

SOUTHERN CAMPAIGN OF THE REVOLUTION



DRAFT
SUITABILITY/FEASIBILITY STUDY

**Draft Southern Campaign of the Revolution National Heritage Area
Suitability/Feasibility Study
North Carolina and South Carolina
Lead Agency: National Park Service**

This *Draft National Heritage Area Suitability/Feasibility Study* evaluates the suitability and feasibility of congressional designation of a national heritage area dedicated to the Southern Campaign of the American Revolution in North Carolina and South Carolina, according to the criteria established in the National Park Service’s interim *National Heritage Area Feasibility Study Guidelines*. This study includes an inventory of the study area’s heritage resources that collectively represent a nationally distinctive landscape, a study area boundary supported by the public, three management alternatives, and an evaluation of the designation criteria.

The document evaluates three alternatives for the future coordination of a Southern Campaign of the Revolution heritage area. The “no-action” alternative, alternative 1, is a continuation of existing efforts and serves as the baseline for comparison with the other two alternatives. National heritage area designation and the local coordinating entity options are evaluated in alternative 2. Alternative 3 evaluates the concept of a privately organized heritage area.

This *Draft Southern Campaign of the Revolution Heritage Area Suitability/Feasibility Study* has been distributed to agencies, interested organizations, and individuals for their review.

HOW TO COMMENT ON THIS STUDY

Comments on this study are welcomed and will be accepted during a 30-day period after public release of the document. Comments may be submitted either on the Internet or in writing.

Please include your name and address on any correspondence, particularly e-mail messages, to be sure that you are included on our mailing list.

Commenters are encouraged to use the Internet if at all possible.

Internet comments can be submitted at <http://parkplanning.nps.gov/soca>

Written comments can be mailed to:

National Park Service
Denver Service Center – Planning
Tom Thomas, Project Manager
12795 West Alameda Parkway
PO Box 25287
Denver, CO 80225-0287

Verbal comments may be made at public meetings. The dates, times, and locations of public meetings will be announced by mail

and in the media following the release of this document.

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment—including your personal identifying information—may be made publicly available at any time. Although you can request in your comment that we withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

NEXT STEPS

After the 30-day review period, the draft study will be revised as appropriate and then forwarded to the Secretary of the Interior. Based on the study findings, the secretary will then make a recommendation to Congress. Should the secretary recommend designation of a Southern Campaign of the Revolution National Heritage Area, then congressional legislation authorizing the national heritage area would be required.

SUMMARY

INTRODUCTION

The Department of the Interior, National Park Service (NPS), has prepared this *Draft National Heritage Area Suitability/Feasibility Study* to determine the suitability and feasibility of designating areas of North Carolina and South Carolina as a national heritage area. This study meets the requirements of the NPS interim *National Heritage Area Feasibility Study Guidelines* and the National Environmental Policy Act of 1969, as amended.

LEGISLATIVE HISTORY

Congress directed the Secretary of the Interior to conduct a study regarding the suitability and feasibility of designating the Southern Campaign of the Revolution National Heritage Area (Public Law 109-338). The study was conducted in consultation with state historic preservation officers; state historical societies; the North Carolina Department of Cultural Resources; the North Carolina Division of Tourism, Film, and Sports Development; the South Carolina Department of Parks, Recreation and Tourism; and other appropriate organizations. The study is to be submitted to the appropriate congressional committees no later than three years after it was first funded.

DESCRIPTION OF THE STUDY AREA

As part of Public Law 109-338, Congress directed that the feasibility study area “shall include the following counties in South Carolina: Anderson, Pickens, Greenville, Spartanburg, Cherokee, Greenwood, Laurens, Union, York, Chester, Darlington, Florence, Chesterfield, Marlboro, Fairfield, Richland, Lancaster, Kershaw, Sumter, Orangeburg, Georgetown, Dorchester, Colleton, Charleston, Beaufort, Calhoun,

Clarendon, and Williamsburg. The study area may include sites and locations in North Carolina as appropriate.”

During the course of the study, the study area was modified to include sites in three additional counties in South Carolina and sites in 58 counties in North Carolina. Three of the original South Carolina counties named in the legislation were eliminated from further consideration.

THE SIGNIFICANCE OF THE SOUTHERN CAMPAIGN OF THE AMERICAN REVOLUTION

Just as the American Revolution shaped the course of American history, the Southern Campaign dramatically altered the course of the Revolution. The initial phase of the war in the South brought a string of American victories, drove British forces from the region, cowed American Loyalists, and pacified the southern states.

The second phase of the Southern Campaign opened after nearly five years of bloody combat in other parts of America that had resulted in a frustrating stalemate. To break the deadlock, the British conceived a bold strategy to invade the South, liberate thousands of oppressed Loyalists, reestablish royal authority, then advance north to overwhelm American forces in the middle states and put an end to the costly rebellion.

Within months, the British southern strategy achieved brilliant success. British forces controlled much of the Carolinas and seemed poised on the brink of victory.

Yet, at the pinnacle of success, British aspirations in the Carolinas began to unravel. In October 1780, Patriot militia annihilated a large force of Tory militia at

Kings Mountain, neutralizing a crucial element of the British southern strategy. The victory threatened the British western flank and forced British commander General Lord Cornwallis to abandon South Carolina and retreat to North Carolina. British Commander in Chief Major Henry Clinton wrote later that Kings Mountain was “the first link in a chain of evils that ended in the total loss of America.”

Cornwallis’ efforts to destroy the American military presence in the Carolinas met with further frustration at the Battle of Guilford Courthouse in March 1781. American forces retreated from the field after inflicting appalling losses on British forces. One shaken member of the House of Commons concluded that “Another such victory would ruin the British Army.”

Little more than a year after the British implemented their southern strategy in the Carolinas, American forces had reestablished control over virtually all of both Carolinas and driven the main British Army under Cornwallis into Virginia. When this army surrendered in October 1781, the British prime minister somberly declared, “My God, it’s all over.”

The American Revolution in many ways did indeed “turn the world upside down.” The American victory in the South provided much of the leverage necessary to upset the old British imperial order and set in motion the most ambitious experiment in representative government in history. Ironically, the U.S. victory over Great Britain resulted in personal and political catastrophe for some Americans. Humiliated Loyalists either fled into exile or struggled to find a place in a country that for some felt like a foreign land. However, the victory meant freedom for many African American slaves fighting on both sides. While the Cherokee Indians never completely recovered from the defeats inflicted by Patriot backcountry militia, the Catawbas were rewarded with a reservation in South Carolina that they hold to this day.

American military strategists recognize the enduring significance of the Southern Campaign. Analysis of the strategies, tactics, and consequences of the Revolution in the South remain to this day part of the core curriculum in the nation’s war colleges.

SUITABILITY AND FEASIBILITY FINDINGS

The National Park Service concludes that the study area fully meets 6 of the 10 evaluation criteria for designation, based on the interim *National Heritage Area Feasibility Study Guidelines*. The criteria that are fully met are:

- Criterion 3 – The area provides outstanding opportunities to conserve natural, cultural, historic, and/or scenic features.
- Criterion 4 – The area provides outstanding recreational and educational opportunities.
- Criterion 5 – Resources that are important to the identified theme or themes of the area retain a degree of integrity capable of supporting interpretation.
- Criterion 7 – The proposed management entity and units of government supporting the designation are willing to commit to working in partnership to develop the heritage area.
- Criterion 8 – The proposal is consistent with continued economic activity in the area.
- Criterion 10 – The management entity proposed to plan and implement the project is described.

The four criteria that are not fully met are:

- Criterion 1 – The area has an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of

recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnerships among public and private entities.

It has not been demonstrated that the resources are best managed as an assemblage through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities.

- Criterion 2 – The area reflects traditions, customs, beliefs, and folklife that are a valuable part of the national story.

North Carolina and South Carolina sustain cultural traditions and customs that reflect the continuum of life in the South during the Revolution. However, while programs and events interpret traditional customs, events, beliefs and ways of life associated with 18th century North Carolina and South Carolina, the majority of these cultural ties are not reflected in everyday life in the present-day Carolinas to a degree that is readily apparent to the outside observer. Therefore, the National Park Service concluded that the area encompassing the Southern Campaign of the Revolution does not meet criterion 2.

- Criterion 6 – Residents, business interests, nonprofit organizations, and governments within the proposed area that are involved in the planning have developed a conceptual financial plan that outlines the roles for all participants, including the federal government, and have demonstrated support for designation of the area.

The preliminary information submitted by the Culture & Heritage

Museums of York County does not include sufficient coordination and planning with regional residents, business interests, nonprofit organizations, and governments within the proposed area to constitute a conceptual financial plan. As a result, criterion 6 is not met.

- Criterion 9 – A conceptual boundary map is supported by the public.

The conceptual map was endorsed by some members of the public in the initial phases of the public process, but others have expressed concerns. Moreover, the phased approach has not been presented to the public. Therefore, the determination of whether the conceptual boundary map is supported by the public will be deferred until the end of the public review period of the draft feasibility study.

The feasibility of managing the study area as a national heritage area is uncertain. Public scoping revealed a desire to include a large geographic area in the proposed national heritage area. NPS experience in managing large multistate national heritage areas has suggested that this approach can be problematic for management entities. While a smaller geographic area may be more feasible to manage, it does not appear to conform to public desires for the heritage area and may not meet national heritage area criteria. The proposed management entity has not adequately explained how they could manage such a large area effectively. The feasibility criterion has not been fully met.

Because the 10 interim criteria and the feasibility criterion have not been fully met, the National Park Service cannot find that a national heritage area designation is warranted. Management alternatives have

been developed to explore potential futures for the area. They include the potential for a designated national heritage area, but this alternative would only be supported by the National Park Service if subsequent information reveals that all criteria are fully met. Public input during review of this document will be critical to the final determination of all criteria and NPS findings.

PUBLIC INVOLVEMENT

The study team undertook an extensive public involvement effort to promote understanding of national heritage areas and how they are managed; inform the public about the study and facilitate their participation in the process; assess public support for a national heritage area designation; and determine whether there was local capacity and commitment to coordinate a future national heritage area. The study began the public process in November 2008 with a newsletter distributed to the public to solicit comments on the potential national heritage area. In February 2009, the team held 12 public meetings in 6 locations throughout North and South Carolina (Morganton, NC; Greensboro, NC; Spartanburg, SC; Camden, SC; New Bern, NC; and Charleston, SC). The public input that the study team received was overwhelmingly supportive of the designation, committed to the success of a Southern Campaign of the Revolution National Heritage Area, and demonstrated the local capacity and commitment to coordinate the national heritage area, should it be designated. Public comments encouraged greater focus on the social themes related to the impact of the Southern Campaign on communities, suggested the addition of more sites, and emphasized grassroots support for a national heritage area. Three organizations later submitted proposals to serve as the coordinating entity.

HERITAGE THEMES

During the scoping phase of the project, the study team developed a draft thematic framework with subject matter experts representing the state governments of North Carolina and South Carolina. The study team presented these to the public in the scoping newsletter and in the series of 12 public meetings conducted in both states. Through comments on the scoping newsletter and at the public meetings, the public provided constructive feedback on the thematic framework. Following are the proposed heritage area themes:

The military events in the Carolinas substantially influenced the eventual American victory in the Revolution.

This theme highlights the national significance of the events that made up the Southern Campaign of the Revolution, the complexities of the military situation in the Carolinas, and the intensity of combat in this theater of the war for independence. Kings Mountain, South Carolina, was identified by the overall British commander in the Americas as “the first link in a chain of evils that resulted in the total loss of the Americas.”

Political rivalries in both North Carolina and South Carolina were catalysts to the outbreak of the Revolution in the South and played an important role in the conduct of what was in many ways America’s first civil war.

This theme illustrates that in this case, war, like politics, can have a very distinct local flavor. The war for independence in the South was profoundly shaped by the political, social, and class structure of North and South Carolina, much of which had been exported from the lowlands of Northern Ireland and the borderlands of Scotland and England. The mother of Virginia governor Patrick Henry observed that the American Revolution was just another expression of “lowland troubles.”

The brutal combat during the Revolution profoundly disrupted traditional ways of life in the Carolinas.

This theme focuses on how the diversity of fighting in the Carolinas—from regular army battles and skirmishes to militia clashes to classic guerilla engagements—disrupted or destroyed homes, farmsteads, and communities; divided families; and trapped many neutrals and pacifists between the relentless fury of Whig and Tory Americans clashing in a winner-take-all fight for the future of the Carolinas. The people of Camden found their lives upended when British forces occupied the town, commandeered supplies, and imprisoned a large proportion of the male population.

The American commanding general wrote of the civil strife that “Nothing but blood and slaughter have prevailed among the Whigs and Tories, and their inveteracy against each other, must, if it continues, depopulate the country.”

The American victory in the Revolution presaged momentous changes for Native Americans and African Americans in the Carolinas.

For both Native American and African Americans in North and South Carolina, the war for independence presented both peril and potential. The Cherokee and Catawba Indians fought to maintain the hold they had in the Carolinas. Cherokee towns were devastated by Patriot forces during the ruthless Rutherford Campaign of 1776. African Americans fought on both sides to gain the freedom that had been denied them for over a century. Black troops serving in Continental regiments were captured at Charles Town and then paroled. Many of them reenlisted in militia units and saw

action at Hanging Rock, Fishing Creek, and other backcountry clashes. The blacks who served in the Continental Army in many ways experienced the most egalitarian society America would know for the next 200 years.

These four nationally important stories are exceptionally well represented in North Carolina and South Carolina. These stories can be and are still told and experienced in the physical locations where the events occurred. Dozens of these sites and resources provide facilities and programs that enable visitors to explore and understand the compelling power of history.

MANAGEMENT ALTERNATIVES

This study evaluates the following three management alternatives: Alternative 1: No Action; Alternative 2: A Nationally Designated Heritage Area; and Alternative 3: A Privately Managed Heritage Area. The study also identifies actions common to the actions alternatives and early implementation actions that could be taken regardless of the alternative selected.

In Alternative 2: A Nationally Designated Heritage Area, three organizations submitted proposals to serve as the coordinating entity. Based on the evaluation of the proposals, one organization, the Culture & Heritage Museums of York County, demonstrated the greatest capability to serve as the coordinating entity and achieve the goals of the national heritage area. The National Park Service has not identified a preferred alternative or any recommendation for management alternatives at this time.

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CHAPTER ONE: INTRODUCTION

PURPOSE OF THE STUDY

The purpose of this study is to determine whether certain areas of North Carolina and South Carolina meet the criteria for designation as a national heritage area (NHA) dedicated to the Southern Campaign of the American Revolution. The National Park Service (NPS) has prepared this study at the request of the Secretary of the Interior as directed by Congress in the National Heritage Area Study Act (Public Law 109-338).

A NATIONAL HERITAGE AREA

A national heritage area is a locally managed place designated by Congress where natural, cultural, historic, and/or scenic resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. These patterns make national heritage areas representative of the national experience through the physical features that remain and the traditions that have evolved with them. Continued use of a national heritage area by people whose traditions helped to shape the landscape enhances the area's significance.

PROJECT BACKGROUND

Representative John Spratt (5th District, South Carolina) sponsored legislation that directed the National Park Service to study the suitability and feasibility of designating a national heritage area dedicated to the Southern Campaign of the Revolution in North Carolina and South Carolina. This national heritage area, if designated, would contribute toward the protection, preservation, and interpretation of important historic and cultural resources, including battlefields, historic communities,

farms, and other cultural landscapes and would interpret them as part of this nationally significant event in American history.

THE STUDY AREA

The study area covers a substantial portion of North Carolina and South Carolina. However, the focus of the study is on specific thematically related sites and landscapes—not the entire geographic area.

The successful implementation and long-term viability of this national heritage area is dependent upon this site-specific orientation. While many national heritage areas have a more holistic landscape focus, the geographic area covered in this study area is too large for this comprehensive approach. The site-specific approach has proven to be effective in the Tennessee Civil War National Heritage Area, another large heritage area, and in Iowa's Silos and Smokestacks National Heritage Area.

The National Park Service has a significant presence in the study area. There are seven units of the national park system in the Carolinas, including: Cowpens National Battlefield (SC), Fort Moultrie (SC), Guilford Courthouse National Battlefield (NC), Kings Mountain National Military Park (SC), Moores Creek National Battlefield (NC), Ninety Six National Historic Site (SC), and the Overmountain Victory National Historic Trail (NC, SC). The Appalachian National Scenic Trail crosses western North Carolina, and one branch of the Trail of Tears National Historic Trail begins in North Carolina. Three existing national heritage areas touch the study area. The Gullah Geechee Cultural Heritage Corridor stretches along the North Carolina, South Carolina, and Georgia, and

Florida coasts from Wilmington, North Carolina to Jacksonville, Florida. The Blue Ridge NHA covers 25 counties in western North Carolina. The South Carolina National Heritage Corridor spans 240 miles over 4 regions and 17 counties. In addition, the National Park Service Rivers, Trails, and Conservation Assistance program has three ongoing projects in North Carolina: Waccamaw River Blue Trail, the Southeast Coast Saltwater Paddling Trail, and the West Pender County Rail Trail.

A COMMUNITY-BASED APPROACH

National heritage areas expand on traditional approaches to resource stewardship. They typically support community-based initiatives that connect local citizens to the preservation and planning process. By embracing a community-based approach, national heritage areas can bring together diverse efforts such as education, recreation, heritage tourism, and historic preservation. Committed to both protecting and promoting the natural, cultural, historic, and scenic assets of a specific area, national heritage areas play a vital role in maintaining both the physical character and cultural legacy of the United States.

Through the efforts of a local coordinating entity, residents, businesses, governments, and nonprofit organizations within a national heritage area come together to improve the regional quality of life through the protection of shared cultural and natural resources. This cooperative approach allows national heritage areas to achieve both conservation and economic growth in ways that do not compromise local land-use controls.

PRIVATE PROPERTY

Designation of a national heritage area does not provide the coordinating entity or any federal agency authority to regulate land or land uses. Participation in projects and programs is always voluntary, with zoning

and land-use decisions remaining under the jurisdiction of local governments. In addition, the coordinating entity is prohibited from using the federal funds it receives through enabling legislation to acquire real property.

A national heritage area is not a unit of the national park system, and no land is owned or managed by the National Park Service. National Park Service involvement is always advisory in nature, and the agency does not make management decisions. After a national heritage area is designated by Congress, the National Park Service partners with local community members to help plan and implement activities that emphasize heritage-based interpretation, conservation, and development.

Comments from the public:

"I am delighted to learn about the potential heritage area and wish to offer just a few thoughts. For the most part, I am writing just to be counted among the positive responses and to offer support to the idea of a heritage area. I know many, many citizens (of course, we are all history buffs) who are delighted with the prospect of this new heritage area. Its existence will provide an umbrella under which so many separate sites can unite their sometimes seemingly disparate stories. It will provide a unifying way to present a powerful and important narrative that too many people just do not know."

"Community support – the local support from towns and counties that are within the heritage area would have a direct impact on its success or failure."

THE STUDY TEAM AND STUDY PROCESS

An interdisciplinary team of NPS staff was assembled to conduct this study. In September 2008, members of the study team met in North Carolina to discuss the study process, confirm the preliminary historical context of the Southern Campaign, and develop the interpretive themes. Since 2008, the study team has worked closely with government officials from South Carolina and North Carolina; together, the team

engaged with over 200 citizens in the two states through extensive public engagement. In September 2009, members of the study team traveled to Washington, D.C., to brief Representative John Spratt and members of the North Carolina congressional delegation on the preliminary findings of the study.

This study has been prepared according to the NPS interim *National Heritage Area Feasibility Study Guidelines*. These guidelines provide a step-by-step process to evaluate the suitability and feasibility for designating an area as a national heritage area according to 10 criteria (see chapter 4). These criteria were used to evaluate the area's heritage resources, determine if opportunities exist to conserve and better understand those resources, and determine if there is public support and commitment to manage the potential heritage area. This evaluation can be found in chapter 5 of this document. The NPS study process to evaluate the criteria includes eight major steps, which are summarized in table 1.

INVOLVING THE PUBLIC

Open public engagement was fundamental to every step of this feasibility study process. The reason for such an integrated public involvement approach is that ultimately a future national heritage area designation requires strong support and active participation from local citizens. Without this public engagement process, it would have been more difficult to assess the potential for success of a national heritage area for the Southern Campaign in the Carolinas.

The public involvement process for the NHA study began with distribution of a newsletter in the fall of 2008 that announced the beginning of the study, explained the study process, shared the draft interpretive themes, and solicited public input on the potential national heritage area.

The National Park Service, with the assistance of state and local partners, coordinated a series of 12 public meetings in

North Carolina and South Carolina in February 2009. Two meetings were held in the afternoon and evening at each of the following locations:

- Morganton, NC
- Greensboro, NC
- Camden, SC
- Spartanburg, SC
- New Bern, SC
- Charleston, SC

Over 200 people attended these 12 meetings. Members of the public provided the study team with valuable information regarding the history of the Southern Campaign, recommendations to expand the study area and the historical context, suggestions for the preservation of sites not currently managed or protected, and suggestions for potential partnerships.

In September 2009, a second public newsletter was distributed to solicit expressions of interest from individuals and groups interested in serving as a coordinating/management entity should the national heritage area be established. Three groups, the Culture & Heritage Museums of York County, the Guilford Battleground Company, and the Trading Path Association, submitted proposals for selection in this capacity. Please see appendix D for these proposals and the study team's evaluation of the proposals.

COMPLIANCE WITH THE NATIONAL ENVIRONMENTAL POLICY ACT

This study complies with the National Environmental Policy Act of 1969, as amended (NEPA), which mandates all federal agencies to analyze the impacts of major federal actions that have a significant effect on the environment. The NPS guidance for addressing this act is set forth in NPS Director's Order 12: *Conservation Planning, Environmental Impact Analysis, and Decision-making*, which outlines several

options for meeting the requirements of the act, depending on the severity of the environmental impacts of the alternatives.

A “categorical exclusion for which no formal documentation is necessary” was selected as the most appropriate NEPA pathway for this feasibility study. The study is excluded from requiring an environmental assessment, because it matches one of the categories that under normal circumstances has no potential for impacts to the human environment. The categorical exclusion was selected because such exclusions include the following:

Legislative proposals of an administrative or technical nature—for example, changes in authorizations for appropriations; minor boundary changes and land transactions; proposals that would have primarily economic, social, individual, or institutional effects; and comments and reports on referrals of legislative proposals (DO-12 Handbook, NPS 2005).

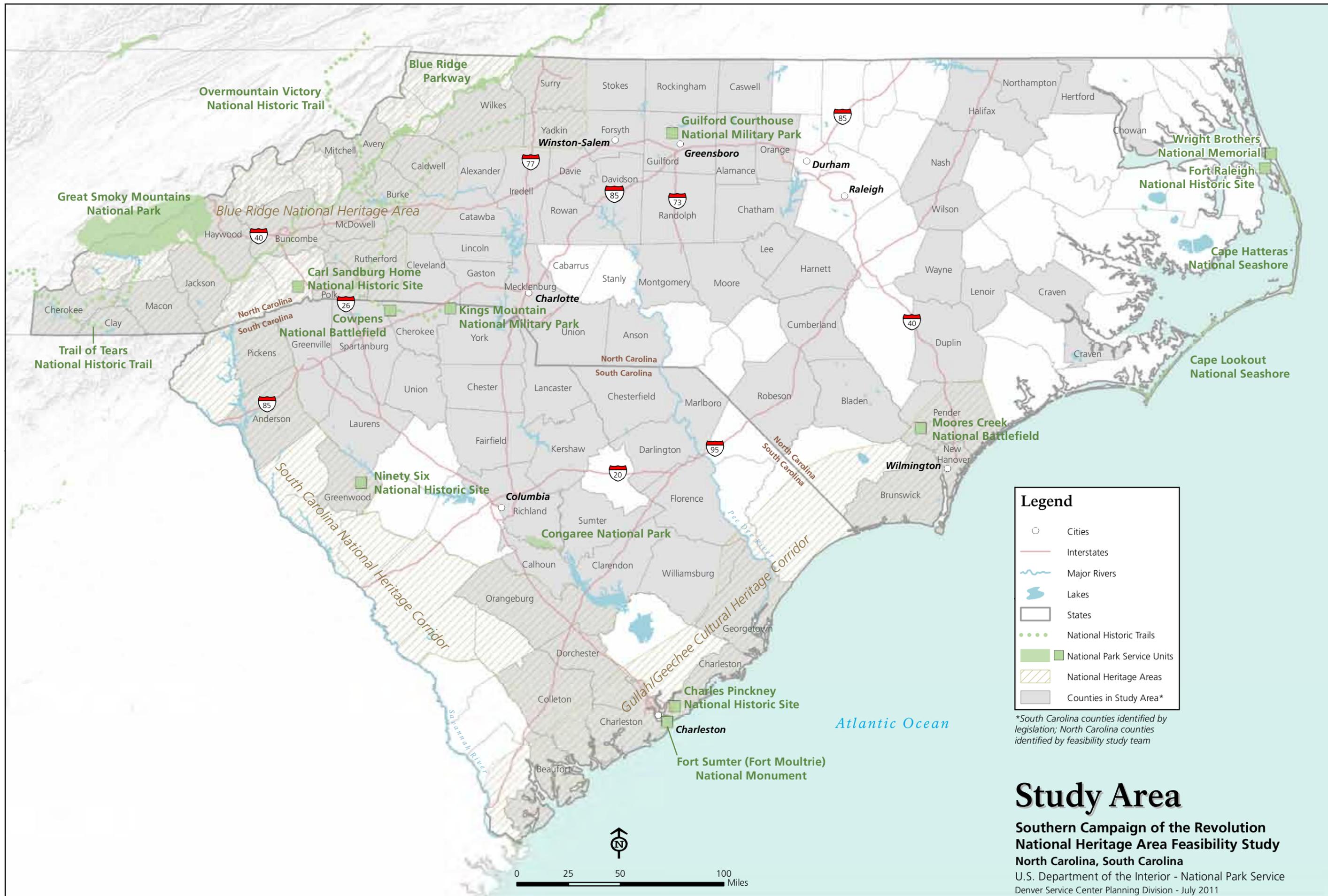
The study matches this categorical exclusion, because it was directed by Congress to determine if the study area described above in South Carolina and North Carolina meets the suitability and feasibility requirement for designation as a national heritage area. In essence, the study is a report on a legislative proposal. If Congress decides to designate the Southern Campaign of the Revolution National Heritage Area, then a comprehensive management plan would be developed for the area. Further, if a national heritage area is designated, the effects would be primarily economic in nature. Depending on the types

of projects, programs, and other actions proposed in the comprehensive plan, an environmental assessment could be necessary at that time.

The categorical exclusion selected for this study requires no formal documentation; however, the study still contains several key NEPA components. Principally, the study relied heavily on public input to support its findings—the result of a comprehensive public involvement strategy. These outreach efforts gauged local support for the potential designation and helped to identify options for a proposed local coordinating entity. The study also evaluates different management alternatives for the potential national heritage area, as well as a “no-action” alternative that looks at the effects of no formal designation. The study also provides a description of the region’s environment, including the natural environment, socioeconomic conditions, and historic resources—which would provide the basis for an environmental assessment if one were deemed necessary for a future national heritage area management plan.

THE NEXT STEPS

Upon review of public comments on this draft feasibility study, the study will be finalized and then forwarded to the Secretary of the Interior. Based on the study findings, the secretary will then make a recommendation to Congress. Should the secretary recommend designation of a Southern Campaign of the Revolution National Heritage Area, then congressional legislation authorizing the national heritage area would be required.

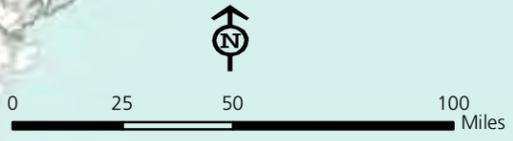


Legend

- Cities
- Interstates
- ~ Major Rivers
- ☪ Lakes
- ▭ States
- ⋯ National Historic Trails
- National Park Service Units
- ▨ National Heritage Areas
- ▭ Counties in Study Area*

*South Carolina counties identified by legislation; North Carolina counties identified by feasibility study team

Study Area
Southern Campaign of the Revolution
National Heritage Area Feasibility Study
North Carolina, South Carolina
 U.S. Department of the Interior - National Park Service
 Denver Service Center Planning Division - July 2011



BACK OF 11 X 17 MAP/FIGURE

(TO BE REMOVED)

Table 1. Study Process Used to Assess Southern Campaign of the Revolution

Step 1	Define the study area to identify natural, cultural, and/or political limits that best encompass important resources related to the history of the region and potential themes that may be identified.
Step 2	Develop and implement a public involvement strategy to promote public understanding of the study; to maximize public participation and public contributions to the study process; and to assess public support for designation and local capacity and commitment to undertake heritage programs.
Step 3	Determine if Southern Campaign of the Revolution contributes in substantial ways to our country's national heritage, and if so, determine if themes exist that would connect the various heritage resources to help the public understand, appreciate, and celebrate the region's importance.
Step 4	Inventory natural and cultural resources to determine if Southern Campaign of the Revolution is a nationally distinctive landscape; if the resources are important to and retain integrity for the identified themes; and if there are outstanding opportunities for conservation, recreation, and education.
Step 5	Evaluate alternative ways to manage the potential national heritage area and the effects of not designating the area as a national heritage area. The purpose of this evaluation is to identify the most feasible management approach and examine the effects of the status quo.
Step 6	Delineate the boundary of the potential national heritage area. This step is based on an evaluation of the study area to determine if all or part of it should be included in the proposal.
Step 7	Determine the administrative and financial feasibility of managing the potential national heritage area. This is an evaluation of the preferred management alternative described in step 5, and includes evaluation of a conceptual financial plan for the proposed coordinating entity of the national heritage area.
Step 8	Evaluate public support for designation and local commitments to partnerships on heritage projects and programs. The level of support and commitment is important to determine the capacity of local citizens to undertake the responsibilities of a future national heritage area.
Step 9	Submit findings and recommendations to Congress.

CHAPTER TWO: STUDY AREA HISTORY AND DESCRIPTION

A NOTE ON TERMS

The political and military terminology for the combatants in the Southern Campaign is complex. Many of the key terms associated with this conflict are defined here.

Continental Army – refers to the regular army of the newly formed United States, which was authorized by a Continental Congress resolution on June 14, 1775. While the Continental Army had a rocky beginning, it evolved over the course of the war to become an effective fighting force, equal to the best regiments of the British Army.

Loyalist – refers to Americans who favored, or fought to maintain the colonies as part of the British Empire. They are also referred to as Tories, due to the affiliation with Great Britain’s Tory Party, the political party closely aligned with the interests of the British Crown. Thousands of Loyalists served in militia units or in provincial regiments recruited to support the British cause. Provincial troops served full-time, unlike those in militia units. Many of the Provincial units were first-rate, equal to some of the finest regiments in the regular British Army.

Comments from the public:

“...the real treasure is the many stories of the individual’s morality, immorality, heroism, humor, high principles, toughness, romance, and teamwork that cut across race, social class, and gender. It is a grand morality play—David vs. Goliath with hundreds of subplots—a story for the ages in which free blacks, Huguenots, Indians, slaves, English, tri-racial, women, aristocrats, small farmers, and back woodsmen worked together.”

Militia – refers to soldiers raised by the states for short durations. Oftentimes, the militia were called out to supplement Continental forces, particularly if a major battle appeared likely. While militia performance was uneven throughout the war, many militia units were vital to American success in the Carolinas. Loyalist troops also fought in militia units, called into service to support the regular British Army in the field.

Patriot – used to refer to Americans who favored, or fought for independence from Great Britain. They are also referred to as Whigs, due to their affiliation with Great Britain’s Whig Party, the party that was aligned with Parliament and more sympathetic with the American cause. Undoubtedly, Loyalists considered themselves patriots as well. The outcome of the war ultimately determined who could lay claim to the title.

Partisan – refers to irregular fighters on both sides of the conflict who were neither soldiers in the regiments of the British or Continental armies or militia. Partisan fighters could be accurately described as guerillas.

Regulars – refers to soldiers in regiments of the British Army or in the Continental Army. Regulars generally enlisted for longer terms, had standardized equipment, uniforms, lines of organization and command, and generally were subject to much harsher discipline.

Regulators – refers to North Carolina backcountry residents who took up arms in protest of what they perceived as excessive taxation and eastern dominance of the legislature. Ironically, many of the Regulators later fought for the Crown in the Revolution.

THE AMERICAN REVOLUTION IN THE CAROLINAS

The Carolinas' journey to independence followed many roads between 1775 and 1783, but most of them had these qualities in common—they were long, winding, and bloody.

Many of the events of the Revolution in the South mirrored those in the rest of the new United States, but some had their own unique Southern edge. The war in the Carolinas helped alter the course of the war for independence while reflecting most of the complexity, contradictions, and achievements that defined one of the most momentous events in history.

Prologue

Victory in the French and Indian War. In 1763, Great Britain and its American colonies stood nearly at the pinnacle of much of the western world. They had defeated France, the most powerful nation in Europe in the Seven Years' War, one of the most devastating wars of the 18th century, a war fought on three continents.¹ Together, the British and Americans had raked the table in a high-stakes game for control of North America. The 1763 Treaty of Paris reduced France's American empire, which once consisted of most of the known continent, to a few insignificant islands in the Caribbean and Gulf of St. Laurence. If a prescient observer had predicted that a dozen years later, the colonies and Britain would be at war, most citizens on either side of the Atlantic would likely have written him off as a crank.

Fissures in Empire. In fact, it was this overwhelming victory itself that set the stage for revolution. The scale of the British and American victory carried with it a staggering price. The Crown chose to compound its budgetary difficulties by maintaining the British Army's wartime strength. There was certainly substantial justification for

deploying a large army in the colonies. The waning days of the French and Indian War witnessed bloody conflicts with Native Americans along the frontier. The tribes of the Ohio Valley in the north and the Cherokees in the Carolinas launched fierce attacks against British garrisons and backcountry settlements. Furthermore, the troops were needed to enforce the Proclamation of 1763, intended to quell future clashes with Native Americans by forbidding American expansion west of the Appalachian ridge.

Large garrisons of troops made perfect political and military sense in the context of the bloody frontier war. The cost of keeping such a large standing army in the field in North America made far less fiscal sense and was quite beyond what the citizens of Britain could bear. Many British Tories felt that the colonies should bear the cost of the detachments in North America; they were the ones who benefitted from their protection, after all. The colonial perspective was quite different. Backcountry settlers and land speculators alike saw the proclamation and the troops that enforced it as impediments that frustrated Americans' ambitions for lands in the west. They were highly motivated not to finance a strategy utterly contrary to their interests. Many Americans also felt that their contributions to British victory had been overlooked. Why should they be compelled to cover so much of the cost of a war they had helped win? The sense that the colonies were being treated as an imperial cash cow and the colonists themselves as second-class citizens led more and more Americans to question their future in the British Empire.

The Regulators and Tensions on the Frontier—Class Struggle, Land Speculation, and Squatters. Following the Cherokee War of 1759–1761 in western South Carolina, bands of outlaws and runaway slaves began making life difficult

¹This war became known in North America as the French and Indian War.

for settlers outside the coastal parishes in the area known as the backcountry. These settlers had long-standing grievances with the royal government of South Carolina because they had no representation in the government, no courts, and no officials to administer the law. Forced to take matters into their own hands, the backcountry settlers formed vigilante militia companies known as Regulators who tracked down and punished bandits and outlaws and gradually restored order to the backcountry. The Regulators were drawn from the leading ranks of backcountry planters and they took advantage of their newly won authority to make their grievances known to the colonial government. As the Regulators grew more aggressive and more powerful, they became guilty of excessive violence, and an Anti-Regulator or “Moderator” movement sprang up in opposition. Many of the Moderators were also prosperous planters and merchants in the backcountry who sympathized with the settlers’ problems, but were alarmed at the increasingly violent tone of the Regulators. In early 1769, the colonial government took steps to address the problem, passing the Circuit Court Act of 1769, which created four judicial districts in the backcountry and established courts, jails, and sheriffs to administer them. The leaders of the Regulators and Moderators signed a truce in March 1769, and the crisis came to an end, but it dramatized not only the grievances that backcountry settlers had with the royal government, but also showed that this overlooked region could organize itself and defend itself in time of need. These lessons would be remembered a few short years later when leaders of the Regulator movement became leaders of the revolutionary forces in the South Carolina backcountry.

Meanwhile, the long-festering issue of taxation spread throughout the colonies. Four years before the Boston Tea Party, residents of North Carolina backcountry rebelled against the royal government, protesting eastern domination of the legislature and high taxes without

representation. When their grievances were ignored, backcountry “Regulators” took a more violent tack. Royal officials were attacked and driven out, the property of local royal supporters was destroyed, and armed forces of Regulators set themselves up as rival authorities to the royal government. North Carolina Royal Governor William Tryon called out the colonial militia to confront the Regulator forces and restore royal control in the western regions. Tryon’s militia routed the 2,000 Regulators who had gathered at Alamance Creek* for an audience with the governor. Some of the leaders of the Regulator movement were executed. The governor pardoned many of their followers.

[*Note: sites denoted with an asterisk are included in the study area and further described in chapter five.]

The Regulator movement was over, but the dispute over excessive use of royal power was not. Many former Regulators removed themselves from North Carolina and established new communities beyond the reach of royal officials on land leased from the Cherokees, west of the Blue Ridge on the Watauga River. Lord Dunmore, royal governor of Virginia, wrote that the settlement of North Carolina exiles “set a dangerous example to [the] people of America, of forming government distinct from and independent of his Majesty’s authority.” Contrary to strongly held opinions, the Watauga Association did not signal the first movement toward American independence. However, the new settlements and the Regulator movement that preceded it clearly illustrated the class and political divisions that would define much of the revolution in the Carolinas. While many of the former Regulators fought as Loyalists in the war that erupted in 1775, many of the South Carolina Regulators became leaders of the Whig or Independence party in that same revolution.

War Breaks Out: 1775–1776

Armed combat between the Independence party, or Whigs, and the Loyalist party, or Tories, erupted in the Carolinas in the fall of 1775 at Ninety Six in the South Carolina backcountry. The site was so named because of the approximate distance from there to the lower Cherokee town of Keowee, deep in the frontier near the North Carolina line (near the present city of Clemson). Tory militia attacked and besieged their Whig counterparts, but reinforcements from South Carolina and North Carolina routed the Loyalists and drove them into Cherokee territory in the west. Whig militia units conducted campaigns in the west throughout the winter of 1775–76, capturing several Tory leaders and temporarily pacifying the backcountry. This campaign would subsequently be remembered as the “Snow Campaign” because of the dramatic winter weather that descended on the area as the conflict raged in the backcountry.

In February 1776, a large force of Tory militia comprised of Scottish Highlanders and ex-Regulators marched toward the North Carolina coast. They hoped to rendezvous with British forces at Wilmington and secure arms and supplies to conduct their own campaign against American Whig forces. The force of 1,500 men attempted a crossing of Moores Creek* against a smaller, but better armed, Whig force of 900 men. The Highlanders, who were armed with broadswords instead of firearms, hoped to augment their arsenal with British weapons. They launched an attack with classic Celtic élan but their charge was a hopeless effort against a strong position defended by Patriots armed with muskets and cannon. The attack was a disaster. The Whigs suffered two wounded; the Highlander/Tory force was essentially destroyed. At least 30 men were killed, dozens more wounded and over 800 were captured.

A series of Whig successes against Loyalist forces in North Carolina followed the overwhelming victory at Moores Creek. These actions effectively neutralized Loyalist

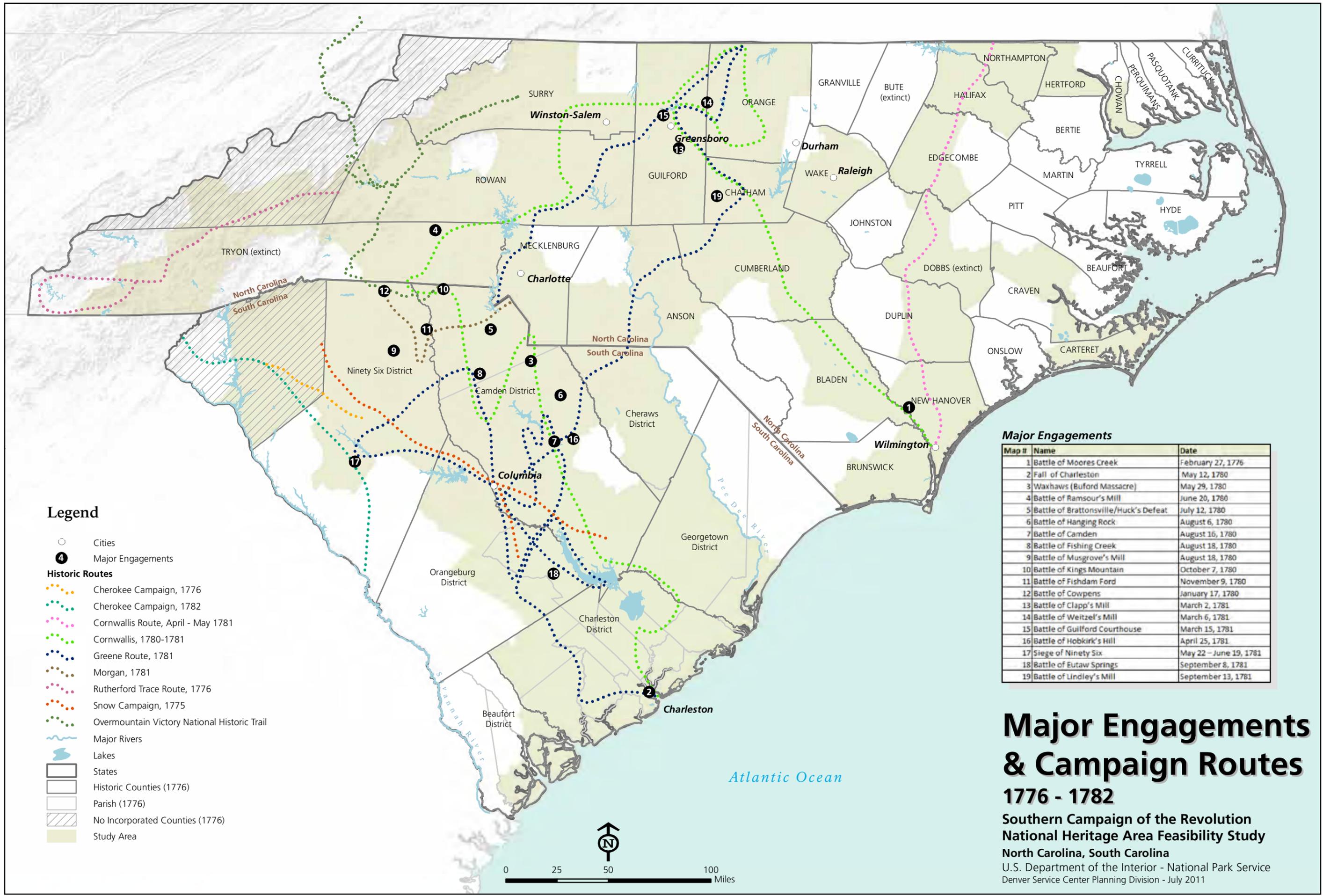
militia movements in North Carolina by late 1776.

Native Americans. The collision course toward war in the Carolinas also affected and in turn was influenced by the Native American populations in the region, particularly the Cherokee and Catawba tribes. The Cherokees of western North Carolina in the mid-18th century were part of a mighty nation, with a population of 36,000 controlling more than 140,000 miles of the southeast. That population was reduced to roughly 7,000 by the 1770s as native peoples felt the full impact of European settlers and ceded their lands through a series of treaties. By 1770, settlers, such as those that comprised the Watauga Association, were moving onto lands designated by treaty as Indian. In 1775, the Treaty of Sycamore Shoals opened up much of present-day Kentucky to white settlement. Signed by a group of North Carolina land speculators and a group of the elder Overhill Cherokees, the agreement was seen as a betrayal by younger members of the tribe. Dragging Canoe, one of the headmen of the Lower Cherokees and the son of Attakullakulla, reportedly remarked, “You have bought a fair land, but there is a cloud hanging over it; you will find its settlement dark and bloody.” Demands for further land cessions soon followed. In numerous cases, whites simply ignored the Proclamation Line of 1763 and settled directly on native lands. With the collapse of Royal Authority in 1775–1776, the incursions became more blatant and frequent.

Comments from the public:

“The story of the Patriot militia invasion of the Cherokee homeland in 1776 makes the Patriot’s indignation at Maj. Patrick Ferguson’s threat to invade the Watauga Valley a bit too ironic, some would say.”

Fighting to protect their society, Cherokee warriors elected to ignore the overwhelming odds against them, and allied themselves



Major Engagements

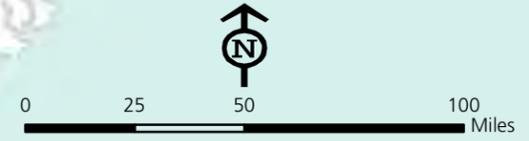
Map #	Name	Date
1	Battle of Moores Creek	February 27, 1776
2	Fall of Charleston	May 12, 1780
3	Waxhaws (Buford Massacre)	May 29, 1780
4	Battle of Ramsour's Mill	June 20, 1780
5	Battle of Brattonville/Huck's Defeat	July 12, 1780
6	Battle of Hanging Rock	August 6, 1780
7	Battle of Camden	August 16, 1780
8	Battle of Fishing Creek	August 18, 1780
9	Battle of Musgrove's Mill	August 18, 1780
10	Battle of Kings Mountain	October 7, 1780
11	Battle of Fishdam Ford	November 9, 1780
12	Battle of Cowpens	January 17, 1781
13	Battle of Clapp's Mill	March 2, 1781
14	Battle of Weitzel's Mill	March 6, 1781
15	Battle of Guilford Courthouse	March 15, 1781
16	Battle of Hobkirk's Hill	April 25, 1781
17	Siege of Ninety Six	May 22 - June 19, 1781
18	Battle of Eutaw Springs	September 8, 1781
19	Battle of Lindley's Mill	September 13, 1781

Major Engagements & Campaign Routes 1776 - 1782

**Southern Campaign of the Revolution
National Heritage Area Feasibility Study
North Carolina, South Carolina**
U.S. Department of the Interior - National Park Service
Denver Service Center Planning Division - July 2011

Legend

- Cities
- ④ Major Engagements
- Historic Routes**
- Cherokee Campaign, 1776
- Cherokee Campaign, 1782
- Cornwallis Route, April - May 1781
- Cornwallis, 1780-1781
- Greene Route, 1781
- Morgan, 1781
- Rutherford Trace Route, 1776
- Snow Campaign, 1775
- Overmountain Victory National Historic Trail
- Major Rivers
- Lakes
- States
- Historic Counties (1776)
- Parish (1776)
- No Incorporated Counties (1776)
- Study Area



Back of Map

with the British, trading partners with whom they had served during the French and Indian War (although they later fought against them during the 1760–1761 Cherokee War in South Carolina). In May 1776, tribal councils discussed declaring war on settlers. In June 1776, just as British forces were attacking Charleston, Cherokee warriors began raiding settlements along the northwestern frontier of South Carolina, killing some settlers and capturing others. The settlers believed that the Indians were acting in conjunction with the British, although in reality the British Indian agents had urged the Cherokees not to rise up and make matters more difficult for the forces of the Crown. In response, the South Carolina Provincial Congress called out the backcountry militia and state troops to mount a punitive expedition against the Cherokees. Plans were made for the South Carolina troops to advance through the lower Cherokee towns and then join forces with militia from North Carolina and Virginia to raid the middle and valley towns.

In July 1776, the South Carolina militia began mobilizing under Colonel Andrew Williamson, a former Regulator and the commander of the Fort Ninety Six garrison* when Tory forces attacked it the previous November. In mid-July Williamson's task force of about 1,800 South Carolina militiamen, several detachments of state troops, and a company of Catawba Indian scouts set out on a march through Cherokee territory. Their goal was to destroy the Indians' crops and towns and weaken their resolve to make war. Over the course of the next month, Williamson's expedition fought several pitched battles with the Cherokees. These included: the Battle of Twelve Mile Creek or Seneca Old Town in Pickens County (near the present site of Clemson University); the "Ring Fight" in Oconee County, where militia under Captain Andrew Pickens held off a much larger body of Indian warriors; and the Battle of the Black Hole, where some 1,000 Cherokees attacked Williamson's force and were

repulsed in the mountains of Macon County, North Carolina.

Meanwhile, in North Carolina, bands of Cherokee warriors had attacked settlements along the North Carolina frontier in mid-July 1776, killing upwards of 30 settlers. North Carolinians were quick to retaliate. Frontier settlers wanted revenge, and an army of nearly 3,000 men from western North Carolina, led by Brig. Gen. Griffith Rutherford of the Salisbury District militia, soon organized. By September, his army was on the march. For the next several weeks they laid waste to the middle and valley towns of the North Carolina Cherokees, burning villages and crops. Little fighting took place, as the Cherokees simply fled into the mountains, having had advance warning and intelligence of American designs.

On September 23, Williamson's South Carolina militia rendezvoused with Rutherford's North Carolina militia at Hiwassee River, and for the next two weeks the combined forces completely laid waste to the Cherokee middle towns. Although few large battles were fought with the Indians, the damage was done, and the Williamson and Rutherford expeditions severely curtailed the political and social power of the Cherokees in the Carolinas, which in essence, aided the rise to prominence of the Overhill Cherokees in Tennessee. The Lower, Middle, and Valley Cherokee people never completely recovered from the campaign of the summer and fall of 1776.

The Catawba Indians, who lived along the river named for them, also had been allies of the British during the French and Indian War. During the Revolution, however, they opted to join rebel Americans in the war against the British. The numbers of the Catawbas had been reduced to an even greater degree than had those of the Cherokees, so they had very little influence on the eventual outcome of the war. However, their alliance with the victorious Americans paid one important dividend. Unlike the Cherokees, they retained a

foothold on their former land in the Carolinas.

African Americans. African Americans, observing American revolutionary fervor in the lead-up to war, may well have pondered whether American rebels were attempting to be ironic. While the colonies agitated against British tyranny, Americans held tens of thousands of Africans and African Americans in forced servitude. Black slaves made up a substantial proportion of the colonial workforce, in the North as well as in the South. Nearly one-quarter of the population in the Carolinas were African American. A small number of these people were free, but the vast majority were slaves. After the outbreak of war, both British and American leaders recognized America's African American population as an important factor that could influence victory for either side.

In 1775, British authorities issued a proclamation promising freedom to "Negroes...willing and able to bear arms" who enlisted in the British Army or Loyalist forces. Royal Governor Dunmore raised the "Royal Regiment of Ethiopians" for service against American forces in North Carolina. The fact that Dunmore reportedly sold his black troops back into slavery in the West Indies after the failure of his campaigns did not allay American fears that British efforts would inspire a general slave uprising. This, combined with suspected British agitation among the Indians, painted a nightmare scenario for American Whigs. They suspected that the British intended to "let loose Indians on our frontiers and raise the negroes against us...men, women, and children [lost] in one universal massacre." James Madison succinctly expressed the fundamental truth of the situation. "By revolting to [the British] they should be rewarded [with] their freedom." Americans in the Carolinas watched in dismay as black slaves fled to the British lines by the hundreds. In response, American military authorities promised freedom to any blacks willing to enlist for service. Hundreds of free blacks and slaves turned out to enlist in the

Continental Army and state regiments, and to serve in militia units. Many of these units were integrated; blacks served side by side with whites. Most African Americans who could document their service to the United States did earn their freedom. The army that these men knew provided a standard of liberty that in one regard would not be enjoyed again in the United States for nearly 200 years, when American military forces finally were officially integrated.

In April 1776, North Carolina took the first official step of any of the 13 colonies in calling for independence from Great Britain. On April 12, 1776, the state authorized its delegates to the Continental Congress to vote for independence. The 83 delegates present in Halifax at the Fourth Provincial Congress unanimously adopted the Halifax Resolves.²

Even before the passage of the resolves, the royal government at New Bern* had been driven out and replaced with a Whig government dedicated to independence. New Bern developed into one of the most important privateer bases in the South. Privateers operating from New Bern preyed with abandon on British vessels laden with goods from Britain's lucrative sugar islands in the Caribbean.

The last major British offensive in the Carolinas featured a large-scale amphibious

² It appears that... the King and Parliament of Great Britain have usurped a Power over the Persons and Properties of the People... and disregarding their humble Petitions for Peace, Liberty and safety... British Fleets and Armies have been and still are daily employed in destroying the People and committing the most horrid devastations on the Country...[and] that the Ships belonging to America are declared prizes of War and many of them have been violently seized and confiscated...

And whereas the... sincere desire to be reconciled to the mother Country on Constitutional Principles, have procured no mitigation of the aforesaid Wrongs and usurpations...Your Committee are of Opinion that the house should enter into the following Resolve to wit...Resolved that the delegates for this Colony in the Continental Congress be empowered to concur with the delegates of the other Colonies in declaring Independency, and forming foreign Alliances, reserving to this Colony the Sole, and Exclusive right of forming a Constitution and Laws for this Colony....

assault against Charles Town,* the capital of South Carolina and the largest port in the South. A large Royal Navy fleet of warships and troop transports moved against Fort Sullivan, the fortification guarding the entrance to Charles Town harbor. British naval bombardment was ineffective against the Fort Sullivan palmetto log battlements. The fort's batteries on the other hand mauled the attacking vessels, damaging several and forcing the crew of one to burn their ship to prevent its capture by the Americans. Rising tides foiled an attempted land side infantry attack on the fort. After several frustrating days and with 200 dead and wounded, the British fleet sailed off in defeat.

The failures to take Charles Town effectively marked the end of the first phase of the Southern Campaign of the American Revolution. Whig and Loyalist militia units launched a few raids and counter raids over the next several months, but they accomplished little other than fanning the desire on both sides to settle bloody scores. For the next two years, the majority of Whig and Tory Americans in the Carolinas maintained an uneasy peace. Whig forces dominated both politically and militarily. The cowed Tory population was subdued, but the deep political and class antagonisms that animated the conflict between Whig and Tory Americans still smoldered beneath the surface. All that was needed was a gust of wind to blow them back to life.

By 1778, many British had likely concluded that the war in America had become a Sisyphean task. After three years of fighting, British forces had won several substantial victories, dominated the seas, occupied several of the largest cities in the colonies, and cowed neutral Americans and lukewarm American rebels into submission in a number of areas. British troops and thousands of their German mercenaries controlled substantial amounts of American territory. They held the edge in alliances with Native American tribes. The Americans themselves were deeply divided on the question of independence. Only a minority

supported the revolution, and thousands of loyal Americans had taken up arms in support of the Crown. And yet, with the deck seemingly stacked in the empire's favor, a British victory seemed as far away as ever. Worse, a British defeat, once unthinkable, loomed as an increasingly likely outcome. A number of factors contributed to this extraordinary state of affairs.

To begin with, the Continental Army, far from being weakened after three years of combat and deprivation, was stronger than ever after a harsh apprenticeship in the art and science of war. The army had evolved from a rag-tag collection of amateurs into a first-rate force nearly equal to any of Britain's finest. Whig militia continued to serve as an ongoing nuisance to occupying British and Hessian units, a scourge to Americans who wavered in support of the rebel cause, and often a valuable subordinate in pitched battles between the Continental line and British regiments. America's tiny navy, supported by scores of privateers sailing under letters of marque issued by the Continental Congress, increasingly made life miserable for British merchantmen.

France had provided support for the American war effort since 1776, motivated in part by popular support of American ideals, but also by a desire to avenge the humiliations of 1763 and the Treaty of Paris. The American victory at Saratoga in October 1777 demonstrated America's potential for a successful revolution and accelerated the momentum toward a true military alliance. On March 18, 1778, France formally declared war against Great Britain and briefly contemplated invading Great Britain with 40,000 troops. Whig opponents to the war gained strength in Parliament, seeking an end to a war that drained blood and treasure, yielded no lasting gains, and now raised the specter of a catastrophic defeat.

The war was a stalemate and time was not on the side of the empire. Something had to be done.

The “Southern Strategy.” British strategy focused on temporarily turning its attention away from the deadlocked war in the northern and middle states and resuming large-scale operations in the South. Loyal Americans had informed British authorities that substantial numbers of Loyalists in Georgia and the Carolinas chafed under rebel control. The British were urged to renew the offensive in the southern states. Victory in the South would enable them to push American forces farther north and break the impasse in the stubborn rebellion. Victory might be close, after all.

At first, it appeared that reports of a slumbering Loyalist majority might be true. When the British took Savannah in December 1778, they not only captured an important southern city, they also received the service of 20 new militia companies recruited from the local population. British forces, supported by eager and capable Loyalist provincial and militia companies, began campaigning in South Carolina. In May 1780, the American cause suffered a disastrous defeat. The British captured Charles Town, South Carolina, and virtually the entire southern Continental Army. Charles Town provided a solid base from which the British could begin their offensive to retake the Carolinas.

This offensive began with an effort by Lieutenant Colonel Banastre Tarleton and his British Legion to run down and eliminate remaining elements of the Continental Army. At Waxhaws,* South Carolina, Tarleton’s men ran to ground a force of Virginia Continentals under the command of Colonel Abraham Buford. Buford formed his men into a line of battle and Tarleton’s veteran cavalry charged. The Virginians got off one volley before the British Legion smashed into their line. British and American accounts of the subsequent events varied wildly. The Americans claimed that Tarleton’s men attacked and slaughtered helpless men who tried to surrender. Tarleton blamed the event on conditions that might illustrate the expression “fog of war.” Whatever the specific circumstances,

atrocities were committed. At least 100 Virginians of Buford’s command were killed and the term “Tarleton’s Quarter” became a rallying cry that mustered hundreds of Carolinians into service. The dashing Tarleton earned his nickname “Bloody Ban” and a reputation for brutality in which he actually seemed to revel.

Comments from the public:

“Francis Marion’s operations constitute a ‘Forgotten Front’ in the American Revolution and the Southern Campaigns.”

American vs. American. As the Regulator movement vividly illustrated, Americans were not united on the subject of the Crown’s authority, the cause for independence, or many other issues. Only a minority of Americans enthusiastically supported independence. A nearly equal number opposed it just as vehemently. In the middle were thousands of moderates whose allegiances drifted between these two extremes. Motivated by community, family, or clan allegiances; economic considerations; or fears of retaliation for choosing the wrong side, these Americans waxed and waned in their support, depending upon the tides and fortunes of war.

As the Southern Campaign heated up in the summer of 1780, British victories promised relief to southern Loyalist factions who had been cowed by their Whig counterparts. The pent-up passions and resentments that lingered since the Patriot victories in the initial stage of the war flared to life, and Tory forces took their revenge with relish. Whig forces retaliated and soon the Carolinas became the theater of a savage civil war. Shortly after General Nathanael Greene assumed command, he offered a grim assessment of the conflict between Americans in the Carolinas: “The Whigs and Tories pursue one another with the most relentless fury, killing and destroying each other wherever they meet. Indeed, a great part of this country is already laid waste and

is in the utmost danger of becoming a desert.”

Partisan Warfare – Sumter, Marion, and Pickens. With the fall of Charles Town and the virtual destruction of the southern Continental Army, South Carolina’s defense was left in the hands of militia units and partisan bands that organized to harass and slow the British advance. Thomas Sumter had commanded a regiment of South Carolina Continentals in the Battle of Sullivan’s Island* and the Cherokee Campaign* of 1776 and continued in service throughout the first phase of combat in the Carolinas, before resigning his colonel’s commission in 1778. After the disaster at Charles Town, Sumter returned to action, forming the first militia units to counter the British conquest of South Carolina. Sumter mustered hundreds of militiamen in his brigade and led them in numerous engagements over the next 18 months. American fortunes took a small but significant turn for the better on July 12, 1780, when Sumter’s backcountry militia surprised and obliterated a small detachment of British Provincials and Tory militia commanded by one of Tarleton’s British Legion cavalry officers, Captain Christian Huck. The Battle of Williamson’s Plantation,* or “Huck’s Defeat” as it is better known, signaled to the backcountry Patriots that the war was not lost yet, and that the Whig militia could attack and defeat British Regulars.

Sumter’s troops won a second major victory at the Battle of Hanging Rock* in August 1780, where they single-handedly destroyed an entire British Provincial regiment, but only a few weeks later they in turn were surprised and defeated by Tarleton’s British Legion at Fishing Creek on the Catawba River. Nonetheless, Sumter’s men soon reorganized and returned to the field, and throughout the fall and winter of 1780 they prevented the British from consolidating their control of the South Carolina backcountry.

Later that month, backcountry militia from both Carolinas and Georgia attacked a combined force of British Regulars and Loyalist militia at Musgrove’s Mill,* South Carolina. The British force suffered nearly 50% casualties in an engagement that had the brutal winner-take-all character that increasingly marked the de facto civil war between Americans in the Carolinas. Meanwhile, in an attempt to slow the British juggernaut, the Continental Congress sent General Horatio Gates, credited with the American victory at Saratoga two years earlier, to take command of American forces in South Carolina. Gates moved his disorganized and poorly supplied army toward the main British stronghold at Camden* in the South Carolina backcountry. On August 16, Gates’ forces collided with the main British Army moving north from Camden under British General Charles, Lord Cornwallis. This clash 8 miles north of Camden* resulted in one of the most catastrophic American defeats of the entire war. Gates missed the outcome. Swept up in the retreat of the American militia, Gates and his staff retreated to Hillsborough in North Carolina.

With the Continental Army defeated and in disarray, Thomas Sumter’s militia forces continued their partisan war in the South Carolina backcountry, ambushing British supply convoys, attacking British outposts, and taking on (and usually defeating) detachments of British Regulars and Tory militia. In November 1780, Sumter’s men defeated “Bloody Ban” Tarleton and his dreaded British Legion at the Battle of Blackstock’s Plantation. Sumter, by then a brigadier general of militia, was severely wounded in the engagement and withdrew from service for several months.

Two months after Sumter took the field against the British, Francis Marion began organizing and arming a small force of men to fight as irregulars, later to be termed guerrillas. Marion and his men harassed and frustrated British columns with small surprise attacks, sabotaged British communication and supply lines, and

rescued American prisoners. After these attacks, Marion withdrew his men to swamp country that was nearly impossible for British troops to traverse. Banastre Tarleton complained that it was impossible to catch Marion, the “Swamp Fox.” Later in the war, Marion and American General Nathanael Greene joined forces. In 1781, they successfully fought at the Battle of Eutaw Springs* and forced the British retreat to North Carolina.

Andrew Pickens was a third partisan commander who contributed greatly to the American war effort. Pickens saw action early in the war at Ninety Six, in the Snow Campaign, and the Cherokee Campaign. He returned to action in 1779 and was captured and paroled after the fall of Charleston. When the British violated the terms of his parole, Pickens returned to the American cause, leading his militia units with distinction at Cowpens,* Augusta, Ninety Six, and Eutaw Springs.

Kings Mountain. Increased partisan and militia activity in the fall of 1780 motivated the British to organize a campaign to cow Americans in the backcountry. Major Patrick Ferguson, a dynamic and experienced British officer, was determined to neutralize the Patriot threat. Announcing his intention to lay waste to the Patriot backcountry, Ferguson led a force of 1,100 Loyalist militia into South Carolina. A force of 1,200 frontiersmen from northwestern South Carolina, western North Carolina, southwestern Virginia, and “Overmountain Men”* from eastern Tennessee mobilized quickly to counter Ferguson’s offensive. In October 1780, the Patriot militia trapped Ferguson’s Loyalists at Kings Mountain,* South Carolina. The Patriots annihilated the Loyalist force. Ferguson was killed, and nearly a third of his force was killed or wounded. The Patriots captured the remainder of the Loyalists, effectively destroying the militia support on which Cornwallis depended. This neutralized a crucial element of the British southern strategy. The victory at Kings Mountain also threatened General Cornwallis’s western

flank and forced the British commander to abandon Charlotte, North Carolina. It was the first of many adjustments to renewed American resolve that Cornwallis would make in the coming months. Although partisan fighting continued in the Carolinas for more than a year after Kings Mountain, Patriot militia victories in the field and intimidation on the home front began to cow Loyalist resistance.

General Henry Clinton, the British commander in chief, assessed the true significance of the defeat at Kings Mountain: “The instant I heard of Major Ferguson’s defeat, I foresaw the consequences likely to result from it. . . [it was] the first link in a chain of evils that ended in the total loss of America.”

The Turning of the Tide

In December 1780, General George Washington sent one of his most trusted commanders, Nathanael Greene, to North Carolina to reconstruct American efforts in the South. Greene, a Quaker who turned his back on his pacifist teachings to commit to the American cause, had entered the war as a private; however, in a remarkably short time he rose to the rank of general. His service as quartermaster for Washington’s army had schooled him in the importance of logistics, which served him well for the campaign that faced him. He reorganized the Southern Continental Army and quickly devised a strategy to take the momentum away from Cornwallis’s British and Loyalist forces.

In the wake of the disaster at Kings Mountain, Greene placed command of a wing of the Continental Army, supported by a large militia force, under the command of General Daniel Morgan, a hardened combat veteran. Morgan’s forces assumed a position that threatened the British garrison at Ninety Six. Recognizing the magnitude of the threat that Morgan’s forces posed to his army’s left flank, Cornwallis laid plans to destroy Morgan’s “flying army” and assigned the task to Colonel Banastre Tarleton and his British Legion. Setbacks in combat against Whig militia and partisans had tarnished

Tarleton's reputation and he was eager to reassert his standing in the British command.

In response to Tarleton's threat, Morgan positioned his forces at the Cowpens* in the South Carolina backcountry. Morgan's skillful deployment enabled him to take full advantage of the abilities of the militia forces and Continental Regulars under his command. Morgan's militia units raked Tarleton's forces with rifle fire, then withdrew in order. This incited the British commander to launch an attack, hoping to spur what he mistakenly thought was the disintegration of the American force. Tarleton's forces slammed into a solid line of Continentals who blunted the British attack while American cavalry and reorganized militia attacked the British flanks. Morgan's double envelopment of Tarleton's forces routed the British in one of the most tactically exquisite and decisive engagements of the entire war. Tarleton's failure comprised a second link in the "chain of evils."

Following the victory, Greene and Morgan joined forces and marched north toward the Dan River. Cornwallis, enraged and frustrated, pursued the Americans, destroying wagons and surplus equipment to speed his army's pursuit. The dramatic six-week pursuit of the Southern Continental Army narrowly failed. Cornwallis exhausted his army in his determined chase of Greene and left his troops with few supplies or equipment in hostile country, with a dangerous and determined enemy awaiting him.

The Americans and British met finally in North Carolina in March 1781. General Greene deployed his rested and reinforced army at Guilford Courthouse,* giving Cornwallis the opportunity he had pursued obsessively for nearly two months. A day-long battle ensued. Relentless British advances against Greene's forces made progress against the American militia, but British troops paid a bitter price for their gains before reaching the main body of the Continental Army. Late in the day, an

intense clash between the British Guards and the Continental Army's First Maryland Regiment provided a grisly illustration of how far the Continental Army had come to match their British adversaries. These two elite regiments slashed at each other in savage bayonet fighting, neither willing to give way. Only the advance of British reinforcements prompted Greene to withdraw. Even as his army stubbornly disengaged, the Americans inflicted more losses on the advancing British. Cornwallis wrote to his superiors, "I never saw such fighting since God made me. The Americans fought like demons."

The British paid a ghastly price for the ground they won that day. Nearly 30% of Cornwallis's men were killed or wounded. His army was exhausted and demoralized. The news of Guilford Courthouse further disheartened British officials. Although a tactical victory, the battle at Guilford Courthouse was a link in the chain of evils that weighed down the British effort in the South. One shaken member of the House of Commons concluded that "Another such victory would ruin the British Army."

Despite, or perhaps because of, his bloody Pyrrhic victory at Guilford Courthouse, General Lord Cornwallis had, for the time being, had his fill of Americans in the Carolinas. His army was depleted and exhausted, his supply lines in tatters, and the entire British southern strategy was in disarray. Cornwallis decided to move north, first to Wilmington, North Carolina, to set up a base of operations where he could rest and refit his army and establish reliable lines of communication with the British high command. From there, he would invade Virginia to destroy rebel bases that were providing supplies and reinforcements to Continentals and militia forces in the Carolinas and possibly draw Greene's army in pursuit. Cornwallis relied heavily on the strength of four British outposts to guarantee royal control of South Carolina. These four powerful garrisons, at Camden, Ninety Six, Augusta, and Georgetown, made extremely inviting targets for Greene and his

veteran army. The American general chose not to waste time and energy chasing Cornwallis, as the British general had once pursued him. Instead, he focused his efforts on the real objective: restoring South Carolina to American control. These four British garrisons were the keys to Greene's strategy.

Over the next several months, from April to September 1781, Greene methodically advanced against the British strongholds in South Carolina. His first target was the British encampment at Camden.* Greene's army arrived in the vicinity on April 25, where he was attacked by forces under the command of Lieutenant Colonel Francis Lord Rawdon. Although Greene anticipated Rawdon's attack, a portion of his army was caught unprepared (some of the officers were washing their feet). Nonetheless, Greene successfully deployed his forces and nearly won the engagement. Even though Greene lost the battle, he secured a strategic victory. The British destroyed their defensive works and abandoned Camden. The first objective in the "War of Posts" was taken.

Greene's forces next advanced on the two fortifications at Ninety Six, an imposing star fort supported by a secondary stockade fort. These works were manned by American Loyalist forces who knew that they likely faced execution for their allegiance to the Crown. This knowledge fueled their resolve to withstand a siege and gamble that they could hold out until reinforcements arrived. Their stubborn defense frustrated the efforts of Greene's Continentals and militia commanded by Francis Marion and Andrew Pickens to breach the imposing works. American forces eventually took the stockade fort, but the superbly engineered star fort held firm.

While Greene maintained the siege, other American forces took the garrison at Augusta. After a 28-day siege—the longest of the Revolution—Greene withdrew from Ninety Six to avoid the advance of Lord Rawdon, his opponent at Camden. Despite

his withdrawal, Greene still achieved his objective. Rawdon relieved the defenders at Ninety Six, but almost immediately destroyed the star fort and evacuated the interior of South Carolina. Trailing his army were hundreds of dejected Loyalist refugees who followed Rawdon's troops to safety to the coast. Surely these Loyalist Americans realized that their efforts to keep America in the empire were beyond redemption. As if to underscore the disaster, Georgetown—the last of the four posts—was evacuated after withstanding repeated American attacks.

In conjunction with Greene's campaign against the four main military garrisons in South Carolina, partisan forces under Marion, Pickens, and Sumter pressed their "war of posts" against smaller British installations in the backcountry. The Americans knew that if they took these positions, British supply lines would be severely compromised. After capturing a number of outlying posts, Pickens and Marion attached their forces to Greene's army, while Sumter continued his campaign independently.

Greene fought his last major battle in September 1781 at Eutaw Springs, South Carolina. Greene's Continentals and British Regulars under the command of Colonel Alexander Stewart fought savagely in an all-day engagement that produced some of the highest casualty rates of the entire war. Greene withdrew from the field at the end of the day, leaving the British to count it as a tactical victory. Like the rest of Greene's campaign in the Carolinas, however, it was for the British a strategic defeat. The British Army withdrew, leaving 500 prisoners with the Americans. Stewart's troops returned to Charles Town, and never again took the field against the Americans.

While the Americans in the Continental Army and Patriot militias who campaigned in the Carolinas did not in themselves secure independence for the United States, their achievements were of incalculable worth. They staved off a catastrophic defeat that may well have spelled the end of American

hopes for victory in the Revolution. They turned the tide of battle in hundreds of pivotal battles, engagements, and nameless skirmishes that crushed British hopes for conquest in the South. They drove the largest British Army in the South to its

eventual entrapment at Yorktown, Virginia. They destroyed the ambitious British southern strategy. Their accomplishments paved the way for America's final victory in the war for independence.

CHAPTER THREE: HERITAGE THEMES

The stories of related historic, cultural, and natural resources are told or interpreted within the organizing framework of themes. Themes provide the connections that people can use to understand the importance of an area and its resources. In other words, themes represent or illustrate the broad ideas that unite collections of individual resources so that they can be seen within the context of the whole. Themes are the tools used to (1) develop a cohesive, central, relevant idea(s); (2) link a tangible resource to its intangible meaning(s) or a universal concept; and (3) connect historic, cultural, and natural resources to the larger ideas, meaning, and values of which they are a part. Themes are the building blocks—the core content—of an interpretive program, which is central to the national heritage area concept.

A good theme structure helps residents and visitors understand the region’s overall contributions to our national heritage. These elements may include natural and cultural resources; important events or decisions; and the roles of specific places, people, social movements, beliefs, folkways, and traditions. The themes for the potential Southern Campaign of the Revolution National Heritage Area were derived from an understanding of the Carolinas’ nationally significant contributions to our country’s heritage.

The unique stories of the people, places, and nationally significant events that the potential Southern Campaign of the Revolution National Heritage Area has to tell the rest of the nation are encompassed by the following four themes. These heritage themes are the key ideas through which significant resource values are conveyed to the public. Each theme may connect to a number of specific stories or subthemes.

Other themes may be developed or these themes may be modified in the future if the need arises.

Comments from the public:

“One of the most important issues is to raise awareness for the residents of South Carolina and North Carolina in the pivotal role these colonies/states played in the American Revolution.”

“More actions took place in South Carolina than the other 12 colonies combined. The Southern Campaign was won in the ‘Back Country’ and swamps of South Carolina.”

The four themes for the potential Southern Campaign of the Revolution National Heritage Area align with four of the eight themes in the “National Park Service Revised Thematic Framework.” This framework was used in placing the potential Southern Campaign of the Revolution National Heritage Area themes in their appropriate historical context, in order to better understand the contributions of the Carolinas to our country’s national heritage during a pivotal period in American history. The themes for the potential Southern Campaign of the Revolution National Heritage Area fit within the NPS thematic framework as described below.

Theme 1. The military events in the Carolinas substantially influenced the eventual American victory in the Revolution.

This theme highlights the national significance of the events that made up the Southern Campaign of the Revolution, the complexities of the military situation in the Carolinas, and

the intensity of combat in this theater of the war for independence.

A large number of important sites and resources illustrate events that had a particular influence on the direction of the war in the South. **Moore's Creek National Battlefield** in North Carolina protects and preserves the site where outnumbered Patriot forces defeated a Loyalist force and helped maintain Patriot control of the state. **Fort Moultrie** preserves the site where the American forces' defense of the Carolina coast prevented a British invasion in 1776, and where the fall of Charles Town in May 1780 opened the door to British forces to expand their Southern strategy into the Carolinas. **The Waxhaws** region on the border between North Carolina and South Carolina commemorates a crushing defeat of southern Continental troops by Lieutenant Colonel Banastre Tarleton's notorious British Legion. The propaganda value of the alleged massacre that followed this defeat helped galvanize American resolve during the darkest phase of the Southern Campaign. Following the slaughter at Waxhaws, Patriot militia and guerilla forces won decisive victories at **Brattonsville** and **Musgrove's Mill**.

Comments from the public:

"The important stories during that time were about the fighting between the loyalists and the patriots. The British were counting on the strength of the loyalist in the South, a base from which to subdue the patriots in the North. The battles of Kings Mountain and Cowpens and the patriot victories there caused loyalist support to falter and forced the British to abandon the South."

The **Battle of Camden** site protects the site of one of the most devastating defeats suffered by American forces during the Revolution. Like the Waxhaws, Camden illustrates the period when American fortunes in the South were at their nadir.

The American ability to rally from catastrophe is vividly illustrated at **Kings**

Mountain National Military Park, "first in the chain of evils" where Patriot militia destroyed the Loyalist militia that anchored the left wing of the invading British Army. **The Cowpens National Battlefield** further commemorates American resilience in rebounding from defeat to win an overwhelming victory, substantially damage the feared British Legion, force Lord Cornwallis into a costly change of strategy, and reverse the tide of battle in the South.

Guilford Courthouse National Military Park protects and interprets the site where the reorganized southern Continental and supporting militia mauled Cornwallis's British Army and forced him to abandon his campaign in the Carolinas backcountry and ultimately march to defeat at Yorktown.

Historic Camden preserves the site of Camden, South Carolina, the primary base for British forces operating in the South Carolina backcountry. At **Hobkirk's Hill**, immediately adjacent to this site, British and American forces clashed in April 1781. Although an American defeat, the battle forced the withdrawal of the occupying British force from Camden. Combined with an American siege that forced the British to abandon the large fortification at **Ninety Six National Historic Site**, the action at Camden effectively liberated much of the South Carolina backcountry.

American forces collided with British forces at **Eutaw Springs** in September 1781. The last major engagement in South Carolina, the **Battle of Eutaw Springs** witnessed one of the highest casualty rates for a major battle of the entire war. The brutal losses that American forces inflicted on the enemy drove the British forces back to Charles Town. The British Army never again emerged from this refuge, effectively abdicating control of almost all of the Carolinas.

Guilford Courthouse, Hobkirk's Hill, Ninety Six, and Eutaw Springs, were all part of a brilliantly executed American strategy to force the British to abandon their

South Carolina garrisons and restore the state to American control.

The war was not won in the Carolinas—the Revolutionary War raged for another year. But the Southern Campaign in the Carolinas had made the American victory and independence possible.

Comments from the public:

“What would have happened if the Patriot Militia would not have banded together and wiped out the most feared army in the world? Washington would not have survived the advancement of Tarleton or Ferguson if these armies were not defeated in the south.”

Theme 2: Political rivalries in both North Carolina and South Carolina were catalysts to the outbreak of the Revolution in the South and played an important role in the conduct of what was in many ways America’s first civil war.

This theme illustrates that war, like politics, can have a very distinct local flavor. The war for independence in the South was profoundly shaped by the political, social, and class structure of North and South Carolina.

The Regulator movement of the 1760s pitted backcountry Americans against American lowcountry planters and merchants whose interests were tied more closely to royal authority. This movement climaxed at the **Battle of Alamance** where backcountry and royalist supporters clashed over issues of taxation and representation in what has often been portrayed as a dress rehearsal for revolution.

When the American Revolution erupted, it was not exclusively a war between the new United States and the British Empire. The war also pitted thousands of Americans against each other on battlefields throughout most of the 13 states. The intensity of this civil strife was felt more keenly in the Carolinas than perhaps anywhere else in the United States.

As revolution spread through the colonies in 1775, thousands of loyal Americans, Scots, and Scots-Irish in the Carolinas took up arms in defense of the Crown’s interests. American Patriot forces clashed with Highland Scots and Loyalist veterans of the Regulator movement at **Moore’s Creek**, North Carolina, in February 1776. The Patriots defeated the much larger Loyalist force. This victory prevented the Loyalists from linking up with other Loyalist forces along the coast. Patriot forces were victorious in the initial stages of the Southern Campaign and exerted complete control in the Carolinas for the next two years. However, Loyalist resentment of their political dominance simmered just below the surface.

When major combat returned to the Carolinas, British forces were motivated in part by rumors that substantial numbers of Tories waited only for sufficient support to rise and take up arms once again. After the fall of Charles Town (**Fort Moultrie**), British forces struck inland, encouraging Loyalist militia to return to action.

For the next 18 months, Loyalist and Patriot Americans slashed at each other in scores of engagements, from skirmishes to major battles. At the **Waxhaws** in May 1780, Banastre Tarleton’s British Legion made up of loyal Americans destroyed a retreating force of Continentals. The slaughter and reported atrocities inflicted on helpless prisoners and wounded men by the Loyalist British Legion infuriated Patriot forces and escalated the already impassioned level of violence (**House in the Horseshoe**). More and more, clashes between Patriot and Loyalist forces were characterized by a “kill or be killed” mentality. “Tarleton’s Quarter” became the justification for killing Loyalists who surrendered.

Patriot and Loyalist forces clashed in July 1780 at the **Battle of Brattonsville** in the South Carolina backcountry. The Loyalist force commanded by Captain Christian Huck was nearly annihilated. At the **Battle of Hanging Rock**, outnumbered Patriot

militia and partisans inflicted heavy casualties on a mixed force of Loyalist provincial troops and militia. One month later, on August 18, 1780, Carolina militia snatched a near-certain victory away from British Regulars and Loyalist militia at **Musgrove's Mill** in South Carolina. During the short engagement, the British and Loyalist force suffered over 40% casualties. That same day, Tarleton's British Legion destroyed a large Patriot force at **Fishing Creek**, South Carolina.

In October 1780, Patriot backcountry and "**Overmountain**" militia utterly destroyed a large force of Loyalist militia at **Kings Mountain**, South Carolina, just over the North Carolina state line. The Loyalists suffered over 300 casualties in the course of a few hours, a bloody affirmation of "Tarleton's Quarter." While 700 Loyalists were allowed to surrender, several of their leaders were later executed. The American senior commander in the South was appalled by the "relentless fury" that marked the fighting between the Whigs and Tories, who pursued each other like "beasts of prey," unleashing a wave of bloodletting and destruction that he felt would lay waste to all the Carolinas.

In the final months of the Southern Campaign in the Carolinas, the combatants on both sides were predominantly or exclusively American. Continental Regulars and Patriot militia fought a bloody battle against Loyalist provincial regiments at **Hobkirk's Hill**, outside Camden, South Carolina, on April 25, 1781. At the siege of **Ninety Six**, Loyalists fearing retaliation or possible execution held out desperately against besieging American forces.

Theme 3: The brutal combat during the Revolution profoundly disrupted traditional ways of life in the Carolinas.

This theme focuses on how the diversity of fighting in the Carolinas, from regular army battles and skirmishes to militia clashes to classic guerilla engagements, disrupted or destroyed homes, farmsteads, and communities, divided families and trapped many neutrals and pacifists between the "relentless fury" of Whig and Tory Americans clashing in a winner-take-all fight for the future of the Carolinas.

The Southern Campaign created an arena in which decades-old feuds that had been transported by thousands of emigrants from Britain and Ireland were reignited. When the British returned in force to the Carolinas in 1780, emboldened Loyalists lashed out against their Whig enemies and ignited renewed, even more vicious civil strife between Patriots and Loyalists. Members of the same families fought on opposite sides of the same engagement (**Kings Mountain**) and other family members were estranged for years as Loyalist members were driven into exile (**Ninety Six**). The residents of many communities found themselves virtual prisoners of occupying forces as the major campaigns surged back and forth in the Carolinas (**Camden, Guilford Courthouse, Historic Hillborough, Old Salem, Tannenbaum Historical Park**).

While the fighting pitted thousands of Americans in the Carolinas against each other, it also affected thousands more who did not embrace the passions or loyalty to the Crown or revolution, who wished more than anything to be left alone. Among these numbered many pacifist Quakers (**Snow Camp Historic Site**) and Moravians (**New Salem**) who refused to take up arms for either side (**Guilford Courthouse**). Like many neutrals, these pacifists discovered that, in this revolution, the middle ground was the most dangerous ground of all.

Shortly after the Battle of **Guilford Courthouse**, American commanding General Nathanael Greene wrote that “Nothing but blood and slaughter have prevailed among the Whigs and Tories, and their inveteracy against each other, must, if it continues, depopulate the country.”

When British forces finally marched out of the South Carolina backcountry to safety on the coast in 1782, thousands of dispirited American Loyalist refugees trailed after them for safe haven. Homes, farms, and communities were abandoned as the Americans found themselves aliens in their own land.

Theme 4: The American victory in the Revolution presaged momentous changes for Native Americans and African Americans in the Carolinas.

For both Native Americans and African Americans in North and South Carolina, the war for independence presented both peril and potential. The Cherokee and Catawba Indians fought to maintain the hold they had in the Carolinas. African Americans fought on both sides to gain the freedom that had been denied them for over a century.

Comment from the public:

“Drayton Hall, where Sir Henry Clinton made his HQ before capturing Charles Town in 1780, and many other sites in the area would be excited participants in the heritage area. This is a place to capture the African-American segment of the story, most certainly.”

Native Americans in the Carolinas had clashed intermittently with European American settlers for over a century. The imperial conflict between France and Great Britain had caught Indian tribes in a dangerous no-man’s land where alliance with one side posed the threat of severe retaliation from the other.

The Cherokees, under duress from British agents, attempted to force Americans off land that the Cherokees had sold to them. Patriot militia jumped off from **Davidson’s Fort** in the North Carolina backcountry to launch a brutal punitive campaign against the Cherokees.

African Americans by the hundreds responded to American and British promises of freedom in exchange for service in the ranks. African Americans and Catawba Indians served in Continental regiments during the Southern Campaign. These troops were taken prisoner in the fall of Charles Town (**Fort Moultrie**) after their paroles enlisted in militia units like Sumter’s Brigade to see action at **Hanging Rock** and **Fishing Creek**. Others enlisted in partisan bands led by Francis Marion and Andrew Pickens and saw action in the **Pee Dee** and **Santee swamps**, at **Ninety Six**, **Augusta**, and **Eutaw Springs**. Many black troops finally succeeded in securing their freedom as a reward for service in the Continental line and with American militia units. Ironically, American independence ultimately meant little to African Americans in the Carolinas. The black troops who served in the Continental Army in many ways experienced the most egalitarian society America would know for the next 200 years.

Table 2. Southern Campaign of the Revolution Themes and the National Park Service and Thematic Framework

Southern Campaign of the Revolution National Heritage Area Themes	National Park Service Thematic Framework
<p>The military events in the Carolinas substantially influenced the eventual American victory in the Revolution.</p>	<p>IV. Shaping the Political Landscape</p> <ul style="list-style-type: none"> ▪ military institutions and activities <p>VIII. Changing Role of the United States in the World Community</p> <ul style="list-style-type: none"> ▪ international relations
<p>Political rivalries in both North Carolina and South Carolina were catalysts to the outbreak of the Revolution in the South and played an important role in the conduct of what was in many ways America’s first civil war.</p>	<p>IV. Shaping the Political Landscape</p> <ul style="list-style-type: none"> ▪ parties, protests, and movements ▪ military institutions and activities
<p>The brutal combat during the Revolution profoundly disrupted traditional ways of life in the Carolinas.</p>	<p>I. Peopling Places</p> <ul style="list-style-type: none"> ▪ migration from outside and within ▪ community and neighborhood ▪ encounters, conflicts, and colonization <p>IV. Shaping the Political Landscape</p> <ul style="list-style-type: none"> ▪ parties, protests, and movements ▪ military institutions and activities
<p>The American victory in the Revolution presaged momentous changes for Native Americans and African Americans in the Carolinas.</p>	<p>I. Peopling Places</p> <ul style="list-style-type: none"> ▪ migration from outside and within ▪ encounters, conflicts, and colonization <p>V. Developing the American Economy</p> <ul style="list-style-type: none"> ▪ extraction and production

CHAPTER FOUR: APPLICATION OF NPS NATIONAL HERITAGE AREA CRITERIA

The National Park Service has developed 10 interim evaluation criteria that are analyzed and documented in the feasibility study to demonstrate that the area qualifies as a national heritage area. The National Park Service conducted an intensive review and provided documentation to address each of the listed criteria. As the sections below demonstrate, the potential Southern Campaign of the Revolution National Heritage Area meets 6 of the 10 criteria for designation, based on the NPS interim *National Heritage Area Feasibility Study Guidelines*. Criteria 1, 2, and 6 have not been met; a determination on criterion 9 must be deferred until this draft study has been reviewed by the public.

CRITERION 1

The area has an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities.

The Southern Campaign had a major influence on the eventual outcome of the American Revolution, as represented by the seven units of the national park system in the Carolinas associated with the campaign and an array of historic and cultural resources managed by state, local, and private organizations. (Please see Appendix E for a list of sites associated with this criterion.) These sites are distinctive and important reminders of the profound influence that the Southern Campaign of the Revolution had on major currents of American history. It has not been demonstrated, however, that the resources

are best managed as an assemblage through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities.

Most of these sites already provide some resource management and protection, operational facilities, and visitor services, including educational and interpretive programs. Although protection and interpretation of the sites might benefit from an overarching, partnership-based management structure, it is not clear that such a structure could be achieved across such a wide geographic expanse. While the criterion suggests that noncontiguous resources may be combined to form a national heritage area, it is not certain that the local coordinating entity for a national heritage area of this size and scope could conduct the extensive coordination required among the multiplicity of agencies, nonprofit organizations, foundations, universities, volunteer groups, and individuals in a manner that is sufficiently comprehensive and efficient.

The widely dispersed resources present an additional complication, in that they do not appear to conform to the overall concept of national heritage areas, as defined by the National Park Service on October 26, 1999, in testimony before the House Subcommittee on National Parks and Public Lands, House Resources Committee. This definition states that NHA resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. Though tied together by the proposed themes of the national heritage area, the sites do not comprise a cohesive landscape.

Public scoping revealed a desire to include a large geographic area in the proposed

national heritage area. NPS experience in working with large multistate national heritage areas has suggested that this approach can be problematic for management entities. In addition to the challenges of working effectively across an 87-county, two-state area with several hundreds of potential partners, it is a concern that large portions of the proposed national heritage area also overlap with three existing national heritage areas. This overlap creates complications, not only in resource interpretation and protection, but in fundraising, capacity building, and prioritization of preservation efforts.

The proposed management entity has not adequately explained how they could surmount these challenges. The feasibility criterion has not been fully met. There are a large number of sites worthy of recognition, preservation, and interpretation. These sites are important to the people of North Carolina and South Carolina as tangible reminders of their history and heritage and the profound influence that the Southern Campaign of the Revolution had on major currents of American history.

In addition to sites managed by the National Park Service and the governments of North Carolina and South Carolina, the region is home to 36 sites, museums, and interpretive centers managed by local communities and private organizations. There are also a large number of likely battlefield sites and archeological sites associated with the Revolution in the South. These sites will require additional documentation and research. See appendix B for a complete inventory of associated sites in North Carolina and South Carolina.

CRITERION 2

The area reflects traditions, customs, beliefs, and folklife that are a valuable part of the national story.

North Carolina and South Carolina sustain cultural traditions and customs that reflect

the continuum of life in the South during the Revolution.

Economically, agriculture and forestry remain important components of the economies of both North Carolina and South Carolina. Hunting, fishing, and trapping—traditional practices that pre-date the colonial period and were of great importance to the backcountry settlers of the Carolinas—continue to be practiced today. Features of the states' existing political systems, such as North Carolina's Council of State, reflect a clear legacy of colonial government. Music, language, folkways, and cuisine that originated before or during the Revolution, all persist to this day, particularly in the Carolinas' Appalachian backcountry.

A number of ongoing activities in the study area honor the traditions, customs, beliefs, and folklife that contributed to the story of the Revolutionary War in the South. These include festivals, community events, battle reenactments, military encampments, and other commemorative events.

However, while these programs and events interpret traditional customs, events, beliefs, and ways of life associated with 18th century North Carolina and South Carolina, the majority of these cultural ties are not reflected in everyday life in the present-day Carolinas to a degree that is readily apparent to the outside observer. Therefore, the National Park Service concluded that the area encompassing the Southern Campaign of the Revolution does not meet criterion 2.

CRITERION 3

The area provides outstanding opportunities to conserve natural, cultural, historic, and/or scenic features.

As described in previous chapters and criteria, North Carolina and South Carolina have a remarkable concentration of historic sites, battlefields, homes, communities, trails, and natural features associated with the Southern Campaign. Many sites

currently do not have appropriate mechanisms in place to conserve their physical integrity.

Comments from the public:

“Another critical issue is the preservation of sites of National, state and regional importance before ‘Urban Creep’ overtakes the site and they are lost to housing, highway or retail developments. A coordinated action plan must be developed at the local, state and regional levels to ensure these sites are identified early and action is taken to preserve them.”

“John Buchanon, who wrote ‘The Road to Guilford Courthouse’ that was the basis for the movie, ‘The Patriot,’ is now writing a sequel about the campaign acuminating in the battle of Eutaw Springs—a site which needs to be protected. What we can learn from history is why we study it.”

In addition to the parks, historic sites, battlefields, and military parks associated with the Southern Campaign, both states have extensive natural park sites that would enhance visitor understanding of the region, particularly the natural landscape of the Carolinas and how it influenced the outcome of the Southern Campaign.

In the rapidly developing environment of the Carolinas, numerous sites are at risk of being engulfed by suburban residential or commercial development. Modern development increasingly envelops or obscures the rural landscape that contains many remnants of battlefields and skirmishes.

Without sufficient incentives for owners to preserve Revolutionary War-related resources, many privately owned sites would be at increased risk of development. As noted under Criterion 1, additional documentation and research is required at a large number of battlefield sites and archeological sites associated with the Revolution in the South.

Suburban development adjacent to Greensboro, North Carolina, surrounds Guilford Courthouse. Suburban

development overlays portions of the Camden battlefield in Kershaw County, South Carolina; a state highway bisects much of the remainder. Residential development overlays much of the entire site of the Battle of Hobkirk’s Hill; however, archeological excavations at sites within this area have yielded battle-related resources. Many archeological sites associated with Francis Marion’s guerilla campaign in the lowcountry swamps of the Pee Dee and Santee rivers are not sufficiently protected and are vulnerable to inadvertent damage or vandalism.

Table 3. Sites in Study Area Facing Threats

Battlefield	Short-term Threat Level	Long-term Threat Level
Pyle’s Defeat	High	High
Guilford Courthouse NMP	High	High
Waxhaws	Medium	High
Camden	Medium	Medium
Cowpens NB	Low	Medium
Ninety Six NHS	Low	Medium
Eutaw Springs	Medium	Medium
Hanging Rock	Low	Medium
Musgrove’s Mill	Low	Medium

The American Battlefield Protection Program’s “Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Sites in the Unites States” identified a number of Revolutionary War sites in North Carolina and South Carolina that face some level of short-term or long-term threat. These sites include a number of national park system units and state sites that are identified in Phases 1 and 2.

The report identifies other sites in the two states that require additional study, including Stono Ferry in Charleston County, South Carolina, and the sites of Cherokee

towns in North Carolina that were destroyed during Rutherford's Campaign in 1776. The study also identifies a number of associated historic properties in the Carolinas as preservation priorities.

Based on the supporting information described above, the National Park Service concluded that the area encompassing the Southern Campaign of the Revolution meets criterion 3.

CRITERION 4

The area provides outstanding recreational and educational opportunities.

North and South Carolina are home to many National Park Service and state sites dedicated to preserving places and stories associated with the military, political, and social history of the Southern Campaign. In addition, a number of local and private efforts exist or are under development to enhance visitors' experience and understanding of the American Revolution in the South. Among these are the following:

The Alliance for Historic Hillsborough.

This group hosts an annual Revolutionary War Living History Day. Continental, British, and militia reenactors demonstrate camp life during the Revolutionary War and commemorate General Cornwallis's encampment in Hillsborough in February 1781.

Blue Ridge National Heritage Area. This heritage area celebrates the cultures that helped define the Revolutionary period in the Carolinas. The heritage area also connects visitors to the Overmountain Victory National Historic Trail.

Carolina Backcountry Alliance. This private association is dedicated to the preservation and interpretation of the Revolutionary War in the Carolina backcountry.

Carolina Thread Trail (currently under development). The Carolina Thread Trail

will contribute toward the preservation of natural and cultural areas by providing opportunities for exploring the environment, culture, and history of a 15-county region in North and South Carolina. By connecting points of regional significance, the trail will provide visitors with the opportunity to experience the landscape that shaped the war in the South as well as sites associated with the Southern Campaign. These sites could include:

- Kings Mountain State Park
- Kings Mountain National Military Park
- Overmountain Victory National Historic Trail
- Andrew Jackson State Park
- Hanging Rock Battleground
- Catawba Cultural Center
- Historic Brattonsville

Converse College, Spartanburg, SC, National Endowment for the Humanities Landmarks of American History and Culture Workshops.

These one-week workshops provide teachers with fresh perspectives on the complex dynamics of the American Revolution in the southern backcountry. The program uses the rich historical resources in upstate South Carolina, including Walnut Grove Plantation and the living history museum at Historic Brattonsville in order to better understand day-to-day life in the backcountry at the time of the Revolution. Participants tour the battlefields at Kings Mountain National Military Park, Cowpens, and Ninety Six to learn more about the nature of backcountry warfare. Participants explore the ways that art, archeological evidence, and material culture can increase student engagement with the subject matter.

The Francis Marion Trail Commission. This commission assists with historical and archeological research, as well as development of sites and interpretive programs, to tell the story of Francis Marion and the Patriot campaigns in South Carolina.

Comments from the public:

"If the Southern Campaign NHA is to be a success, then the nation as a whole needs to be educated (or re-educated) as to what took place here."

"I feel very strongly that this is a very important heritage area to help identify this region as a major factor in the outcome of the American Revolution. History books mostly tell of Lexington and Concord but seldom tell of the war in the south."

"One of the most important issues is to raise awareness for the residents of South Carolina and North Carolina in the pivotal role these colonies/states played in the American Revolution."

Old Salem Museum and Gardens. This private museum preserves a community of original museum buildings and interprets life in Revolutionary War-era backcountry Carolina, including the experiences of the Moravians who settled in Salem, North Carolina.

Olde English Tourism District. The Olde English District is one of 11 tourism regions in South Carolina. The name refers to the region's early settlement by the English in the mid-1770s. Visitors to this seven-county region can gain a sense of deeply rooted English traditions while touring numerous sites and communities associated with the Revolutionary War, including sites related to the history and culture of African Americans and Native Americans.

Comments from the public:

"Overmountain Victory National Historic Trail does a great job in bringing the story of the southern revolution and how it connects to the area it crosses. They can see the trail and tell the story of the march that came through that area in 1280. School kids love [the] story. It gets them involved in history."

Overmountain Victory National Historic Trail, Blacksburg, South Carolina. This NPS-administered historic trail and the Overmountain Victory Trail Association conduct an annual two-week-long

commemorative march along the route to trace the 1780 campaign. The march includes special events and ceremonies, as well as opportunities to walk portions of the historic trace.

Overmountain Victory Trail Association.

This organization was formed in 1975 to gain recognition for the route that the Overmountain Men took to the Battle of Kings Mountain, South Carolina, during a campaign that lasted from mid-September to early October 1780. Association volunteers support the organization's mission to protect, preserve, and interpret the route of the Campaign to the Battle of Kings Mountain.

The Palmetto Conservation Foundation.

The foundation's mission is to conserve South Carolina's natural and cultural resources, preserve historic landmarks, and promote outdoor recreation through trails and greenways. This effort involves protecting natural areas through land trust assistance or through local government programs, preserving Revolutionary War battlefields, and developing greenways and the Palmetto Trail. The foundation's educational programs, outdoor centers, leadership school, and publications familiarize the citizens of South Carolina with the spectacular natural and cultural resources of South Carolina.

The South Carolina National Heritage Corridor.

The corridor contains an array of intact cultural resources representative of three major components of the state's development including some of the earliest permanent European settlements in the American South; the invention and development of the plantation system of agriculture; and the interrelationship of historic trade routes, the coastal ports, and settlement of the state's upland region. The area also contains specific sites of importance to the Revolutionary War. Travel itineraries have been developed to guide visitors through the four regions of the heritage corridor.

Southern Revolutionary War Institute.

The institute is the only center exclusively dedicated to the study of the Revolution in the southern states of Virginia, North Carolina, South Carolina, Georgia, Florida, and Tennessee, with a particular focus on the Revolutionary War in the Carolina backcountry. The institute sponsors research as well as ongoing public educational programs including lectures, guided tours, and a biennial symposium.

The Trading Path Association. The association's purpose is to preserve, promote, and study the historic Trading Path of the Southeastern Piedmont. The Trading Path was a corridor of river crossings linked by roads and trails between the Chesapeake Bay region and the Catawba, Cherokee, and other Indian towns in the Carolinas and Georgia. It facilitated Indian commerce prior to European colonization and later served as an important corridor for multiple cultures. Preservation of the remnants of The Trading Path will secure archeologically important materials and information about the Piedmont environment.

The region also includes 36 sites, museums, and interpretive centers managed by local communities and private organizations. (See appendix B for a complete inventory of associated sites in North Carolina and South Carolina.) There are a large number of likely battlefield sites and archeological sites associated with the Revolution in the South that require additional documentation and research. These sites may also have potential to offer opportunities for recreational and educational use and experience in the future.

Together, these organizations provide the foundation for a diverse regional partnership dedicated to preserving resources and enhancing visitor opportunities to experience and appreciate the history and resources associated with the Southern Campaign of the Revolution. The coordinating entity would not supplant these organizations; rather, it would assume a leadership role in a partnership of federal,

state, and local agencies, and private organizations.

Led by the coordinating entity, the partnership would play an essential role in coordinating and enhancing opportunities for educational and recreational experiences at the many sites associated with the Southern Campaign. The partnership would have the capacity to oversee the development of integrated, comprehensive educational and interpretive programs and recreational opportunities, and manage funds for promotional materials, research projects, site development, archeological excavations, collections management, and Web-based information programs. The coordinating/ management entity would be responsible for establishing preservation and educational priorities, coordinating partnership efforts, managing matching funds, and promoting the national heritage area.

Based on the supporting information described above, the National Park Service concluded that the area encompassing the Southern Campaign of the Revolution meets criterion 4.

CRITERION 5

Resources that are important to the identified theme or themes of the area retain a degree of integrity capable of supporting interpretation.

Sites identified in Phase 1 and Phase 2 of the potential national heritage area includes 60 sites under federal, state, and private management. These sites preserve, protect, and interpret many of the most critical resources associated with the Southern Campaign of the Revolution. The sites that are under the jurisdiction of the National Park Service, the North Carolina Department of Cultural Resources Division of State Historic Sites and Properties, and the South Carolina Department of Parks, Recreation, and Tourism retain a high degree of physical integrity and currently have interpretive and educational programs in place.

Other sites that would be addressed in Phase 3 retain a high level of integrity and some level of information signage or other printed media to facilitate visitor use and experience. Sites that offer potential for resource preservation and visitor experience also are

located in the counties. With technical assistance provided by a heritage area management entity, these sites could also support visitor opportunities and educational and interpretive programs.

Table 4. Themes and Associated Sites

THEMES	ASSOCIATED SITES	
<p>Theme 1: The military events in the Carolinas substantially influenced the eventual American victory in the Revolution.</p>	<ul style="list-style-type: none"> ▪ Moores Creek National Battlefield ▪ Fort Moultrie ▪ Andrew Jackson State Park ▪ Museum of the Waxhaws ▪ Historic Brattonsville ▪ Musgrove’s Mill ▪ Battle of Camden 	<ul style="list-style-type: none"> ▪ Kings Mountain National Military Park ▪ Cowpens National Battlefield ▪ Guilford Courthouse National Military Park ▪ Historic Camden ▪ Hobkirk’s Hill ▪ Ninety Six NHS ▪ Eutaw Springs
<p>Theme 2: Political rivalries in both North Carolina and South Carolina were catalysts to the outbreak of the Revolution in the South and played an important role in the conduct of what was in many ways America’s first civil war.</p>	<ul style="list-style-type: none"> ▪ Battle of Alamance ▪ Moores Creek National Battlefield ▪ Fort Moultrie ▪ Andrew Jackson State Park ▪ Museum of the Waxhaws ▪ House in the Horseshoe ▪ Historic Brattonsville 	<ul style="list-style-type: none"> ▪ Battle of Hanging Rock ▪ Musgrove’s Mill ▪ Fishing Creek ▪ Overmountain Victory National Historic Trail ▪ Kings Mountain National Military Park ▪ Hobkirk’s Hill ▪ Ninety Six NHS
<p>Theme 3: The brutal combat during the Revolution profoundly disrupted traditional ways of life in the Carolinas.</p>	<ul style="list-style-type: none"> ▪ Kings Mountain National Military Park ▪ Ninety Six National Historic Site ▪ Historic Camden ▪ Guilford Courthouse National Military Park ▪ Historic Hillsborough 	<ul style="list-style-type: none"> ▪ Old Salem ▪ Tannenbaum Historic Park ▪ Snow Camp Historic Site ▪ Ninety Six National Historic Site
<p>Theme 4: The American victory in the Revolution presaged momentous changes for Native Americans and African Americans in the Carolinas.</p>	<ul style="list-style-type: none"> ▪ Davidson’s Fort ▪ Fort Moultrie ▪ Hanging Rock ▪ Fishing Creek 	<ul style="list-style-type: none"> ▪ Francis Marion Historic Burial Site ▪ Ninety Six National Historic Site ▪ Augusta ▪ Eutaw Springs

Table 4 includes a list of sites associated with the themes identified for the Southern Campaign of the Revolution. For more information on themes and associated sites, please see “Chapter Three: Heritage Themes.” Based on the supporting information described above, the National Park Service concluded that the area encompassing the Southern Campaign of the Revolution meets criterion 5.

CRITERION 6

Residents, business interests, nonprofit organizations, and governments within the proposed area that are involved in the planning have developed a conceptual financial plan that outlines the roles for all participants, including the federal government, and have demonstrated support for designation of the area.

The preferred management entity for the proposed national heritage area, Culture & Heritage Museums of York County, included general financial information as part of the proposal they submitted in response to the call for expressions of interest to serve as the coordinating/management entity for the national heritage area.

This proposal included a preliminary staffing plan for heritage area management that includes the following key positions and responsibilities:

- Project Manager – overall coordination of stakeholders, planning and implementation, and principal head of heritage tourism promotion.
- Content Development Coordinator – enroll the expanded researcher/scholar network of academic and lay researchers/scholars to develop Southern Campaign narrative themes and associated stories.
- Site Development Coordinator – coordination of activities to identify,

develop, and promote local and private sites and advocacy for local, state, and national government support, as well as private support for continued public and private site preservation, interpretation, and promotion.

- Education Program Coordinator – work with content/narrative themes and stories and coordinate the process of developing educational programs that reflect the goals of the national heritage area for established sites, as well as sites to be developed.
- In addition, approximately 60 full-time equivalent employees would provide a variety of resources for activities of the national heritage area during its development phase, including support services, logistics, meeting and conference planning and execution, Web site maintenance, graphic and exhibit design, education program development, fundraising and membership coordination, accounting and business operations, etc. (see criterion 10 for more information).

The coordinating entity would serve as the leading entity in a diverse partnership of public, federal, state, and local agencies, and private organizations. The partnership could serve as an advisory board and also assist in raising funds to facilitate the operations of the national heritage area.

The preliminary information submitted by the Culture & Heritage Museums of York County does not include sufficient coordination and planning with regional residents, business interests, nonprofit organizations, and governments within the proposed area to constitute a conceptual financial plan. Based on the supporting information described above, criterion 6 is not met. However, based on what the potential coordinating entity has done to date, including identifying potential financial resources, its history of successful public/private partnerships, and development of a

preliminary staffing plan, etc., the National Park Service finds that there is a reasonable expectation that the organization has the capability of meeting this criterion in the future.

CRITERION 7

The proposed management entity and units of government supporting the designation are willing to commit to working in partnership to develop the heritage area.

Representatives from a number of state agencies have worked closely with the National Park Service on the feasibility study for the Southern Campaign of the Revolution National Heritage Area. These include:

- North Carolina Department of Commerce, Division of Tourism, Film & Sports Development
- North Carolina Department of Cultural Resources, Division of State Historic Sites and Properties
- North Carolina Department of Cultural Resources, Office of Archives and History
- South Carolina Department of Parks, Recreation, and Tourism
- South Carolina State Historic Preservation Office
- Chester County, South Carolina – Olde English District Commission

Representatives of the National Park Service and North Carolina and South Carolina agencies participating in the feasibility study process have committed to continued involvement should the national heritage area be designated. Numerous letters of support attest to the high level of support among state and local governments and organizations. The management personnel of the potential coordinating entity, the Culture & Heritage Museums of York County, are committed to continued collaboration with the state government

representatives on the national heritage area feasibility study team as well as with other public and private agencies and organizations dedicated to preserving the history of the Revolutionary War in the South.

Numerous local officials, organizations, and individuals have submitted letters in support of the potential national heritage area. Based on the supporting information described above, the National Park Service concluded that criterion 7 is met.

CRITERION 8

The proposal is consistent with continued economic activity in the area.

It is anticipated that any designation would have primarily economic benefits due to efficiencies realized from improved coordination among organizations, and an increase in heritage tourism due to cross-promotion of events, national recognition, and greater marketing ability of a national heritage area.

Tourism and travel is the largest sector in the economies of North Carolina and South Carolina. In North Carolina, travel and tourism generate over \$22 billion a year and sustain 378,000 jobs, generating nearly 9% of all employment in the state. In South Carolina, tourism and travel generate over \$17 billion yearly and nearly 13% of employment in the state.

Comments from the public:

“Development of tourism infrastructure leads to increased tourism and residual tax revenues for rural localities that may be suffering economically.”

An important aspect of tourism and travel is cultural heritage tourism, defined as traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past. It includes visitation to cultural, historic, and natural resources. Travel to heritage attractions has

been a popular segment of the tourism industry in the last decade. Between 1996 and 2003, there was a 13% increase in heritage travel. In 2003, the Travel Industry Association of America reported that 81% of American adult travelers (or approximately 118.1 million adult travelers) included heritage or culture sites on a trip. Visiting a historic site (building, battlefield, or community) is the most popular heritage activity, followed by visiting museums and heritage festivals. Heritage travelers typically stay longer, spend more money, and use more commercial accommodations than other travelers. Nearly one-third of heritage travel parties report that their destination choice is influenced by a specific historic activity, sometimes related to a hobby or other personal interest.

Heritage tourism associated with the potential Southern Campaign of the Revolution National Heritage Area would be consistent with continued economic activity in the area. The 60–70 sites that already offer some form of resource protection or visitor services report over 3.3 million visitors annually.

A development and economic impact study prepared in 2010 for the South Carolina National Heritage Corridor evaluated the return on investment for the South Carolina National Heritage Corridor (SCNHC). The study found that

- Visitors to the 14-county region annually generate \$624 million in direct economic impact.
- In addition, 9,389,120 tourists visited these counties in 2009. These visitors spent an average of \$45.83 per day and stayed in the corridor an average of 1.45 days.
- The Corridor’s economic impact was estimated at \$1.0 billion in total output impact; \$375 million earnings impact; \$91.4 million indirect tax impact; and 17,867 jobs.

An estimate of the economic impacts of outdoor recreation, heritage tourism, special-event tourism, nature-based tourism, and culinary tourism on the National Heritage Corridor were calculated. Heritage tourism had the second-lowest number of tourists (235,000), but the second-greatest total output (\$35.9 million). Heritage tourists spend \$114 per day while in the corridor—almost three times what was spent by outdoor recreation visitors. A greater impact is generated by extending the stay of visitors as compared to attracting new visitors to a region. It is evident that the greatest improvement to economic impact comes with extension of visitor stays.

There is no evidence to indicate that creation of a national heritage area would stimulate a net increase in regional tourism. However, the data do indicate that spending for heritage on average is substantially greater than other tourist activities. It is reasonable to conclude, therefore, that overall tourism revenues likely would increase as a result of NHA designation.

Based on the supporting information described above, the National Park Service concluded that criterion 8 is met.

CRITERION 9

A conceptual boundary map is supported by the public.

A conceptual map of the potential heritage area has been developed and was shared with members of the public during a series of 12 public meetings in North Carolina and South Carolina in February 2009. Based on input from the public and subject matter experts on the planning team, the map was finalized to include the current geographic area of 87 counties in North Carolina and South Carolina. Please see the conceptual boundary map (see figure 1) and the implementation phase maps (figures 3, 4, and 5).

The conceptual map was endorsed by some members of the public in the initial phases of the public process, but others have expressed concerns. Moreover, the phased approach has not been presented to the public. Therefore, the determination of whether the conceptual boundary map is supported by the public (criterion 9) will be deferred until the end of the public review period of the draft feasibility study.

CRITERION 10

The management entity proposed to plan and implement the project is described.

The Culture & Heritage Museums of York County (CHM) is a York County government supported cultural institution system (commonly referred to as a family of museums) with a mission “to create an enlightened and engaged citizenry by keeping, communicating, and connecting our cultural, historical, and natural heritage in ways that promote deeper understanding of people and place.”

A York County appointed board of commissioners governs the CHM; its operations are carried out by a professional staff led by a director and chief executive officer. CHM is a component unit of York County, but also maintains a 501(c)3 status. CHM owns museum collections and other non-real estate assets used for its operations and York County owns the real estate operated by CHM that includes the following sites:

- Historic Brattonsville near McConnells, SC, a 780-acre historic site, museum, and heritage farm that was the site of the Southern Campaign of the Revolution Battle of Huck’s Defeat.
- McCelvey Center in York, SC, a culture and heritage research and program center that houses CHM’s historical/genealogical archives and historical material culture collections. The center features a theater and other program spaces including the Historical Center of York County, which houses county archives and provides public access to the archives. Also housed in the McCelvey Center is the Southern Revolutionary War Institute—the only center exclusively dedicated to the study of the Southern Campaign of the Revolution.
- Museum of York County in Rock Hill, SC, a general museum with exhibits and programs focused on cultural history, natural history, and the environmental history of the Catawba River and Carolina Piedmont.
- A new children’s museum, targeting toddler- and kindergarten-aged children, which opened December 2010.
- A new environmental history museum designed to replace the Museum of York County, planned for construction over the next 3–5 years along the Catawba River in Fort Mill, SC.
- In addition, CHM has extensive experience in coordinating collaborative work, community engagement, and heritage tourism promotion.
- CHM has been instrumental in helping to promote the Carolina Backcountry Alliance (made up of Revolutionary War sites in the two Carolinas).
- CHM was a key collaborator in the two Carolinas’ effort to celebrate and market the 225th anniversary of the Revolutionary War.
- In 2006, CHM launched the Southern Revolutionary War Institute as the nation’s only center exclusively dedicated to the study of the Southern Campaign. An advisory board of Revolutionary academic and lay scholars from the two Carolinas supports institute

- activities, including a biannual symposium.
- CHM has collaborated in hosting numerous professional conferences including the joint North Carolina Museums Council/South Carolina Federation of Museums Conference meeting in 2009; the International 2002 XIV Ulster-American Heritage Symposium; and the 1999 Southeast Regional Association of Living History, Agricultural, and Farm Museums meeting.
 - CHM is an active partner with the Rock Hill/York County Convention and Visitors Bureau; the regional Olde English Tourism District; and the South Carolina Department of Parks, Recreation, and Tourism.
 - In 1999, CHM helped position South Carolina as the location for filming *The Patriot*, released in 2000.
 - CHM's associated marketing campaign related to filming *The Patriot* at Historic Brattonsville was clearly successful in raising its public profile as measured by increased annual attendance to Historic Brattonsville.
 - In recognition of its heritage tourism development success, CHM received the Governor's South Carolina Heritage Tourism Award in 2001 from The Palmetto Trust for Historic Preservation and the South Carolina Department of Archives, and the History and Bundy Award for Tourism from the South Carolina Department of Parks, Recreation, and Tourism.
 - CHM is currently collaborating with York County, the City of Rock Hill, and the Catawba Cultural Preservation Project to develop an interpretive corridor along the new Carolina Thread Trail that will create a pedestrian and bicycling trail connecting 14 counties throughout the Charlotte metro region. The collaboration focuses on the

intersection of people and place centered on the historic Nation Ford (named for the Catawba Indian Nation) on the Catawba River.

- CHM has a public history program that includes the installation of exhibits within public spaces in business venues and the installation of South Carolina state historical markers; CHM has identified and marked 11 historic sites in the past seven years.
- CHM's public history program was a key factor in York County's designation as a Preserve America Community in 2008.

CHM brings broad experience in site management, development of comprehensive educational and interpretive programs, fundraising, collections management, and development of Web-based information and promotional programs.

Numerous state and local organizations have submitted letters expressing support for CHM as the potential coordinating entity for the heritage area. Please see appendix C for letters submitted on behalf of CHM.

As noted previously, two other organizations submitted proposals in response to a request for expressions of interest to serve as the coordinating entity for the heritage area. The study team evaluated the three proposals and evaluated them against criteria based on the relevant guidance from *Interim National Heritage Area Feasibility Study Guidelines* (NPS 2003), lessons learned from other national heritage areas, and input from the public. Please see appendix D for the submittals and the scoring matrix developed by the study team.

Based on the supporting information described above, the National Park Service concluded that criterion 10 is met.

CONCLUSION

The National Park Service finds that 6 out of the 10 criteria are fully met. The remainder, (criteria 1, 2, 6, 9,) are not fully met for the reasons described. If additional information about the criteria is revealed during the

public input process, the National Park Service will revise the findings accordingly. A study is required to meet all 10 criteria in order to be recommended for designation as a national heritage area.

CHAPTER FIVE: MANAGEMENT ALTERNATIVES

INTRODUCTION

This section evaluates management alternatives including no action, designation as a national heritage area, and establishment of a privately organized heritage area. Even though the 10 criteria were not fully met, the National Park Service has developed potential management alternatives for the study area. None of the alternatives has been selected as a preferred alternative at this stage, pending finalization of the criteria findings and feasibility of the study area. A national heritage area designation would not be supported unless a revision of the study document finds that all criteria are fully met.

The alternative to designate a national heritage area includes the identification of potential coordinating entities, a summary of the process used to solicit expressions of interest from organizations that wish to serve in that capacity, and an evaluation of the proposals submitted by these organizations. The alternatives were evaluated on their potential to protect the historic, cultural, and natural resources associated with the Southern Campaign of the Revolution, to secure funding, and to build partnerships and bring together public agencies, private organizations, and interested individuals to tell the story of the Revolution in the Carolinas.

ALTERNATIVE ONE: THE NO-ACTION ALTERNATIVE

The no-action alternative is a continuation of the current management and trends in activities associated with the Southern Campaign. Under this alternative, no federal designation would be pursued. Current management strategies to preserve and enhance Revolutionary War-related sites in

North Carolina and South Carolina would continue into the foreseeable future.

Important efforts are underway to preserve and enhance the heritage and culture of the Southern Campaign of the Revolution in North Carolina and South Carolina. In addition to the federal and state sites dedicated to the protection and interpretation of Revolutionary War battlefields and other related sites, numerous private organizations, associations, and individuals are dedicated to various efforts to preserve and commemorate the sites, stories, and heritage of the Southern Campaign. These efforts would continue within each site's and organization's area of expertise and influence, largely independent of one another. Individual project-based partnerships and collaborative efforts would occur, but more comprehensive efforts to coordinate heritage-related programs involving federal, state, local, and private partners would be unlikely.

There would be no technical assistance offered through the NPS National Heritage Area Program or related federal funding. NPS management of the seven Revolutionary War-related sites in North Carolina and South Carolina (Cowpens National Battlefield, Fort Moultrie National Monument, Guilford Courthouse National Military Park, Kings Mountain National Military Park, Moores Creek National Battlefield, Ninety Six National Historic Site, and Overmountain Victory National Historic Trail) would continue. Other federal programs that expand protection measures to resources associated with the Southern Campaign, including the National Register Travel Itinerary, the National Register Teaching with Historic Places Program, the Rivers, Trails, and Conservation Assistance Program, and the

National Historic Landmarks Program would continue to be available.

Nonprofit organizations in North Carolina and South Carolina could continue to receive funding from a variety of sources, including foundations, government grants, member support, fund-raising events, and individual donations. However, local entities currently find it difficult to connect to outside donors. If this condition persisted, there would continue to be limited financial resources available to dedicate to the protection and interpretation of nationally significant resources and stories.

ALTERNATIVE TWO: NATIONAL HERITAGE AREA

Concept

Even though the 10 criteria were not fully met, the National Park Service has developed potential management alternatives for the study area. None of the alternatives have been selected as a preferred alternative at this stage, pending finalization of the criteria findings and feasibility of the study area. A national heritage area designation would not be supported unless a revision of the study document finds that all criteria are fully met.

Under this alternative, a national heritage area would be established to coordinate resource protection, educational and interpretive programs, and heritage tourism associated with the Southern Campaign of the Revolution in the Carolinas. This designation would require congressional action that would authorize the national heritage area, but not entail federal acquisition of land. Efforts to preserve and enhance heritage resources would benefit from the establishment of a Southern Campaign of the Revolution National Heritage Area. New programs and activities to support heritage resource protection and augment existing programs and activities would be developed.

National heritage area designation could also facilitate efforts to tell the stories of the American Revolution in the South through technical assistance programs that could coordinate interpretive and educational programs at multiple sites, thereby fostering broader contextual interpretation of the Southern Campaign. Technical assistance and guidance would be made available to the management entity and partner groups through the National Park Service National Heritage Area Program office.

As a national heritage area, the region identified in this study as associated with the Southern Campaign of the Revolution potentially could use the NPS arrowhead in its promotional and educational materials and could be featured on the NPS National Heritage Area Web site. The NPS arrowhead is recognized among a broad spectrum of the American public. Many American and foreign visitors associate the NPS arrowhead with positive and rewarding experiences. Federal recognition of these heritage resources and the expert guidance and technical assistance provided by NPS professionals could bolster tourism, preservation, and education efforts.

Federal, state, local, and private planning efforts could combine to develop a unified marketing approach and logo for the heritage area. These would guide an integrated and comprehensive promotional strategy for the national heritage area. The heritage area's management entity would collaborate with the numerous nonprofit organizations, universities, public school districts, government agencies, local businesses, and volunteer organizations to strengthen the area's identity and work toward common heritage goals. These efforts could reinforce the connections between the people of North Carolina and South Carolina and their close ties to the history, culture, and heritage of the American Revolution. The connections involving public schools and universities would be especially important in giving younger people in the two states a deeper understanding and identification with their

region's important role in the founding of the United States. The regional economy would also benefit by marketing and promotional efforts to identify the region as an important destination for heritage tourism.

Managing Entity

The management entity would be responsible for raising funds or in-kind donations (volunteer hours, printing, Web site development, etc.) to match federal financial assistance. The management entity would apply for funding from a variety of sources, including corporations, federal grant programs (National Endowment for the Humanities, American Battlefield Protection Program), the governments of North and South Carolina, private foundations, and individuals. National heritage area designation would elevate the profile of the region's significant Revolutionary War-related resources and the role they played in the nation's history, thereby adding momentum to fundraising efforts.

During the scoping phase of the *Southern Campaign of the Revolution Suitability/ Feasibility Study*, the planning team announced at the public meetings that an entity capable of coordinating and managing the national heritage area over the long term was an essential ingredient for the success of the heritage area. No groups expressed interest in serving in that capacity during the scoping phase. As a result, the planning team developed a second public involvement effort designed to solicit expressions of interest from organizations with the capacity to serve as a coordinating/management entity. This process included factors for evaluation (see chapter 5) based on the NPS interim *National Heritage Area Feasibility Study Guidelines*. The factors were used to develop the application questions and the requested supporting information.

Three regional groups submitted responses to this public involvement effort. These organizations—the Culture & Heritage Museums of York County (SC), the Guilford

Battleground Company (NC), and the Trading Path Association—all have a history of preserving and managing sites related to the history of the American Revolution in the South.

- The Culture & Heritage Museums of York County (SC) operates under a board of commissioners appointed by York County. The organization manages a 780-acre historic site, museum, and heritage farm near McConnells, South Carolina; the McKelvey Center, a culture and heritage research and program center in York, South Carolina, that includes the Southern Revolutionary War Institute; and the Museum of York County in Rock Hill, South Carolina.
- The Guilford Battleground Company was established in 1887 to purchase land that was part of the field of the Battle of Guilford Courthouse. Over time, the company has acquired hundreds of acres for Guilford Courthouse National Military Park, the nation's first national military park. The company also established the Tannenbaum Park and the North Carolina Colonial Heritage Center and led the effort to preserve the Hoskins House, believed to be the only surviving structure from the battle. Over the past 25 years, the company has added property of an estimated value of \$5 million to Guilford Courthouse National Military Park.
- The Trading Path Association was established to promote heritage tourism through the preservation of historic trails, driving tours, and tourism sites. The organization's efforts focus on 15 historic migration routes leading into and out of North Carolina. For the past 10 years, the association has identified, mapped, and helped protect heritage landscapes and promoted heritage tourism as a means of protecting heritage sites.

See appendix D for the groups' submissions and the study team's scoring of the proposals. Also see pages 38–41 for more information on the Culture & Heritage Museums of York County, the organization selected as the preferred management entity, should the area be designated as a national heritage area.

In implementing heritage area activities, the management entity would be assisted by an advisory board made up of agency representatives from the National Park Service, North Carolina, South Carolina, private organizations, subject matter experts, and private individuals. The board would assist the management entity in establishing priorities for management actions and fundraising, facilitating communication with local interests, and developing promotional strategies.

ALTERNATIVE THREE: PRIVATE NONPROFIT MANAGEMENT ALTERNATIVE

This alternative would rely upon the establishment of a private nonprofit corporation that would promote heritage activities related to the Revolution in North Carolina and South Carolina. This management model would require less formal organization than a national heritage area. Since the nonprofit organization would not have to obtain congressional approval, satisfy federal standards, or go through annual congressional funding cycles, it could proceed with its initiatives more quickly. If local support and budgets were not sufficient to support a national heritage area, this model could prove effective in implementing such heritage projects as brochures, walking tours, and festivals. However, a private nonprofit heritage organization might be less likely to be able to develop a regional sign program, visitor centers, and exhibits, and might be less likely to conduct extensive research and interpretation of heritage themes.

As in alternative 1, there would be no technical assistance offered through the NPS National Heritage Area Program or associated federal funding. Management of existing NPS sites would continue. A privately organized heritage area would have access to other federal programs on a competitive basis to expand protection measures to other resources related to the history and heritage of the Southern Campaign. Without matching funds from the federal government, opportunities for cost-sharing partnerships would be limited. Without the federal recognition associated with a national heritage area designation, a privately organized heritage area might face additional challenges to maintain long-term viability.

A private nonprofit heritage area potentially might have less prestige than a congressionally designated national heritage area. It might face additional hurdles in attracting local financial support and drawing new visitors to the region, and may be more limited in its ability to participate in special initiatives. The area might find it more difficult to request NPS assistance for planning and interpretation, which is provided to national heritage areas around the country. The lack of federal designation might make it more challenging to gain a share of funding from the state governments of North Carolina and South Carolina. A locally established private nonprofit heritage program may find it more difficult to assemble the necessary resources to promote and interpret comprehensively the major heritage themes identified in this study.

Numerous communities, organizations, and individuals through North and South Carolina have made substantial progress in developing educational, interpretive, and resource preservation programs dedicated to the history and heritage of the Southern Campaign of the Revolution. However, building sustainable partnerships, raising funds, promoting and marketing sites and activities, and assisting in infrastructure

development and landscape preservation to support a long-term strategy of heritage tourism would be more achievable with federal assistance.

POTENTIAL IMPLEMENTATION STRATEGIES

For a private, local, or national heritage area to be effective, implementation of the heritage area concept would be critical for this large geographic area. The study team has developed a list of potential implementation strategies and a potential phasing approach that may make management of the area more feasible. While the coordinating entity would be overseeing the development of the management plan for the heritage area, it could also pursue a number of activities to market and promote the new area, raise funds, and build partnerships with federal and state agencies, county and city governments, universities, community groups, local historical societies, and private organizations and associations. Early implementation activities would enable the coordinating entity to

- develop interpretive signs, brochures, maps, and waysides
- initiate resource preservation efforts and heritage-related celebration events
- facilitate the completion of determinations of eligibility and nomination forms for the National Register of Historic Places
- organize heritage walks and other heritage-related outdoor activities
- provide technical assistance in the development of public school curricula, student programs, and teaching symposiums
- sponsor theme-related essay contests
- develop printed and online guidebooks to the national heritage area

- assist in the development of informational kiosks or video kiosks
- organize and sponsor public engagement forums to raise awareness of the national heritage area
- organize and sponsor partner workshops, meetings, and forums
- develop cell phone tours
- provide technical assistance to Web site development for national heritage activities
- develop a Southern Campaign of the Revolution National Heritage Area Passport Stamp program
- assist in the development of a GIS database of the national heritage area
- sponsor national heritage area seminars and roundtables
- sponsor a Southern Campaign of the Revolution National Heritage Area logo competition

Comments from the public:

“The most important issue is the huge area that this corridor encompasses, and how to link the widely scattered sites in this area for travelers who wish to visit them. Many of these sites have no public access, no public facilities, and the locations in many cases are not marked or readily ascertainable to the general visitor. In order to make the NHA usable by the public, we should layout corridors or scenic routes that can be traveled by automobile or bus, linking the major sites that have public facilities (national and state parks, county sites, etc.) with lesser known sites without public facilities. We also need to secure the cooperation of local landowners so that the lesser known, poorly marked sites can be made available for visitation. Secondly, publicity is critical—the heritage area needs to be well publicized through a major public education/media advertising campaign so that people will be aware of it, and this should be done in cooperation with the state and local authorities, management of national/state/county parks and historic sites, Departments of Natural Resources, Departments of Transportation, wildlife management, and state tourism groups like SCPRT, Old English District, etc.”

POTENTIAL MANAGEMENT STRATEGY: A PHASED APPROACH

Due to its geographic extent and large number of associated sites, management of the heritage area is recommended to be implemented in three distinct phases. This phased approach would enable the NHA managing entity to quickly establish a solid foundation, identity, and momentum for the heritage area by utilizing the high visibility of established federal and state programs. This solid foundation would help in the development of an awareness of the region's important role in the American Revolution, assist in fundraising and partnership development, and enable the management entity to address the more substantive needs of sites identified in Phases 2 and 3. However, in cases where important resources related to themes of the Southern Campaigns were determined to be at risk, the management entity would have the flexibility to address those issues immediately, even if they were originally identified for action in a later phase.

Phase 1 would focus on 30 sites, 28 of which are under federal and state management. The other two sites are fully operational, visitor-ready, privately managed sites that currently experience varying levels of visitation. All Phase 1 sites have visitor facilities, interpretive and education programs, and museum exhibits. These sites would serve as the anchors for historic trails, byways, and motor routes. Management under Phase 1 would focus on providing support to coordinate the visitor services and interpretive programs offered by these sites. The management entity would provide technical assistance in developing comprehensive, multisite, interpretive and educational programs, marketing programs, and Web-based visitor information programs.

However, some sites in Phase 1 face some level of risk. Efforts would be undertaken to provide technical assistance to enhance resource protection for these sites as noted

under "Criteria 3" in chapter four. Only after the comprehensive programming was substantially operational would the management entity provide assistance to sites identified in Phase 2.

During Phase 1, the management entity and its partners would continue to assess conditions at other resources associated with Phases 2 and 3. If critical needs for research, interpretation, resource protection, or visitor programs or other services are identified for these resources or sites, these sites could be moved up as priorities for financial or technical assistance.

It is estimated that the objectives for this phase could be largely completed within two to three years. This estimate is based on the following factors:

- the existing operational functions for these sites
- the potential for a high degree of coordination and cooperation among the sites, particularly NPS sites
- the technical assistance available from the North Carolina Division of Tourism, Film, and Sports Development and the South Carolina Department of Parks, Recreation, and Tourism, Division of Tourism, Heritage Tourism, and Recreational Development to facilitate coordination and cooperation among state sites
- the staffing, regional experience, and technical expertise of the coordinating entity

Prior to implementation of Phase 1, a management plan would have to be developed for the entire national heritage area. Completion of the management plan and the required compliance document would take approximately two to three years and would cost approximately \$300,000.

Estimated annual costs for Phase 1 implementation would average approximately \$600,000. This estimate is based on the interpretive program budget for a small to mid-sized unit of the national park system. Tasks include Web site development, publications, and labor for technical assistance.

Phase 2 would consist of 35 local or privately owned sites that currently offer some level of resource protection and visitor services, including educational and interpretive programs. The management emphasis would shift to providing a broader range of technical assistance to privately owned or locally operated sites that wish to play a role in the national heritage area. Technical assistance could include developing or expanding visitor facilities, services, interpretive and educational programs, marketing plans, and other operational or promotional activities. Matching funds for technical assistance would be provided to sites that have raised funds for individual projects.

It is estimated that the objectives for this phase could be completed within three to five years.

This estimate is based on the following factors:

- a potentially larger number of sites
- demand for more extensive technical assistance
- development of interpretive waysides or other facility development

Estimated annual costs for Phase 2 would range between \$1.0 million and \$1.5 million. This estimate is based on the total operational costs for a small unit of the national park system.

Phase 3 would consist of a large number of sites in private ownership. These would include battlefields, historic structures and

landscapes, historic trails, and archeological sites. Many of these sites were identified in the September 2007 “Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Sites in the United States.” Management would focus on compiling a detailed inventory of all Revolutionary War-related sites in the counties in Phase 3 and assessing their potential for resource preservation and visitor experience, including interpretive and educational programs. The management entity would provide funding for historical research, archeological testing and surveys, and feasibility studies for potential visitor access and use. The management entity would facilitate the development of partnerships with businesses, communities, and landowners interested in participating in the national heritage area. All funds to cooperating property owners would be provided as match funds.

Phase 3 would be an ongoing undertaking with no established timeline for completion. It is anticipated that allocations for technical assistance, matching funds, and other assistance would represent a long-term commitment for the management entity of the national heritage area.

ALTERNATIVES CONSIDERED BUT ELIMINATED FROM FURTHER STUDY

1. Expand the feasibility study to Georgia and Virginia

During the public scoping phase, the National Park Service received comments recommending expanding the feasibility study to include Revolutionary War-related sites in Georgia and Virginia. While the National Park Service recognizes that events in these states played important roles in the American Revolution in the South, expanding the study would have exceeded the legislative mandate in Public Law 109-338, which specifically directed the Secretary of the Interior and the National Park Service to evaluate counties and sites in North Carolina and South Carolina. Therefore, this

alternative was eliminated from further consideration.

2. Focus on a national heritage area for Phase 1 sites only

Under this alternative, a smaller national heritage area focusing only on federal, state, and high potential private sites identified in Phase 1 was considered. This alternative was eliminated from further consideration because all of these sites currently are under adequate management by a limited number of organizations. Furthermore, this limited number of sites would be unlikely to meet the 10 criteria because they do not fully represent all four of the preliminary themes and therefore do not represent a comprehensive picture of the Southern Campaign of the Revolution.

STUDY CONCLUSION

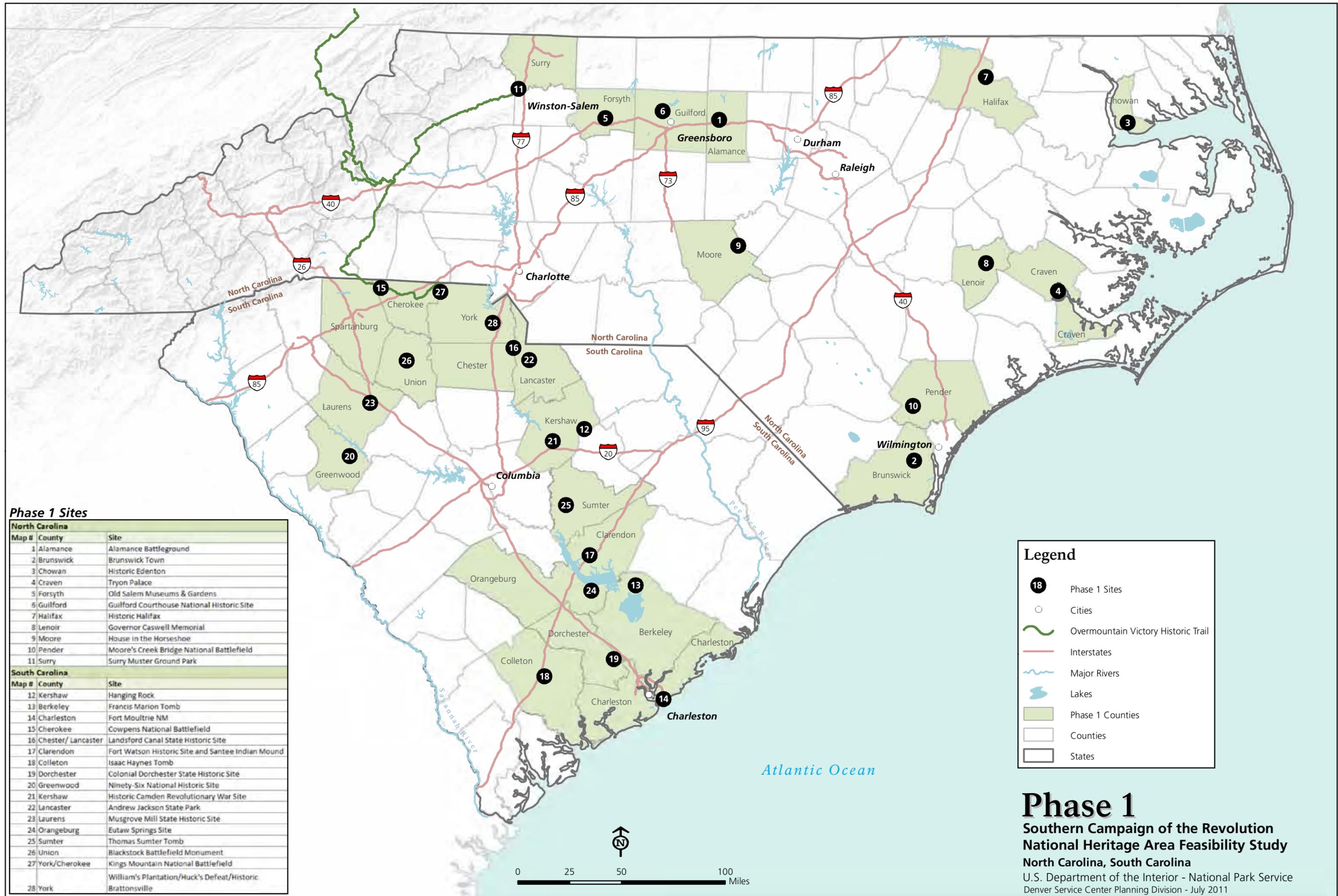
This feasibility study finds that 6 of the 10 NHA criteria are fully met and 4 of the criteria (criteria 1, 2, 6, and 9) are not fully met. The National Park Service finds that: the resources related to the Revolutionary War in the Carolinas are not best managed as an assemblage through partnerships among public and private entities (criterion 1); that cultural traditions and customs that reflect the continuum of life in the South during the Revolution are not reflected in everyday life in the present-day Carolinas to a degree that is readily apparent to the outside observer (criterion 2); that residents, business interests, nonprofit organizations, and governments within the proposed area that are involved in the planning process have developed a conceptual financial plan that

outlines the roles for all participants, including the federal government, and have demonstrated support for designation of the area (criterion 6); and that a conceptual boundary map currently is not supported by the public (criterion 9). To be recommended for designation as a national heritage area, a study area is required to meet all 10 criteria.

The study area therefore has been found infeasible to manage as a national heritage area.

Another factor contributing to this finding is the existence of three national heritage areas within the study area. The addition of a fourth national heritage area in the area would pose serious management and logistical challenges for all the national heritage areas. It is reasonable to conclude that this would lead to substantial public confusion regarding the identity of the four national heritage areas. Management entities of the four national heritage areas potentially would likely compete for funding, partnerships, and marketing resources and support from many of the same sources. Such demand could exhaust regional resources and lead to the failure of all four national heritage areas.

Three management alternatives have been described, but none has been recommended at this time, pending finalization of the findings for the suitability and feasibility criteria. The next steps are to solicit public input on the study document and revise as appropriate. The revised final study will then be forwarded to the Secretary of the Interior for a recommendation and final transmittal to Congress.



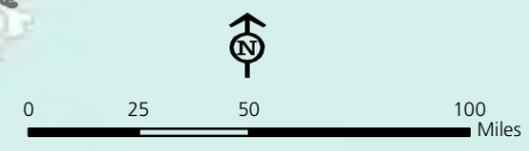
Phase 1 Sites

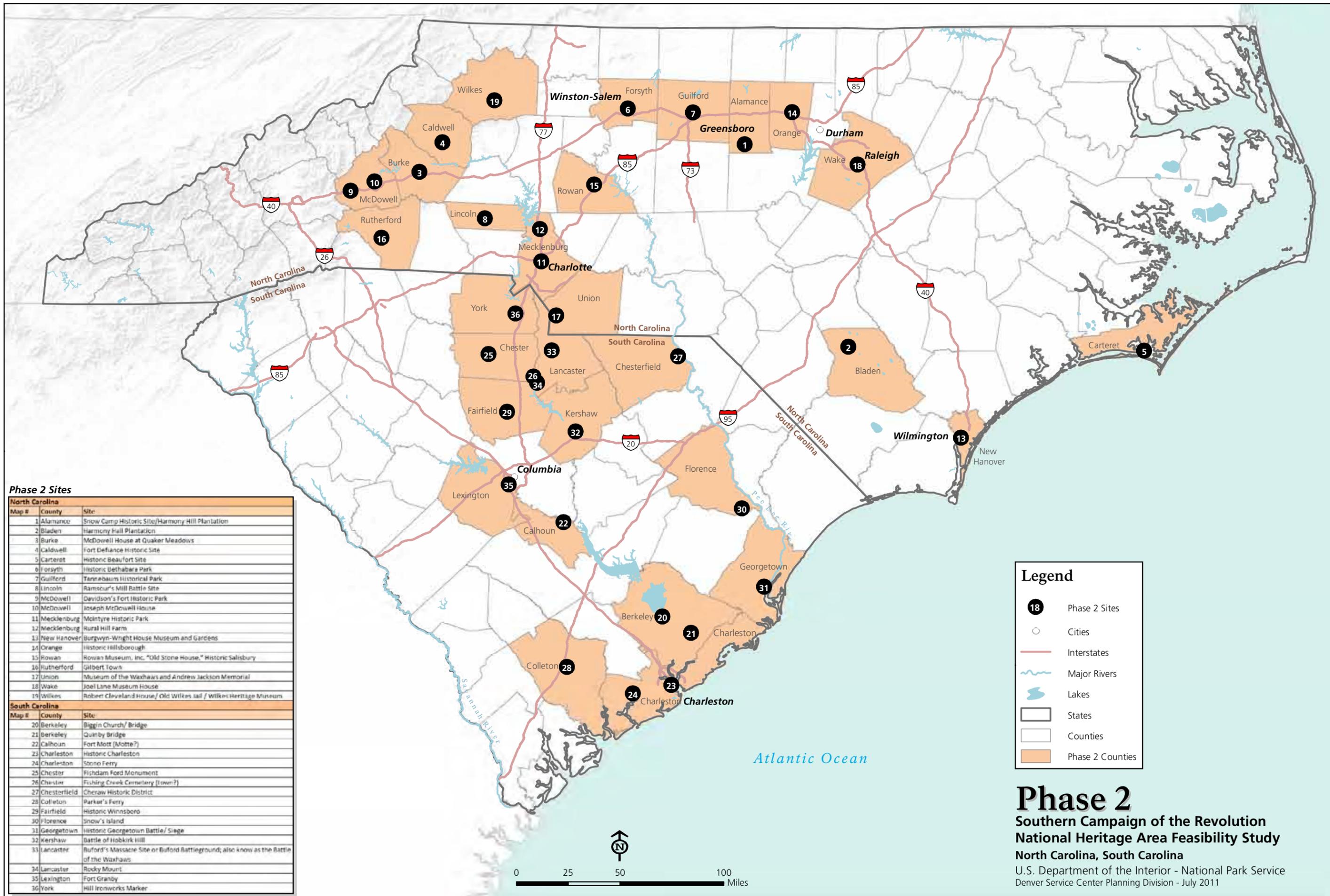
North Carolina		
Map #	County	Site
1	Alamance	Alamance Battleground
2	Brunswick	Brunswick Town
3	Chowan	Historic Edenton
4	Craven	Tryon Palace
5	Forsyth	Old Salem Museums & Gardens
6	Guilford	Guilford Courthouse National Historic Site
7	Halifax	Historic Halifax
8	Lenoir	Governor Caswell Memorial
9	Moore	House in the Horseshoe
10	Pender	Moore's Creek Bridge National Battlefield
11	Surry	Surry Muster Ground Park
South Carolina		
Map #	County	Site
12	Kershaw	Hanging Rock
13	Berkeley	Francis Marion Tomb
14	Charleston	Fort Moultrie NM
15	Cherokee	Cowpens National Battlefield
16	Chester/Lancaster	Landsford Canal State Historic Site
17	Clarendon	Fort Watson Historic Site and Santee Indian Mound
18	Colleton	Isaac Haynes Tomb
19	Dorchester	Colonial Dorchester State Historic Site
20	Greenwood	Ninety-Six National Historic Site
21	Kershaw	Historic Camden Revolutionary War Site
22	Lancaster	Andrew Jackson State Park
23	Laurens	Musgrove Mill State Historic Site
24	Orangeburg	Eutaw Springs Site
25	Sumter	Thomas Sumter Tomb
26	Union	Blackstock Battlefield Monument
27	York/Cherokee	Kings Mountain National Battlefield
28	York	William's Plantation/Huck's Defeat/Historic Brattonsville

Legend

- 18 Phase 1 Sites
- Cities
- Overmountain Victory Historic Trail
- Interstates
- Major Rivers
- Lakes
- Phase 1 Counties
- Counties
- States

Phase 1
Southern Campaign of the Revolution
National Heritage Area Feasibility Study
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 Denver Service Center Planning Division - July 2011





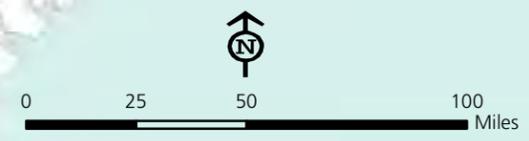
Phase 2 Sites

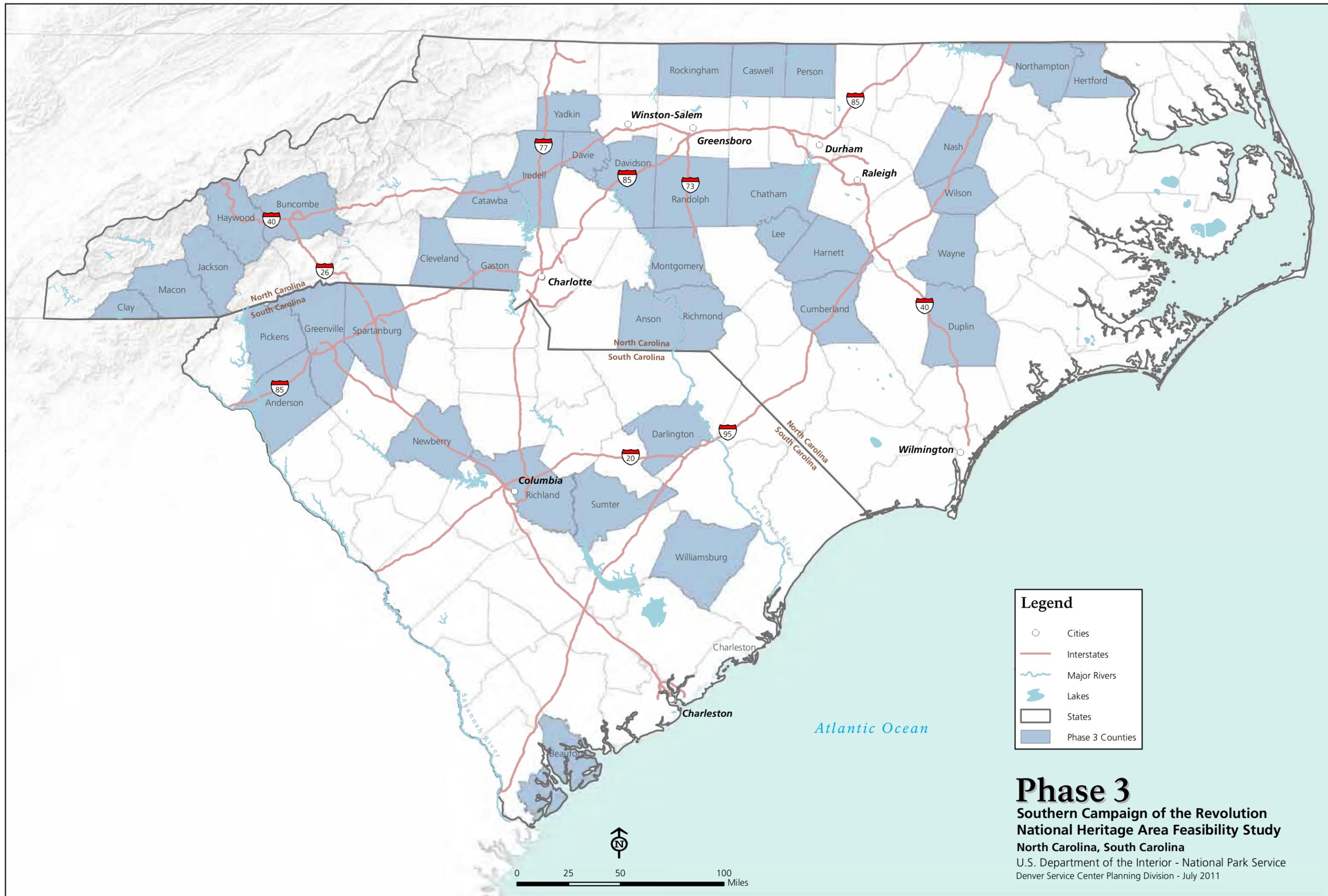
North Carolina		
Map #	County	Site
1	Alamance	Snow Camp Historic Site/Harmony Hill Plantation
2	Bladen	Harmony Hill Plantation
3	Burke	McDowell House at Quaker Meadows
4	Caldwell	Fort Defiance Historic Site
5	Carteret	Historic Beaufort Site
6	Forsyth	Historic Bethabara Park
7	Guilford	Tannebaum Historical Park
8	Lincoln	Ramsour's Mill Battle Site
9	McDowell	Davidson's Fort Historic Park
10	McDowell	Joseph McDowell House
11	Mecklenburg	McIntyre Historic Park
12	Mecklenburg	Rural Hill Farm
13	New Hanover	Burgwyn-Wright House Museum and Gardens
14	Orange	Historic Hillsborough
15	Rowan	Rowan Museum, Inc. "Old Stone House," Historic Salisbury
16	Rutherford	Gilbert Town
17	Union	Museum of the Waxhairs and Andrew Jackson Memorial
18	Wake	Joel Lane Museum House
19	Wilkes	Robert Cleveland House / Old Wilkes Mill / Wilkes Heritage Museum
South Carolina		
Map #	County	Site
20	Berkeley	Biggin Church/ Bridge
21	Berkeley	Quimby Bridge
22	Calhoun	Fort Mott (Motte?)
23	Charleston	Historic Charleston
24	Charleston	Stono Ferry
25	Chester	Fishdam Ford Monument
26	Chester	Fishing Creek Cemetery (town?)
27	Chesterfield	Cheraw Historic District
28	Colleton	Parker's Ferry
29	Fairfield	Historic Wigginsboro
30	Florence	Snow's Island
31	Georgetown	Historic Georgetown Battle/ Siege
32	Kershaw	Battle of Hobkirk Hill
33	Lancaster	Buford's Massacre Site or Buford Battleground; also know as the Battle of the Waxhairs
34	Lancaster	Rocky Mount
35	Lexington	Fort Granby
36	York	Hill Ironworks Marker

Legend

- 18 Phase 2 Sites
- Cities
- Interstates
- ~ Major Rivers
- ☪ Lakes
- ▭ States
- ▭ Counties
- Phase 2 Counties

Phase 2
Southern Campaign of the Revolution
National Heritage Area Feasibility Study
North Carolina, South Carolina
 U.S. Department of the Interior - National Park Service
 Denver Service Center Planning Division - July 2011

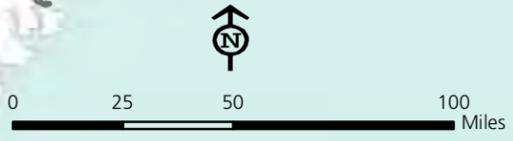




Legend

- Cities
- Interstates
- ~ Major Rivers
- ☁ Lakes
- ▭ States
- Phase 3 Counties

Phase 3
Southern Campaign of the Revolution
National Heritage Area Feasibility Study
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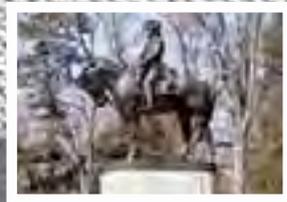


As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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