

Town of Dandridge, Tennessee

# Waterfront Master Plan

June 2015

Prepared by Thompson Engineering, Inc.





## Special Thanks

### Town of Dandridge

Alderman Mike Chambers  
Alderman Pam Farrar  
Alderman David Jones  
Alderman Todd Kesterson  
Alderman Kenneth Thornhill  
Melissa Peagler – Town Administrator  
Matthew Rudder – Assistant Town  
Administrator, Finance Director  
Greg Gann – Public Works Superintendent  
Mike Norton – Water Management Facility  
Carson Williams – Police Chief  
Andy Riley – Fire Chief / Fire Marshall  
Adele Sensing – Director of Tourism,  
Jefferson Cnty Chamber of Commerce

### Working Group Members

Stephanie Churchwell  
Eddie Collins  
Fred Debord  
Jessi Elder  
Pam Farrar  
Rick Farrar  
Max Fultz  
George Gante  
Weston Gantte  
Clara Hankins  
Jim Hutchins  
Mark Jackson  
Robert (Bob) Jarnagin  
David C. Jones  
Kenneth Lodwick  
Aurora Pulliam  
Terry Reneav  
Tina Rich  
Wayne Rich  
Jill Vogetfang  
Garrett Wagley

### Tennessee Wildlife Resources Agency

John C. Gregory

### Tennessee Valley Authority

Jerry G. Fouse  
Jonathan D. McNutt

### Tennessee Department of Transportation

Stacy Weaver, PE  
Michael W. Russell, PE

### Thompson Engineering / Watermark Design

Christopher D. Baker, AICP, MBA  
Jennifer G. Givens Nichols, AIA, LEED AP BD+C  
Harry Hawkins, BCE  
Sharon Braden  
Hillary Herbert





## Preface

The Town of Dandridge is situated at the base of the Smokey Mountains along the shores of Douglas Lake. The Lake, along with the historic downtown area, is a primary amenity and economic engine for the community. Dandridge, Tennessee's second oldest town, sees an opportunity---an opportunity that results from the construction of a new bridge across the Lake in order to better leverage its two greatest assets. Leveraging them to improve the quality of life for residents, to help build and sustain a sense of community, and to capitalize on economic improvement. The Town's leaders are wise to understand the change resulting from the new bridge can be harnessed, and plan to create a positive outcome.

The Town owns approximately 14 acres of prime waterfront property. The property, some of which is very challenging due to topography, is the basis of the new plan. The focus of the planning effort is to link the Historical Downtown Core back to the water, like it was prior to the Dike, and create additional economic opportunities by bringing residents and visitors alike downtown to play and spend time.

One of the most significant steps taken in embarking on a plan is to engage the public to understand what they desire and find points of consensus. The plan sought to actively engage the citizens of the community so that the plan document itself would reflect the thoughts, desires, and opinions of the citizens. The plan is intended to be a decision-making guide for both the Aldermen and the Planning Commission. The plan is (and should be) a living document that is used frequently by staff, the Planning Commission, and the Council in making decisions and allocating resources. The plan sets the vision, and the implementation of the plan is accomplished through hard work.

The preferred plan that was developed during the planning process sets high standards for Dandridge. The preferred plan works to address the issues raised by citizens, as well as those identified by appointed and elected officials. The preferred plan works to improve the waterfront opportunities and recreational amenities. The preferred plan proposes new parks, a trail system, and other water orientated investments. The preferred plan is the result of countless hours of hard work by volunteers and it represents a proud future.



## Chapter 1

### Introduction

The Town of Dandridge realized that as a result of the proposed new bridge across Douglas Lake that new opportunities would be created. Town leadership desired to create a master plan to leverage the existing Town property and the new opportunities so that long term viability, economic enhancements, and quality of life improvements could be made. The Town solicited a request for proposals. After an interview and selection process, the consultant planning team asked the Town to appoint a working group. The working group is an ad-hoc committee of citizen volunteers that represent various demographics, geographies, and professions within the Town. The working group that was appointed consisted of 16 members. In addition to the working group two Town Hall meetings were held to gather input from the public at large and help set the direction of the project. Additionally, comment forms were provided, the results were tallied, and consensus points were incorporated into the project plan options.

This plan document itself provides a brief historical account of Dandridge, a description of the planning process utilized, a brief analysis of existing conditions, creation of vision, presentation of the draft plan alternatives, the preferred plan, and an implementation section.

It is important to note and to realize that the Dandridge Waterfront Master Plan is purposefully intended to be implemented over time. Dandridge, while progressive, is constrained by budget limitations. Therefore, creative financing and leveraging methods will be needed to make the plan a reality.



## Chapter 2

### History of Dandridge

When the earliest pioneers began to cross the Appalachian Mountain range and began exploration into the interior the Country, news of fertile valleys rich with fresh water and game filtered back to the coastal settlements. By the close of the American Revolution in 1783 permanent settlers had set up a western outpost along the banks for the French Broad River in the area that would later become Dandridge. In 1792, there was sufficient settlement, residents, and commerce for William Blount, Governor of the Territory South of the Ohio River, to create a new County. Jefferson County was named in honor of a very important figure in the founding and growth of our new Country, Thomas Jefferson. Frances Dean supplied 50 acres of land for the new county seat of Dandridge. Dandridge was named in honor of our country's first First Lady, Martha Dandridge Washington. In those early years the French Broad River was conduit for commerce, activity, mobility, and adventure. A courthouse was built and the town prospered with some of the earliest businesses being taverns catering to the travelers on the French Broad.

Around 1856 when the East Tennessee and Virginia Railroad constructed lines connecting

Knoxville to Virginia, the route chosen through Jefferson County was north of Dandridge and past the communities of New Market and Mossy Creek (modern day Jefferson City). The movement of goods and people shifted, over time, away from the French Broad River and to the railroad. This impacted the Town and resulted in slower growth, but the fact that Dandridge was the County Seat ensured activity and helped preserve the viability of the Town over time.

Today, Downtown Dandridge is a National Historic District and is highlighted by the by the second courthouse. The “new” courthouse was completed in 1845 of Greek Revival architecture. Federal and Greek Revival dominate the early building styles.

In addition to the sheer beauty of the architecture and scale of downtown is a rather imposing feature of downtown, the dike. Before Douglas Dam had been authorized by Congress and while its construction was still in the discussion state, representatives of the Town of Dandridge requested an opportunity to discuss with TVA the need for the dam and the effects which its construction would have upon the town. A delegation of officials and citizens of the community met with representatives of TVA in September 1941, when all the facts and circumstances of the proposed project were



reviewed, as well as physical and economic impacts and problems facing the town if the reservoir was to be constructed.

Immediately after congressional authorization of Douglas Dam, Dandridge established an official planning commission to deal with impact and problems. The town planning commission first asked TVA to determine the feasibility of constructing a dike to protect the historic core of the Town and many historic buildings, businesses, and residences.

Engineering studies were commissioned and found it would be feasible to construct a dike about 900 feet in length and 50 feet in height to protect the town center. These studies and the overwhelming sentiment of the community in favor of the dike led to TVA's decision to construct it. The decision was announced at a meeting of the planning commission in March 1942 and was greeted by expressions of appreciation on the part of the town for preserving the community and historical center of the town.

The dike is a very prominent feature of the Town and has been in existence since the construction of Douglas Lake. While it may at first seem to be an unusual feature in the historic downtown, locals know it as the dike that saved Dandridge. It is true that without the dike, much of the historical core of Dandridge would have been flooded with the creation of the Lake. It truly does protect downtown and without it Dandridge would not be what it is today.

Sources:

Town of Dandridge

MainStreet Dandridge



## Chapter 3

### Planning Process

Planning for the future is as much an art as it is a science. For any planning project to be embraced, adopted and implemented, it must be born from the residents and appropriately address their concerns and desires. The process must be public, it must be transparent, and it must be participatory. This approach was applied to the development of the Dandridge Waterfront Master Plan.

The process began with a request for proposals from the Town and selection of the consultant planning team. Shortly after the award to Thompson Engineering, a working group committee consisting of 16 volunteers was appointed by the Town. This group would act as a community resource to identify issues, solidify goals and objectives, provide input on draft plans, and ultimately vote to endorse the preferred plan. Over the course of the project, the working group met a total of three times. Based on a macro-perspective, the planning process is divided into three phases:

- Phase 1 is Listening,
- Phase 2 is Plan Alternative Creation and Development, and
- Phase 3 is Adoption and Implementation.

Phase 1 included understanding the history of Dandridge, how it got to where it is, and a photographic survey of the Town. The pictures, which were taken by members of the working group, were divided into “likes” and “dislikes.” This process broke down the initial communication barriers and served to start a conversation on both the challenges and assets of Town.

The overall planning process with the working group was punctuated by strategically timed Town Hall meetings. There were two Town Hall meetings, one on January 11, 2015 at the Field of Dreams Activity Center and the other on May 3, 2015, also at the Field of Dreams Activity Center. More than 100 people participated in both of the Town Hall meetings.

The planning process required the team to develop three future alternatives for consideration by the working group. An additional option from “across the lake” was also provided. These options were presented to the working group, who provided feedback, input, and suggestions that guided the development of the preferred plan. The preferred plan (presented later in this document ) takes the best aspects of the moderate and hard alternatives, blends them together, and creates new opportunities for the future of Dandridge.





Ultimately, the planning process with the Town was concluded with the presentation and discussion of the Preferred Alternatives Town Hall meeting. The implementation section of the plan seeks to highlight and strategically prioritize efforts that must be done to make the plan a reality. Too often, well devised plans simply sit on the shelf, after adoption. The plan must be used as a living document to benchmark decisions. It should be used to help Town leaders make budgetary decisions regarding capital improvements and can act as an important basis from which to apply for grants and leverage Town resources.

It is also important to be aware that the planning team consulted with outside partners during the creation of the plan. The outside partners are TWRA, TVA, and TDOT. Each of these agencies has land rights, guidelines, property, deed restrictions, assets and projects that can significantly impact the future of the Town. Their individual agency's mission was carefully considered during the plan creation process. The agencies were specifically included in the planning process, provided a fatal flaw review of all the plan options, and offered valuable assistance in the development of a final plan that is realistic and implementable. It should be

noted, however, that while the agencies were included and support the concepts of the plan; permits and approvals have not been issued by the agencies. The timeline for this this delicate step must be considered, and the approval process must be accomplished during implementation. Continued involvement and support of the outside agencies will be needed as the plan moves through staff review and approvals toward implementation.



## Chapter 4

### Demographic Trends

As mentioned in the historical section, Dandridge was founded on the banks of the French Broad River originally as an outpost to take advantage of the varied natural resources. Dandridge became the County seat and, thus, ensured its long term viability. Today, the Town is an active regional center for commerce and services and is a destination for visitors. The Town has sought to capitalize on the asset of the Lake and the water orientated recreation activities such as boating, swimming, and fishing. The Town has been very successful in leveraging fishing tournaments to generate economic activity.

In general terms Dandridge has remained stable in population but has not experienced significant growth. In 2000, the U.S. Census indicated that the total population in the town was 2,078 and in 2010 the population was 2,812. In 2013 total population in estimate was 2,849 ([www.census.gov](http://www.census.gov)).

As can be determined from the above data, Dandridge has remained stable.

Median household estimated income in 2013 is \$37,350. In 2000 the median household income was \$34,167. This is a further indicator that stability is a hallmark of population and the local economy in Dandridge.

The median age in 2013 is 38.2 years 2010 was 40.2 and in 2000 was 39.2. This is yet another indicator that the population characteristics have not varied significantly over time.

Thus the challenge facing the Town in increasing economic activity and opportunity is to bring additional people to Town in terms of both residents and visitors. This is a main foundational element of the plan prepared – to increase long term economic vitality and activity by leveraging the current assets of the Town.

(Source: US Census)



## Chapter 5

### Existing Conditions

As part of the due diligence needed to prepare the plan for the Town of Dandridge, it was necessary to come to an understanding of the existing conditions. Understanding the existing conditions incorporates not just the physical attributes or conditions of the Town, but also infrastructure, public safety, drainage concerns, development patterns, and traffic. Each of these elements works together to form an impression of the Town and to prepare the town for future demands.

The planning team evaluated existing land use and land cover data that was collected using GIS and a windshield survey. In order to communicate the planning teams' impressions and findings, the discussion below is divided into major land use categories.

Additionally topography is a major challenge and asset for Dandridge. The Planning Team took the contours of the study area and exaggerated by an equal percentage. This made opportunities and limitations more easily understood.

#### **Single Family Residential**

Downtown is for all practical purposes ringed by single family residential. This residential investment is generally from previous eras

and can be characterized as low density. There is a general mixture of building heights and architectural styles. Close to Downtown the properties are in the Historic District and are architecturally significant. However, not far from Downtown are areas of ranch style home from the 60's and 70's. Generally speaking residential areas are well maintained and are an asset to the community.

#### **Commercial**

The commercial area of Dandridge within the study area is principally located within two areas, downtown and the Point Resort. Each of these areas offers a drastically difference experience and serve differing needs. They, however, are very complementary of each other. Downtown has both local goods and services while also catering to the tourist trade. The Historic District maintains the unique and important appeal of Dandridge, it is, as a result a "real" place. It is not an overbuilt tourist trap or an imposter. One of the key ingredients that makes that feeling happen is the mixture of active local business and tourist opportunities. The long term viability of Downtown and the appeal of the community is very much intertwined with having a successful mix of businesses Downtown. One of the most important challenges that the Town may face is the



relocation of the County seat beyond Downtown. While the historic courthouse will remain, it will be incredibly important to provide for an adaptive reuse of the structure, so it remains an activity generator for Downtown. While this relocation is not in the immediate future, the Planning Team is aware of the discussion.

### **Water Access**

In addition to the commercial buildings and business that offer goods and services to visitors and locals alike, there are important water access points. These points are critical for the success of the fishing tournaments that utilize the lake. They are also important and recreation amenities for the local citizens. In general Dandridge is still true to its historical commercial context in that it is a regional center for goods and services, just that it is not adjacent to Douglas Lake and not the French Broad River.

### **Roadway Infrastructure**

The study area is served primarily by two routes the Bridge and 25/70. While additional on street parking could be provided Downtown and additional improvements made to sidewalks and other

roadway infrastructure, it is vital to allow for the turning movements and travel ways for trucks and boat trailers. There are significant fishing tournaments that take place in the Town and as a result significant boat related traffic. TVA and TWRA land rights helped define project scope in some locations, since property restrictions allow certain types of recreational and development opportunities.

### **Public Land**

The City owns nearly 14 acres of public land near Downtown that makes up the study area. This property is nearly 100% unused. While there are topographic challenges associated with much of the property, the fact remains that it is the connection between Downtown and the water. This property and the willingness of the outside agencies TWRA, TVA, and TDOT to partner with the Town is the single greatest asset and economic opportunity for the Town.



## Chapter 6

### Vision Statement

The working group dedicated a significant amount of meeting time to crafting and creating the vision statement for the project area, shown to the right. The vision statement is very important because it encapsulates the future of the downtown and waterfront area. The vision statement is the foundation for the the plan and is a primary driver in plan alternatives. The vision for this project is intended to work in a complimentary manner with the Town’s existing mission statement. The Town of Dandridge has an existing Mission statement that applies to the entire Town and is used by leadership to help guide decisions. The current Town wide-statement is:

***The Town of Dandridge will work to:***

- *Preserve and promote our history and natural beauty*
- *Provide a hometown atmosphere which is safe and pleasant*
- *Help create and fulfill a vision of our community's future*

***We will meet these goals:***

- *Through an honest, respectful, efficient government;*
- *Through teamwork;*

- *Through open communication and*
- *Through the planning and delivery of quality services.*

The Vision for the waterfront and downtown plan is:

***The Town of Dandridge will grow in a safe and family friendly manner, in which the history, natural beauty, and economic vitality of the small town are enhanced by providing for cultural and recreational activities for families, residents and tourists.***

The vision statement contains and embodies important ideals that are worthy of a brief discussion:

***“Dandridge will grow” ....*** This addresses the fact is that the Town will change over time. The greatest threat is that the Town’s population does not backfill as existing inhabitants age. Thus, the Town has expressed their desire to grow, to become more diversified, and to create long term vibrancy and vitality found in a small southern town. The Town will compete for investment by enhancing quality of life for residents and by attracting additional visitors.



***“Recreational Family-Friendly/***

***residents”....*** The working group and the Town Hall meetings all underscored the importance of retaining the family friendly focus of Dandridge. Dandridge has always been a good and safe place to raise a family and it is desired that this continue.

***“Recreational tourists”...*** The town is a frequent location for “day-trippers” from Gatlinburg and Knoxville. These folks typically park and experience downtown on foot and then leave. Another significant portion of tourists are the fishing tournaments. Fishing tournaments are typically multi-day events where participants stay in Town, eat and utilize other services. It was identified early in the process that creating additional recreational opportunities for tourists would translate into longer stays in Town, thus, resulting in more economic activity. The town rightfully desires to use its waterfront and the historic town core as assets to create longer stays in Dandridge.

***“Safe” .....*** This embodies fire and police protection, where neighbors help neighbors and people look out for each other. These intangible traits are clearly important to the people of Dandridge.

***“History”...*** The Town owes much to its history and its downtown is listed on the Federal Register. This is great asset to be built upon but has also created some regulatory concerns for new business investment. The historical aspect of Dandridge must and shall continue to be an important cornerstone in the future.

All of the above elements were important to the working group and Town Hall participants. The Town desires to encourage growth. Growth is fundamentally an important element of Dandridge. Dandridge desires to have growth-- that reflects the past and what drew people to the Town in the first place and growth that helps move the Town forward and provide additional economic opportunity.



## Chapter 8

### Alternative Plans

Based on the input provided by the working group and the general public via comment forms and Town Hall meetings, the planning team created three distinct future options for consideration by the working group and the Town. The vision statement provided the fundamental basis for the development of the plan alternatives. The purpose of the plan alternatives is to provide options for the future of the Town that are rooted in what the citizens desire to see achieved. The plan options were distinct from each other, as there is always more than one correct answer in the future of a growing City. In addition to the alternative plans for the Downtown side of the study area. A plan option was created for “Across the Lake”

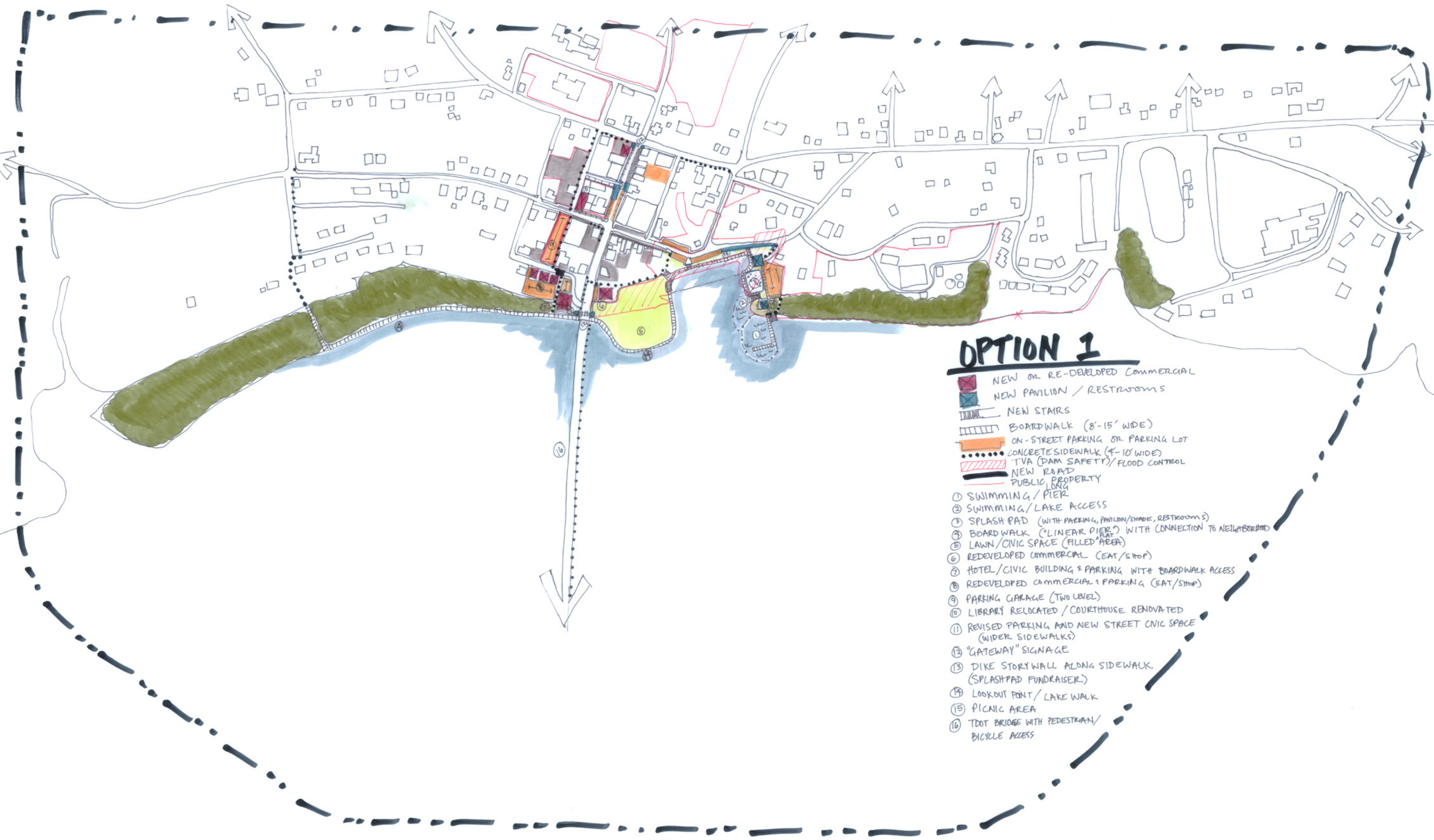
#### Alternative 1

This option was created to focus investment as close to downtown as possible. It was done by leaving the East and the Western edges of the study area primarily as natural areas. Sidewalks and a boardwalk along the lake serve to connect the residential areas to the West of Downtown to the proposed improvements at the new bridge. A large elevated Town Green type area is proposed between the bridge and the Dike. This green area would provide a flat area for community










events, fishing tournament awards and generally a large un-programmed recreational opportunity downtown for residents and visitors to use. The Planning Team discovered that there are many events and activities that happen in the downtown area that require streets to be closed off for one or more days. This typically causes a strain on town staff resources. Providing an outdoor open meeting area would significantly reduce the strain on staff resources and on roadway thru-traffic demands.

Due to elevation changes, other fun community events similar to a Flugtag could be held. A trail is proposed across the bridge to the other side the Lake. A multi-story parking deck is proposed across the street from the Courthouse and would use topography to reduce visual impact of the structure. The library is relocated to the renovated, repurposed Courthouse, and the library property is redeveloped into a commercial / lodging use to take advantage of the views and connection to the lake. Various other improvements downtown are proposed to improve sidewalk connections and parking. The area immediately East of the Dike is proposed to be an active park like setting with water access, picnic, gazebo and similar amenities.





## OPTION 1

-  NEW OR RE-DEVELOPED COMMERCIAL
  -  NEW PAVILION / RESTROOMS
  -  NEW STAIRS
  -  BOARDWALK (8'-15' WIDE)
  -  ON-STREET PARKING OR PARKING LOT
  -  CONCRETE SIDEWALK (4'-10' WIDE)
  -  TVA (DAM SAFETY) / FLOOD CONTROL
  -  NEW ROAD
  -  PUBLIC PROPERTY
- ① SWIMMING / PIER
  - ② SWIMMING / LAKE ACCESS
  - ③ SPLASH PAD (WITH PARKING, PAVILION/SHADE, RESTROOMS)
  - ④ BOARDWALK ("LINEAR PIER") WITH CONNECTION TO NEIGHBORHOOD
  - ⑤ LAWN / CIVIC SPACE (FILLED AREA)
  - ⑥ REDEVELOPED COMMERCIAL (EAT/SHOP)
  - ⑦ HOTEL / CIVIC BUILDING & PARKING WITH BOARDWALK ACCESS
  - ⑧ REDEVELOPED COMMERCIAL & PARKING (EAT/SHOP)
  - ⑨ PARKING GARAGE (TWO LEVEL)
  - ⑩ LIBRARY RELOCATED / COURTHOUSE RENOVATED
  - ⑪ REVISED PARKING AND NEW STREET CIVIC SPACE (WIDER SIDEWALKS)
  - ⑫ "GATEWAY" SIGNAGE
  - ⑬ DIKE STORY WALL ALONG SIDEWALK (SPLASHPAD FUNDRAISER)
  - ⑭ LOOKOUT POINT / LAKE WALK
  - ⑮ PICNIC AREA
  - ⑯ TDOT BRIDGE WITH PEDESTRIAN / BICYCLE ACCESS



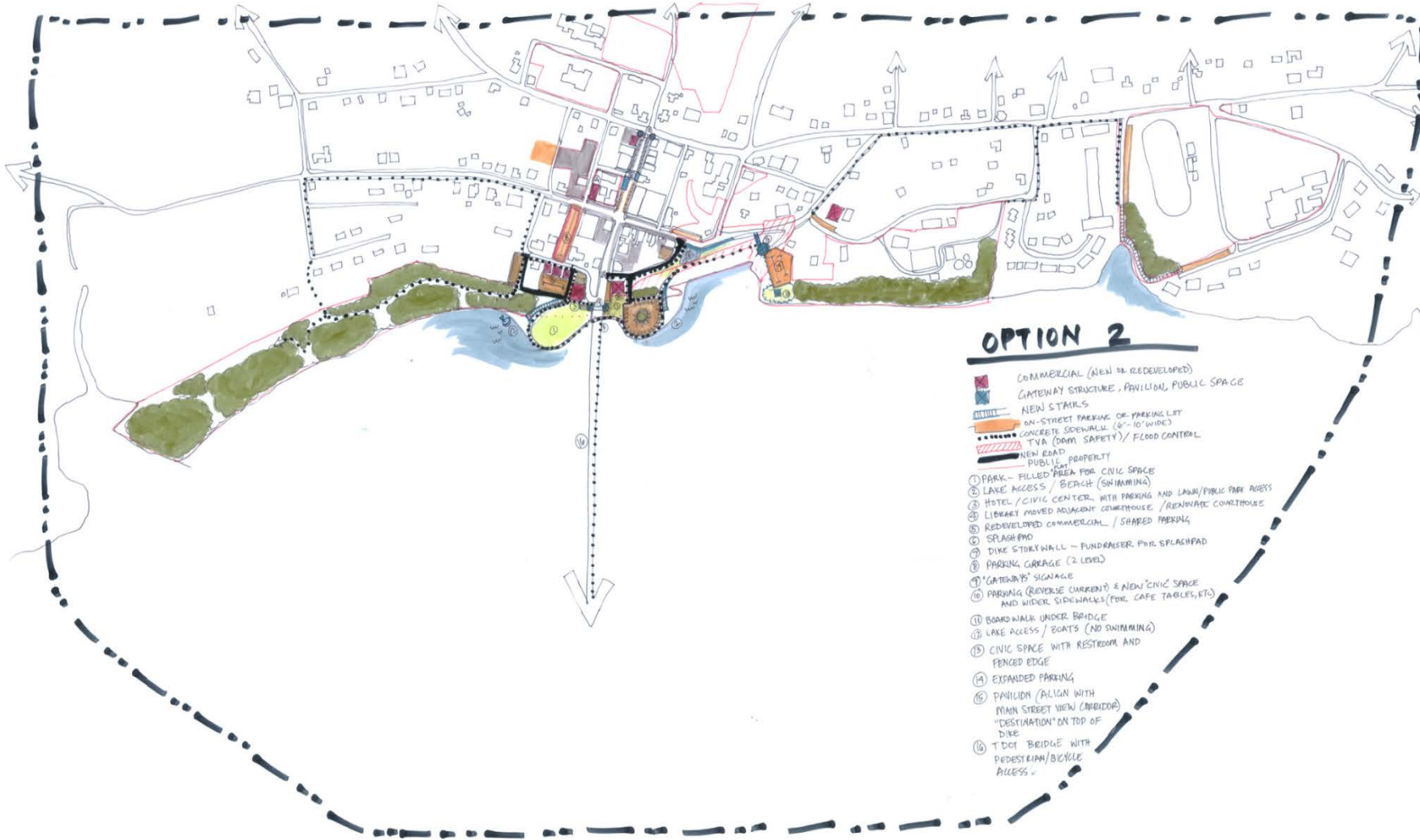
## Alternative 2

This option focused on extensive improvements to both the downtown and the near-downtown waterfront. The Eastern and Western edges of the Town's property are proposed, as in Alternative 1, to remain mostly natural with some limited trails connected to neighborhoods. The residential area to the West is connected by a waterfront trail and additional sidewalks to downtown. Downtown has a new entry signage feature at 25/70 and near the DA's office building. Parking enhancements downtown includes on street, surface behind the courthouse, and a garage as discussed in Alternative 1. Two new access roads are proposed: and extension of Circle Drive and also from the DA office to the East side of Town Hall. These roads would provide additional connections to the improvements and generally improve traffic circulation downtown. The most prominent feature of this alternative is the "dumbbell" approach at the foot of the new bridge downtown. This area proposed a large flat water orientated un-programmed greenspace west of the bridge similar to Alternative 1, and a large parking area with centralized greenspace east of the bridge. These two areas are connected with a boardwalk that runs underneath of the bride and extends from the residential area to the

west all the way to the parking lot for the Dike. A beach is proposed at the summer pool elevation of the Lake just West of the large flat greenspace and the bridge.

The Library is relocated and the property is redeveloped as a hotel/civic center space. The three houses to the west of the Library property are allowed to redevelop into commercial to support the increased demand for places to eat and shop. Just east of Town Hall is a splash pad and East of the Dike is a pavilion aligned as a visual end point from Downtown, enhanced parking, and a greenspace/ park area near the water. All water access on this plan option happens just east and west of the bridge near the "dumbbell".





### Alternative 3

Plan option 3 is the most aggressive, and most expensive, of all of the option. It philosophically seeks to spread improvements in a linear fashion along the entire property along the Lake. In fact, the entire length of the property has walking access via boardwalks and nature trails. New roads below the ridgeline are contemplated in order to provide access to the water, provide emergency services, and access new boat launching facilities. Extensive sidewalk improvements are proposed throughout downtown and the adjoin neighborhoods. The western edge of the Town's property is activated by a swimming beach, boat launch, a park/playground, boardwalk at summer pool, and restroom facilities placed at ¼ mile intervals. The library is proposed to remain in the current location in this plan option and below it is proposed an additional marina. The hotel/ convention center is proposed to be located just north of downtown and east of the old school property. This property, due to the elevation change, has great view-sheds of downtown and the Lake itself. East of the bridge is located a dock for recreational cruises on the lake. The boardwalk which is continuation of from the western trail system runs under the bridge and transitions to a sidewalk on top on the Dike and continues to










the East. The most prominent feature of this plan is the creation of an amphitheater and floating event stage and barge pool. The amphitheater is on the waterside of the dock and made of concrete, since the Dike is a piece of critical infrastructure for the Town. The floating stage in the Dike's cove could be used for fishing tournaments and other public events. East of the Dike is proposed a linear park that is comprised of three section, a splash pad, picnic/ greenspace area, and a dog park. These areas are linked and segmented by sidewalks, trails, piers, and fencing where appropriate.





# OPTION 3

 TVA DAM SAFETY  
 PUBLIC PROPERTY

-  NEW STAIRS
-  (COMMERCIAL (NEW OR REDEVELOPED))
-  RESTROOM, PAVILION, SHADE STRUCTURE, LOOKOUT POINT, ETC.
-  BOARDWALK (8'-12' WIDE, DEPENDING ON LOCATION)
-  ON-STREET PARKING OR PARKING LOT
-  CONCRETE SIDEWALK (6'-10' WIDE, DEPENDING ON LOCATION)
-  FENCE (HISTORIC MASONRY) WITH GATE ACCESS
-  NEW TWO LANE ROAD
-  GRAVEL PATH / TRAIL
- ① PARK / PLAYGROUND
- ② SHORT PIER
- ③ DOG SWIM
- ④ DOG PARK
- ⑤ PICNIC
- ⑥ PLAYGROUND / SPLASHPAD
- ⑦ AMPITHEATRE (LINEAR CONCRETE SIT/WALK PADS)
- ⑧ FLOATING DOCK WITH  
 FLOATING SWIMMING POOL (165'x75)  
 ROLLER SKATE RINK (100'x150)  
 ICE SKATE RINK (85'x200)  
 STAGE (CONCERT OR TOURNAMENT)
- ⑨ PARKING GARAGE (EVENTSPACE)
- ⑩ PUBLIC/PRIVATE REDEVELOPMENT - COMMERCIAL (EAT, SHOP, LAKE RENTALS)
- ⑪ HOTEL & CONVENTION CENTER & NEW PARKING
- ⑫ ART MUSEUM / PERFORMING ARTS CENTER
- ⑬ MARINA (PHASED DEVELOPMENT)
- ⑭ PARK / LAWN
- ⑮ FUTURE BALL PARKS & PARKING AREAS
- ⑯ SWIM / BEACH AREA
- ⑰ BOAT LAUNCH
- ⑱ LOOKOUT AREA
- ⑲ PLAZA WITH SEATING
- ⑳ SUNSET DINNER CRUISE / FOOT FERRY TERMINAL
- ㉑ BOARDWALK UNDER BRIDGE
- ㉒ PED CROSSING @ NEW ROAD
- ㉓ TDOT BRIDGE WITH PEDESTRIAN / BICYCLE ACCESS

### Plan Option Across the Lake

The option across the lake shows the new bridge pedestrian walkway connected to trails and sidewalks through the TWRA property. There is a new road aligned with the Point Resort to help resolve fishing tournament boat traffic congestion. Additional boat trailer parking and boat launch ramps are also shown, which supports the TWRA mission.

Nature and fitness trails continue to the southern-most area within the project scope and lead to a beach swimming area in the cove, with supporting parking, lifeguard, and restroom facilities, and grill and picnic pavilions with a kayak, tubing, and paddleboard rental kiosk.

Rustic cabins and a camp store are shown on the TVA property to the east, to be developed as part of a P3 partnership for seasonal short-term lease cabins. This fits with the TVA recreational use guidelines, but still requires additional permitting review.





## OPTION (ACROSS DOUGLAS LAKE)

— NEW ROAD  
 ..... SIDEWALK OR TRAIL

- ① TDOT BRIDGE
- ② BICYCLE/FITNESS/RUNNING/WALKING TRAIL CONNECTION TO DOWNTOWN DANDRIDGE
- ③ TDOT LANDDOWN AREA FOR BRIDGE CONSTRUCTION / NEW PARKING LOT AND NEW BOAT RAMP
- ④ EXISTING TWRA PARKING LOT AND BOAT RAMP
- ⑤ NEW PARKING LOT AND NEW BOAT RAMP
- ⑥ NEW PARKING LOT
- ⑦ NEW ROAD LOOP THROUGH TWRA PROPERTY - REALIGN ROAD EXIT WITH THE POINT RESORT ENTRANCE
- ⑧ SWIMMING AREA WITH SHOWERS, LIFE GUARDS, GRILL PAVILION, FUTURE RENTALS (KAYAK/TUBES) (VISIBLE FROM ROAD PASSERBYS)
- ⑨ NEW PARKING LOT
- ⑩ MOUNTAIN BICYCLE / HIKING TRAIL WITH PUBLIC PIER
- ⑪ ADVENTURE PARK WITH ZIPLINE, PAINTBALL, ROCKWALL, TEAM BUILDING EXERCISES AND PARKING LOT (PUBLIC-PRIVATE PARTNERSHIP)
- ⑫ CABINS - SHORT TERM LEASE (PERMANENT STRUCTURE BUT NOT PERMANENT OCCUPANCY) WITH PUBLIC PIERS
- ⑬ CAMP STORE / RESERVATION OFFICE
- ⑭ THE POINT RESORT

## Chapter 9

### Preferred Plan

The preferred plan encompassed consensus points from each of the alternative options. Additional and **realigned parking downtown** will support future growth and beautification strategies. Providing **safe new sidewalks**, completing the **sidewalk network** and **mid-street crosswalks** will promote activities like walking and is also an important part of tourism and resident quality of life. Adding common height elements such as street lamps, covered benches and way-finding signage will bring continuity to the visual landscape downtown as well as an opportunity for **branding and visual cohesion**, in support of the Main Street program.

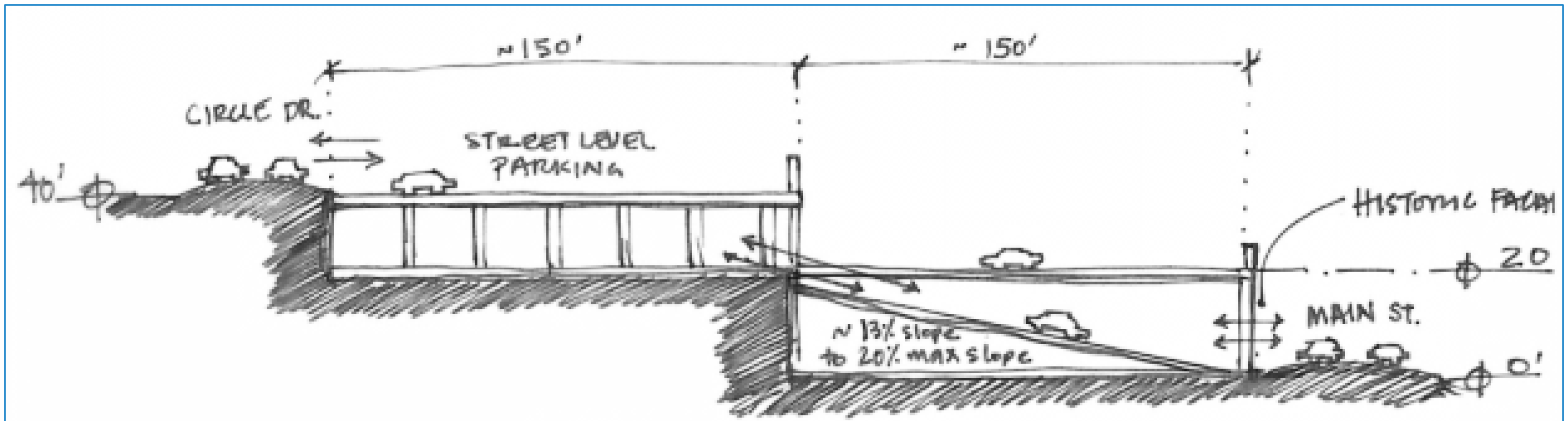
Prominent **gateway signage** and landscaping is recommended is several locations including the entrance to downtown on the corners of Gay and Meeting Streets, at the foot of the new bridge on each side of the lake, and on Chestnut Hill Road at the edge of the TDOT property (just south of the existing entrance to the currently undeveloped residential development).

**Commercial infill** is shown on the vacant lot at the entrance to downtown, and for the three houses adjacent to the current library. The three houses would be a good fit for a

**sidewalk café** and patio venues. **High-density Residential redevelopment** should occur in the old school on the hill. . All development should reflect the historic character of the town. The new **Farmers Market** should be located adjacent the old school on the hill. The space can accommodate heavy use during weekend with plenty of parking while also being readily accessible on foot to the surrounding neighborhoods. The views alone make this location ideal for an open air type venue. The **old Baptist church** is a prime location and size facility for a new arts center, as there is currently no Civic center for the town. Additional **on-street parking** would accommodate this adaptive re-use. The **existing DA office**, due to its location and views, should be redeveloped to support local quality of life amenities such as **eating and shopping downtown**. New development downtown will not only provide more places to eat and shop for a tourist during a typical **36-hour stay**, it will be a **thriving place** for local residents to play and enjoy without the need to leave town.

A **new parking garage** located between West Main Street and Circle drive on the existing steep slope surface parking will take advantage of the site's topography with half of the site (toward Circle Drive) being street-level in-and-out style parking, and the other





*Parking Garage Concept*

half of the site (toward Main street) being a two level garage. There's an opportunity here to reflect the historic character and standards of the town in a new construction project. This parking garage also provides parking to support local festivals and would support new hotel and commercial redevelopment, as well as activities at elevated outdoor civic area on the waterfront.

A **new road connection** extending Spring Street to connect Meeting Street to West Main Street will encourage the historic downtown traffic grid, as well as providing access to the new and expanded parking lots located on Spring Street.

**Graveyard Alley improvements** include a sidewalk connection with stair access to Gay Street, with improvements like alley lighting and benches that support on-street activities during festivals and outdoor markets.

The **library** is shown as relocated (exact location to be determined), but the **courthouse could provide in ideal adaptive re-use of this historic structure**. This is not only a sustainable reuse for an existing structure that can support the library's purpose and function, it builds on the courthouse's current use as a free museum, and also keeps a prominent downtown building viable. The site also had sufficient

space immediately adjacent the existing courthouse for a **library expansion**. The current library location, ease of access due to the new bridge construction, parking configuration, future road traffic and noise, and relationship to the lake lends itself to a higher and better use for a hotel type use. Relocating the library to the courthouse is a quality option as well as making economic sense.

The new connections made via **sidewalks and trails** are an important part of maintaining the small town and neighborly feeling. Just as important are new road connections to support the local tourism and fishing



tournaments, as well as local foot-races through the town and across the lake. The **new road, shown at the far west, leads to a new boat trailer parking lot and boat launch ramp.** This area also can be expanded in the future to provide for additional parking.

This is also the far west end of the **waterfront boardwalk** that runs almost the entire length of the public property within the scope of this project. This boardwalk is planned to serve all age groups, to have **interval lookout points** that also serve as spontaneous meeting places, educational signage, and resting places with covered benches.

A **fitness trail** also runs the entire length of the public property along the waterfront, at a higher elevation than the new boardwalk. This fitness trail will double as another point of interest in a more natural setting and is less developed than the boardwalk while also providing access for emergency vehicles.

A **fenced dog park with restroom and shade pavilion** is connected to the boardwalk, connected to a **long pier with floating dock for dog swim area**, and is adjacent to the lighted and screened public **sidewalk connection up to Hillview Drive**, where there is new on-street parking.

Providing **handicap accessibility and access for all ages** should be considered for



elements connected by sloped terrain, with stairs, ramps and paths planned accordingly. Maintaining a safe town is key to the long term viability and use of public amenities, and access for ATV emergency vehicles should also be considered with the development of all trails and the new boardwalk. The previously unused waterfront property now has multiple connections to the water that drastically improves the quality of life, and encourages uses that will support the economic vitality of downtown.

The property immediately at the foot of the new bridge downtown is programmed to be developed as an **elevated outdoor civic area** (that is just above summer pool water level), flexible enough to support activities that happen downtown in a **safe and open green space rather than in closed-off streets**, and will serve to connect the new hotel to the waterfront. This **flexible outdoor space** will allow for events with more people without an increased strain on town resources. It is also connected to the new boardwalk and has **parallel boat docking along the boardwalk**, as well as a new **250-foot long sandy boat beach**. There are also **public restrooms and shade pavilions** provided along the boardwalk at quarter-mile intervals.

A **new drive off of Circle Drive** would provide for increased hotel traffic without disturbing

the current residential use of the existing street.

The new boardwalk extends from the west all the way to the east, including a **pedestrian connection under the new bridge**. The planned head- height clearance under the bridge is sufficient if the boardwalk elevation is located just above summer pool elevation. A **short pier accessible by stair** would connect to the waterfront below the redeveloped DA office.

Pedestrian traffic would be encouraged along the back side of the dike, with new trail markers and additional **promenade style stairs from the street up to the top of the dike hill**. The dike will be designed to incorporate **stepped concrete seating** to form an **amphitheater**, and will also provide for raised max flood elevation. A **floating barge**, located in the dike cove, would serve as an **event stage** for events, and the barge could house an **outdoor pool** for summer swimming.

A large **splash pad** and **fenced playground**, with supporting **restroom and shade pavilion** is adjacent the dike. **Look-out points and expanded low-impact parking** area views over the dike back toward the new bridge. The property below the waste water

treatment plant will remain natural will trail connections.

**Nature and fitness trails** connect the neighborhoods to the new waterfront activities all along the lake. **Pedestrian access** is provided for along the new **TDOT bridge** that connects downtown to the other side of the lake including the TWRA and TVA Properties, and will continue as a **fitness trail along the road**. A safe travel route should be provided for all modes of traffic including bicycles and people on foot, and “timber-style” pedestrian bridges should be constructed over the gully adjacent the roadway where it could be dangerous and too narrow to travel. Bicycle travel lanes should also be considered so that a complete network is created.

The property across the lake includes all the previously mentioned developments on the TWRA and TVA land. These include the **nature and fitness trail connections**. The TWRA **boat ramp expansion** and **new boat ramp**. New **parking lots** and **road connections** are included, and the **intersections align** with existing Point Resort entrance, and the existing undeveloped residential property. The TWRA parking expansion on top of the hill will include a **seasonal picnic area** that will also serve as additional event area for fishing tournaments. There is a

**new pier with a moveable floating dock** that can be relocated as needed on the lake.

The TVA property reflects recreational type uses including a **new swimming area** in the cove adjacent to Chestnut Hill Road. This area will be served by **restroom and picnic pavilions**, as well as nearby **parking**. A public-private partnership is planned to create and **adventure park**, that will include a zip-line and other fun outdoor activities. The currently undeveloped property will be converted to a public private partnership to provide **short term lease cabins**, with a **camp store** and **public recreational piers**.





THOMPSON ENGINEERING, MARCH 2015  
 DOWNTOWN AND WATERFRONT ECONOMIC DEVELOPMENT PLAN FOR DANDRIDGE, TENNESSEE

**PLAN ITEMS**

- P21 RESTROOM PAVILION (750 SF)
- E13 OPEN PAVILION (1,000 SF)
- R20 ELEVATED CIVIC SPACE (17,000 SF GREEN SPACE)
- R18 REDEVELOP PROPERTY (EVENT SPACE)
- R17 REDEVELOP PROPERTY (PERFORMING ARTS SPACE)
- R16 REDEVELOP PROPERTY (SHOPPING OR EATING)
- R15 REDEVELOP PROPERTY (RESIDENTIAL)
- R14 NEW DEVELOPED PROPERTY (HOTEL & CONFERENCE CENTER - 15,000 SF GROUND FLOOR)
- R13 NEW DEVELOPED PROPERTY (PARKING GARAGE - 13,750 SF GROUND FLOOR)
- R12 NEW DEVELOPED PROPERTY (SHOPPING OR EATING - 3,400 SF GROUND FLOOR)
- R11 NEW BRANDED SIGNAGE, BENCHES AND STREET LIGHTING
- R10 LOCATION FOR NEW FARMERS MARKET
- R9 NATURE / HIKING TRAIL (10' WIDE)
- R8 LINEAR BOARDWALK WITH LIGHTING (10' WIDE x 1/8 MILE)
- R7 LINEAR BOARDWALK WITH LIGHTING (10' WIDE x 1/2 MILE)
- R6 NEW SIDEWALK CONNECTION (8' - 12' WIDE ACCESS TO WATERFRONT)
- R5 NEW SIDEWALK CONNECTION (5' - 8' WIDE WITH CROSSWALK IMPROVEMENTS)
- R4 NEW STAIR & RAMP ACCESS TO SIDEWALK
- R3 NATURAL LANDSCAPE (LIMBED UP)
- R2 NEW LANDSCAPING
- R1 NEW ROAD CONNECTION
- R0 NEW ROAD (1/2 MILE)
- R-1 BICYCLE / FITNESS TRAIL (15' - 20' WIDE)
- R-2 EXISTING ROAD REALIGNED FOR PARKING & SIDEWALK IMPROVEMENTS
- R-3 NEW PARKING
- R-4 NEW BOAT TRAILER PARKING
- R-5 FUTURE BOAT LAUNCH RAMP (TO WINTER POOL)
- R-6 NEW BOAT LAUNCH RAMP (TO WINTER POOL)
- R-7 SUMMER PARALLEL BOAT DOCKING ~300' (INCLUDING ADA ACCESSIBLE) WITH CLEATS ON BOARDWALK
- R-8 WINTER PARALLEL BOAT DOCKING ~200' (INCLUDING ADA ACCESSIBLE) WITH CLEATS ON BOARDWALK
- R-9 VIEWING PLATFORM (1,200 SF)
- R-10 PIER (150' LONG)
- R-11 PIER (100' LONG)
- R-12 PIER (50' LONG)
- R-13 ENCLOSED DOG PARK AND ABILITY AREA
- R-14 ENCLOSED PLAYGROUND AND SPLASH FOUNTAINS
- R-15 LINEAR CONCRETE PADS (SEATING & STAIRS) ON WATERFRONT DIKE SLOPE
- R-16 FLOATING EVENT STAGE (150'x200') OVER BARGE POOL
- R-17 GATEWAY SIGNAGE (BOTH SIDES OF ROAD)
- R-18 ALLEY IMPROVEMENTS (BENCHES AND STREET LIGHTING)
- R-19 NEW BRIDGE WITH PEDESTRIAN WALKWAY
- R-20 NEW BEACH ~250' / WATER ACCESS
- R-21 EXISTING TWRA PARKING AND WIDEN EXISTING BOAT RAMP (ADD 3rd BOAT RAMP LANE)
- R-22 NEW ROAD (1/2 MILE) - REALIGN ENTRANCE INTERSECTION WITH POINT RESORT ENTRANCE
- R-23 NEW ROAD (1/8 MILE)
- R-24 NEW MOVEABLE FLOATING DOCK (10 BOAT SLIPS AND PLATFORM)
- R-25 NEW HILLTOP PUBLIC OPEN SPACE (LIMITED SEASONAL ACCESS)
- R-26 PUBLIC SWIMMING AREA VISIBLE FROM ROAD - WITH RESTROOMS, SHOWERS, GRILL PAVILION, LIFEGUARDS, LOCKERS AND FUTURE RENTALS (KAYAKS AND TUBES)
- R-27 ADVENTURE PARK (PUBLIC / PRIVATE PARTNERSHIP) WITH HILLTOP ZIPLINE, PAINTBALL, ROCK WALLS, AND TEAM BUILDING EXERCISES
- R-28 CAMP STORE / RESERVATION OFFICE
- R-29 CABINS FOR SHORT TERM LEASE (PERMANENT STRUCTURE BUT NOT PERMANENT OCCUPANCY)
- R-30 THE POINT RESORT

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## Chapter 10

## Implementation

A vision of the future the Dandridge Study area is a positive step. It is a positive step that is based on public input, town values, and citizen desires. But it will simply remain a nice piece of paper unless it is actually implemented.

In order to equip the Town with a more detailed course of implementation, a Phasing Map was developed which includes a listing of proposed projects, with corresponding time frames for implementation. The projects listed on the Phasing Map are identified below, and grouped by color-coded areas in chronological order of suggested implementation.

### Red - 1 to 3 Years

1. TWRA property parking lot built by TDOT as part of bridge construction
2. TDOT bridge and pedestrian walkway
3. P3 Old school redevelop to residential
4. Repair Sidewalks & install crosswalks downtown
5. Gateway signage (3 locations) and downtown signage/branding
6. TWRA pier, moveable dock, boat dock, nature trail and restroom pavilion
7. Swimming area, pavilion buildings, parking lot and chestnut hill road connection
8. TWRA ramp expansion
9. Boardwalk west of bridge (from existing library to future "hillview pier")

### Orange – 3 to 5 Years

10. P3 Commercial redevelopment (3 houses)
11. Realign downtown parking and sidewalks
12. Expand sidewalks from downtown to next few blocks, install crosswalks
13. P3 Commercial redevelopment (DA office)
14. Alley improvements and connection to new parking behind "new spa"
15. P3 Redevelop old church with dome to community art center
16. Farmers Market on the Hill with parking

### Yellow – 5 to 7 Years

17. Commercial infill on corner into downtown
18. Fenced dog park, pavilion, "Hillview" pier, sidewalk connection to Hillview drive, on street parking, and boardwalk extension along length of dog park down to "future boat ramp and parking"
19. Adventure Park, parking, road connection
20. Fenced area for Splash fountain, playground, pier, boardwalk lookout points
21. Redevelop little house next to "new splash park" to commercial
22. Expand sidewalk connections to outlying neighborhoods, install crosswalks

### Blue – 7 to 10 Years

23. Boardwalk east of bridge, pier, new promenade stairs up center of dike from road that runs in front of town hall
24. New road, sidewalk, parking, boat ramp, and pavilion (far west side of plan)
25. Short term cabin rental campground development, camp store, parking
26. Camp ground piers and trails (facing the Point Resort)
27. New parking on TWRA hill and road connection
28. Complete sidewalk network

### Green – 10 to 15 Years

29. TVA trails, pier and pavilion (adjacent swimming area)
30. TWRA pavilion and seasonal park/picnic area (can be used for fishing tournament awards) next to TWRA parking lot on top of hill
31. TDOT parking lot expansion, new boat ramp on TWRA land
32. Elevated civic area, boat beach, Pavilion, new road alignment off Circle Drive
33. New Hotel and Parking (acquire land behind 3 houses for additional parking)
34. Expand sidewalk network

### Purple – 15 to 20 Years

35. Parking Garage and adjacent parking lot improvements
36. Dike stage and seating on the hill
37. Expand parking lot and widen boat launch to support growing fishing tournaments (plan west, next to majestic neighborhood)
38. Install all remaining nature trails
39. Install all bicycle trails and street bicycle lanes
40. Expand sidewalk network





Plan Item	Description	Quantity	Unit	Est. Cost	Cost by Phase/Year Range					
					1-3	3-5	5-7	7-10	10-15	15-20
1A	Restroom Pavilion	750.00	SQFT	\$ 146,250.00	\$ 73,125.00	\$ 73,125.00				
1B	Open Pavilion	1,000.00	SQFT	\$ 130,000.00	\$ 130,000.00					
2	Elevated Civic Space	17,000.00	SQFT	\$ 1,657,500.00					\$ 1,657,500.00	
3	Redevelop Property (Event Space)	1.00	EACH	\$ 65,000.00		\$ 65,000.00				
4	Redevelop Property (Performing Arts)	1.00	EACH	\$ 65,000.00		\$ 65,000.00				
5	Redevelop Property (Shopping or Eating)	1.00	EACH	\$ 195,000.00		\$ 195,000.00				
6	Redevelop Property (Residential)	1.00	EACH	\$ 260,000.00	\$ 260,000.00					
7	New Developed Property (Hotel and Conference Center)	15,000.00	SQFT	\$ 3,250,000.00					\$ 3,250,000.00	
8	New Developed Property (Parking Garage)	13,750.00	SQFT	\$ 4,550,000.00					\$ 2,275,000.00	\$ 2,275,000.00
9	New Developed Property (Shopping or Eating)	3,400.00	SQFT	\$ 552,500.00			\$ 552,500.00			
10	New Branded Signage, Benches, and Lighting	1.00	EACH	\$ 975,000.00		\$ 975,000.00				
11	Location for Farmers Market	1.00	EACH	\$ 10,400.00		\$ 10,400.00				
12	Nature/Hiking Trail (10' W)	5,500.00	LNFT	\$ 9,750.00				\$ 4,875.00		\$ 4,875.00
13	Linear Boardwalk with Light (10' W)	660.00	LNFT	\$ 97,500.00	\$ 97,500.00					
14	Linear Boardwalk with Light (10' W)	2,640.00	LNFT	\$ 422,500.00		\$ 422,500.00				
15	New Sidewalk Connection (8-12' W) Waterfront		LNFT	\$ 130,000.00		\$ 26,000.00	\$ 26,000.00	\$ 26,000.00	\$ 26,000.00	\$ 26,000.00
16	New Sidewalk Connection (5-8' W) Crosswalk Improvements		LNFT	\$ 780,000.00		\$ 156,000.00	\$ 156,000.00	\$ 156,000.00	\$ 156,000.00	\$ 156,000.00
17	New Stair and Ramp Access to Sidewalk		EACH	\$ 16,250.00			\$ 16,250.00			
18	Natural Landscape		ACRE	\$ 13,000.00		\$ 4,290.00	\$ 4,290.00	\$ 4,290.00		
19	New Landscaping		SQFT	\$ 5,850.00					\$ 5,850.00	
20	New Road Connection		SQFT	\$ 45,500.00			\$ 22,750.00	\$ 22,750.00		
21	New Road	2,640.00	LNFT	\$ 1,170,000.00				\$ 1,170,000.00		
22	Bicycle Fitness Trail (15-20' W)	275,000.00	SQFT	\$ 390,000.00						\$ 390,000.00
23	Existing Road Realigned for Improvements		SQFT	\$ 52,000.00		\$ 52,000.00				
24	New Parking		SQYD	\$ 650,000.00		\$ 130,000.00	\$ 130,000.00	\$ 130,000.00	\$ 130,000.00	\$ 130,000.00
25	New Boat Trailer Parking	14,000.00	SQYD	\$ 260,000.00		\$ 84,500.00		\$ 84,500.00	\$ 84,500.00	
Plan Item	Description	Quantity	Unit	Est. Cost	Cost by Phase/Year Range					
					1-3	3-5	5-7	7-10	10-15	15-20
26	Future Boat Launch to Winter Pool		EACH	\$ 102,375.00					\$ 102,375.00	
27	New Boat Launch to Winter Pool		EACH	\$ 78,000.00				\$ 78,000.00		
28	Summer Parallel Boat Docking (ADA Accessible with Cleats)	300.00	LNFT	\$ 390,000.00				\$ 390,000.00		
29	Winter Parallel Boat Docking (ADA Accessible with Cleats)	200.00	LNFT	\$ 260,000.00				\$ 260,000.00		
30	Viewing Platform	1,200.00	SQFT	\$ 676,000.00				\$ 676,000.00		
31	Pier	150.00	LNFT	\$ 195,000.00			\$ 97,500.00		\$ 97,500.00	
32	Pier	100.00	LNFT	\$ 130,000.00				\$ 130,000.00		

33	Pier	50.00	LNFT	\$ 65,000.00			\$ 65,000.00			
34	Enclosed Dog Park and Ability Area	1.00	EACH	\$ 32,500.00			\$ 32,500.00			
35	Enclosed Playground and Splash Fountains	1.00	EACH	\$ 195,000.00			\$ 195,000.00			
36	Linear Concrete Pads (seating and stairs) on Waterfront		SQFT	\$ 455,000.00						\$ 455,000.00
37	Floating Event Stage over Barge Pool	30,000.00	SQFT	\$ 650,000.00						\$ 650,000.00
38	Gateway Signage	2.00	EACH	\$ 78,000.00	\$ 78,000.00					
39	Alley Improvements (Benches and Street Lighting)		EACH	\$ 52,000.00		\$ 52,000.00				
40	New Bridge with Pedestrian Walkway		SQFT							
41	New Beach Water Access	250.00	LNFT	\$ 32,500.00					\$ 32,500.00	
42	Exisiting TWRA Parking and Widen Existing Boat Ramp		SQFT	\$ 26,000.00	\$ 26,000.00				\$ -	
43	New Road - Realign Entrance Intersection with Point Resort	2,640.00	LNFT	\$ 1,170,000.00				\$ 1,170,000.00	\$ -	
44	New Road	660.00	LNFT	\$ 292,500.00			\$ 146,250.00	\$ 146,250.00	\$ -	
45	New Movable Floating Dock (10 slips)		SQFT	\$ 65,000.00	\$ 65,000.00				\$ -	
46	New Hilltop Public Open Space (Limited Access)		SQFT	\$ 6,500.00					\$ 6,500.00	
47	Public Swimming Area with Restrooms, Showers, etc		SQFT	\$ 97,500.00	\$ 97,500.00					
48	Adventure Park (Public Private Partnership)		SQFT	\$ 1,300,000.00			\$ 1,300,000.00			
49	Camp Store / Reservation Office		SQFT	\$ 39,000.00					\$ 39,000.00	
50	Cabins for Short Term Lease (Permanent Structure)	27.00	EACH	\$ 669,500.00					\$ 669,500.00	
51	The Point Resort		SQFT							

Plan Item	Description	Quantity	Unit	Est. Cost	Cost by Phase/Year Range					
					1-3	3-5	5-7	7-10	10-15	15-20
				\$ 22,956,375.00	\$ 827,125.00	\$ 2,310,815.00	\$ 2,744,040.00	\$ 4,448,665.00	\$ 8,532,225.00	\$ 4,086,875.00