

Off-Highway Vehicle Feasibility Report

JUNE 2021



Palm Beach County
Parks and Recreation
Department



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1.0 Executive Summary

In 2013, the Palm Beach County Board of County Commissioners authorized the County Administrator to prepare a needs analysis and feasibility study for the development of an Off-Highway Vehicle (OHV) Park in Palm Beach County at the County's 20 Mile Bend property. At the Board's direction the County's Parks and Recreation Department assembled an Off-Highway Vehicle Steering Committee including representatives from the Palm Beach County Sheriff's Office (PBSO), South Florida Water Management District (SFWMD), the Sports Commission, other County departments, and OHV enthusiasts to undertake this needs analysis and study. The study was completed in 2015 but was not submitted as other Board approved projects became priorities. This report was recently updated in an effort to provide updated information that more accurately reflects current market conditions.

This study and analysis concludes:

- There is a demonstrated need for an OHV Park in Palm Beach County. Palm Beach County residents regularly travel to Miami-Dade County, Okeechobee County and beyond to participate in ATV trail riding and organized OHV activities. The need for additional OHV opportunities has also been identified by the Florida Legislature and Florida land management agencies.
- The 20 Mile Bend site is an ideal location in that it is centrally located in western Palm Beach County with convenient public access from State Road 80 (Southern Blvd) and via U.S. Route 27. The County owns 128 acres at this site which includes 34 acres that was recently purchased from the South Florida Water Management District. With this acquisition there is sufficient space to include OHV trail riding, an ATV/Motorcross track, a supercross track, and additional OHV amenities that are necessary to make the facility a first class sustainable and nationally recognized OHV Park.
- Developing an OHV Park on the site will provide a positive direct economic benefit for the County. Based upon a review of previous economic impact studies completed for existing OHV sites in other Florida locations, the committee estimates that OHV users will conservatively spend over six million dollars annually on gas, food, lodging, entertainment, and miscellaneous items while visiting Palm Beach County. The public will also likely spend an estimated 11 million dollars on related purchases such as ATV's, trailers, and support vehicles annually.



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- Multiple agencies such as the County’s Department of Environmental Resources Management, SFWMD, Palm Beach County Sheriff’s Office, Florida Fish and Wildlife Conservation Commission and the State of Florida support the development of an OHV Park in South Florida. It is anticipated that the development of this OHV Park will reduce the number of OHV accidents and injuries on public roads and lands, and the amount of destructive illegal riding currently occurring on environmentally sensitive and other public lands.
- The development of an OHV Park as a County funded project is estimated to cost between \$6-\$10 million dollars. Due to County funding constraints it is anticipated that development of the OHV Park would need to be phased over a number of years as funds become available and would likely divert funding available for other Parks projects.
- There is private sector interest in both the development and operation of an OHV Park. The County funding requirement could be substantially reduced or eliminated through such a public/private partnership, thereby accelerating the time-frame for development of the Park.

The Parks and Recreation Department recommends that the County move ahead with the development of an OHV Park at the 20 Mile Bend site and pursue a public/private partnership to design, develop, and operate the facility.

2.0 Introduction

According to Florida Department of Environmental Protection’s *Outdoor Recreation in Florida, 2019-2023*, (Statewide Outdoor Recreation Comprehensive Plan -SCORP), the use of and riding of off-highway vehicles (OHV) continues to grow in popularity in Florida. Over the past 17 years over 64,000 new OHV’s were registered in South Florida, of which 19,000 were registered in Palm Beach County. The Miami-Dade County and Thundercross MX Park in Okeechobee County are the only facilities that serve the South Florida area and are a long distance from Palm Beach County. All other sites are located in Central and North Florida.

The Florida Legislature has identified the need to establish additional areas for this type of outdoor recreational use by the general public, since it has become increasingly difficult for most OHV enthusiasts to find areas where it is legal to ride. This is especially true in South Florida, where the days of riding on large expanses of non-posted public or private land are essentially over. Unfortunately, some OHV users have resorted to using areas that are illegal or unsafe, resulting in personal safety issues, negative environmental impacts, and problems for public land management agencies and law enforcement.



The use of and riding of off-highway vehicles is a family sport that is growing in popularity in Florida.

Although the Palm Beach County Parks and Recreation Department has received numerous requests from citizens over the years to provide a local site for safe and legal use of OHV’s, lack of funding and available land have hindered efforts to address this problem. Prior to the recent SFWMD land acquisition, the County owned 94 acres at 20 Mile Bend. In addition to being undersized, the property was also programmed for future construction of a public shooting range. As a result of the State’s construction of a public shooting range on a portion of the Mecca property, the County property became available for other uses. Acquisition of the 34 acres increased the overall size of the property to 128 acres which is sufficient size to construct a functional OHV facility.

The purpose of this study was to assess the potential use of the 128 acre 20 Mile Bend site for the development of an OHV Park. The study provides information and recommendations about various off-highway vehicle tracks, trails and associated support facilities, anticipated capital costs, an operational/business model, environmental considerations and economic benefits associated with an OHV Park at this location.

3.0 Parks & Recreation Department Staff and Off-Highway Steering Committee Members

The following Parks and Recreation Department Staff (past and present) provided research and support:

- Eric Call – Director
- Jennifer Cirillo – Assistant Director
- Paul Connell – Project Manager
- Bob Hamilton – Director of Planning and Development (2021 Update)
- Tim Granowitz – Former Manager of Planning and Development
- Jean Matthews – Senior Planner
- Bob Burdett – Former Special Projects Coordinator
- John Wildner – Former Financial Analyst I
- Ed Barrow – Former Parks Operations Superintendent

The Off-Highway Steering Committee included the following members:

- Bert Gaudreau – PBSO
- Bobby Maione – Stuart Motorsports
- Dan Cotter – SFWMD
- Dominic Tozzo – OHV Enthusiast
- George Linley - Palm Beach County Sports Commission
- James Edelstein – PBSO
- Jimmy Beno – PBC Facilities Development and Operations
- John Zylis – OHV Enthusiast
- Kenneth Mahr – OHV Enthusiast
- Nelson Robinson – PBSO
- Steve Barge - PBSO



Riding in areas illegally can result in personal injury, noise and law enforcement issues, and damage to personal property and the environment.

4.0 Key Assumptions

In completing this study, a number of assumptions were utilized:

- The primary goal of developing an OHV Park is to meet a recreational need. Revenue (profit) derived from operations is not a significant factor in evaluating whether to develop the facility. However, capital costs and ongoing operational costs are key factors which will determine whether the facility is developed and operations will be sustained.
- The current level of demand for an OHV Park will, at worst, remain relatively stable and most likely will continue to increase.
- No other agency or private entity will develop a competing OHV Park within the County or immediately adjacent counties.
- Legislation regarding liability when providing OHV Park and OHV riding opportunities will not change significantly.
- Residential development will not be permitted to occur to the south and/or west of the 20 Mile Bend Site prior to commencement of operations at the OHV Park.

5.0 Methodology

The following methodology was utilized in preparation of this study:

Scope Definition

With the assistance of the OHV Steering Committee, the Department defined the project boundaries and requirements.

Market Analysis

The Department conducted research and a critical analysis of the landscape for off-highway vehicle parks and tracks in the South Florida Area utilizing information obtained from the State of Florida, public and private OHV park operators, OHV enthusiasts, and other agencies with which they came in contact. The results of this research and analysis was used to determine whether there was, in fact, an unmet need in Palm Beach County and the likelihood that there was sufficient demand to sustain an OHV Park economically.

Development, Operational, Financial and Technical Analysis

The Department conducted research to assess the needs of the public, the expectations of OHV enthusiasts, the safety of participants, the requirements of a potential site, the types of activities that were compatible with each other, the potential for adverse impacts to the land and the surrounding areas, and the amount of land and capital required.



The Department conducted research and a critical analysis of the landscape for OHV parks and tracks in the South Florida area to determine whether there was in fact an unmet need in Palm Beach County and the likelihood that there was enough demand that would need to be satisfied to result in a sustainable facility.

Exploration of Business Models

Having assessed the need and technical requirements, the Department investigated several methods for the development and operation of an OHV Park including whether the development and operation should be handled internally or whether an outside vendor or partnership could handle the tasks more effectively, reduce County funding requirements, and accelerate the time-frame for completing the Park. Which method would provide greater long-term viability was also considered, as well as whether there was sufficient revenue potential to make the initiative worthwhile for a private operator.

6.0 Market Analysis

The Department investigated all known OHV parks in the South and Central Florida area and determined that there are currently no OHV Parks in Palm Beach, Broward, Martin, and St Lucie counties. To the North, the closest OHV facility is the Thundercross MX Track in Okeechobee County, which is approximately 60 miles northwest of the 20 Mile Bend site. The closest OHV facility to the south is the Miami Motocross Park in Miami-Dade County, which is approximately 85 miles from the 20 Mile Bend site.

The Department reviewed operations at several OHV Parks and has determined that a four to five day a week operation is sufficient to meet the needs of recreational and competitive riders. The Department has also determined that a daily riding fee of \$20 - \$25, with discounts for multiple family members or high frequency use, would be acceptable for local riders.

COMPARATIVE FLORIDA FACILITIES

Size/Amenities/Surfaces

Existing Facility	Components	Track Size	Track Length	OHV Types	Surface Type
Bartow 640 acres	Motocross track, Pee Wee/Training Track Riding Trails	10.2 acres 1.6 acres 4.8 acres	1.0 miles 0.2 miles	MX/ATV (no buggies)	Soft sand with loose dirt
Orlando Mx Park 640 acres	Motocross Track Pee Wee/Training Track Sand Drag Strip	13.2 acres 1.4 acres	0.7 miles 0.2 miles	MX/ATV (no buggies)	Mix of sand and hard pack
Bone Valley 200 acres	Motocross track, Free ride area, Mud Pit	34 acres	15 miles	MX/ATV/ SXS	Mix of sand and hard pack
Sandlot Off-Road Adventure Park	Motocross Track, Pee Wee/Training Track Mud pit, Riding Trails	33.2 acres 0.2 acres 14.7 acres	26 miles	MX/ATV/ UTV/SXS	Lose dirt, hard pack, and sand
Mesa	Motocross Track Pee-Wee Track Mud Track	12.0 acres 1.1 acres 2.3 acres	1.0 miles 0.2 miles 0.2 miles	MX/ATV (no buggies)	Sand and mud
Okeechobee Thundercross	MX Track, pee-wee Track	18.5 acres 1.8 acres	1.2 miles 0.2 miles	MX/ATV (no buggies)	Mostly sand

*Detailed and Big Cypress Preserve information not available

Existing Facility	Components	Track Size	Track Length	OHV Types	Surface Type
Miami Motocross 38 acres	Motocross track, Pee Wee/Training Track	5.3 acres 0.7 acres	0.9 miles 0.2 miles	MX/ATV (no buggies)	Soft sand with loose dirt

Amenities/Hours of Operation

Existing Facility	Hours	Cost	Amenities	Parking
Bartow	Mon/Tues/Fri: Closed Wed/Thu/Sun: 9am-4pm Sat: 9am-3pm	\$25/day per rider Members: \$10/day Membership: \$25/yr	Restrooms, bleachers, camping	3.9 acres
Orlando Mx Park	Wed: 10am-dark Thu: 10am-dark Sat: 10am-4pm Sun: 10am-4pm Closed Mon/Tues/Fri	\$25/day per rider 1 day membership and ride: \$10/day Annual membership: \$25	Restrooms, showers, spray wash for bikes, snack bar	13.5 acres
Bone Valley	Fri/Sat/Sun/Mon: Open Tues/Wed/Thu: Closed Summer Hours: 8am-7pm Winter Hours: 8am-5pm	\$15/day per adult rider \$5/day per child rider Annual membership (Adult): \$250 Annual membership (Child): \$100	Restrooms, picnic areas, concession stand and park office.	2.9 acres
Sandlot Off-Road Adventure Park	Wed: 9am-6pm Thu: 9am-6pm Fri: 9am-9pm Sat: 9am-9pm Sun: 9am-6pm Closed: Mon/Tues	Dirt Bike/ATV: \$25/day per rider UTV: \$35/day per rider	Restrooms, RV lodging, Tiki beach, snack bar	86 acres (Multiple Tracks)
Mesa	Tues: 10am-5pm Wed: 10am-5pm Thu: 10am-5pm Sat: 10am-4pm Sun: 10am-4pm	\$35/day per rider \$25/day w membership Annual membership: \$50	Restrooms, restaurant, spray wash for bikes, camping	4.5 acres
Okeechobee Thundercross	Tues-Sun: 10am-5pm	\$30/day per rider \$15/day w membership Annual membership: \$50	Snack bar, restrooms, observation deck	4.6 acres
Miami Motocross	Wed: 2pm-dusk Sat-Sun: 10am-4pm Closed: Mon/Tues/Thu/Fri	\$40/day per rider	Spray wash, portable restrooms, concession stand.	2.1 acres

*Detailed Big Cypress Preserve information not available

Location /Operating Hours

Existing Facility	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Bartow 1585 Centennial Blvd. Bartow, FL 33830	CLOSED	CLOSED	9am-4pm	9am-4pm	CLOSED	9am-3pm	9am-4pm
Orlando MX Park 19400 E Colonial Dr, Orlando, FL 32820	CLOSED	CLOSED	9am-dark	9am-dark	CLOSED	10am-4pm	10am-4pm
Bithlo 19400 East Colonial Dr. Orlando, FL 32820	CLOSED	CLOSED	10am-5pm	10am-5pm	CLOSED	10am-5pm	10am-5pm
Bone Valley 10427 County Road 630 W. in Mulberry	8am-7pm	CLOSED	CLOSED	CLOSED	8am-7pm	8am-7pm	8am-7pm
Sandlot Off-Road Adventure Park 39450 Bermont Rd, Punta Gorda, FL 33982	CLOSED	CLOSED	9am-6pm	9am-6pm	9am-9pm	9am-9pm	9am-6pm
Mesa Park 100 Mesa Park Blvd. Fellsmere, FL 32948	CLOSED	10am-5pm	10am-5pm	10am-5pm	CLOSED	10am-4pm	10am-4pm
Thundercross 7543 NE 48 th St. Okeechobee, FL 34974	CLOSED	10am-4pm	10am-4pm	10am-4pm	10am-4pm	10am-4pm	10am-4pm
Miami Motocross 16665 Krome Ave, Hialeah, FL 33018	CLOSED	CLOSED	2pm-dusk	CLOSED	CLOSED	10am-4pm	10am-4pm

The Off-Highway Vehicle Steering Committee reviewed the 20 Mile Bend site to determine what types of OHV activities could be located on the site given the available acreage. It was determined that there is sufficient space to locate an ATV and motocross track, a beginners track, an ATV rider certification area, and an ATV and Utility Type Vehicle (UTV side by side) trail on the property. Acquisition of the SFWMD parcel as recommended by the OHV Steering Committee provided additional land area for development of a supercross track and expanded trail riding areas. The types of ATVs and motorcycles that could be accommodated on the site are as follows:

All Terrain Vehicles (ATV)

- Sport ATV - An OHV used for recreational trail riding, touring, and competitive events.
- Utility ATV - An OHV used for farm, ranch, and trail maintenance work as well as an access and hauling vehicle for hunting and fishing. It may also be used for trail riding and occasionally for organized events.

Motorcycles

- Dual-Sport Motorcycle - Street-licensed motorcycle that is used on streets, back roads and trails for touring, casual trail riding, and organized noncompetitive events and tours – fully equipped to meet street and highway requirements.
- Enduro Motorcycle - Off-highway motorcycle used for competition and recreational trail riding – usually equipped with headlights, tail lights, and spark arrester.
- Motocross Motorcycle - Off-highway motorcycle built for use in closed-course motocross events – also used for off-highway competition and recreational trail riding when modified to meet State and Federal regulations pertaining to registration, sound levels, and spark arresters – may not comply with emission standards.
- Trials Motorcycle - Off-highway motorcycle built for competition, exhibition, and practice riding over extremely technical natural terrain and constructed obstacle courses.



Utility Type Vehicles (UTV)

- Utility Type Vehicle (UTV) Side by Side - An OHV designed for two or more passengers sitting side by side. It may be used for farm, ranch, and trail maintenance work, as well as an access and hauling vehicle for hunting and fishing.

There are currently no OHV Parks in Palm Beach, Broward, Martin, and St Lucie counties.

With input from the OHV Steering Committee, Parks Department staff prepared a Conceptual Master Plan (Attachment 5) depicting the ability to accommodate the various desired tracks and riding features on the 20 Mile Bend site. In this plan, the tracks are laid out as tight, turning, one-way courses with a variety of natural terrain, man-made obstacles, and/or jumps. The track events are generally head-to-head races where the fastest rider wins. When the tracks are not being used for actual races they could be used for practice by competitors or by other riders wishing to improve their skills. The trail is laid out as a single looped two-way trail winding through natural obstacles and landscaping for recreational riding and for riders wishing to improve their skills. The ATV and motocross track is located in the central portion of the site, the ATV/side by side trail is located on the perimeter of the site, and the beginner track and certification area is located in the central southern area of the site. The tracks will be set up as follows:

- ATV/Motocross Track, approximately 18.9 acres in area with a track length of approximately 1.2 miles.
- ATV/side by side trail, approximately 50 acres with a trail length of 5 miles.
- Beginner Track, 2.2 acres in area, track length .5 miles
- Certification area 200' by 150'

Amenities that are required to ensure the success and safety of the OHV Park include an entrance road and parking lot, helicopter landing pad (limited to emergency response use only), equipment washdown, restrooms, concession building, and a camping area.

The conceptual plan, as currently proposed, would provide trails and support facilities that exceed those OHV parks presently operating within South and Central Florida and could easily turn the facility into a regional attraction at build out.

7.0 Development Suitability

The 20 Mile Bend site is located on the Southeast quadrant at the intersection of State Road 80 and County Road 880. The PBC Sheriff's Office operates a shooting range on 48 acres of the County property, and there is also an existing Public Safety communication tower. The site was historically under lease for sugar cane farming; however, the farming lease expired in April 2014 and was not renewed in order to reduce agricultural run-off.

Adjacent land use is described as follows: the Twenty Mile Bend Boat Ramp Road followed by the SFWMD L-7 Canal to the north; a 21± -foot-wide Florida Power and Light (FPL) easement and the Palm Beach County Sheriff's Office Training Facility to the east; the SFWMD Stormwater Treatment Area 1 (STA 1) to the south, beyond an east to west trending canal; and agricultural land (sugar cane) to the west. The site is within the PO - Public Ownership zoning district which allows for "by right" development of an OHV Park (Attachment 8). Staff does not anticipate and adverse impact upon any of the surrounding properties (Attachment 4).

In 2007, in preparation for the Sheriff's Office Shooting Range, a phase 1 environmental assessment of the site was conducted by Facilities Compliance, and no items of environmental concern were found on the property. Any potential negative environmental impacts from the operation of an OHV Park will be mitigated through the adoption of design criteria which retains all storm water on-site, and by adopting best management practices such as the use of water recycling wash down equipment for cleaning OHV's after they are used, and maintaining a spill containment kit and trained personnel at the site.

The major concern for development at this site is the suitability of the soils for this type of development. Due to its location at the eastern edge of the Everglades Agricultural Area, there is a higher degree of probability that muck type soils exist. Development of the adjacent PBSO shooting range required a significant amount of muck removal and backfilling with more suitable materials. However, it is anticipated that with some amount of mixing of soil materials, a usable composite can be achieved.

The main problem with less desirable soil composition is the amount of maintenance to the track areas that will be required.

The important OHV Park site selection criteria that are met at the 20 Mile Bend site include:

- Centrally located in Palm Beach County
- Distant enough from residential neighborhoods to reduce noise issues
- Accessible from Southern Boulevard, a major East/West thoroughfare
- Close proximity to US 27, providing North/South access
- Large enough to support several OHV tracks or trails
- Compatible with neighboring land uses and permitted under existing zoning, and
- Land with low environmental value that has been previously disturbed by agriculture, mining, etc.

8.0 Development, Operation, Financial and Technical Analysis

OHV PARK BUSINESS MODEL

Rider Safety and personal injury liability is a major concern with respect to ownership and operation of an OHV Park. In all of the business models discussed below, the Department would require a multi-pronged approach to ensuring rider safety including; rider certification; vehicle safety checks; only compatible vehicles will be allowed to race at the same time; participants will be required to wear proper safety equipment at all times; riders will be grouped and will race based upon capability and vehicle size; operations staff will be trained in first aid; during races and high use times flaggers will be positioned at all jumps to ensure landing areas are kept clear of participants; emergency vehicles will be on-site during all events; and a helicopter landing pad will be included in the Park development to provide Trauma Hawk accessibility. While Florida Statutes Section 261.10(2) provides that counties which provide OHV parks are not liable for damage to personal property or personal injury or death to any person resulting from the inherently dangerous risks of off-highway vehicle recreation, the various business models discussed below provide differing levels of additional liability shielding to the County.

The Department identified several methods of developing and operating the Park, including County development and operation, County development of the Park with a management contract with a private operator, or not for profit, for the operation of the Park, and entering into a development and use agreement with a private entity which would both develop and operate the Park. The advantages and disadvantages of those scenarios are as follows:

County Operated

This model would give the County the greatest control over the design and operation. The County would fund the design and development of the Park. Funding of the operating costs of the Park would be partially or fully offset through revenues generated. The County would hire

staff with detailed knowledge and experience in OHV park operations. Disadvantages of this model include 1) the length of time to bring all of the amenities to the public as funding has not been established in the Parks and Recreation Department's capital improvement plan for this project and 2) The County would bear the financial risk and liability associated with the development and operation of the Park.

If the County were to construct the OHV Park, the estimated timeline for construction is as follows:

- Concept Plan / Due Diligence (6-9 Months)
- Facility Design and Permitting (9-12 Months)
- Phased Construction (1-10 Years)

Estimated Cost and Phasing under County Development Model:

Phase One - Approximately \$3 Million

- Creation of lakes
- Development of the OHV/Motocross Track
- Construction of a shell rock entrance road and shell rock parking lot
- Installation of port-o-lets
- Deposit of fill material

Phase Two - \$3 Million

- ATV/MotoCross/SuperCross track
- Pee wee track
- Installation of drainage improvements
- Restroom with septic facilities
- Paving existing parking and entrance road

Phase Three - \$2 Million

- Development of the camping area, including expanded septic facilities
- Concession Building, Restroom/Office

The proposed OHV Park at the 20 Mile Bend site would be a regional facility that would be eligible for the use of impact fees collected from all three impact fee zones. In addition to impact fees, there are several sources of grant funding available for this project, including the Florida Department of Agriculture and Consumer Services - T. Mark Schmidt Off-Highway Vehicle Safety and Recreation Program Grant, Office of Greenway and Trails – Recreational Trails Program Grant, and the Polaris T.R.A.I.L.S. Grant Program. Legislative appropriation and sponsorship opportunities with naming rights would also be explored. Unfortunately, total grant funding opportunities are estimated to be less than \$2,000,000, such that the majority of project funding would be required from Park impact fees or other County sources. Once completed, the County anticipates collecting user fees that would offset operating and maintenance costs set forth below.

Off-Highway Vehicle Park Business Plan - County Operation

- Days of Operation: Monday, Thursday, Friday, Saturday, Sunday – Closed Tuesday/Wednesday
- Public Hours of Operation: 7:30 AM – 5:30 PM
- Maintenance Hours of Operation: 7:00 AM – 6:00 PM

Estimated Operating Revenues (2021 Projection based on 2015 cost estimate)

• Membership Fees	\$5,700.00
• Rider Fees	\$231,737.00
• Race Day Fees	\$29,996.00
• Spectator Fees	\$47,193.00

Annual Revenue Estimate: \$314,626.00



The approved County adopted site plan for the 20 Mile Bend site is centrally located in Palm Beach County and large enough to support several OHV tracks or trails.

*Source: BLS CPI Inflation Calculator

Estimated Operating Costs

• <u>Personnel:</u>	
◦ Gatekeeping – 80 hours a week @ \$15/hr (part-time / no benefits)	\$62,400.00
◦ Maintenance Worker – (2) @ \$34,574 (includes benefits)	\$98,898.00
◦ Parks District Manager – \$67,494 (includes benefits)	<u>\$62,392.00</u>
◦ Personnel Total:	\$207,992.00
• <u>Utilities:</u>	
◦ Restroom building – \$300/ monthly	\$3,600.00
◦ Gate House – \$300/ monthly	\$3,600.00
◦ Maintenance office – \$300/ monthly	\$3,600.00
◦ Water Pump – \$600/ monthly	<u>\$7,200.00</u>
◦ Utilities Total:	\$18,000.00
• <u>Operating:</u>	
◦ Dumpster – \$520/ monthly	\$6,240.00
◦ Communication – \$100/ monthly (fax and phone)	\$1,200.00
◦ Operating Supplies – Restroom, pesticides, etc.	\$10,000.00
◦ Software License – Main Trac / Rec Trac	\$250.00
◦ Fuel - 20 gallons / day @ \$3.50 / gallon	\$18,200.00
◦ Bldg Maintenance – 1,045 square feet @ \$5.54 per square foot	\$5,789.00
◦ Equipment Maintenance / Replacement	<u>\$10,000.00</u>
◦ Operating Total:	\$51,679.00
Annual Operating Costs Estimate:	\$277,671.00
ANNUAL PROFIT/LOSS ESTIMATE:	\$25,214.00

The amount of revenue projected to be generated from County operation is insignificant when compared to the required County capital investment in development of the Park. This leads Staff to conclude that the public/private partnership approach should be pursued to minimize the amount of capital funding.

Management Contract

The development cost and time-frame would be similar to the County operated scenario. Contracting with a management company would minimize the risk and liability associated with operating the Park because the contractor would be assigned operation and maintenance responsibility and be required to indemnify the County. Use of a management contract would also allow the County to maintain a level of control over the operation of the Park and would not obligate the County to a long-term contractual arrangement. The management contract would require greater and more frequent oversight by County staff.

Not for Profit Group

The development cost and time-frame would be similar to the County operated scenario. Contracting with a not for profit group would ensure that enthusiasts are well represented and the profit motive for the OHV Park would be removed, such that fees for use of the Park facilities could be less under this model. Not for profit management could reduce the risk and liability associated with operating the park since they would be required to indemnify the County, although the ability for a not for profit to obtain and pay for liability insurance to back up the required indemnification has been problematic in similar situations. There is also some risk associated with utilizing a not for profit because many of these organizations do not have the staying power and internal operating controls necessary to ensure their long term viability. The Department is not aware of an OHV Not for Profit Group in Palm Beach County that would have the resources needed to operate this Park.

Development/Use Agreement with Private Operator

Allowing a professional developer/operator with experience in OHV operations to develop and operate the OHV Park has many advantages. Depending upon the term of the use agreement, the developer/operator could be incentivized to bear some or all of the development costs of the tracks, trails, and support facilities. Entering into an agreement with a third party would minimize the risk and liability associated with operating the Park to the maximum extent possible because the developer/operator would be in complete control of the land under the agreement, be fully responsible for the design, construction, maintenance and operation of the

Park, and would be required to indemnify the County. This structure would also eliminate the potential for ad valorem operating impact associated with cost overruns or operating losses. The operator would be motivated to make a profit at the Park which would serve as an incentive to ensure that patrons received value for their money and a first-class experience. This structure does partially limit the control the County would have over operations and depending upon the capital improvements made by the operator would obligate the County to a long term contract. Under this structure the County could require that the park be completed in one phase. This would shorten the timeline for construction considerably, and the Park could be completed within one to two years after permits are secured.

Financial Analysis

ECONOMIC BENEFITS

Due to the limited number of off-highway vehicle Parks in Florida, the proposed facility will provide a source of local economic development, serving as an ideal venue for motorized sports tournaments and increasing tourism. It is anticipated that OHV owners will travel regularly within a 50-mile service radius to utilize an OHV Park. A centrally located OHV Park would provide a much needed safe, appropriate, and legal location for OHV owners in Southeast Florida, including Palm Beach and adjacent Broward, Martin, Okeechobee, Glades, Hendry, Highlands, and St. Lucie Counties.

Additionally, an OHV Park would provide economic benefits to the County in the form of jobs, retail sales of fuel, food and beverages, OHV supplies, and lodging, increased taxes, as well as opportunities for motorsport event tourism. The projected economic impact of the OHV Park could also be used to develop the financial terms for an RFP as well as terms relating to the County's ability to reserve and schedule motorsport events through the Sports Commission.

The economic benefit derived from the park is based upon the following types of users:

Residents

- County residents that are currently traveling to counties such as Miami-Dade and Okeechobee on a frequent basis to ride recreationally and competitively.
- County residents that are interested in riding recreationally and competitively but have barriers to their participation, such as the amount of time required to participate in the activity at a remote location and the cost of traveling to a remote location.
- County residents that will be spectators at competitive events.

Non-Residents

- Non-County residents that will regularly travel to Palm Beach County to participate recreationally and competitively within a 50-mile radius of the Park.
- Non-County residents that will travel to Palm Beach County to participate recreationally and competitively outside of a 50-mile radius of the Park.
- Non-County residents that will travel as spectators for competitive events.

Based upon the 2006 Florida case study of off-highway vehicle recreationists at Croom Motorcycle Area conducted by Parent, Alavalapati, Stein & Hodges of the School of Forest Resources and Conservation, and Food and Resource Economics at the University of Florida, the following average travel and equipment expenditures in 2006 dollars were made by each household:

Travel Expenditure (2006 Croom Study)

Expenditure Category	Mean Household Expenditure per Trip	
	Resident	Non Resident
OHV related purchases (gas, equipment, etc.)	\$88	\$72
Purchases related to transportation to the OHV Park (gas, tolls, rental fees, etc)	\$36	\$126
Food and beverage purchases	\$44	\$79
Lodging (hotel, motel, campsite, etc)	\$12	\$41
Entertainment, gift, souvenir purchase	\$3	\$12
Miscellaneous other purchases	\$8	\$23
Total	\$191	\$352

Equipment Expenditure (2006 Croom Study)

Expenditure Category	Mean Household Yearly Expenditure	
	Resident	Non Resident
Repairs and routine maintenance to OHVs	\$661	\$746
OHV equipment modifications and upgrades	\$538	\$869
OHV riding apparel	\$333	\$597
Purchase or rental of equipment related to transportation of OHVs	\$721	\$1,139
OHV expenditures for permits, fees, etc	\$158	\$336
New OHV purchases	\$4,774	\$5,178
Miscellaneous other purchases related to OHV riding	\$196	\$237
Total	\$7,381	\$9,105

In 2021, the projected population for Palm Beach, Martin, Miami-Dade and Broward Counties totaled 6,373,306 residents, which is 12.9% greater than the 2006 study population size of 5,535,556 for the four-county area included in the study. Based upon a population size of 6.3 million, Parks and Recreation can conservatively estimate that the number of resident participants will have increased by a minimum of 12.9% since 2006. We can also estimate that the number of trips will remain constant, and we can conservatively estimate that the number of nonresident trips will be at least equal to the 2006 study. Finally, \$1.00 in 2006 is equal to \$1.32 in 2021, and the study's financial finding was adjusted accordingly to estimate the household expenditures. Applying these assumptions, an updated annual spending estimate is as follows:

Travel Expenditure (2021 Estimate)

Expenditure Category	Total Estimated Household Expenditure Within Region of Analysis	
	Resident	Non Resident
OHV Related Purchases (gas, equipment, etc.)	\$1,705,693	\$1,136,536
Purchases related to transportation to the OHV Park (gas, tolls, rental fees, etc)	\$710,123	\$1,994,494
Food and beverage purchases	\$846,162	\$1,257,146
Lodging (hotel, motel, campsite, etc)	\$241,243	\$652,366
Entertainment, gift, souvenir purchase	\$48,419	\$193,676
Miscellaneous other purchases	\$152,898	\$365,277
Total	\$3,704,538	\$5,599,495

Equipment Expenditure (2021 Estimate)

Expenditure Category	Total Estimated Household Expenditure Within Region of Analysis	
	Resident	Non Resident
Repairs and routine maintenance to OHVs	\$658,899	\$980,528
OHV equipment modifications and upgrades	\$536,590	\$1,141,993
OHV Riding Apparel	\$333,182	\$838,090
Purchase or rental of equipment related to transportation of OHVs	\$719,883	\$1,497,125
OHV expenditures for permits, fees, etc	\$156,378	\$441,809
New OHV purchases	\$4,761,404	\$6,804,405
Miscellaneous other purchases related to OHV riding	\$197,065	\$312,546
Total	\$7,363,401	\$12,016,506

The study estimated a total output impact multiplier of approximately 1.6 for this group of participants. Using the same output impact multiplier and the aforementioned direct annual expenditures of \$28,683,940, the total output impact for the OHV Park would be \$45,894,304 for the four-county area.

9.0 Findings and Recommendations

There is a demonstrated need for an OHV Park in Palm Beach County. Palm Beach County residents regularly travel to Miami- Dade County, Okeechobee County and beyond to participate in ATV trail riding and organized OHV activities. This need has also been identified by the Florida Legislature and Florida land management agencies.

The 20 Mile Bend site would provide a good location for public access, would have minimal residential impacts, and would include sufficient space to develop an ATV trail, an ATV/Motorcross track. With the acquired SFWMD parcel the total acreage for the site is 128 acres which would provide for greater trail riding areas and additional OHV amenities that are necessary to make the facility a first-class sustainable and nationally-recognized OHV Park. Southern Boulevard provides easy access to the site from both the east and the west.

Developing the site will provide a positive economic benefit for the County. Based upon the economic impact studies of other existing Florida OHV sites, the OHV users will conservatively spend over six million dollars on gas, food, lodging, entertainment, and miscellaneous items in Palm Beach County. The bulk of these expenditures are currently going to Counties that have existing OHV parks. Additionally, over 11 million dollars will be spent on larger equipment related purchases such as ATV's, trailers, and support vehicles annually.

Multiple agencies such as PBSO, ERM, SFWMD, FWC, and the State of Florida support the development of OHV sites. The development of an OHV Park will reduce the number of OHV accidents and injuries on public roads and lands, and the amount of destructive illegal riding currently occurring on environmentally sensitive county owned lands.

There is private sector interest in both the development and operation of an OHV Park. The time-frame for development of the Park and its amenities could be accelerated through a public private partnership and the cost of development could be substantially reduced or eliminated through such a partnership.

For these reasons, the Parks and Recreation Department recommends that the County; move ahead with the development of an OHV Park at the 20 Mile Bend site and pursue a public/private partnership to design, develop, and operate the OHV Park.

Attachments

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ATTACHMENT 1 - OHV COMMITTEE MEETING**DECEMBER 2013**

The Off Highway Vehicle Steering Committee met on December 12, 2013 to discuss the development of an off-highway vehicle recreational facility at 20 Mile Bend in Palm Beach County. Items discussed included; the acreage and track length at several south and central Florida OHV parks (comparison parks); uses at these facilities; the comparable acreage and possible track sizes and lengths at the 20 Mile Bend site; the support features at the comparable parks; the track material, watering and drainage; a visit to some of the comparable parks; and potential management company partners for the 20 Mile Bend site.

Comparison Sites

A table and aerial photo of the OHV parks located at Bartow, Bithlo, Dirty Foot, Mesa, and Thundercross were distributed to the committee. The table and aerial indicated the acreage and track length at these comparison parks. Staff identified the majority of the components of these parks and received additional input from committee members on unknown areas of the parks. The majority of these sites have one track that was used for motocross and racing ATV's, with trails for other ATV's, motorbikes, and UTV's. Track lengths ranged from as low as 0.7 miles to 1.3 miles for the main track, with smaller secondary tracks, areas for beginner tracks, and other OHV activities. The committee also pointed out that several of the parks had riding trails that extended out from the main track areas which were difficult to identify and were not measured by County staff.

20 Mile Bend Site

Based upon the input from the last committee meeting, staff presented an aerial view of the 20 Mile Bend site with areas identified for an ATV track, a Motocross track, an ATV/UTV trail, a beginner track, a certification area, a parking lot, and a spectator area. County staff determined that the main components necessary for the site could easily fit on the site and appropriate track lengths could be laid out in these areas. The committee discussed the aerial and determined that individual tracks for racing ATV's and Motocross were not required. By consolidating these areas into one,

the space identified for the ATV/UTV trail could be expanded which would allow us to increase the trail length. The committee also discussed bringing the parking lot and track closer together so that users could see the track from where they staged their support vehicles. Staff will revise the site plan to include the input of committee members.

Other Components

The committee discussed the other components that could fit on the site. Many of the sites committee members had visited or were aware of had very little in the way of support components such as concessions, restrooms, and a wash down. They also did not have the availability of spare parts and storage. It was felt that by adding some of these components it would make the site more family friendly, would set it apart from some of the other comparison sites, and could be an additional revenue stream for the operator. County staff identified the fact that potable water and sewer would be very difficult to get to the site and the thought was that composting restrooms similar to those used by state parks and SFWMD could be used. The pro's and con's of a wash down were discussed and whether a water/oil separator would be needed. No final decision was made on the other components at the site.

Track Material, Water, Drainage

The committee discussed track material, drainage, and watering at the comparison facilities. Watering was mainly done by a water truck. The material for the track is important as is ongoing maintenance and watering to make sure jumps remain safe and that it holds up to the daily wear and tear.

Comparison Park Review

The committee discussed January 23rd as a possible day for a trip to Mesa and Thundercross. County staff will work on setting this up.

Management Companies

County staff is looking for contractors that could manage the OHV Park for the County and have asked the committee to let us know if they hear of any.

JANUARY 2014.

Members of the Off Highway Vehicle Steering Committee visited Miami Motocross Park on January 23, 2014, to review the facility and discuss its operations with the lessee. Miami Motocross Park is a 38 acre site west of Opa-Locka and Miami Gardens that was built in Milton E. Thompson County Park. The remainder of the park is undeveloped and contains upland and wetland areas.

The following amenities and programs are available at the site:

- Motocross/ATV track
- A Beginner/PeeWee Track
- Primitive camping/parking for RV's
- Food and Beverage concession (located in a trailer)
- Restrooms with a second story viewing deck
- Motocross bike rental
- Motocross/ATV riding lessons
- Bike/Trailer Storage
- Wash down

The following information was gathered from the site visit and the operator:

- The track is built from mostly native area soil which was screened to remove rocks and debris. Some material was imported from local pits. The soil is a sandy loam which is irrigated for dust control, shaping and compaction.
- The irrigation system is made up of a diesel powered water pump attached to a series of large volume gear driven sprinklers (10-15) mounted on 55 gallon sized concrete bases. The sprinklers can throw water over 100 feet.
- The track is operated by a staff of approximately 6 people during the week and 15 on weekends when the track use is at its peak. Some of the employees live on-site and provide security and supervision of the site during non operating hours.
- The user fee is \$25 dollars for members and \$35 for non members, \$5 for spectators, \$10 on race days. Memberships are \$25. Bike rental is \$100 for two hours or \$150 for the entire day.

- Weekend participation was in the range of 60-100 riders per day depending on the weather and what activities were going on. Weekday participation was in the 5-10 riders per day range. On our visit there were two riders. One of the riders had traveled from Coconut Creek which was approximately 45 minutes driving time.
- The operator was in the process of adding lights at the track for evening riding.
- EMT's are at the facility on weekends and Fire Rescue is on-site during race days. Flaggers are stationed at each of the jumps on race days and weekends.
- The operator has banned the use of alcohol and has certain behavioral standards. All visitors including spectators must sign a waiver.
- Insurance is expensive the operator said he was initially quoted approximately \$40,000, however the lessee seems to have been able to obtain insurance for approximately \$15,000 annually.
- The operator conducts six large race events per year; however, they are not sanctioned by any Motocross/ATV governing body. Additional race events would result in higher insurance premiums.
- There is a dozer and bobcat on-site to maintain the track. The track and jumps are dressed regularly for safety and quality. The jumps are not severe which attracts more family type users. There was some contradiction on how often the layout is changed. After speaking with one of the riders it seems that major layout changes do not occur that often.
- The main concerns of the County seem to be the potential for water contamination and illegal riding in the undeveloped portion of the park. To address their concerns the operator does not allow the use of degreasers at the wash rack or for oil changes to occur on-site, and has posted no trespassing signs around the perimeter of the track to stop riders for leaving the designated riding area.
- The operator also told us they would be interested in both building the track for the County and also possibly operating the facility for the County. He also said that sponsorship was an important part of his revenue stream for the facility.



Economic benefits to the County include jobs, fuel, food and beverage, supplies, taxes, lodging, etc. as well as opportunities for motorsport event tourism.

JULY 23, 2014

In attendance: Dave Dolan, Fred Roth, Eric Call, Paul Connell, Dal Major, Jean Matthews

Meeting was held to discuss the site plan, cost estimate and assumptions used in developing the cost estimate.

It was determined completion of a geotechnical analysis (soil borings to 25') and topographical survey is needed in order to develop a more accurate cost estimate. Dave Dolan will arrange to have this work completed.

We discussed modification of the assumptions used to develop the cost estimate as follows:

- OHV Trail Area – Reduce acreage with the addition of detention areas, base fill remaining acreage to 13' and fill 8-10' wide trail to 14' with on-site material. We will provide revised acreages.
- ATV Track Area – Fill to 14' and add 1' of special material giving an average elevation similar to the pee wee track and pedestrian areas.
- Helicopter Pad – Construct with rock base material.
- All clearing and grubbing material to be used for berm.
- Excavate the lakes to -10 for a total depth of 20'.
- Phase the project to reduce initial development costs.

Cost/benefit analysis for questions to be answered upon changing some of the assumptions.

- Will excavating the lakes to the lower depth result in the elimination of all non specialized fill import?
- Will the increased cost to excavate the lake to -10 for a total depth of 20' result in a substantial reduction for the cost of the fill? Please note: Lake can be dredged to a depth of 20' without SFWMD approval.
- The current cost estimate includes the removal of the top 1' of muck from the site because of the organics in the soil (branches, weeds, etc.). This is included in the clearing and grubbing figure of \$360,000. Would a cost reduction occur if this material was used in the berm versus hauling this material off site?
- How much cost savings would result if the trail was reduced in width

from 20' to 8'-10'?

- The current cost estimate is based on a finished elevation of 18' for the track and 17' for the parking and roadway. By how much can these elevations be reduced while keeping the track, parking and roadway dry and functional during the rainy season?

We also discussed phasing the project into three phases.

- **Phase One**
 - Berm around perimeter of the property
 - Creation of both lakes
 - Development of the OHV trail (single direction)
 - Construction of a shell rock entrance road and shell rock parking lot in Southwest corner of property (adjacent to County Rd 880)
 - Construction of a shell rock helicopter pad
 - Use of port-o-lets
 - Installation and rough out of water line to future campground and boat ramp area
 - Fill all future use areas to proposed base elevation
- **Phase Two**
 - ATV track
 - Pee wee track
 - Installation of drainage improvements
 - Restroom with septic facilities
 - Main parking lot
 - Main entrance road
 - Paving existing parking and entrance road
- **Phase Three**
 - Developing the camping area including expanded septic facilities
 - Boat Ramp
 - Concession Building (Restrooms/office currently shown on plans)

Additional Notes

Dave Dolan will send everyone the results of the geotechnical analysis and topographical survey once they are complete. Ross is working with SFWMD on the conveyance or lease of their parcel for incorporation into the park. A SFWMD surface water management plan will be required, as well as incorporation of dry retention areas. Jean and Paul will work with Tim to modify the plan into three phases.

ATTACHMENT 2 - LOCATION/50 MILE RADIUS MAP



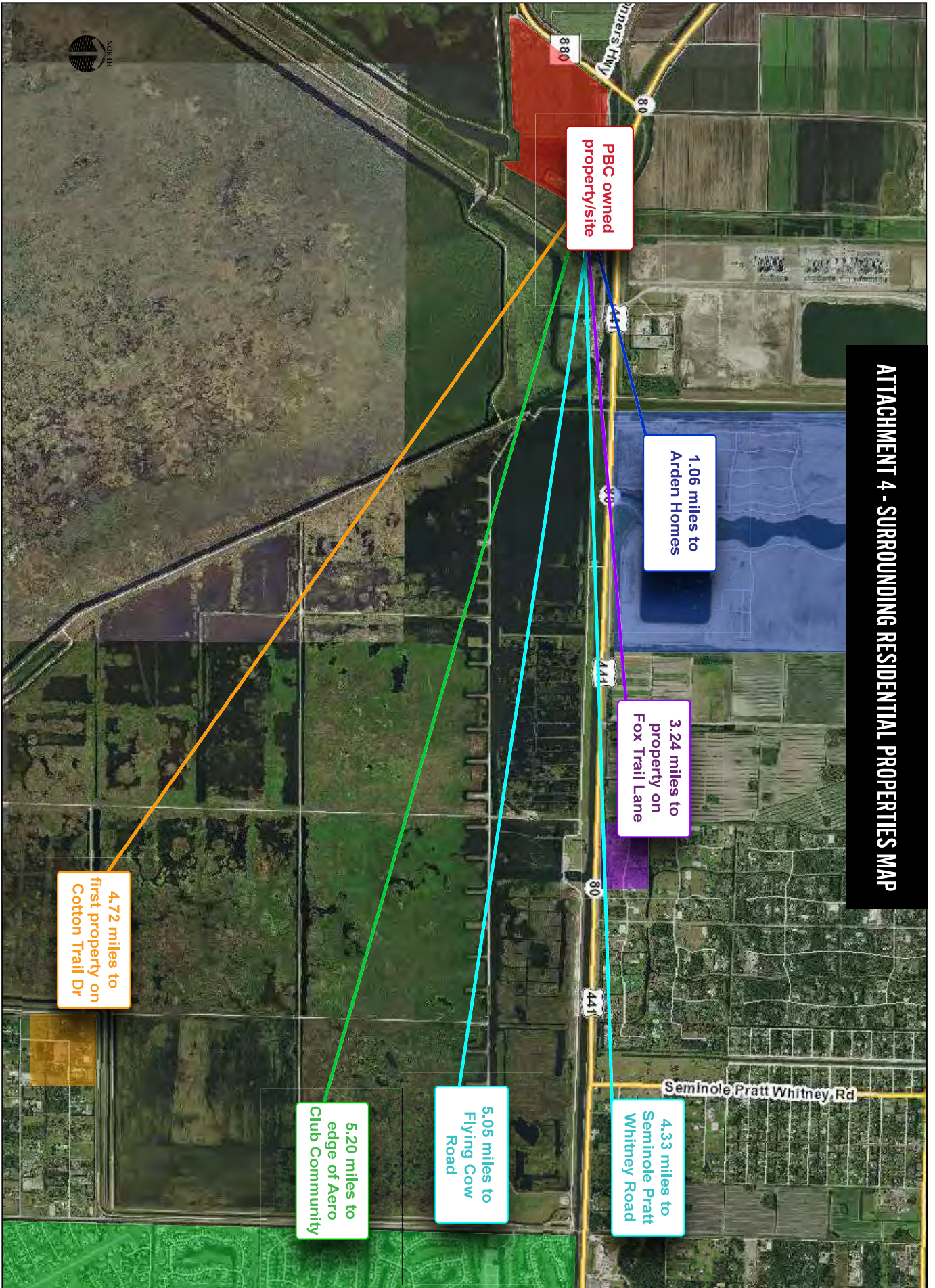
Esri, HERE, Garmin, © OpenStreetMap contributors, and the GIS user community, Source: Esri, DigitalGlobe, GeoEye, Earthstar
Geographics, CNR/Airphoto, USDA, USDA/Aerosol, IGN, and the GIS User Community



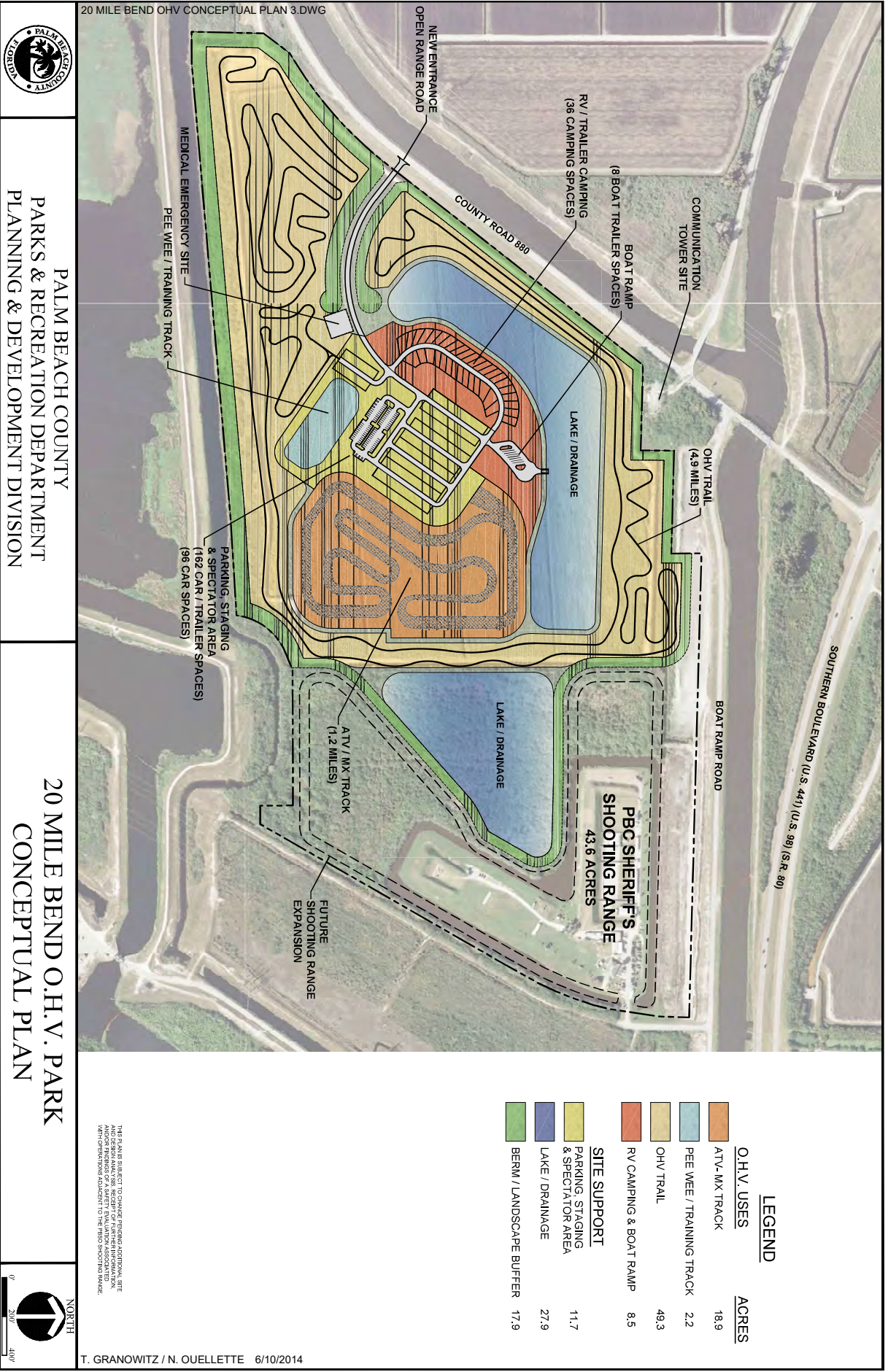
ATTACHMENT 3 - 20 MILE BEND PROPERTY BOUNDARY



ATTACHMENT 4 - SURROUNDING RESIDENTIAL PROPERTIES MAP



ATTACHMENT 5 - 20 MILE BEND O.H.V. PARK CONCEPTUAL PLAN



PALM BEACH COUNTY
PARKS & RECREATION DEPARTMENT
PLANNING & DEVELOPMENT DIVISION

20 MILE BEND O.H.V. PARK
CONCEPTUAL PLAN



20 MILE BEND OHV CONCEPTUAL PLAN 3.DWG

T. GRANOWITZ / N. OUELLETTE 6/10/2014

THIS PLAN IS SUBJECT TO CHANGE PERFORMING ADDITIONAL SITE VISITS AND CONDUCTING A SAFETY EVALUATION ASSOCIATED WITH OPERATIONS ADJACENT TO THE RIBBO SHOOTING RANGE.



May 14, 2021

Florida Fish and Wildlife Conservation Commission

Mayor David Kerner
and Members of the Board of County Commissioners
301 N. Olive Ave, Suite 1201
West Palm Beach, FL 33401

Commissioners

Rodney Barreto
Chairman
Coral Gables

Michael W. Sole
Vice Chairman
Sebastian

Steven Hudson
Fort Lauderdale

Gary Lester
Oxford

Gary Nicklaus
Jupiter

Sonya Rood
St. Augustine

Robert A. Spottswood
Key West

Mayor Kerner and Commissioners,

I write to you in support of Palm Beach County’s proposal to create an Off-Highway Vehicle (OHV) Park in Palm Beach County at the County’s 20-Mile Bend property. The initial proposal in 2013 was fully supported by the Florida Fish and Wildlife Conservation Commission (FWC) and recently the proposal has been revitalized. The FWC wishes to express our continued support for this project.

There is a dearth of legal and accessible OHV recreational opportunities in the area and, unfortunately, many stakeholders seek that recreational outlet on public and private lands where that activity is not compatible with land management efforts or landowner desires. Having a centralized, well-managed park for this activity would reduce impacts on public and private lands and provide for the safe enjoyment of these activities.

Executive Staff

Eric Sutton
Executive Director

Thomas H. Eason, Ph.D.
Assistant Executive Director

Jennifer Fitzwater
Chief of Staff

Toward this end, the FWC fully supports the proposal and offers any advice or assistance to County staff as they continue to pursue this project. We recommend that the County look into the Florida Department of Agricultural and Consumer Services T. Mark Schmidt Off-Highway Vehicle Grant program (<https://www.fdacs.gov/Forest-Wildfire/Our-Forests/State-Forests/State-Forest-Recreation/Off-Highway-Vehicles-OHV>) as a possible means of support. We feel the County is uniquely positioned to qualify for this grant program to facilitate the planning and construction of an OHV park in Palm Beach County.

South Region
Dr. Thomas Reinert
Regional Director

561-625-5122
561-625-5129 FAX

Sincerely,

Thomas Reinert, Ph.D.
South Region Director
Florida Fish and Wildlife Conservation Commission
8535 Northlake Blvd.
West Palm Beach, FL 33412

Managing fish and wildlife resources for their long-term well-being and the benefit of people.

South Region
8535 Northlake Boulevard
West Palm Beach, FL
33412-3303

Hearing/speech-impaired:
800-955-8771 (T)
800-955-8770 (V)

Cc: Verdina C. Baker, County Administrator
Eric Call, Director of Parks and Recreation

MyFWC.com



May 12, 2021

Department of Environmental Resources Management

2300 North Jog Road, 4th Floor
West Palm Beach, FL 33411-2743
(561) 233-2400
FAX: (561) 233-2414
www.pbcgov.com/erm

Eric Call, Director
Palm Beach County Parks and Recreation Department
2700 6th Avenue South
Lake Worth, Florida 33461

Re: Support for Establishment of an Off-Highway Vehicle Park in Palm Beach County

Dear Mr. Call, ^{ERIC}

The Department of Environmental Resources Management (ERM) wishes to express its support for the Parks and Recreation Department's pursuit of the development of an Off-Highway Vehicle (OHV) Park, along with the submission of associated grant applications to accomplish this task.

There is significant scientifically based documentation on the damage that occurs to the natural environment from OHVs. In Palm Beach County, ERM manages over 31,000 acres of environmentally sensitive lands with the purpose of maintaining the natural attributes of the land. These vast areas in the County attract illegal OHV activity, and can quickly result in major environmental disruption that can take multiple years to recover. As a major challenge for us, we actively enforce illegal activities on our properties, resulting in fines for violators. A designated OHV Park would provide opportunities outside of protected areas, resulting in conflict avoidance.

We commend your efforts to create a place where OHV use is a safe and welcome activity, can operate as a destination park, and also reduce impacts to Palm Beach County's outstanding natural areas and public roads.

Sincerely,

Deborah Drum, Director
Environmental Resources Management

cc: Patrick Rutter, Assistant County Administrator



Palm Beach County Board of County Commissioners

- Dave Kerner, Mayor
- Robert S. Weinroth, Vice Mayor
- Maria G. Marino
- Gregg K. Weiss
- Maria Sachs
- Melissa McKinlay
- Mack Bernard

County Administrator

Verdenia C. Baker

"An Equal Opportunity Affirmative Action Employer"





May 20, 2021

Eric Call
Director Parks & Recreation
Palm Beach County
2700 6th Ave South
Lake Worth FL, 33461

Re: Letter of Support for Palm Beach County Parks and Recreation Off-Highway Vehicle Facilities

Dear Mr. Call:

The Palm Beach Transportation Planning Agency (TPA) provides this letter of support for Palm Beach County (PBC) Parks and Recreation Department's efforts to create designated Off-Highway Vehicle (OHV) facilities. Currently there is a lack of designated areas within the county where OHVs can legally operate, which can result in OHV users seeking out non-motorized pathways to utilize for riding purposes. This is not only illegal, but also compromises the safety of legal non-motorized pathway users and degrades the physical condition of the pathway and adjacent natural areas. Providing riders a safe location to ride, may reduce illegal riding on canal banks, natural areas and on public streets.

The TPA's vision for Palm Beach County is a safe, efficient, and connected multimodal transportation system. The TPA supports the creation of facilities on which OHVs can legally and safely operate, and in doing so, protect the county's non-motorized pathways and natural areas. Moreover, protecting the non-motorized pathway network also protects the financial investment that was made to create these facilities. The TPA commends PBC Parks and Recreation Department's proactive approach to address this issue and improve the environment for both motorized and non-motorized users in our county. It is also our understanding that a letter of partner agency support does not entail a commitment of TPA financial resources.

Should you have any questions, please feel free to contact me.

Sincerely,

A handwritten signature in blue ink that reads "Valerie Neilson".

Valerie Neilson, AICP
Deputy Director of Multimodal Development



April 30, 2021

Mr. Eric Call
Director, Parks and Recreation Department
Palm Beach County
2700 6th Avenue South
Lake Worth, Florida 33461

Dear Mr. Call:

SAFE (Safety As FDOT Envisions) is a Florida Not-For-Profit Corporation organized for the specific purpose of using citizen advocacy to improve pedestrian, bicycle, and vehicular safety in Florida. The SAFE organization is pleased to support the development of an Off-Highway Vehicle (OHV) Park at the 20 Mile Bend Property owned by Palm Beach County.

It is SAFE's opinion that an OHV Park is needed to support the growing demand for OHV driving and riding in Palm Beach County and South Florida. SAFE supports this project and encourages that County to:

- Improve off-highway vehicle riding opportunities on public lands;
- Provide new off-highway vehicle riding areas;
- Provide environmental protection and restoration in areas used for off-highway vehicle activities;
- Provide enforcement of applicable regulations related to off-highway vehicle activities; and
- Provide safety, training and rider education in the operation of off-highway vehicles.

SAFE's primary concern is safety and our experience has taught us that the thoughtfully planned and managed facilities in the right location will serve the public well. Please feel free to contact me should you need any additional support for this project or if you have any questions.

John Morgan

John Morgan, President
SAFE

**Safe (Safety As FDOT Envisions)
749 Saint Albans Drive, Boca Raton, Florida 33486
safe4allfl@gmail.com**



**County Administration
Office of Community Revitalization**

2300 North Jog Road, 2-East
West Palm Beach, FL 33411-2741
(561) 233-5305
FAX: (561) 656-7963
www.pbcgov.com/ocr



**Palm Beach County
Board of County
Commissioners**

Dave Kerner, Mayor
Robert S. Weinroth, Vice Mayor
Maria G. Marino
Gregg K. Weiss
Maria Sachs
Melissa McKinlay
Mack Bernard

County Administrator

Verdenia C. Baker

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Official Electronic Letterhead

May 6, 2021

Eric Call, Director
Palm Beach County Parks and Recreation Department
2700 6th Avenue South
Lake Worth, FL 33461

RE: Development of a County Off-Highway Vehicle Facility

Dear Mr. Call:

The Office of Community Revitalization (OCR) is honored to submit this letter of support for the Parks and Recreation Department's proposal to develop an Off-Highway Vehicle (OHV) Park at the 20 Mile Bend on property owned by Palm Beach County.

The development of an OHV park will certainly provide a safe, secure location for OHV riders and their families. There are currently no designated areas within Palm Beach County where OHVs can legally operate. This causes OHV riders to seek out natural areas, canal banks and environmentally sensitive land to ride. This illegal activity not only has a negative effect on our natural environment, wildlife habitat and native flora and fauna, but also results in unsafe riding conditions and severe injuries.

The development of a public owned OHV site will promote tourism, provide safe legal areas on which to ride, and help reduce the incidences of illegal OHV use in the County's natural areas and preserves.

Sincerely,

Houston L. Tate, Director
Office of Community Revitalization

cc: Bob Hamilton, Division Director I, Parks and Recreation
Jean Mathews, Senior Planner, Parks and Recreation
Ruth C. Moguillansky, OCR Principal Planner

PALM BEACH COUNTY
BOARD OF COUNTY COMMISSIONERS
AGENDA ITEM SUMMARY

Meeting Date:	May 21, 2013	<input type="checkbox"/> Consent	<input checked="" type="checkbox"/> Regular
Submitted by:	Facilities Development & Operations Department	<input type="checkbox"/> Ordinance	<input type="checkbox"/> Public Hearing
For:	Parks and Recreation Department		

I. EXECUTIVE BRIEF

Motion and Title: Staff recommends motion to authorize: County Administrator to prepare a needs analysis and feasibility study of developing an All Terrain Vehicle (ATV) Park in Palm Beach County at the County's 20 Mile Bend Property.

Summary: The number of ATV owners in Palm Beach and surrounding counties continues to increase despite the lack of legal, safe areas in which to ride. Riding in areas illegally results in personal injuries and damage to personal property and the environment. Providing a safe, legal site for this highly popular recreational activity will reduce injuries, save environmentally sensitive areas from damage, resolve other conflicts and provide a boost to the local economy. Due to the limited number of ATV parks in the State of Florida, it is also possible that the Park will result in a source of local economic development as well as the potential for motorized sports tournaments and tourism. With the relocation of the public shooting park to the Mecca Property, the County-owned property at 20 Mile Bend would become available and be suitable for development of an ATV Park with little or no capital cost to the County. It is anticipated that the operation of the ATV Park would be funded through user fees and the operation, outsourced. The preparation of a needs analysis will provide the County with the information necessary to identify the potential usage, combination of facilities and capital cost estimate for the development of the park. The feasibility study will include but not be limited to, addressing: 1) environmental impacts, 2) economic impacts, and 3) a variety of other operational and risk topics. Planning and development grants are available through the T. Mark Schmidt Off-Highway Recreation Grant Program (State) and the Recreational Trails Program (Federal). The outcome of the needs analysis and feasibility study would be presented to the Board at a later date for consideration as to whether the County would proceed with an RFP. (FDO Admin) Countywide/District 6 (HF)

Background and Policy Issues: There are over 42,000 registered All Terrain Vehicles (ATV's) in South Florida and 10,500 in Palm Beach County. With a limited number of legal areas in which to ride, the use of motorized recreation vehicles on public lands has become a great source of conflict. Big Cypress Preserve in Collier County is the only facility to serve all ATV users in South Florida. All other sites are in Central or North Florida. Unfortunately, some ATV users have resorted to using areas that are illegal or unsafe, resulting in personal injuries, creating a problem for law enforcement, and having a negative impact on our conservation and wilderness lands.

Continued on Page 3

Attachments:

1. Location/50 Mile Radius Map
2. 20 Mile Bend Aerial
3. 20 Mile Bend Property Boundary Site Plan
4. Surrounding Residential Properties Map
5. Letter of Support Florida Fish and Wildlife Conservation Commission dated 2/8/13

Recommended By: _____	_____
Department Director	Date 5/8/13
Approved By: _____	_____
County Administrator	Date 5/13/13

II. FISCAL IMPACT ANALYSIS

A. Five Year Summary of Fiscal Impact:

Fiscal Years	2013	2014	2015	2016	2017
Capital Expenditures	_____	_____	_____	_____	_____
Operating Costs	_____	_____	_____	_____	_____
External Revenues	_____	_____	_____	_____	_____
Program Income (County)	_____	_____	_____	_____	_____
In-Kind Match (County)	_____	_____	_____	_____	_____
NET FISCAL IMPACT	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
# ADDITIONAL FTE POSITIONS (Cumulative)	_____	_____	_____	_____	_____
Is Item Included in Current Budget:	Yes		No _____		
Budget Account No:	Fund _____	Dept _____	Unit _____	Object _____	_____
	Program _____				

B. Recommended Sources of Funds/Summary of Fiscal Impact:

There is no fiscal impact to this item.

C. Departmental Fiscal Review: _____ *M 5-2-13*

III. REVIEW COMMENTS

A. OFMB Fiscal and/or Contract Development Comments:

<p><i>[Signature]</i> OFMB 5/7/13</p>	<p><i>[Signature]</i> Contract Development and Control 5-9-13 <i>[Signature]</i></p>
---	--

B. Legal Sufficiency:

[Signature]
Assistant County Attorney
5/10/13

C. Other Department Review:

[Signature]
Department Director

The Palm Beach County Parks and Recreation Department has received a number of requests from citizens for a safe and legal site to ride ATVs. It is anticipated that ATV owners within a 50 mile radius from Palm Beach and adjacent counties (Broward, Martin, Okeechobee, Glades, Hendry, Highlands, and St. Lucie) would utilize the Park (Attachment 1). The Park would provide a much needed safe, appropriate and legal location for ATV owners in Southeast Florida to ride.

The site selection criteria for an ATV park is as follows:

- Should be in Palm Beach County;
- Should be located away from residential neighborhoods due to noise created by ATVs;
- Should be larger than 20 acres, or must be suitable for development as a long linear path;
- Should be accessible by an existing roadway;
- Should not adversely affect neighboring land uses; and
- Land is in a disturbed condition due to agriculture, mining, etc.

The 20 Mile Bend site is located on the Southeast quadrant at the intersection of State Road 80 and County Road 880. The County owns +/-160 acres and +/-40 acres is owned by the South Florida Water Management District (SFWMD) (Attachment 2). Current usage includes the Sheriff's +/- 64 acre shooting range and a communication tower with the remainder of the County and SFWMD land being farmed pursuant to a District issued farm lease. While the undeveloped property has been leased for sugar cane farming, the District has determined that farming is not the best interim use of the property until the time of development and will therefore consider other uses.

The approved site plan for the 20 Mile Bend Site includes a proposed public shooting range, the existing Sheriff's shooting range, a college or university area, a SFWMD Field Station parcel (Attachment 3) and an interior roadway. With the relocation of the proposed public shooting park to Mecca, and the college providing for its criminal justice training needs at its Lake Worth campus in lieu of the 20 Mile Bend Site, there are approximately 94 acres of County property that can be made available for an ATV Park - still leaving sufficient property available for the expansion and buffering of the Sheriff's shooting range. Staff would not anticipate any adverse impact upon any of the surrounding properties (Attachment 4). The site plan would need to be amended and the conditional use approval for the public shooting park (Open Gun Club) abandoned to allow for this use and development concept, but an ATV Park is permitted by right within the existing PO Zoning District at the 20 Mile Bend Site.

Additionally, an ATV Park is anticipated to provide economic benefits to the County, i.e., jobs, fuel, food and beverage, supplies, taxes, lodging, etc. as well as opportunities for motor sports event tourism. The economic impact study to be completed as part of the feasibility study will determine the estimated level of benefit. This information would also be used to develop the appropriate financial terms for the RFP as well as terms relating to the County's ability (through the Sports Commission) to reserve and schedule motor sports events.

The Florida Fish and Wildlife Conservation Commission supports the proposal and has submitted a letter of support which is attached as Attachment 5.

If an RFP is ultimately approved, County Staff would work with the District during its development to determine if the District is interested in including its +40 acre property in the RFP. No permanent improvements would be placed upon the District's land and the District's land would be able to be removed from the ATV Park with appropriate notice.



**Department of Planning,
Zoning & Building**

2300 North Jog Road
West Palm Beach, FL 33411-2741
(561) 233-5000

Planning Division 233-5300
Zoning Division 233-5200
Building Division 233-5100
Code Enforcement 233-5500
Contractors Certification 233-5525
Administration Office 233-5005
Executive Office 233-5228
www.pbcbgov.com/pzb

**Palm Beach County
Board of County
Commissioners**

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Paulette Burdick, Vice Mayor

Hal R. Valeche
Shelley Vana
Steven L. Abrams
Mary Lou Berger
Jess R. Santamaria

County Administrator

Robert Weisman

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INTEROFFICE MEMORANDUM

DATE: July 8, 2014

TO: Eric Call, Director
Parks and Recreation Department

THROUGH: Lorenzo Aghemo, Planning Director
Planning, Zoning and Building Department *L.Aghemo*

Jon MacGillis, Zoning Director *JTM*
Planning, Zoning and Building Department

FROM: Rebecca Caldwell, Executive Director *RC*
Planning, Zoning and Building Department

RE: **Proposed All Terrain Vehicle (ATV) Park at 20 Mile Bend**

I am responding to your May 28, 2014 memo requesting Planning and Zoning confirmations. I understand that this memo will be used in preparing a needs analysis and feasibility study for an ATV Park on County and SFWMD property at 20 Mile Bend. Specifically, you requested that the Zoning Division confirm 1) the site's PO Zoning District, 2) the proposed ATV Park (Public Park) is a use permitted by right in the PO Zoning District, and 3) that no ULDC amendments are necessary to develop the subject property as an ATV/Public Park. Additionally, you requested that the Planning Division confirm that 1) the proposed Public Park is permitted in the AP Future Land Use Designation and 2) no Future Land Use Amendment is necessary to develop the subject property as an ATV/Public Park. As stated in your memo, the Park is envisioned to incorporate portions of the undeveloped County owned parcels (00-40-43-42-00-000-0065, 00-43-43-31-00-000-7060 (correct property control number is 00-40-43-31-00-000-7060), 00-40-43-42-00-000-0064, 00-40-43-31-00-000-5030 and 00-40-44-06-00-000-3020), as well as the undeveloped parcels owned by SFWMD (00-40-43-31-00-000-7050 and 00-40-43-42-00-000-0062). Our findings and responses follow.

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Response to Zoning Related Questions:

The subject properties are located within the Public Ownership (PO) Zoning District and have a Future Land Use (FLU) designation of Agricultural Production (AP). Pursuant to ULDC Article 3.A.3.B.1, the PO Zoning District is consistent with all FLU designations, this includes the AP Zoning District. Thus, no rezoning is required. The proposed ATV Park (Public Park) is a use permitted by right in the PO District and may be approved through the Building Permit review process. No ULDC amendments are necessary to develop the subject property as an ATV/Public Park. However, compliance with all applicable Property Development Regulations shall be required, unless PO Deviations or variances arise due to a particular site layout and/or planned improvements.

Results of Planning Staff Research:

The subject property has a Future Land Use (FLU) designation of Agricultural Production (AP), and is located in the Glades Tier. The Comprehensive Plan's Future Land Use Element (FLUE) Policy 2.2.6-a states "Parks and Recreation uses shall be allowed in all future land use designations." Furthermore, in FLUE Section III.C.5, which indicates that for the AP FLU (page 119, #5), Parks & Recreation uses that are designed to serve Countywide and Regional needs are permitted subject to any applicable appropriate regulatory authority and any special review and siting criteria adopted by the BCC. Based on the backup information found in BCC Agenda item 5C3 for May 21, 2013 meeting, appropriate site selection criteria have been established and applied. As such, the proposed Public Park at the 20-mile Bend location would be permissible with the existing AP FLU designation, without need for a Future Land Use Atlas amendment. Development would be limited to the applicable 0.10 Floor Area Ratio (FAR) of FLUE Table III.C.2 as well as all applicable provisions of the ULDC.

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MEMORANDUM

Date: May 13, 2021

To: Eric Call, Director
Palm Beach County Parks & Recreation

From: George Linley, Executive Director
Palm Beach County Sports Commission

Subject: Projected Off-Highway Vehicle Facility
Special Events and Visitor Spending

A new Off-Highway Vehicle Park in Palm Beach County would not only provide an opportunity for off-highway vehicle enthusiasts to ride at a safe and legal location, but also the ability to pursue a variety of events including adventure races and ATV/Motocross races that would drive incremental visitation to Palm Beach County. We have researched several organizations that host events in these adventure or endurance sports space. The organizations own event-related products with a national and global reach for participation. The adventure/endurance sports organizations, such as Spartan Race and Tough Mudder host many events across the United States and Europe. These events have gained in popularity and create significant tourism benefits for their host communities. Also, RPM Sports, AMP Racing and ATV Motocross are organizations that racing series with have large participant numbers, which could find such a park very desirable.

Adventure Races

Spartan Race, which is the world’s largest obstacle race and endurance brand, established a partnership with Palm Beach County Parks and Recreation and the Palm Beach County Sports Commission in 2019. The Spartan Palm Beach Sprint Weekend takes at Burt Aaronson South County Regional Park and attracted over 9,000 participants while generating over \$2.3 million in economic impact. Spartan Race could expand its footprint in Palm Beach County with this particular park.

Savage Race, based in Orlando, Florida, is an organization that host obstacles races. It is a 5 to 6 mile run with 25 obstacles. Completion requires teamwork and the will to push your limits. Savage Race hosted 11 races in the United States in 2015, with one held in Florida.

Tough Mudder is a 10–12-mile obstacle course that includes 20-25 obstacles, and is designed to test participant's all-around strength, stamina, teamwork and mental grit. Founded in 2010, Tough Mudder has

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held over 150 events with over two million participants worldwide. Tough Mudder will hosted 50+ events globally in 2015, with two taking place in Florida.

ATV/Motocross

RPM Sports owns and operates multiple nationally recognized events, including multiple series. RPM Sports is proud to be sanctioned by the AMA and host area qualifiers and regionals for the AMA Amateur Nationals.

ATVMX Championship Series is currently administered by the ATV Promoters Group and is the premier amateur ATV motocross series in the world. There's a class for everyone in this series, and riders can choose to chase a championship or just see what they have to bring when the "Big Show" comes to their backyard.

MX Sports Pro Motocross Championship, sanctioned by AMA Pro Racing, features the world's fastest professional motocross racers competing aboard state-of-the-art motorcycles on the roughest, toughest racetracks in the world. Currently, there's a 12-round series, sanctioned by AMA Pro Racing, and begins in California and includes stops all over the United States.

Victory Sports produces championship motocross events for everyone. Whether you're a true beginner or a pro-am rider looking for advancement points, they have events for all comers. Classes and races are currently in place for beginners, youth, ATV, amateur, senior and expert level riders.

Florida Motocross Series goes to several tracks throughout the state of Florida. Currently there are 13 different races starting in February and ending in November.

Event Development

Another area of focus for the Off-Highway Vehicle Park is event development. With over 42,000 registered ATVs in South Florida, we would advocate and assist the Florida Sports Foundation with adding an ATV and/or Motocross event to the Sunshine State Games, Florida's Olympic-Style Sports Festival. The Sunshine State Games is a Florida based annual multi-sports event, which is hosted by local sports commissions.

The above list is just a sample of the special events that could be targeted with the Off-Highway Vehicle Park. Other factors would need to be considered, notably land mass, track quality and infrastructure, but having an Off-Highway Vehicle Park positions our Sports Commission to target these events. Between the adventure races and efforts to get the ATV/Motocross track on these Series' event calendars, there is an opportunity to drive incremental visitation to Palm Beach County and receive a noteworthy boost in economic development. Additionally, it adds another diverse facility to our portfolio as Palm Beach County continues to outperform other competitive markets for sports related business.

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