

STATEMENT OF SIGNIFICANCE

Using the intrinsic qualities identified on the previous page, please explain how the proposed byway is significant and why it should be added to the Georgia Scenic Byway System.

Additional pages may be attached if necessary. Please do not exceed five pages.

State Route 166 is a major east-west corridor through Douglas County, GA. Before Interstate 20 was constructed in the 1960s, Highway 166 and Highway 78 were the primary east/ west corridors through the county. At certain points in the past, Highway 166 was targeted for significant investment and improvement, including a plan to make a portion part of the proposed Interstate 420. Those ideas went largely unrealized. As a result, Highway 166 has emerged in the 21st century relatively free from traditional suburban sprawl. The route through Douglas County is primarily comprised of wooded and rural viewsheds, and characterized by agricultural, rural-residential and recreational land uses.

The lack of development has also allowed for the retention of history and character. A number of archaeological, cultural and historic resources remain as landmarks in proximity to the corridor. It's nexus with several north-south roadways provide ready access to some of the earliest developed areas in Douglas County, as well as access to natural and recreational resources. Known also as the Duncan Memorial Highway, it is named for Joseph Elvin "J. Ebb" Duncan, who was in the Georgia House of Representatives from 1949-1964 and the Georgia State Senate from 1973-1980.

All resources identified below have been identified within a focused boundary of cohesive character in southern Douglas County. Many of the resources have direct access to the proposed corridor. Others are a short drive off the primary route, and travel through the scenic, rural character road network of local streets and dirt roads in the area.

Scenic Quality

The area along Highway 166 is generally wooded for much of its length. The corridor can be characterized in three expanses where the forested and rural residential development give way to smaller community centers.

The stretch of Highway 92 & 166 between Highway 92 & 154 and the Campbellton roundabout has experienced greater suburban development over the years. Schools, churches and neighborhoods are prominent along the corridor, but still separated by stretches of wooded, undeveloped land.

The most densely wooded area extends between the SR 92/166 in proximity to Campbellton toward the intersection of Highway 166 and SR 5 in the community of McWhorter. Forested areas are broken up by views of pasture, rural homesites and other scenic vistas. This stretch crosses the county's major drinking water reservoir at the Dog River. With the exception of a few project entrance monuments for residential subdivisions, the area is comprised mostly of agricultural and rural-residential uses.

Between the intersection of Highway 166 with SR 5 and the west county line, a greater population density occurs in the crossroad communities of McWhorter and Fairplay. Through this stretch of highway, there are more institutional uses, such as schools and churches, and limited commercial activity mostly in the form of convenience stations and services. These are interspersed along stretches of forested and pastured vistas.

Natural Quality

Highway 166 runs roughly parallel to the Chattahoochee River, with several other significant water bodies bisecting this area. In addition to a number of streams and creeks, the Bear Creek Reservoir and

Dog River Reservoir function in tandem to provide the primary drinking water source for Douglas County. Either directly or indirectly, all water in Douglas County drains into the Chattahoochee River.

Water quality protection districts impact much of the area, including the Chattahoochee River corridor protected by Metropolitan River Protection Act (MRPA) and watershed basin restrictions for the Hurricane Creek, Anneewakee Creek, Bear Creek, and Dog River basins. These restrictions include larger buffers with limitations on clearing and impervious surfaces. In combination with a prohibition on development in floodplains, the county's watershed protection requirements preserve important areas of the natural environment.

Highway 166 has been one of the primary east-west corridors in Douglas County for many years. Travelling along the road, there is access to rural character roads along scenic and dirt drives that offer a glimpse of the natural terrain as the topography slopes off toward the River. Environmental analysis in multiple iterations of the County's Comprehensive Plan speak to various characteristics of the natural environment, including soils, slopes and wildlife corridors

Up to 38% of the county's total land area have severe development limitations due to floodplains, degree of slope and rock formation. Approximately 9.6% of the county is affected by exposed rock or rock near the surface. In addition to the densely wooded, rural landscape characteristic of the corridor, steep slopes and rock outcrops are features of the corridor. Access to natural features of the corridor are preserved in many of the parks and trails in the area.

Historic Quality

Resources located with direct access on the proposed Scenic Byway

Campbell County, Georgia included portions of modern-day Fulton and Douglas Counties. It existed between 1828 and 1931, with the portion that is now Douglas County breaking away in 1870. The county seat of **Campbellton** was located on the Chattahoochee River, and the Campbellton Ferry connected the Douglas and Fulton sides of the river. At one time, Campbellton was a prosperous county seat of 1,000+ residents. Once bypassed by the Atlanta & West Point Railroad in favor of Fairburn, Campbellton failed to thrive. The proposed South Douglas Scenic Byway runs in proximity to the designated South Fulton Scenic Byway in proximity to historic Campbellton.

The proposed Scenic Byway crosses through other smaller communities. **McWhorter** (also known as **Wilsonville**), **Fairplay**, **Hannah** and **Punkintown** all had a presence in this area at one time. Small community centers are still located in McWhorter (at the intersection of Highway 166 and SR 5) and Fairplay (at the intersection of Highway 166 and Post Road). Little physical evidence beyond roads and road names remain of the Hannah and Punkintown communities.

The **Bullard- Henley-Sprayberry House** is a Greek-Revival inspired house with Folk Victorian adornment. It was first constructed c. 1835 with subsequent additions. It has been owned by multiple generations of the same family. A small family cemetery is located on the property. It is potentially eligible for listing in the National Register of Historic Places and is a landmark of the earliest Campbell County history in the area.

The following cemeteries, with direct access to the proposed byway, have been documented by the Douglas County Cemetery Commission.

- The **Allen Cemetery** has graves dating to 1851, and possibly earlier.
- **Boyd's Slave Cemetery** has little physical evidence of the cemetery, but a sign marks its location.
- The **Douglas Chapel Church of God Cemetery** is located in conjunction with the church of the same name. The church was established in 1940 and the cemetery was established in 1952.

- The **Ebenezer Missionary Baptist Church Cemetery** is located in conjunction with a church of the same name. The earliest inscribed marker dates to the 1880s.
- The **Friendship Baptist Church Cemetery** is located in conjunction with the church of the same name. The church was established in 1875, and the earliest inscribed marker is dated 1891.
- The **Henley-Bullard Cemetery** is a family cemetery located on the property of the Bullard-Henley-Sprayberry House.
- The **Huff Cemetery** is a marker for a lone burial from the Civil War. It is placed adjacent to the Henley-Bullard Cemetery, but the actual location of the burial is unknown. Private William Huff was the single fatality in a skirmish between Union and Confederate troops in the area of Campbellton. Pvt. Huff died while in the care of the family at the Bullard-Henley-Sprayberry House and was buried in the garden in 1864. This was confirmed by the National Archives and the U.S. Military History Institute.
- The **McKoy Cemetery** and **McKoy Slave Cemetery**
- The **Oak Grove Cemetery** is located on the former site of Union Grove Christian Church. The Church relocated to the intersection of Highway 166 and Post Road.
- The **Smith-Collins Cemetery** includes graves dating from 1880.
- The **Victory Baptist Church Cemetery** is located in conjunction with a church of the same name. The cemetery dates from 1959.

Resources located in proximity to the proposed Scenic Byway

Beulah Grove Lodge #372. The Beulah Grove Lodge #372 is a National Register listed site in proximity to the Pleasant Grove Church and cemetery. Per the National Register listing, this site served as the Masonic Lodge and as Pleasant Grove School for African American students. The building was constructed around 1910 with the Lodge on the second floor and the school on the first floor. The Order of Eastern Star also used the lodge. School activities were conducted here through the 1930s and lodge activities were conducted through the 1950s.

The house at **3644 Oak Hill Road** was surveyed in 1999 and described as, “an outstanding vernacular Greek Revival style hall-parlor” structure with an estimated date of construction between 1840-1849. Along with Smith Hall and the Bullard-Henley-Sprayberry House, it is likely that this is one of the older houses in the area dating back to the earliest days of old Campbell County. Local history documents its affiliation with Dr. T.R. Whitley, who served Douglasville and Douglas County professionally as a physician, and politically as a city council member and delegate to the State Legislature.

Smith Hall (c.1855) is built in the Greek Revival style and constructed of handmade brick. It is located at the site of the former **Smith’s Ferry**, also known as the point where General McCook crossed the Chattahoochee River during the Civil War in 1864.

Flint Hill Church and Masonic Lodge was destroyed by arson in 2014. The structure was rebuilt by the Masonic community. Historically, it was a focal point of the McWhorter community, and was one of the last remaining community landmarks. The church was established 1874. Flint Hill Academy was also located on this tract, and is one of the first schools organized by the newly created Douglas County Board of Education (1871).

The following cemeteries, in proximity to the proposed byway, have been documented by the Douglas County Cemetery Commission.

- **Basket Creek Cemetery** is listed on the National Register of Historic Places. It is located south of Highway 166 on Capps Ferry Road. Basket Creek Cemetery maintains the west African tradition of mounding graves as a form of remembrance.

- The **Chapman Family Cemetery** is located on private property off of Capps Ferry Road.
- The **Dingler Cemetery** is a small family cemetery with graves dating from 1897.
- The **Fairfield Church Cemetery** is located on Highway 5 just north of Highway 166. It has evidence of maintaining the tradition of mounding graves, similar to Basket Creek Cemetery, though the Cemetery Commission has noted that it has not been as well maintained.
- The **Flint Hill Methodist Church Cemetery** is associated with a Church and Masonic Lodge of the same name. Two monuments for unknown Confederate soldiers, dated 1864, are a part of the larger cemetery.
- The **Giles Cemetery** is located adjacent to the Dog River Reservoir. Graves date from 1881 to 1902.
- The **Griffith Cemetery** is located on Big A Road just north of Highway 166.
- The **Moss Brothers Cemetery** is in the Anneewakee Trails neighborhood off of Highway 166.
- The **Mount Sinai Church Cemetery** has marked graves dating between 1947 and 2005.
- The **Mount Zion Baptist Church Cemetery** is affiliated with a church of the same name. Inscribed markers date back to 1878, and there are possibly older, uninscribed markers. A newer cemetery for the Jensen-Cannon family is adjacent to Mount Zion cemetery, but is actually a separate tract according to the Douglas County Cemetery Commission.
- The **Pleasant Grove Baptist Church Cemetery** is located on land donated for the church during the Reconstruction period. The earliest dated grave is 1880, though uninscribed markers may date from an earlier time period.
- Three small cemeteries are also known to be in the area – the **Jones/ Cook Cemetery**, **Neal Cemetery** and **Stitcher Cemetery** – but have little documentation at this time.

Cultural Quality

Limited infrastructure in this part of Douglas County has resulted in the retention of a largely undeveloped, rural residential character. Many residents enjoy hobby farms and keeping livestock for the personal use and enjoyment of their family.

Agricultural production in Douglas County declined steadily through the 20th century with the rise of the first-generation suburbs. However, in the last several years, commercially scaled, agricultural operations have chosen to locate on the Highway 166 corridor. These include the **Glover Family Farm**, **Rodgers Greens and Roots Farm**, **Brigid's Bounty Farm**, **Will Winn Farm**, the **Fairplay Horse and Mule Company**, and the **Stables at Prizefighter Farm**. The **King of Crops Farm** is located in close proximity to the intersection of Highway 166 and Post Road.

Ornamental horticulture is part of the agricultural diversity in this area. The site of the former Patterson Dairy - with many extant former dairy structures - has transitioned to sod farming as a part of the **NG Turf** company. **Accent Nursery**, which is open to the trade and the public, has been located on the corridor since 1976. And **The Preserve** is a new concept in health and wellness development centered on a 40-acre urban farm, and advancing holistic concepts of nutrition education and farm-to-table dining. All are located directly on Highway 166.

Archaeological Quality

Highway 166 roughly parallels the Chattahoochee River, and is traversed by other notable rivers and creeks. The settlement of the Native Americans of the Mississippian period is well documented in this area. A later tribe of the Anneewakee Indians have left lasting legends imprinted on the narrative history of this area. Published accounts of excavations are documented at the Georgia Archaeological Site Files, and elsewhere.

An early reference to an excavation in this area is published in the *Archaeological Survey of Northern Georgia* in the *Memoirs of the Society for American Archaeology*. It details a "...village site on the left (southeast) bank of the Chattahoochee, at the old Campbellton Ferry opposite the mouth of Anneewakee Creek..." Further identified in this narrative are "a mound and village" in proximity to the confluence of the Anneewakee Creek and Chattahoochee River. The site is linked to the often-repeated legend of a "princess Anneewakee," but goes on to identify that the mound was likely a log tomb or an earth lodge.

An additional detail of excavation of the Anneewakee Creek Mound in Douglas County in 1972 was published in *Bulletin #18 of the Southeastern Archaeological Conference* in 1974. The excavation did not uncover any human remains, though does note that the site had been used early in the first century, then fell into disuse, and then was re-used at a later date.

Twenty years after the presentation of the paper on the Anneewakee Mound documented in *Bulletin #18*, a document that describes the excavations for the Dog River Reservoir provided a more detailed picture of native communities in this area. *Prehistoric Archaeological Studies in the Dog River Valley* published by the Douglasville-Douglas County Water and Sewer Authority in 1994 confirmed successive occupations of communities in this area between 2000 BC and 1500 AD. The domestic remains of houses, pottery, projectile points and trash middens were documented in the area that is now part of the Dog River Reservoir.

Recreational Quality

Resources located with direct access on the proposed Scenic Byway

Boundary Waters Park is a 492-acre park that includes baseball fields, soccer fields, and a football field to support countywide recreational league activities. There is also a playground, a fishing pond, 12 miles of multi-trails and a disc golf course. It is the beginning of the **Chattahoochee Hill Country Regional Greenway Trail**, which will eventually connect Boundary Waters Park to Sweetwater Creek State Park.

The **Dog River Reservoir Park** offers fishing, a boat dock, johnboat rental, pavilions, picnic tables, grills and a gazebo. It is located with direct access on the Dog River Reservoir.

Fairplay Park is located in the center of historic Fairplay, and it provides youth ball fields as a part of the countywide recreational league activities.

Resources located in proximity to the proposed Scenic Byway

Punkintown Park includes 80 acres and is a recent acquisition for the county's park system. The first phase is under development and will include an outdoor classroom, hiking trails, camping facilities, special events venues, and access to Bear Creek for swimming.

The **Dog River Trails** are located in a 900-acre county park that also features the **Dog River Library**, a state-of-the-art facility known as the "library in the woods."

The former **Bear Creek Golf Course** was acquired by the Southern Conservation Trust with the intent to redevelop the golf course as a nature preserve with walking trails and amenities.

Foxhall Resort is a destination in southwest Douglas County that offers sporting clays, a guided ATV riding trail, fishing, archery, hunting, swimming, tennis, kayaking and canoeing, golf driving range, and hiking. Residential units and vacation lodging are both available at the resort.

St. Andrews Golf and Country Club is a private golf club that is open to the public.

CORRIDOR MANAGEMENT ISSUES

Describe the corridor management issues that may be addressed for the route. Issues might range from the benefit of new income due to increased tourism, to the impact on public facilities (roads, parks, public restrooms, etc.), or from the benefit of preserving community history to the impact of intrusive new development. *Additional pages may be attached.*

Based on staff analysis and preliminary feedback from stakeholders, the following potential corridor management issues have been identified.

Tell the story. A scenic byway is a road with a story to tell. The South Douglas Scenic Byway is the story of 200 years in 20 miles. Stakeholders have expressed the desire to experience the byway as “more than just a long path to California.” Information documented in the data sheet and application is just a start. There is more context to understand and more stories to know. There is a recognized under representation of sites that speak to the diversity of communities and experiences represented in the area. There is a need to weave together a cohesive and compelling narrative that authentically captures the integrity of the area while capturing the imaginations of visitors along the corridor. This will require long term commitment, along with the knowledge and insights of the community, to develop a holistic narrative of the area.

Balance preservation and growth. The proposed byway corridor traverses some of the oldest settled areas in Douglas County. Historic, cultural and archaeological evidence covers a time span that includes pre-history through major national events of the last 200 years. The Trail of Tears, the Civil War, Reconstruction, the Great Migration and the Rise of Suburbia all have touch points in this area. The relatively rural pattern of development may present opportunities for the future that are not fully anticipated. The area holds promise for the re-emergence of sustainable urban agriculture and the opportunity for historic- and eco-tourism. At the same time, demand for residential development and supporting service and commercial industries will put pressure on the area for transition of land uses.

Ensure environmental protection. With two major reservoirs and proximity to the Chattahoochee River, protection for water quality and quantity are paramount considerations in this area. Steep slopes and rock outcrops are areas typically unsuitable for development. Beyond this, corridors and habitat that sustain wildlife contribute to both ecological balance and quality of life. These same areas also offer opportunities for recreation and eco-tourism in an era of renewed focus on health and wellness. And are the areas most threatened by inappropriate development.

Direct resources to the implementation of outcomes. The corridor offers a multitude of new opportunities for tourism, recreation, and cottage industries as a part of a balanced and thriving economic development strategy for the county. Planning to sustain the intrinsic qualities of the western part of the county balances the opportunity for growth in the eastern part of the county. But in all things, resources are finite among unlimited opportunities. Partnerships will be essential and investment from private and non-governmental organizations will be needed to balance the expenditures of public dollars in the area.

Protect property and development rights. Preservation and conservation will need to balance the protection of private property and development rights. Because of its geography on the edge of a major metropolitan area, Douglas County would likely grow even without proactive action to attract investment. The resources that make the area special are the same resources that will make it desirable for development. Thoughtful and balanced action can support density-neutral build out for areas that can accept growth.

Manage anticipated infrastructure improvements. Significant public investment in infrastructure is anticipated. The immediate impact will be to water and sewer infrastructure with the expansion of the Dog River Reservoir and the extension of the capacity for sewer service. Consideration to the impact of those services on projected land use patterns, as well as the legacy failures of past development can inform a thoughtful strategy for growth.

Maintain the transportation function of the corridor. The transportation function of the corridor must be maintained for both commercial and non-commercial traffic. Heavy truck traffic will use this corridor to access industrial development in neighboring jurisdictions. Congestion will increase. Strategies to preserve the transportation function of the corridor must recognize the quality of life that draws people to the area or the intrinsic qualities of the corridor.

Communicate with stakeholders and constituents. The county will benefit by maintaining the outreach initiated during this process as a part of the county's overall community engagement strategy. Public meetings, corridor tours and social media campaigns provide different opportunities to reach stakeholders. Constituents need to know where to access information about proposed development. Policy and regulatory documents will need to support the intrinsic qualities of the area. A mission statement for the byway may be a helpful communication tool.