance of landscaping along public rights-of-way, the District’s contract with the Public Works Department provided for landscaping in front of private businesses. According to City staff, prior to the review period, the businesses within the District’s service area granted PGDD easements for management of the greenspace in front of their commercial properties. As a result, during the review period, the District planned and maintained the full view of the entire U.S. 441/State Road 7 streetscape in the City of Plantation (all of which is in the District’s service area). The District’s efforts were intended to provide a visually appealing business environment in the community and improve public safety through environmental design.

Community Outreach

District communications, such as the “Plantation Gateway” newsletter, and personal connections between PGDD representatives and members of the local community, helped ensure that the public was aware of infrastructure projects and public safety initiatives within the community. According to statements by City staff who support the District, the communication efforts are intended to help ensure that residents, visitors, and businesses are aware of ongoing and upcoming projects, such as paving, to help prepare for any potential impacts on business operations or day-to-day lives. Additionally, the District served as a means for local residents and businesses to express concerns to public employees and officials, as well as present ideas for improvements or projects within the service area, as encouraged by the City Mayor in the Plantation Gateway newsletter. Locals could communicate their concerns or suggestions to the District, either through public comment at Board of Directors or Advisory Board meetings, or through personal communications with Advisory Board members, who could then use the District’s status as a public entity to escalate the concerns to relevant decisionmakers.

Analysis of Service Delivery

The services and activities conducted by the District align with the District’s statutory purpose and authorities, as identified in ss. [163.502](#) and [163.514](#), *Florida Statutes*.

The District’s activities are performed primarily by staff in the City’s Department of Planning, Zoning, and Economic Development, as well as the volunteer members of the Advisory Board. While the District reimburses the City for a portion of the compensation paid to the staff who support district operations, the District’s relationship with the City reduces the overall costs borne by the District and allows it to direct most of its funds to service delivery. PGDD’s integration with the City means that the District is able to use the City’s relatively inexpensive internal services, who are experienced with special district administration, as well as the landscaping services offered by the Department of Public Works. In interviews with M&J, City staff stated that the District previously used a third-party vendor before the review period for median landscaping, but determined that alternative service delivery through the Department of Public Works would be more effective and economical.

PGDD’s status as a neighborhood improvement district provides it with a unique capability to generate revenues through ad valorem taxation on its specific service area, which is not available to many other public entities. Community redevelopment agencies, such as the Plantation CRA, are authorized to use tax increment financing, an alternative funding method that is geographically limited, like PGDD’s taxation authority, but that relies on taxing expected future increases in property value instead of drawing revenues from existing property values.

Comparison to Similar Services/Potential Consolidations

The City of Plantation established the CRA to address concerns of blight and promote economic development within the service area that it shares with PGDD. While both entities engage in activities intended to benefit the local community, the two organizations have notable differences in emphasis, scale, and level of involvement. The CRA focuses primarily on addressing blight and promoting economic development by identifying investment opportunities for properties in the District. As a result, the CRA’s activities are more focused on “traditional” economic development activities, such as preparing sites for new construction and attracting capital, than the District’s activities. The CRA’s funding mechanism is aligned with this emphasis on attracting economic development and increasing property values.

PGDD, conversely, has a greater focus on improving the experience of working in, living in, or visiting the District, with less of an emphasis on basic investment. Whereas the CRA is focused on promoting the economically productive use of property within the service area, the District is focused on ensuring that the properties are safe, user-friendly, aesthetically attractive, and generally pleasant. Additionally, the CRA operates at a larger scale than the District, typically engaging in larger development projects. The District’s focus and close ties to the community, made possible by the local representation provided through the Advisory Board, allows PGDD to address projects that may be more immediately relevant to local residents, employees, and business owners, as well as services that provide ongoing support for the community, such as landscaping and public safety. Accordingly, consolidation of services between PGDD and the CRA would not enhance the efficiency or effectiveness of service delivery.

Analysis of Board of Directors and Advisory Board Meetings

Table 3 shows the number of times the District’s Board of Directors and Advisory Board met each year of the review period.

Table 3: PGDD Governing Body Meetings

Fiscal Year	Number of Board of Directors Meetings	Number of Advisory Board Meetings
2022	2	5
2023	4	4
2024	6	4
2025 ⁵	4	2

Source: PGDD Board of Directors and Advisory Board meeting minutes and agendas

Section [189.015](#), *Florida Statutes*, requires that meetings of the District’s governing bodies be noticed prior to the meeting and open to the public. This section has been amended twice during the review period, and M&J reviewed for compliance with the governing statute in effect at the time of each meeting date and applicable notice period.

The District provides notice of its governing bodies’ public meetings through the City’s standard public notice procedure, including listing meetings and posting agendas in the meeting management tool on the City’s website. As the City’s public notice procedure is outside the scope of this performance review, M&J cannot provide an opinion on whether the requirements of s. [189.015](#), *Florida Statutes*, were met for meetings noticed and held during the review period.

Recommendation: The District should consider reviewing its process for providing notice of Board of Directors and Advisory Board meetings to ensure that the notices comply with s. [189.015](#) and ch. [50](#), *Florida Statutes*. The District should further ensure that it retains records that document its compliance with the applicable statutes.

II.B: Resource Management

Program Staffing

The District does not directly employ staff. The City employs one employee, a Redevelopment Administrator in the City’s Planning, Zoning, and Economic Development Department, whose primary job duties include supporting District operations, in addition to the operations of other development districts and the Plantation Community Redevelopment Agency (“CRA”). This position, the Redevelopment Administrator, supports the Board of Directors and Advisory Board and conducts most of the District’s day-to-day operations. In FY25, the District began to contribute a portion of the Redevelopment Administrator’s payroll compensation. The Redevelopment Administrator position is primarily funded by the CRA. The Redevelopment Administrator position did not experience turnover during the review period (October 1, 2021, through April 30, 2025).

⁵ FY25 through April 30, 2025

Additional staff in the Plantation Planning, Zoning, and Economic Development Department provide occasional administrative support to the District. PGDD does not reimburse the City for any compensation related to additional staff support.

The Plantation Police Department (“PPD”) has two police officer positions focused solely on addressing concerns within the District’s service area. PGDD does not reimburse PPD for any compensation related to these two police officer positions.

Additionally, the CRA began funding a dedicated Code Enforcement Officer position in FY24 to address issues related to property maintenance and nuisance code compliance within the CRA’s and District’s contiguous service area. The District does not reimburse Plantation CRA or the City for any Code Enforcement Officer position compensation.

Table 4 illustrates the compensation-related reimbursement payments made by the District for each fiscal year of the review period (October 1, 2021, through April 30, 2025)

Table 4: PGDD Compensation Payments

	FY22	FY23	FY24	FY25 ⁶
Compensation	\$0	\$0	\$0	\$6,071

Source: PGDD-provided financial statements

Equipment and Facilities

The District does not own or rent any major equipment. The District does not own any vehicles, but Plantation staff who support District operations have access to the City’s fleet pool, as necessary for the conduct of District activities.

The District does not own or rent any facilities. The City staff assigned to support District operations work in the Plantation Planning, Zoning, and Economic Development Department offices. The Board of Directors conducts meetings in City Council chambers. The Advisory Board conducts meetings in the City’s Development Services building.

Current and Historic Revenues and Expenditures

The District generates revenues from one primary source: an ad valorem tax of up to 2.0000 mills levied on real and personal property within the District, as authorized by s. 163.506, Florida Statutes, and City Ordinance No. 1537. Table 5 shows the millage rate authorized by the Board of Directors (as recommended by the Advisory Board) during each year of the review period.

Table 5: PGDD Millage Rates

	FY22	FY23	FY24	FY25
Millage Rate	1.9160	1.9160	1.8115	1.7108

Source: Board of Directors meeting records

⁶ FY25 through January 31, 2025

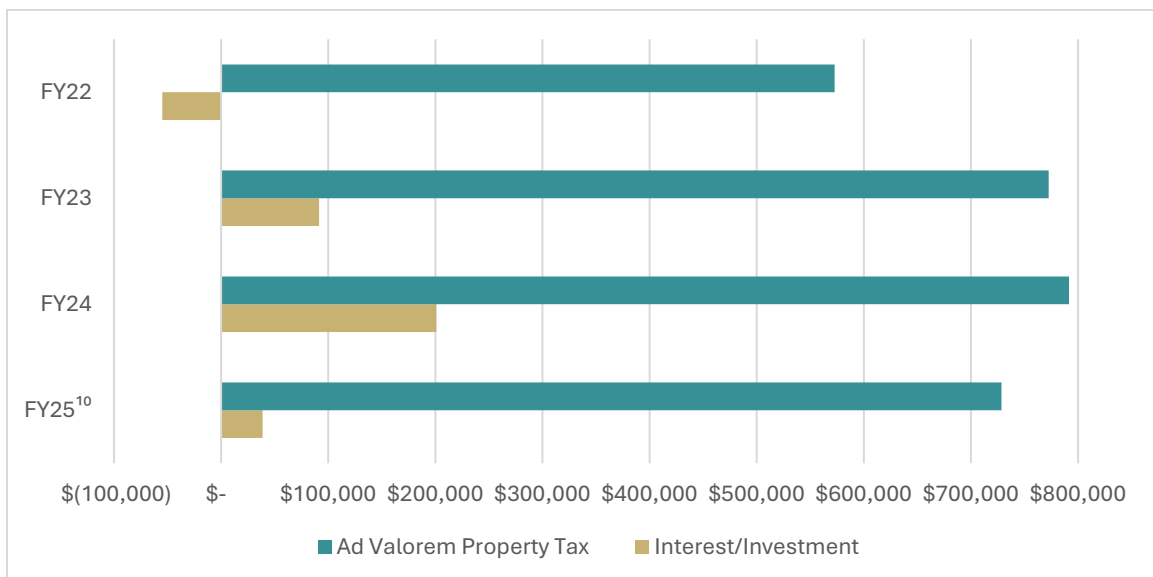
The District also receives interest income on its financial reserves, including reserves held in both the Plantation Gateway Development District Fund (“District Fund”) and the Plantation Gateway Development Construction Fund (“Construction Fund”). Table 6 and Figure 4 present the categorized annual financial revenues generated by PGDD during the review period.

Table 6: PGDD Annual Revenues⁷

Revenue Source	FY22	FY23	FY24	FY25 ⁸
Ad Valorem Property Tax	\$572,769	\$772,581	\$791,572	\$728,556
Interest/Investment	-\$54,857	\$91,392	\$200,939	\$38,675
Total	\$517,912	\$863,974	\$992,510	\$767,231

Source: PGDD-provided financial statements

Figure 4: PGDD Annual Revenues⁹



Source: PGDD-provided financial statements

The District’s FY25 budget projects that year-end ad valorem tax revenues will total \$830,883, a year-on-year increase in tax revenues similar to the year-on-year increases in tax revenue from FY23 to FY24. Due to the District’s significant financial reserves, total year-end revenues will vary significantly with investment performance.

The District expends funds on its two programmatic services (public safety and infrastructure and streetscape maintenance), as well as on operational, administrative, and maintenance costs related to providing those services.

⁷ Table includes the combined revenues recorded for both the District Fund and the Construction Fund

⁸ FY25 through January 31, 2025. FY25 figures do not include Construction Fund revenues, as Construction Fund financial statements for FY25 were not provided to M&J.

⁹ Figure includes the combined revenues recorded for both the District Fund and the Construction Fund

¹⁰ FY25 through January 31, 2025. FY25 figures do not include Construction Fund revenues, as Construction Fund financial statements for FY25 were not provided to M&J.

Based on a review of the District’s documentation, M&J has categorized the District’s expenditures as follows:

- **Capital Projects/Maintenance** – Planning, design, and construction for infrastructure improvements, maintenance of completed capital projects, streetscape maintenance
- **Promotions and Marketing** – Promotional activities, production of promotional materials
- **Compensation** – Payroll payments for Redevelopment Administrator
- **Operating Costs** – Administrative costs, supplies, utility charges, annual registrations and fees, bank service charges, other general operating expenses

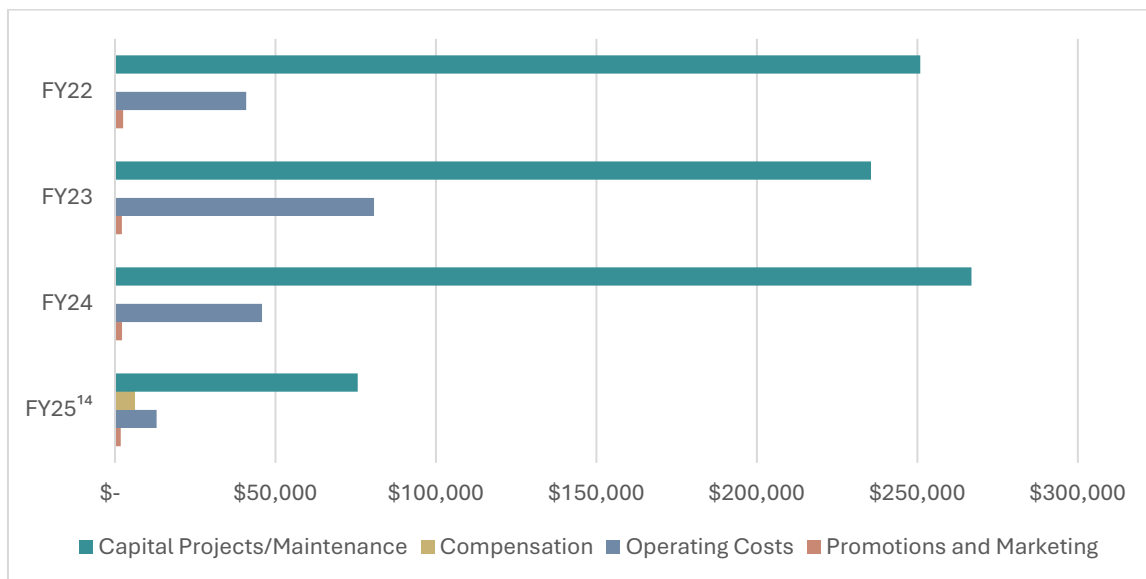
Overall expenditures remained relatively consistent from year-to-year during the review period, with the majority of the District’s expenditures each year dedicated to completing and maintaining capital projects. Table 7 and Figure 5 present the categorized funds expended by the District during the review period.

Table 7: PGDD Annual Expenditures¹¹

Expenditure Category	FY22	FY23	FY24	FY25 ¹²
Capital Projects/Maintenance	\$250,892	\$235,564	\$266,877	\$75,635
Compensation	\$0	\$0	\$0	\$6,071
Operating Costs	\$40,896	\$80,718	\$45,807	\$12,987
Promotions and Marketing	\$2,549	\$2,174	\$2,184	\$1,800
Total	\$294,337	\$318,456	\$314,868	\$96,492

Source: PGDD-provided financial statements

Figure 5: PGDD Annual Expenditures¹³



Source: PGDD-provided financial statements

¹¹ Table includes the combined expenditures recorded for both the District Fund and the Construction Fund

¹² FY25 through January 31, 2025. FY25 figures do not include Construction Fund expenditures, as Construction Fund financial statements for FY25 were not provided to M&J.

¹³ Figure includes the combined expenditures recorded for both the District Fund and the Construction Fund

¹⁴ FY25 through January 31, 2025. FY25 figures do not include Construction Fund expenditures, as Construction Fund financial statements for FY25 were not provided to M&J.

As part of its annual expenditures, PGDD pays for one contracted service that is not directly related to the conduct of services and activities (e.g., maintenance, advertising). Table 8 presents the annual costs of PGDD’s contracted services, excluding those directly related to service delivery.

Table 8: PGDD Contracted Services

Contracted Service	FY22	FY23	FY24	FY25 ¹⁵
Legal Services	\$480	\$2,075	\$225	\$0

Source: PGDD-provided financial statements

The District uses two different City funds to provide its services. The District Fund is used for general District operations, including the maintenance of completed capital projects, as well as to provide all District services not related to capital projects. The Construction Fund is used to conduct all activities related to the delivery of PGDD capital projects. Ad valorem tax revenues are received into the District Fund. During the review period, the Construction Fund’s only source of revenues was interest on its preexisting reserves. Table 9 shows the fund balances of the District Fund and the Construction Fund as of the end of FY24 (September 30, 2024).

Table 9: PGDD Fund Balance (as of FY24 Year End)

	District Fund	Construction Fund
Fund Balance	\$3,219,864	\$358,021

Source: PGDD-provided financial statements

The District did not hold any long-term debt during the review period.

Trends and Sustainability

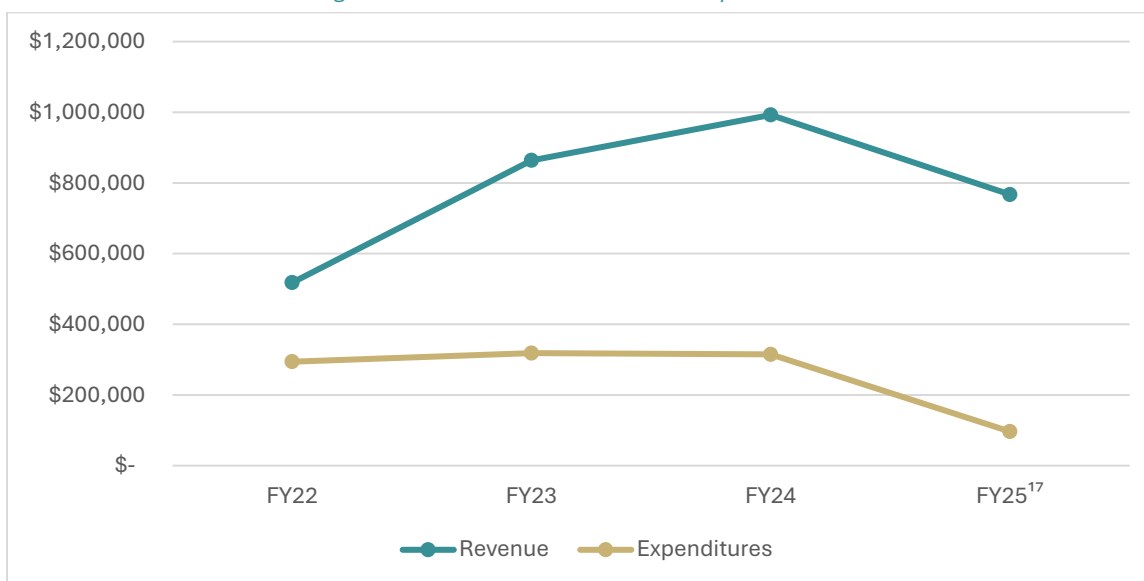
The District had consistent revenue generation each year of the review period, with the Board of Directors (as recommended by the Advisory Board) approving ad valorem taxes of at least 1.7108 mills for each year of the review period (see Table 5). While the District lowered the millage rate for FY24 and FY25, total ad valorem tax revenues rose due to increases in overall property values.

As illustrated in Figure 6, the District’s revenues exceeded expenditures for each year of the review period, resulting in year-end balances in the District Fund for all years of the review period and year-end balances in the Construction fund in FY23 and FY24. Due to poor investment performance, the Construction Fund’s balance fell during FY22.

Based on the District’s significant financial reserves and revenue and expenditure trends over the review period, the District’s programs and activities will remain sustainable in the future.

¹⁵ FY25 through January 31, 2025

Figure 6: PGDD Annual Revenues vs. Expenditures¹⁶



Source: PGDD-provided financial statements

II.C: Performance Management

Strategic and Other Future Plans

The District’s page on the City’s website states that the City developed a Safe Neighborhood Master Plan, as required by s. 163.516, *Florida Statutes*, around the time of the District’s creation in 1988, although M&J was not provided with a copy of the original Safe Neighborhood Master Plan or any updates that may have since been developed. Between the creation of the Plantation Community Redevelopment Agency (“CRA”) in 2000 and the beginning of the review period (October 1, 2021, through April 30, 2025), PGDD began using the Plantation Gateway CRA Plan (“CRA Plan”), the CRA’s primary strategic document, as the District’s main source of strategic guidance.

The CRA Plan was initially created in 2002 and was most recently updated in a September 2016 document titled “A Strategic Assessment of the Plantation Gateway CRA Plan.” The 2016 assessment of the CRA Plan was not designed to serve as a comprehensive critique or reevaluation of the CRA Plan. The 2016 assessment of the CRA Plan stated that the document “has a narrow emphasis on effectiveness of implementation; entertaining new development scenarios in anticipation of the departure of Plantation General Hospital, with emphasis on market feasibility; appropriateness of desirable and undesirable uses; and compatibility of certain land uses.” The 2016 assessment’s focus on the impact of the anticipated closure of Plantation General Hospital resulted in relatively lower levels of focus on other areas of potential District growth. Additionally, the CRA Plan has not been updated again following the November 2021 closure of most parts of Plantation General Hospital to adjust for the details of the hospital’s partial closure as well as other changes in land use, demographics, and community priorities that have taken place in the nine years

¹⁶ Figure includes the combined revenues and combined expenditures recorded for both the District Fund and the Construction Fund

¹⁷ FY25 through January 31, 2025. FY25 figures do not include the Construction Fund expenditures, as the Construction Fund financial statements for FY25 were not provided to M&J.

since the 2016 assessment. Some analyses conducted as part of the 2016 assessment of the CRA Plan have expired, such as the 2016 assessment’s market demand analysis, which only ran through 2023. As a result, these projections are of reduced effectiveness in guiding District operations.

In interviews with M&J, City staff who support District operations stated that the District views strategic documents as “living documents” that are continually revised, although PGDD has not compiled any such revisions into comprehensive strategic planning documents that can effectively serve as reference materials to decision-makers guiding District operations. Those City staff also stated that the District has not yet begun the process of conducting a comprehensive update of District strategic planning documents.

Recommendation: The District should consider periodically amending its Safe Neighborhood Master Plan or developing a separate strategic plan to reflect changing demographics of the community, changing land-use patterns within the District’s service area, and other non-static data. The strategic plan should build on the District’s purpose and vision, and should not simply describe the District’s current programs or contracts, but rather reflect the District’s long-term and short-term priorities based on the needs of the community. While the District should make an effort to ensure that its strategic plan aligns with strategic plans developed by other relevant organizations, the District should also consider developing a strategic plan distinct from those used by other public entities with similar aims, such as the Plantation CRA, to ensure that the document reflects the District’s own unique responsibilities, authorities, and intended purpose.

Goals and Objectives

The District provided a goal-setting document to the City Council at the start of FY25 that contains a list of goals and associated objectives that the District had adopted for the coming fiscal year. Table 10 details the goals and objectives listed in the FY25 goal-setting document.

Table 10: PGDD FY25 Goals and Objectives

Goal		Objective	
1	Redevelop & Revitalize State Road 7 Corridor	1.1	Strategic Catalytic Investments.
		1.2	Infrastructure upgrades.
		1.3	Commercial Façade Programs.
		1.4	Zoning & Land Use Revisions.
2	Improve Safety of Residents, Visitors, and Businesses to sustain & increase economic activity	2.1	Enhanced Law & Code Enforcement Services.
		2.2	License Plate Recognition and Video Surveillance Systems.
		2.3	No Trespass Program.
		2.4	Homeless Outreach.
		2.5	Evaluate Fire/EMA Service Delivery.

Goal		Objective	
3	Community Engagement, Transparency, & Quality of Life enhancements	3.1	“BBQ With A Hero” community events utilizing local businesses and City of Plantation First Responders.
		3.2	Promoting Health and Wellness through Park and District Amenity Enhancements/Grant Funded Public Art.
		3.3	Increase community awareness and engagement regarding District activities.
4	Fiscal Responsibility and Budget Management	4.1	Effective budget management to meet Operational, Catalytic, and Infrastructure Investment needs.
		4.2	Maintain a balanced budget with a sustainable fund balance.
5	Compliance with Legislative Mandates	5.1	Ensure compliance with enabling legislation and state laws.

Source: PGDD FY25 goal-setting document

The 2016 assessment of the CRA Plan did not identify specific long-term goals or objectives. In its FY23 Annual Report, the CRA identified one core goal of the CRA Plan, which is “to redevelop and revitalize the State Road 7 corridor by creating an economically successful business and residential district, and appreciably improving the quality of its built environment.” The CRA’s FY23 Annual Report identified actions taken by the City to further the CRA Plan’s core goal, including the implementation of a zoning district overlay in the Plantation Gateway area as well as certain investments made by the CRA. The CRA’s FY23 Annual Report does not identify how PGDD fulfills the CRA Plan’s core goal.

Performance Measures and Standards

The District has not adopted any specified performance measures or standards. While the PGDD’s Advisory Board receives periodic performance updates from partner agencies, such as the Plantation Police Department (“PPD”), these reports contain the performance measures (if any) that the partner agencies decide to report, rather than a regular set of measures identified by the District as being relevant to evaluating the District’s performance. The District also lacks standardized systems for evaluating its performance. This includes consistently tracking, reporting, and analyzing performance measures, even those provided by partner agencies, against established standards over time.

The District's annual reports to the City Council summarize its prior year's accomplishments. The 2024 report identified five key achievements, predominantly actions completed by the District. One notable accomplishment, however, leveraged crime data to illustrate that the District's installation of license plate readers and other crime prevention strategies successfully reduced crime incidence within its service area. An attached supplementary document provided four tables showcasing crime statistics within the District from 2023 to 2024, encompassing: crimes reported by category, total traffic citations issued, total calls for service, and total traffic crashes.

Analysis of Goals, Objectives, and Performance Measures and Standards

The District's FY25 goals and objectives are aligned with the District's statutory purpose and authorities, as described in ss. [163.502](#) and [163.514](#), *Florida Statutes*, and the purpose statement on the District's page of the City website. The District's FY25 goals and objectives can serve as an effective tool for guiding future District operations and assisting in prioritizing programs and activities.

The District's limited set of standardized performance measures restricts its ability to objectively evaluate and improve performance. Currently, all such data is crime-related and provided by the Plantation Police Department (PPD), which impedes objective analysis of public safety initiatives.

Moreover, many of PGDD's FY25 goals and objectives lack sufficient detail or focus only on activity completion, preventing easy evaluation through standardized, collectible measures. Nevertheless, a few objectives (2.5, 3.3, and 4.2) are suitable for evaluation with performance measures and standards well within the District's current capacity for collection and analysis.

Recommendation: The District should consider identifying performance measures and standards as part of the development of goals and objectives to enable the District to better assess its overall effectiveness in meeting its intended purpose. The District should then track the identified performance measures against established standards and use the collected data to monitor the District's performance, evaluate progress toward the goals and objectives that the District adopts, and support future improvements to the District's service delivery methods.

Annual Financial Reports and Audits

The City is required per s. [218.32](#), *Florida Statutes*, to submit an Annual Financial Report to the Florida Department of Financial Services within nine months of the end of the City's fiscal year (September 30). As a component unit of Plantation, as defined by generally accepted accounting principles, PGDD is included in the City's Annual Financial Report. According to the Florida Department of Financial Services' online database, the City submitted the FY22, FY23, and FY24 Annual Financial Reports, with the District's information included, within the compliance timeframe.

The City has until June 30, 2026, to submit the FY25 Annual Financial Report, with the District's information included.

The City is required per s. [218.39](#), *Florida Statutes*, to engage an independent certified public accountant to conduct an annual financial audit and submit the audit report to the Florida Department of Financial Services and the Florida Auditor General within nine months of the end of the City's fiscal year. As a component unit of Plantation, PGDD is included in the City's annual financial audit. According to the Florida Department of Financial Services' online database, the City submitted the FY22, FY23, and FY24 audit reports, with the District's information included, within the compliance timeframe.

The City has until June 30, 2026, to submit the FY25 audit report, with the District's information included.

The City's FY22, FY23, and FY24 audit reports did not include any findings.

Performance Reviews and District Performance Feedback

The District was not part of any performance reviews during the review period.

The District collects public feedback through public comment at Board of Directors and Advisory Board meetings. A review of Board of Directors and Advisory Board meeting minutes indicate that members of the public do occasionally attend meetings to comment on PGDD-related matters. The District does not have any standardized processes for collecting feedback from members of the public other than public comment at Board of Directors and Advisory Board meetings. The District also does not have a standardized process for the review of feedback, including feedback collected during public comment sessions and other feedback that the District may receive through irregular methods, such as personal communications to members of the Advisory Board.

Recommendation: The District should consider implementing a system for the ongoing collection of feedback from residents and other stakeholders, and creating a process to systematically review feedback. The District should consider using the findings from the review of feedback to refine the District's service delivery methods.

Website Compliance and Information Accessibility

Sections [189.069](#) and [189.0694](#), *Florida Statutes*, establish website maintenance and minimum content requirements for special districts. M&J reviewed the District's webpage on the City's website for compliance with these sections. While the webpage provides some of the required information, the District can improve its compliance with statutory requirements by including additional information, the primary contact information for the District; the District's budget and any amendments to it; and a listing of all taxes, fees, assessments, or charges imposed and collected by the District.

Recommendation: The District should consider coordinating with the City to enhance the District's webpage on the City's website by including the information required for special district web presence by ss. [189.069](#) and [189.0694](#), *Florida Statutes*.

III. Recommendations

Table 11 presents M&J’s recommendations based on the analyses and conclusions identified in chapter II. Findings of this report, along with considerations for each recommendation.

Table 11: Recommendations

Recommendation Text	Associated Considerations
The District should consider reviewing its process for providing notice of Board of Directors and Advisory Board meetings to ensure that the notices comply with s. 189.015 and ch. 50 , <i>Florida Statutes</i> . The District should further ensure that it retains records that document its compliance with the applicable statutes.	<ul style="list-style-type: none"> • Potential Benefits: By routinely reviewing the process of providing notice of Board of Directors and Advisory Council meetings, the District can improve transparency and provide more opportunities for public engagement. • Potential Adverse Consequences: None • Costs: The District may incur costs if it chooses to publish notices in a newspaper or on a news agency’s website. • Statutory Considerations: The District should ensure it is following the procedure established by the version of ch. 50, <i>Florida Statutes</i>, in effect at the time of the meeting notice publication.
The District should consider periodically amending its Safe Neighborhood Master Plan or developing a separate strategic plan to reflect changing demographics of the community, changing land-use patterns within the District’s service area, and other non-static data. The strategic plan should build on the District’s purpose and vision, and should not simply describe the District’s current programs or contracts, but rather reflect the District’s long-term and short-term priorities based on the needs of the community. While the District should make an effort to ensure that its strategic plan aligns with strategic plans developed by other relevant organizations, the District should also consider developing a strategic plan distinct from those used by other public entities with similar aims, such as the Plantation CRA, to ensure that the document reflects the District’s own unique responsibilities, authorities, and vision.	<ul style="list-style-type: none"> • Potential Benefits: By periodically amending its Safe Neighborhood Master Plan, or by developing a new strategic plan, the District can ensure its goals, objectives, and strategic actions continually align with the community’s needs and current state, including changes in land use over time. • Potential Adverse Consequences: None • Costs: The District could incur costs if a third-party vendor is contracted to assist with the strategic planning process. • Statutory Considerations: The District should ensure that the identified strategies align with the District’s statutory purpose and authorities described in ss. 163.502 and 163.514, <i>Florida Statutes</i>.

Recommendation Text	Associated Considerations
<p>The District should consider identifying performance measures and standards as part of the development of goals and objectives to enable the District to better assess its overall effectiveness in meeting its intended purpose. The District should then track the identified performance measures against established standards and use the collected data to monitor the District’s performance, evaluate progress toward the goals and objectives that the District adopts, and support future improvements to the District’s service delivery methods.</p>	<ul style="list-style-type: none"> • Potential Benefits: By establishing performance measures and standards, the District can measure program successes and assist in creating more education decisions regarding future programming. Performance measures and standards can also help improve the transparency of District operations. • Potential Adverse Consequences: None • Costs: The District could incur time and financial costs related to data gathering or systems necessary for monitoring the District’s performance. • Statutory Considerations: Performance measures and standards should be developed in alignment with the District’s statutory purpose and authorities described in ss. 163.502 and 163.514, <i>Florida Statutes</i>.
<p>The District should consider implementing a system for the ongoing collection of feedback from residents and other stakeholders, and creating a process to systematically review feedback. The District should consider using the findings from the review of feedback to refine the District’s service delivery methods.</p>	<ul style="list-style-type: none"> • Potential Benefits: By implementing a system to collect feedback from residents and other stakeholders, the District will establish for itself an additional source of information to use in evaluating the performance of the District’s services and activities and may help the District to identify and/or evaluate potential improvements to service delivery methods. • Potential Adverse Consequences: None • Costs: The District could incur costs related to data collection and storage fees. • Statutory Considerations: None
<p>The District should consider coordinating with the City to enhance the District’s webpage on the City’s website by including the information required for special district web presence by ss. 189.069 and 189.0694, <i>Florida Statutes</i>.</p>	<ul style="list-style-type: none"> • Potential Benefits: By including all statutorily required information on and regularly reviewing the information on the District’s webpage, the District can improve its transparency and public access to information. • Potential Adverse Consequences: None • Costs: The District may incur costs if it contracts a webmaster or similar service. • Statutory Considerations: The District should ensure that its webpage meets the content requirements in ss. 189.069 and 189.0694, <i>Florida Statutes</i>.

IV. District Response

Each neighborhood improvement district under review by M&J and its local governing authority were provided the opportunity to submit a response letter for inclusion in the final published report. The response letter received is provided on the following pages.

Gateway District Response

- The Initial Gateway District Draft report contained discrepancies that required reconciliation by the City for the analysis to be accurate.

Recommendation Text	Response
<p>The District should consider reviewing its process for providing notice of Board of Directors and Advisory Board meetings to ensure that the notices comply with s. 189.015 and ch. 50, <i>Florida Statutes</i>. The District should further ensure that it retains records that document its compliance with the applicable statutes.</p>	<ul style="list-style-type: none">● City notices for Board of Directors and Advisory meetings are in compliance with State Statute per the City Clerk.
<p>The District should consider periodically amending its Safe Neighborhood Master Plan or developing a separate strategic plan to reflect changing demographics of the community, changing land-use patterns within the District's service area, and other non-static data. The strategic plan should build on the District's purpose and vision, and should not simply describe the District's current programs or contracts, but rather reflect the District's long-term and short-term priorities based on the needs of the community. While the District should make an effort to ensure that its strategic plan aligns with strategic plans developed by other relevant organizations, the District should also consider developing a strategic plan distinct from those used by other public entities with similar aims, such as the Plantation CRA, to ensure that the document reflects the District's own unique responsibilities, authorities, and vision.</p>	<ul style="list-style-type: none">● The CRA Master Plan, which also serves the District, was last updated in 2016. Despite its age, the plan's recommendations remain relevant and continue to guide capital improvements within the District. For example, key initiatives such as pedestrian amenity enhancements, lighting at bus shelters, raised pedestrian crossings with pavers, and landscape improvements along the State Road 7/US 441 and Sunrise Boulevard corridors are all reflected in the City's proposed FY 2026 Budget. Additionally, in 2022, an Urban Land Institute (ULI) Study was completed, providing updated market, demographic, zoning, and land-use analysis. This study has supported major redevelopment efforts, including HCA's new \$11 million freestanding ER and Kimco's \$10 million Publix-anchored West Broward Center. The City anticipates updating the Gateway Master Plan within the next two years to further align with evolving community needs and land-use patterns.

Recommendation Text	Response
<p>The District should consider identifying performance measures and standards as part of the development of goals and objectives to enable the District to better assess its overall effectiveness in meeting its intended purpose. The District should then track the identified performance measures against established standards and use the collected data to monitor the District's performance, evaluate progress toward the goals and objectives that the District adopts, and support future improvements to the District's service delivery methods.</p>	<ul style="list-style-type: none"> Per, s. 189.0694, FS, the District established goals and objectives for each program and activity and standards to determine if the district's goals and objectives are being achieved. This was provided to Broward County and the State of Florida on Sept 30, 2024.
<p>The District should consider implementing a system for the ongoing collection of feedback from residents and other stakeholders, and creating a process to systematically review feedback. The District should consider using the findings from the review of feedback to refine the District's service delivery methods.</p>	<ul style="list-style-type: none"> The City's home page has links to all City social media pages, offering citizens an opportunity to provide feedback; for years, the City has had a catch-all email address for answers to most City-related questions and comments: askcityhall@plantation.org; all advisory board meeting and council meetings are advertised, and there is an agenda item requesting public comment at each meeting; staff email addresses are also posted online. City website refresh is planned for 2025/26.
<p>The District should consider coordinating with the City to enhance the District's webpage on the City's website by including the information required for special district web presence by ss. <u>189.069</u> and <u>189.0694</u>, <i>Florida Statutes</i>.</p>	<ul style="list-style-type: none"> The District's webpage currently meets the content requirements in ss. <u>189.069</u> and <u>189.0694</u>, <i>Florida Statutes</i>.per the City Clerk.

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