South Carolina National Heritage Corridor Evaluation Findings

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Purpose of the Report

In 1996, United States Congress through Public Law 110-229 officially designated nine National Heritage Areas (NHAs). An NHA can be any size and is intended to encourage historic preservation and an appreciation of the unique natural, cultural, historic, and scenic resources that represent a nationally important American story. The South Carolina National Heritage Corridor (SCNHC) is one of the nine designated areas. The SCNHC coordinating entity began receiving Federal funds in 1998.

In May 2008, Congress mandated that an evaluation, under the auspices of the Secretary of the Interior, be conducted of each of the nine NHAs to review accomplishments made over the approximately 15 year period in which they operated. Based on the findings from each evaluation, the Secretary of the Interior will prepare a report to Congress with recommendations regarding the future role of NHAs with respect to NPS.

Key Evaluation Questions

The key findings from the SCNHC evaluation are organized by the three questions introduced in Section 1 and derived from the legislation, Public Law 110-229, that serve as a framework for this evaluation:

1. Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?

2. What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?

3. How do the heritage area's management structure, partnership relationships, and current funding contribute to its sustainability?

Key Findings

Evaluation Question 1: **Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?**

As outlined in Table 1, the legislated purposes for the SCNHC and the goals of the management plan were articulated into four strategy areas of activities that framed our inquiry. **Over the last 15 years, the South Carolina National Heritage Corridor nonprofit organization, as the coordinating entity, has fulfilled its legislated purposes and goals outlined in the management plan through the federal resources provided.** Its efforts have centered on the following four strategy areas: resource preservation; education, interpretation, and technical assistance; tourism, recreation and economic development; and marketing, advertising and outreach. The accomplishments and impacts in each of these areas are briefly described below. A more complete assessment of each of the areas is provided in Section 3.

Table 1   Crosswalk of Heritage Area Purposes, Goals, and Current Activities

Purposes as Specified in Legislation	SCNHC Management Plan Goals	Current SCNHC Goals/ Activities
To protect, preserve, conserve, restore, promote, and interpret the significant land and water resource values and functions of the Corridor;	To preserve the diverse types of historic resources, which portray the range of settings and activities significant to the entire Corridor and its individual communities. To educate residents/ visitors about the history of the Heritage Corridor and its regions, building appreciation for the special qualities of man-made and natural landscapes as well as its culture and people.	Resource Preservation Education, Interpretation and Technical Assistance Tourism, Recreation and Economic Development Marketing, Advertising and Outreach
To encourage and support, through financial and technical assistance, the State of South Carolina, the units of local government of the State, and the private sector in the development of a heritage plan for the Corridor to ensure coordinated public and private action in the Corridor area in a manner consistent with subsection ;	To define programs and projects, which can achieve economic benefits from increased tourism throughout the Corridor.	Education, Interpretation and Technical Assistance Tourism, Recreation and Economic Development
To provide, during the development of an integrated heritage plan, Federal financial and technical assistance for the protection, preservation, and conservation of land and water areas in the Corridor that are in danger of being adversely affected or destroyed;	To facilitate and expand recreational and cultural tourism by South Carolinians and out-of-state visitors, capitalizing on the Corridor's rich historical, natural and human resources.	Resource Preservation Education, Interpretation and Technical Assistance Tourism, Recreation and Economic Development
To encourage and assist the State of South Carolina and the units of local government of the State to identify the full range of public and private technical		Education, Interpretation and Technical Assistance Tourism, Recreation and Economic Development

Purposes as Specified in Legislation	SCNHC Management Plan Goals	Current SCNHC Goals/ Activities
and financial assistance programs and services available to implement the heritage plan;		
To encourage adequate coordination of all government programs affecting the land and water resources of the Corridor; and		Resource Preservation Education, Interpretation and Technical Assistance Tourism, Recreation and Economic Development
To develop a management framework with the State of South Carolina and the units of local government of the State for planning and implementing the heritage plan; and developing policies and programs that will preserve, conserve, protect, restore, enhance, and interpret the cultural, historical, natural, economic, recreational, and scenic resources of the Corridor.		Resource Preservation Education, Interpretation and Technical Assistance Tourism, Recreation and Economic Development Marketing, Advertising and Outreach

Resource Preservation: *Support and preservation of physical improvements to historic resources throughout the Corridor region and the promotion and retention of unique aspects of cultural heritage resources unique to the Heritage Corridor communities.*

Evidence of the impact of the SCNHC coordinating entity's resource conservation efforts across the Corridor can be seen in all four regions. The evidence was gathered through site visits to the four regions comprising the NHA; key informant interviews; document reviews; and intercept interviews with members of the community. This evidence documents the preservation efforts funded by the SCNHC coordinating entity grant program, including the restoration of historic structures and natural conservation activities. The grant program is a key vehicle for sites wishing to conduct historic preservation activities. The SCNHC coordinating entity has been involved in work

since the NHA designation to assist and facilitate the renovation of a variety of different historic structures operated by partners throughout the Corridor. The SCNHC has never acquired historic properties; rather, the NHA uses the grant program to provide partner sites with financial resources to assist in the restoration of historic structures or natural resources. As the grant funding is used to preserve and restore historic structures, the coordinating entity views these efforts as promoting culturally relevant stories that are unique to the rural communities within the Heritage Corridor. Examples of these resource preservation activities include:

- Helping to restore the Belton Center for the Arts, a community-supported Arts Center in Anderson County, SC that features the works of local and regional artists and hosts art classes and special events in the community;

- Providing grant support to Drayton Hall, a historic plantation built in 1738, for landscaping the plantation grounds, renovating the historic African American Cemetery on the property, and renovating of the second floor in the main house;

- Providing grant support to Hagood Mill Historic Site and Folklife Center, a 1826 mill site that is listed on the National Register of Historic Places, to fund a Rock Art Interpretive Center with recently discovered mill site petroglyphs;

- Providing grant support to restore the outdoor property of Historic Ballenger House, built circa 1925, in downtown historic Seneca, SC;

- Providing grant funding to assist sites in preserving natural resources in the Heritage Corridor, such as sites with parks, gardens, or museums with recreational areas; and

- Providing grant funding to assist sites in preserving some aspect of cultural heritage or cultural art unique to South Carolina.

Sources note that the contribution of the SCNHC coordinating entity includes not only the initial investment, which acts as seed money for other investors, but consultation, technical assistance and strategic planning by the SCNHC coordinating entity staff. The decrease in funding for grants was noted by partners and many indicated that this funding was important to their abilities to share their sites and other important resources with the public.

Education, Interpretation, and Technical Assistance: *Educate residents and visitors about the history of the Heritage Corridor and its regions, building appreciation for the special qualities of its man-made and natural landscape, as well as its culture and people.*

The SCNHC coordinating entity has supported and implemented Education and Interpretation activities throughout the NHA. The SCNHC coordinating entity was involved in the opening of three Discovery Centers in three regions of the NHA, developing educational curriculum for school children, and providing technical assistance through conferences, workshops, and consultation to individual partner sites. The SCNHC coordinating entity has funded over 25 sites for education and interpretation grants throughout the NHA, for up to $20,000 per project. Several partners in the regions where Discovery Centers had been installed told the evaluation team that the Discovery Centers were a positive asset to their communities because the centers served as a gateway for visitors to learn about the local resources available. Due to funding restrictions, the three Discovery Centers that were opened in the NHA were closed or transferred to counties within their respective regions. The closing/transfer of Discovery Centers was noted as a loss by residents of those communities interviewed for this evaluation.

The SCNHC coordinating entity developed educational materials for school children through the Calhoun's Kids Club, which was designed to highlight sites of historical or cultural relevance within the Corridor. The materials were used by as many as 600 students throughout the state in 20 classrooms over the course of two years. Due to time constraints and competing priorities, the education projects have been discontinued for the time being. However, the SCNHC coordinating entity staff reported great interest in continuing with the programs in the future.

Partners interviewed from all regions and types of organizations indicated that they had benefitted from trainings coordinated by the SCNHC coordinating entity, including those related to marketing, social media, and grant writing. The SCNHC coordinating entity has been actively involved in organizing conferences to promote tourism, heritage activity, and economic development in rural communities. Recent conferences have had attendance of up to 182 participants. Participants noted that the educational opportunities provided through conferences and cross site learning developed through partnerships improved their abilities to meet their site's mission. Partners reported these educational opportunities connected them with others with similar missions, taught them new skills (e.g., social media), and improved their understanding of how best to attract and support visitors. The SCNHC website is an education and interpretation tool, providing historical information.

Tourism, Recreation and Economic Development: *Define programs and projects that can achieve economic benefits from increased tourism throughout the Corridor.*

SCNHC coordinating entity efforts activities have promoted heritage tourism, especially for rural, economically constrained communities throughout the Corridor, and in turn supported the economic development of these areas. The Heritage Corridor has designed a number of recreation and tourist themed destinations with the goal of bringing increased awareness to local resources and promoting economic development for communities.

For example, SCNHC coordinating entity staff facilitated and organized a Farmers' Association of local farms from each of the four regions in the Corridor interested in pursuing agricultural tourism. The SCNHC coordinating entity assisted 32 association members in developing strategies to showcase their farms as tourist destinations, improve attractions at the working farms, and market their products to visitors. The SCNHC coordinating entity staff has promoted farming events, such as their "Farm to Table" initiative, in which visitors can sample locally grown food at dinner events. These activities provide revenue to farms in the area. The SCNHC coordinating entity organizes bus tours and motor coach tours to sites within the NHA to spur economic development in rural communities. They are also involved in promoting international efforts with tourism and economic development with their work with the Barbados Ministry of Tourism.

All partners interviewed indicated that they did not have the resources to collect quantitative data about economic benefits or visitors that came as a result of involvement with the Heritage Corridor. Respondents provided anecdotal reports that consulting services, interpretive services, and promotional activities organized by the SCNHC coordinating entity staff about local town festivals and events brought more people to the area than had come when they attempted to promote these activities on their own. They cited the connection to community partners throughout the Corridor, advertisement on the SCNHC website, and other promotional activities to highlight tourism as activities that may increase the number of visitors to their area. Bus tours were also reported as having a positive effect on increasing public awareness of the site within the community and bringing visitors to invest financial resources in the site or town. Many respondents noted that the grant opportunities provided by the SCNHC coordinating entity had helped bring in more tourists by promoting their site and the visitor experience.

Several other respondents noted however, that at times, SCNHC promotional activities, materials, and bus tours through their sites were limited. For these respondents, particularly those who had access to other resources for promotion, they noted that that services provided from grant funding from the SCNHC coordinating entity were not "mission critical" and that they did not perceive these improvements as significantly increasing tourism to the site.

Marketing, Advertising and Outreach: *Initiating high impact projects that can expand the visibility and sense of presence of the Corridor.*

Given that tourism is one of the central missions of the SCNHC coordinating entity, marketing, promotion and outreach are complementary activities that support this goal. **The SCNHC coordinating entity has developed marketing products for partners throughout the Corridor to support tourism.** The SCNHC coordinating entity developed individual brochures and pamphlets for Discovery Routes, guides to the four regions, resources for specific recreational activities (e.g., birding in the Corridor, tours of plantations and mill villages), niche trails (e.g., African American Heritage routes, Garden Destinations), and scenic driving tours. The SCNHC coordinating entity designed a quarterly newsletter, *Heritage Happenings*, for constituents and more recently, the SCNHC coordinating entity staff developed a biennial Travel Guide that is a compilation of all promotional activities for partner sites throughout the Corridor.

The staff at the SCNHC coordinating entity reported that they have been more involved in promoting partners and less focused on promoting the SCNHC coordinating entity and its accomplishments. As a result, they indicated that they perceive that the SCNHC may not be well recognized by the general public. This view was also reflected by partner reports and by intercept interviews with individuals in the community.

Evaluation Question 2: What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?

The SCNHC coordinating entity's audited financial statements indicate that between 1998 and 2011, over $19 million in financial resources were directed toward SCNHC-related activities. **The SCNHC coordinating entity has met the 50 percent Federal funding match requirement over the entire funding period. As of 2011, it expended $9.2 million worth of NPS Federal funding and has $9.7 allowable matching dollars.**

From 1998, the primary funding source other than Federal funding was received from the State of South Carolina through the Department of Parks, Recreation, and Tourism (SCPRT). These funds were designated by the State fiscal budget for use toward the Heritage Corridor as match for the Federal funds. State funds also included miscellaneous bonds that were designated for SCNHC coordinating entity activities, including the construction of Discovery Centers. Since 1998, the State designated funds have averaged approximately $587,000 per year. Additionally, the SCNHC

coordinating entity has received support from county sources, private and individual investments, foundation and nonprofit support, and corporations. As the fiscal agent for SCNHC, SCPRT is responsible for managing and submitting documentation of all SCNHC expenditures to NPS. SCPRT has consistently provided financial documentation of expenditures in the categories and format approved by NPS. Documentation about the exact expenditures of federal and state funds on the specific program activities described above is not available from the coordinating entity or the State, as the state agency does not track financial information in these categories nor require the SCNHC coordinating entity to track financial information in this way. Moreover, the non-profit organization operated by the SCNHC coordinating entity does not receive enough funds from external sources to be representative of the coordinating entity's activities. The lack of information describing the use of program funds severely limited the evaluators' ability to report on the impacts directly related to program activities of investments made by the SCNHC coordinating entity. Based only on the funding provided to sites through the SCNHC grant program, it appears that the coordinating entity has addressed the goals and programs outlined in their Management Plan.

Evaluation Question 3: **How do the heritage areas management structure, partnership relationships, and current funding contribute to its sustainability?**

To guide the assessment of sustainability, we have adopted the definition developed by NPS, with the assistance of stakeholders from a number of National Heritage Areas. Sustainability for an NHA is as follows:

> "…the National Heritage Area coordinating entity's continuing ability to work collaboratively and reciprocally with federal, state, community, and private partners through changing circumstances to meet its mission for resource conservation and stewardship, interpretation, education, recreation and economic development of nationally significant resources."

The SCNHC coordinating entity has the governance in place to operate a sustainable NHA. Currently, however, their staffing resources make it difficult for the SCNHC coordinating entity to carry out its activities. The State Board of Directors (Board) provides governance for the SCNHC coordinating entity. Many of the Board members have been involved with the SCNHC since it was designated as an NHA. In addition, because Board members provide areas of expertise that are useful to the NHA, such as business leadership, they are often called upon to offer their skills and knowledge. The Board currently consists of 13 members who represent private sector interests of the Corridor and includes a variety of professionals, such as business leaders, government officials,

and private citizens. The State Board of Directors meets on a quarterly-basis to discuss staffing, budgets, and grant funding for projects within the Corridor.

The evaluation found that the diverse membership of the Board helps ensure that the work of the coordinating entity is meeting the multiple needs of the heritage area. Also, the Board is sufficiently engaged to maintain the governance and accountability of the coordinating entity. Board members reported that in the early years of the NHA, the SCNHC coordinating entity was run through the State of South Carolina's Parks Recreation and Tourism department (SCPRT), and the State had more authority over Corridor operations. However, after the State agency was reorganized in 2003, the Board played a more prominent leadership role with the SCNHC coordinating entity.

SCNHC's Executive Director has held this position since 2003 and currently holds the title of President and Chief Executive Officer (CEO) of the coordinating entity. From both staff and stakeholder reports, the Executive Director plays a pivotal position in the SCNHC coordinating entities operations. Her skills in management, planning, and coordination were cited as an advantage to the organization. She is recognized as having a strong work ethic and the ability to manage operational issues that arise. The current Executive Director has content knowledge concerning the history of the SCNHC, management skills for daily operations of the coordinating entity, and an extensive network of partnerships that assist the Corridor in their current and planned activities.

In addition to the Executive Director, full-time staff of the organization includes a Director of Development for all four regions of the Corridor, an Interactive and Graphics Manager, and a Finance and Human Resources Manager. The staff also includes one part-time Group Tour Manager. Overall, partners reported great appreciation for and satisfaction with the work of the SCNHC coordinating entity staff.

To the evaluation team, a single staff member does not appear sufficient to meet the objectives assigned to the Development Director, travel the distances required, and manage and support the variety of activities currently underway. The number of activities undertaken by the Corridor is extensive, and the evaluation team was repeatedly told that it was difficult for the current staff to adequately support those activities, especially as the staff had been reduced over the years. In addition, as frequently described, the relationships developed by the coordinating entity staff with partners and Corridor citizens are personal ones based on comfortable interpersonal interactions, ready access, and informal information sharing. As staff are stretched thin to meet their obligations

(e.g., covering four regions rather than one), their ability to respond personally and promptly is declining. The evaluation team, however, cannot draw conclusions about whether the current staffing model or some adjustment to that model could adequately support this component of the coordinating entity operations because of the lack of data describing the allocation of staff time between program areas.

The SCNHC coordinating entity has the governance in place to work with heritage area communities to develop, interpret, and preserve the region's heritage by providing grants, technical assistance, tourism promotion, and outreach activities. The Board of Directors leads the SCNHC coordinating entity and has ongoing roles in setting the mission of the SCNHC, approving the direction of the staff, and ensuring that the SCNHC is informed by the community through regional advisory committees. One of the areas of SCNHC coordinating entity's management capacity that could be strengthened is its collection and use of monitoring data and records of usage.

The coordinating entity does face challenges to its financial sustainability. NPS funds, set to expire in 2012, are essential for the operation of the coordinating entity as it currently exists. Non-Federal funds consist mostly of funding from the State of South Carolina. Based on a review of the SCNHC coordinating entity financial records, the State's assistance has declined over time. Using federal funds to leverage other funds has been difficult for the SCNHC coordinating entity because although they were allowed to raise funds at the county level, prior to 2010, they were not permitted to raise funds at the State level. This restriction was lifted in 2010 when the new Governor came into office.

Recently, the SCNHC State Board of Directors has been engaged in conversations with the SCNHC Executive Director regarding sustainability with limited or no continued Federal funding. They have been working closely to develop plans for long-term financial sustainability. A key approach is to aggressively pursue fundraising efforts from private and public sources to generate more revenue. Another approach under consideration is the creation of a fee-for-service model, in which the SCNHC coordinating entity requires a fee for technical assistance and marketing services. Another possibility is to extend Corridor services to a larger area of the State beyond the Corridor borders so that opportunities for promotion and fundraising could be attained from a larger geographic area. The timing for these prospects is in the future and the likelihood of their occurrence is uncertain.

If the NPS funding is reduced, the general view among those interviewed and close to the SCNHC coordinating entity is that progress will be slowed and some activities may not be accomplished; but,

the basic structure of the organization would likely remain the same if state and other sources of funding continue. It is possible that new partners could be supported in some limited way. **Discontinuation of all federal funds would even more severely limit activities and require the coordinating entity to make significant changes to their operating model (e.g., fee-for-service only).** Again, in this scenario it is unlikely that many of the partner sites will end their operations but, given the need for fee-for-service, it is highly unlikely that new non-profit community sites will be developed.

Structure of the Report

The report is divided into 5 sections:

Section 1 defines and describes the National Heritage Areas (NHA) and NHA coordinating entities in general as well as a short overview of the South Carolina National Heritage Corridor (SCNHC), which is the focus of this evaluation report. The section also describes the evaluation methodology, its limitations, and the roles and functions of key stakeholders involved in the development of this report.

Section 2 describes the area prior to the official designation as an NHA as well as the current heritage area and provides a map of the SCNHC geographic boundaries. Section 2.2 introduces the SCNHC coordinating entity's structure and organization, including the roles and responsibilities of SCNHC coordinating entity staff. This introduction is followed by Section 2.3 that provides an overview of the relationships that exist between and among the SCNHC coordinating entity, stakeholder/partners organizations, and the National Park Service (NPS).

Section 3 explores the first evaluation question, "Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?" Section 3.1 describes the SCNHC coordinating entity's goals and objectives as required by the authorizing legislation and original and revised management plan. This section provides the logic model created by the SCNHC coordinating entity and Westat that outlines the resources and partnerships of the SCNHC coordinating entity, how they lead to program areas and activities, and in turn, how the activities lead to outcomes the SCNHC coordinating entity desires to achieve. Section 3.2 describes the SCNHC coordinating entity's programs and activities that have been conducted since receiving the NHA designation and an analysis of whether the SCNHC coordinating entity's programs and activities are fulfilling the intent of the authorizing legislation and the current management plan.

Section 3.3 describes the SCNHC coordinating entity's relationships with various NPS organizations and how these relationships compare to what is outlined in the authorizing legislation and current management plan.

Section 4 explores the second evaluation question, "What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?" Section 4.1 provides an overview of the investments made in the SCNHC coordinating entity since its inception, broken down by major categories. Section 4.2 provides an analysis of how the SCNHC coordinating entity has used the investments. Section 4.3 describes the impact of the SCNHC coordinating entity's investments including short and long-term outcomes.

Section 5 explores the third evaluation question, derived from legislation (P.L. 110-229), "How do the coordinating entity's management structure, partnership relationships, and current funding contribute to the NHA's sustainability?" Section 5.1 defines important management roles and functions and examines the extent to which they exist formally or informally within the SCNHC. Section 5.2 defines the partnerships and interrelationships that are needed to achieve sustainable results and discusses the extent to which they exist within the SCNHC including NPS's current role. Section 5.3 describes the role that the NHA funding has played and continues to play in the SCNHC coordinating entity. Section 5.4 defines financial resources needed and their role in sustaining the SCNHC coordinating entity and SCNHC. Section 5.5 assess whether other organizations or mechanisms exist outside of the NHA coordinating entity can contribute to accomplishing SCNHC goals and objectives post sunset or in the case that funding is reduced.

Section 1: Introduction

This section of the evaluation report defines and describes the National Heritage Areas (NHAs) and NHA coordinating entities in general as well as a short overview of the South Carolina National Heritage Corridor (SCNHC), the focus of this evaluation report. The section also describes the evaluation methodology, its limitations, and the roles and functions of key stakeholders involved in the development of this report.

1.1   National Heritage Areas

An NHA is a designation given by the United States Congress to an area that has places and landscapes that collectively represent a unique, nationally important American story. An NHA can be any size and is intended to encourage historic preservation and an appreciation of the natural, cultural, historic, and scenic resources that have been shaped by the area's geography and history of human activity.

> "...National Heritage Areas (NHA) are places where natural, cultural, historic, and scenic resources combine to form a cohesive, nationally important landscape arising from patterns of human activity shaped by geography."[1]

In 1996, Congress officially designated nine NHAs, with Federal funds provided over subsequent years. Oversight of these programs was assigned to the National Park Service (NPS), with the exception of one NHA, Silos & Smokestacks, that was originally assigned to the United States Department of Agriculture in 1996 and then to NPS in 2000.

A coordinating entity or management entity is typically the organization within the NHA boundary that is tasked with bringing together diverse interests, goals and activities, resources, and efforts to define and work collectively toward common goals. The coordinating entity is charged with the responsibility for developing and implementing a management plan that will achieve the goals specified in the heritage area's enabling legislation. It also manages the Federal funding provided to the heritage area. The coordinating entity may be a Federal commission, state agency, local university, local government, or nonprofit organization. The coordinating entity usually creates working groups with balanced representation of diverse interests, disciplines, backgrounds, and

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[1] National Park System Advisory Board. "Charting a Future for National Heritage Areas." Available online at http://www.nps.gov/history/heritageareas/NHAreport.pdf

ethnicities to plan and implement actions that meet the requirements of the heritage area legislation and plans. Members of the working groups may include elected officials, nonprofit practitioners, business representatives, librarians, historians, naturalists, landscape architects, educators, and civic organization leaders.

1.2   Report Purpose

"...National Heritage Areas are places where natural, cultural, historic, and scenic resources combine to form a cohesive, nationally important landscape arising from patterns of human activity shaped by geography."[2] In 1996, Congress officially designated nine National Heritage Areas (NHAs), with Federal funds provided over subsequent years. In May 2008, Congress mandated that an evaluation, under the auspices of the Secretary of the Interior be conducted of each of the nine NHAs authorized in 1996 to review accomplishments made over the ten year period. Based on the findings from each evaluation, the Secretary of the Interior will prepare a report to Congress with recommendations regarding the future role of NHAs with respect to NPS.

The Center for Park Management (CPM) conducted the first of the nine evaluations in 2009 of the Essex National Heritage Commission in eastern Massachusetts. Westat, under contract to CPM, conducted two additional evaluations: Augusta Canal NHA (ACNHA) in Augusta, Georgia and the Silos and Smokestacks NHA (SSNHA) in the Northeastern section of Iowa that serve as models for this set of NHA evaluations.

Currently, Westat is contracted to conduct evaluations of the six remaining NHAs including the one that is the focus of this report: the South Carolina National Heritage Corridor (SCNHC). The other sites include:

- Hudson River Valley
- Rivers of Steel
- Ohio and Erie Canalway
- National Coal Heritage Area
- Tennessee Civil War

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[2] National Park System Advisory Board. "Charting a Future for National Heritage Areas." Available online at http://www.nps.gov/history/heritageareas/NHAreport.pdf

1.2.1   South Carolina National Heritage Corridor

Federally designated by Congress in 1996, the South Carolina National Heritage Corridor (SCNHC) was the first of the Southeastern states to receive a NHA designation and the SCNHC is one of the largest Heritage Areas. The SCNHC extends 240 miles across South Carolina, stretching from the mountains of Oconee County, along the Savannah River, to the port city of Charleston. The Corridor has four regions (Regions 1-4) that provide a cross section of the landscape, history, and culture. Refer to section 2 for a map of the SCNHC. Currently, the management and operations of the SCNHC falls within the domain of the State Board of Directors. The South Carolina Department of Parks, Recreation and Tourism (SCPRT) operates as the fiscal agent for the Corridor. The SCNHC coordinating entity nonprofit organization, which executes the daily functions of the SCNHC, includes an Executive Director, three additional full time employees and one half time employee. The goals of the SCNHC fall within four domains:

- **Preservation:** To preserve the diverse types of historic resources that portray the range of settings and activities that have been significant to the entire Corridor and to its individual communities.

- **Education:** To educate residents and visitors about the history of the Heritage Corridor and its regions, building appreciation for the special qualities of its man-made and natural landscape as well as its culture and people;

- **Tourism:** To facilitate expanded recreational and cultural tourism by South Carolinians and out-of-state visitors, capitalizing on the Corridor's rich historical, natural, and human resources; and

- **Economic Development:** To define programs and projects that can achieve economic benefits from increased tourism throughout the Corridor.

1.3   Purpose of Evaluation

Public Law 110-229, enacted on May 8, 2008, directs the US Secretary of the Interior to evaluate each of the nine NHAs that were established in the Omnibus Parks and Public Lands Management Act of 1996[3] no later than three years before the date on which authority for Federal funding terminates. P.L. 110-229 describes the impetus for this evaluation, which is intended to inform the Secretary's report to Congress as follows:

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[3] See P.L. 104-333, 110 Statute 4093.

(a) In General.--For the nine National Heritage Areas authorized in Division II of the Omnibus Parks and Public Lands Management Act of 1996, not later than three years before the date on which authority for Federal funding terminates for each National Heritage Area, the Secretary shall —

(1) Conduct an evaluation of the accomplishments of the National Heritage Area; and

(2) Prepare a report in accordance with subsection (c).

(b) Evaluation.--An evaluation conducted under subsection (a)(1) shall—

(1) Assess the progress of the local management entity with respect to—

(A) accomplishing the purposes of the authorizing legislation for the National Heritage Area; and
(B) achieving the goals and objectives of the approved management plan for the National Heritage Area;

(2) Analyze the investments of Federal, State, Tribal, and local government and private entities in each National Heritage Area to determine the impact of the investments; and

(3) Review the management structure, partnership relationships, and funding of the National Heritage Area for purposes of identifying the critical components for sustainability of the National Heritage Area.

(C) Report.--Based on the evaluation conducted under subsection (a)(1), the Secretary shall submit a report to the Committee on Natural Resources of the United States House of Representatives and the Committee on Energy and Natural Resources of the Senate. The report shall include recommendations for the future role of the National Park Service, if any, with respect to the National Heritage Area.

1.3.1   Context

This evaluation follows two major NHA evaluation projects. In 2005, the NPS Conservation Study Institute (CSI) began the process of developing an evaluation strategy for NHAs that culminated in a 2008 report titled *Development of a National Heritage Area Evaluation Strategy: Report on Phase 1.* This report was based on CSI's experience conducting evaluations of three Heritage Areas (Blackstone

River Valley NHA, 2005; Delaware and Lehigh National Heritage Corridor, 2006; and Cane River National Heritage Area, 2008), as well as substantial input from the Alliance of National Heritage Areas (ANHA) Peer-to-Peer Committee. The evaluation model articulated in the CSI report provides a comprehensive overview of the core ingredients, guiding strategies, implementation activities, and accomplishments of a generic heritage area.

In 2009, CPM undertook the evaluation of the Essex National Heritage Commission. This was the first congressionally mandated evaluation of the nine NHAs authorized in Division II of the Omnibus Parks and Public Lands Management Act of 1996 and built on the structure and content of the program models developed by CSI during its evaluations. CPM's evaluation of Essex National Heritage Commission differed from the CSI evaluations in its objectives and focus. CSI's evaluations were focused on the processes that heritage areas use to accomplish their goals. It concentrated primarily on the role and benefits of partnership and collaboration. CPM's evaluation, because of the Congressional mandate, focused on outcomes as they related to the authorizing legislation and general management plan, the impact of financial investments, and the role of partnerships in the sustainability of Essex National Heritage Area.

The CPM/Westat evaluations of ACNHA and SSNHA built on CPM's evaluation of the Essex National Heritage Commission. The focus of these two evaluations continued to be on outcomes as they relate to the authorizing legislation and general management plan, the impact of financial investments on accomplishing these outcomes, the role of partners helping the NHA to accomplish its goals, and the sustainability of the NHA. Unlike the first evaluation, however, these two evaluations did not include large-scale surveys due to cost and OMB Paperwork Reduction Act issues. Based on these two evaluations, a replicable model of evaluation was drafted and is currently being finalized. This model is designed to guide future NHA evaluation efforts supported by NPS and served as the guide for the current evaluations.

1.4   Evaluation Methodology

In order to comply with the Congressional mandate for evaluation of the NHAs, NPS partnered with Westat to conduct this evaluation. The NPS's mission is to promote and enhance management capacity by fostering community stewardship of the nation's heritage. To achieve this mission, NPS provides technical, planning assistance and funding to the NHA coordinating entities. Westat is an employee-owned research firm with expertise in conducting evaluations across a broad range of

subject areas. The evaluation team was guided by NPS and the previous year's work of the NPS Evaluation Working Group, a group of NPS coordinators for NHAs, and a Park Superintendent. In the following sections, we describe the evaluation methodology, role of each party in the evaluation, and the context within which the evaluation was conducted.

1.4.1 Methodology

The methodology was designed to maximize both the use of existing data and the ability to measure specific outcomes of the SCNHC coordinating entity's activities. The period covered by the evaluation is the 15 years during which the SCNHC coordinating entity has received Federal funding, 1996-2011.

The following three questions—derived from the Congressional mandate—guided the evaluation:

1. Based on its authorizing legislation and general management plan, has the coordinating entity achieved its proposed accomplishments for the NHA?

2. What have been the impacts of investments made by Federal, State, Tribal and local government and private entities in the NHA?

3. How do the coordinating entity's management structure, partnership relationships and current funding contribute to the NHA's sustainability?

The evaluation used a case study design to address these evaluation questions. This design allowed for the examination of multiple variables of interest and multiple sources of data. The evaluation also incorporated a collaborative approach with project stakeholders to ensure that the findings are grounded in the local knowledge of the site. To guide the evaluation design and plans for implementation, we included the perspectives of NPS liaisons with each heritage area and NHA leadership. The tailored data collection tools and this report reflect the comments provided by NPS and the NHA evaluation site. The following sections describe each phase of the evaluation.

1.4.2 Site Introduction

During the initial phase of the evaluation process, Westat contacted SCNHC coordinating entity staff, together with staff from the NPS, NHA office, to discuss preliminary planning details and initial background research requests. Multiple email exchanges and several telephone conversations

occurred during December 2011 and January 2012. A two-day in-person meeting, the Meet & Greet Visit, was held at the site in January 2012 to both orient the Westat team to the site, introduce the SCNHC coordinating entity staff to the evaluation team and methodology (Appendix 3), and discuss roles and responsibilities for all parties involved in the evaluations. During this visit, we met with staff to learn more about the history and operations of the SCNHC, toured key destinations in the site near the program office, and worked with SCNHC coordinating entity staff to develop a logic model. Specifically, we conducted a session in which we led staff through a process of detailing the SCNHC goals, resources/inputs, organizations, strategies/activities, short-term outcomes and long-term outcomes. We then developed a draft logic model that was shared with and revised by the SCNHC coordinating entity Executive Director. The final logic model, displayed in Figure 4.1, guided the development of the data collection protocols (Appendix 4) that were shared with staff.

1.4.3   Data Collection and Analysis

Data collection methods for the evaluation included reviews of documents and financial records, in-person and telephone interviews with key informants from the SCNHC coordinating entity, partner and stakeholder organizations, and a small number of community intercept interviews with individuals visiting partners of the SCNHC. A protocol guided the data collection, outlining the domains and measures of interest to collect from each identified source (e.g., interviewees, program documents, financial documents, legislation). During data collection, evaluation staff used topic-centered guides for conducting interviews and abstracting documents. Data collection began in November 2011 and was completed in May 2012.

Numerous documents were reviewed to understand the background of the NHA (e.g., legislative documents, plans, by-laws), its staffing and structure, funding received and expenditures (e.g., yearly state-generated financial reports), and strategies and activities conducted (e.g., annual reports, management plans, program plans). These documents also provided information on some of the outcomes of SCNHC coordinating entity activities.

Interviews were conducted, individually and in groups, with members of the SCNHC Board of Directors including the current Chair and a former Chair, members of the Regional Advisory Committees, members of the SCNHC coordinating entity staff, and the SCNHC Executive Director. These interviews helped the evaluators gain an understanding of the background and history of SCNHC, the coordinating entity's activities and investments and their associated

outcomes, and the coordinating entity's actions and plans to ensure SCNHC coordinating entity's sustainability.

Interviews were conducted with 28 representatives from 20 stakeholder and partner organizations. These interviews discussed the organization's relationship with the SCNHC coordinating entity; the influence and impact that the stakeholder perceives that the SCNHC coordinating entity has made in the community; and additional ways the informant believes the SCNHC coordinating entity could serve the needs of the region. Stakeholder interviewees were selected by Westat from a list of organizations with which the SCNHC coordinating entity has relationships and who have a vested interest in the work of the SCNHC. In addition, a snowball sampling strategy was used, as some partner interviewees provided additional names of organizations and partners to contact. Interviews were conducted with the Director of the South Carolina State Department of Parks Recreation and Tourism; representatives from partner sites including various nonprofit and for profit organizations, state and national parks, regional tourism and visitors bureaus, and county parks and recreation departments.

The evaluation team also interviewed representatives from the National Park Service: the Superintendent at Fort Sumter National Park in South Carolina; the Chief of Interpretation at Fort Sumter National Park; Superintendent of Cowpens National Battlefield and Ninety Six National Historic Site; and the National Heritage Area Coordinator of the Southeast Regional Office. These individuals were interviewed in order to add to the team's understanding of the history and nature of the relationship between the SCNHC coordinating entity and the NPS; the influence and impact that the NPS representatives perceive the SCNHC coordinating entity has made in the community; and the perceived impact that any discontinuation of Federal funding would have on SCNHC coordinating entity programs and activities following the sunset date.

Twenty eight (28) informal community intercept interviews were conducted with members of the public to learn how familiar they were with the Heritage Corridor, whether they had used resources throughout the SCNHC, and what their views were on the impact of activities sponsored by the SCNHC coordinating entity on the community (e.g., economic, cultural, historic, restorative). Intercept interviews were collected from four different sites within the NHA: Drayton Hall, Anderson County Museum, National Wild Turkey Federation, and Table Rock State Park. All individuals approached agreed to be interviewed. Interviews were guided by a set of topics, rather than the same set of questions. See Appendix 4 for the management interview protocol, partner interview protocol, and community intercept interview protocol.

The focus of the data analysis was to document the extent to which the SCNHC coordinating entity had achieved its organizational and programmatic goals as articulated in the mandating legislation and the SCNHC coordinating entity foundational documents. Where feasible, findings discussed have been triangulated; that is, information has been documented from multiple sources. In addition, where appropriate, efforts have been made to ensure that the information gathered from key informants also has been substantiated with data from documents and other written sources.

Limitations

One limitation of the methodology is the limited data collection from the members of the public. As noted, community input was collected through the completion of topic-centered qualitative interviews with a total of 28 individuals. Although the individuals interviewed at Drayton Hall, the Anderson County Museum, the National Wild Turkey Federation, and Table Rock State Park likely represent individuals with no vested interest in the SCNHC, they represent a "convenience sample" rather than a representative sample of all tourists, local residents, and volunteers. Time and resource limitations prevented a broader selection of community representatives. The data thus provide insights into community awareness of the SCNHC but do not provide a definitive understanding of the extent to which the SCNHC coordinating entity has had an impact on community knowledge, attitudes, and involvement in the SCNHC.

A second limitation of our methodology is the ability of the evaluation design to provide definitive evidence of the SCNHC coordinating entity's achievement of outcomes, especially attributions to the NPS funding and NHA designation. The historical growth and development of the region since its designation as an NHA provides some indication of the role of the funding and designation, but it is confounded with other factors that contribute to the growth of the SCNHC. For example, although it is likely that the NPS funding has helped to leverage other funding, the extent to which the SCNHC coordinating entity may have been successful in receiving some of this funding without the NHA resources and designation is unclear.

1.4.4   Roles

Westat

Westat served as the external evaluator. Westat used the revised methodology from Augusta Canal National Heritage Area in Augusta, Georgia and the Silos and Smokestacks National Heritage Area

in the Northeastern section of Iowa, prepared and revised a logic model to guide the evaluation in collaboration with the SCNHC coordinating entity staff, prepared the data collection protocols, collected and analyzed the data, and prepared this document.

National Park Service

Various staff within NPS provided advice and resources for the evaluation team, reviewed the evaluator's products, interfaced with the NHAs, participated in evaluation site visits and provided oversight of the entire evaluation process. NPS representatives included the NPS National Coordinator for Heritage Areas and the National Heritage Areas Coordinator of the Southeast Regional Office. NPS staff met with Westat as needed.

South Carolina National Heritage Corridor Coordinating Entity

The staff of the SCNHC coordinating entity (the Executive Director, Development Director, Graphics Manager, Financing Staff) played key roles in facilitating this evaluation. They provided data and documents, helped with scheduling and planning site visits, identified a pool of contacts for interviews, provided feedback on the evaluation process, and participated in interviews. The SCNHC coordinating entity collaborated with the evaluation team to develop the NHA logic model. Additionally, the Grants Coordinator and other accounting staff at the South Carolina Department of Parks, Recreation and Tourism provided data and expertise related to financial information.

The SCNHC coordinating entity was not involved in the development of the methodology or data collection protocols though they were provided an opportunity to comment. SCNHC coordinating entity staff had the opportunity to review this document for factual accuracy after the draft was completed by Westat in June 2012.

Section 2:
Overview of the South Carolina National Heritage Corridor and Coordinating Entity

This section of the evaluation report begins with an overview of the South Carolina National Heritage Corridor (SCNHC), and the roles and responsibilities of the coordinating entity. This is followed by descriptions of the types and significance of relationships that exist between and among, SCNHC coordinating entity staff, stakeholder/partners organizations, and the National Park Service (NPS) in Section 2.3.

2.1 Introduction to the SCNHC and Background Information

Bounded at one end by the historical port of Charleston and at the other by the mountains of the Blue Ridge, the South Carolina National Heritage Corridor, also known as the "Corridor," encompasses the history of the settlement and evolution of the State. Within its boundaries, the Corridor also holds the places where rural and agricultural-based lifestyles developed and that remain as unique and powerful today as they were centuries ago.

The following are a few highlights from the Corridor's history that reflect the important connection between the people and the land that is the focus of the Corridor:

- **The South Carolina Frontier (Prior to 1788)**: The connection between Native American and early settlers, the growth of Charleston as an important trade and cultural center, the settlement of the Upcountry by farmers, the Revolutionary War, and the ratification of the United States constitution by the South Carolina legislature;

- **Imprinting the landscape (1788 to 1880)**: The development of clear political, economic and social distinctions between the Lowcountry and the Upcountry; the advent of railroads that enabled growth of trade and expansion of urban centers; and the impact of the War between the States and Reconstruction;

- **Industry Alters the Landscape (1880 to 1920)**: Widespread development of textile industries, new power technologies that brought electrification, and the establishment of Clemson College to further research into agricultural methods and practices; and,

- **Reshaping the Land (1920 to present)**: The Great Depression of the 1930's; major recreation and tourism initiatives, including the creation of a system of State Parks in conjunction with activities of the Civilian Conservation Corps and the damming of rivers to create the man-made lakes and the region referred to as Freshwater Coast ™;

the construction of interstate highways; and the establishment of the Savannah River Site by the Federal government.

In the early 1990s, the South Carolina congressional delegation, governor's office and community stakeholders determined that the creation of a heritage area would stimulate community pride and local rural economies by merging the protection of communities' resources with tourism, the state's largest industry. Before this time, little investment of time or finances was placed into this mission. In 1993, the South Carolina Department of Parks, Recreation and Tourism (SCPRT) was awarded a grant from the Department of Transportation's Intermodal Surface Transportation Efficiency Act (ISTEA) to develop a plan for a Heritage Corridor. The study was designed to determine the feasibility, cost and strategy for the development of a Heritage Corridor for an area over 240 miles long including 70 cities and towns. In 1994, Frenchman and Associates and CityDesign Collaborative worked together with a multi-disciplinary consultant team to prepare a plan for the development of a Heritage Corridor.

The South Carolina National Heritage Corridor Act of 1996 (16 USC 461) established the Corridor as a NHA and designated 14 counties to be the Corridor area. A later amendment expanded the number of counties to 17. The original 14 counties are divided into four regions roughly paralleling the existing South Carolina Tourism regions (Figure 2.1):

- Region 1: Anderson, Oconee, Pickens counties

- Region 2: Abbeville, Berkeley, Edgefield, Greenwood, McCormick, Saluda counties

- Region 3: Aiken, Bamberg, Barnwell, Orangeburg counties

- Region 4: Charleston, Colleton, Dorchester, Georgetown,

The three additional counties (Berkeley, Georgetown and Saluda) were added to Regions 2 and 4.

Figure 2.1   South Carolina National Heritage Corridor and its Regions
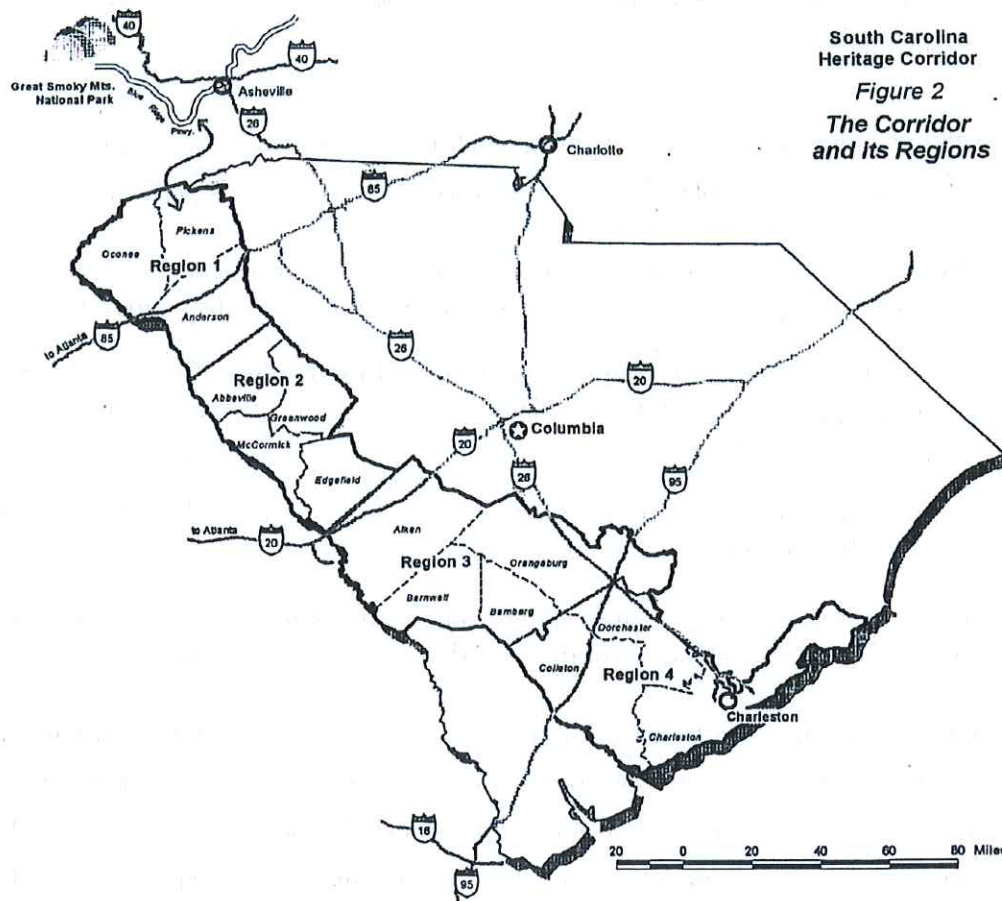
To support the regions, Boards were formed that included elected representatives from each region's counties as well as representatives of other heritage committees at community, county, and regional levels. The Regional Boards met with local community volunteer groups monthly to inventory historical, cultural, and natural landmarks; plan future activities; and coordinate among the stakeholders. Citizen involvement in this process was extensive involving nearly one thousand citizens, institutional representatives, elected officials, and business people.

An Advisory Task Force was created by Executive Order No. 94-15 of the Governor of South Carolina to insure that The Heritage Corridor Plan responded to local and State concerns, opinions, and needs. The Task Force consisted of representatives from the Regional Boards, representative of

each tourism district, as well as ten State agencies, including the Department of Agriculture, Archives and History, the Arts Commission, the Department of Commerce, the Department of Education, the State Museum, the Department of Natural Resources, Education Television, the Department of Transportation, and the Downtown Development Association. The Task Force met monthly during the planning process.

As a result of the planning process, participants in each region and Task Force members completed a "Goals Questionnaire" and the following goals emerged for the new heritage Corridor:

1. **Preserve** the diverse types of historic resources, which portray the range of settings and activities significant to the entire Corridor and its individual communities;

2. **Educate** residents/visitors about the history of the Heritage Corridor and its regions, building appreciation for the special qualities of manmade and natural landscapes as well as its culture and people;

3. Define programs and projects, which can achieve **economic** benefits from increased tourism throughout the Corridor;

4. Facilitate and expand recreational and cultural **tourism** by South Carolinians and out-of-state visitors, capitalizing on the Corridor's rich historical and natural resources.

Since receiving the Federal NHA designation in 1996, the SCNHC coordinating entity has undertaken a range of activities[4] supporting the restoration, conservation, and interpretation of the SCNHC and the resources that are encompassed within the NHA boundaries. A detailed list of the accomplishments is included in Appendix 5. A few of the key milestones are presented in Table 2.1.

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[4] Federal NPS funding may have contributed to certain activities, but only as permitted per the stipulations in P.L. 104-333.

Table 2.1   SCNHC Timeline

Year	Milestone
1996	South Carolina National Heritage Corridor designated as a State heritage area.
1997	Governor's Executive Order (under Governor Beasley) establishing the SCNHC as a non-profit corporation. During this year the organization also obtained Section 501 C3 status from the United States Internal Revenue Service.
1998	Federal funding was allocated to the program in the amount of $305,500.
2000	The Atlanta Southeast Regional NPS office submitted the Master Plan draft to the Regional Solicitor.
2002	The Master Plan with the Environmental Assessment was submitted to the Secretary.
2003	The Master Plan was approved by the Secretary of the Department of the Interior.
2008	A year-long program assessment conducted by an independent consultant was reported to the Board of Directors.

2.2   Introduction to the SCNHC Coordinating Entity

An NHA coordinating entity or management entity is typically the organization within the NHA boundary that is tasked with bringing together diverse interests, goals and activities, resources and efforts to define and work collectively toward common goals. The coordinating entity is charged with the responsibility for developing and implementing a management plan that will achieve the goals specified in the heritage area's enabling legislation. It also manages the Federal funding provided to, or funding earned by, the heritage area. The coordinating entity may be a Federal commission, State agency, local university, local government, or nonprofit organization. The coordinating entity usually creates working groups with balanced representation of diverse interests, disciplines, backgrounds, and ethnicities to plan and implement actions that meet the requirements of the heritage area legislation and plans. Members of the working groups may include elected officials, nonprofit practitioners, business representatives, librarians, historians, naturalists, landscape architects, educators, and civic organization leaders.

2.2.1 SCNHC's Authorizing Legislation, Mission, and Vision

SCNHC Authorizing Legislation

As noted earlier, in 1996, Congress designated the South Carolina National Heritage Corridor as a National Heritage Area under P.L. 104-333 (see Division II, Title IV). This legislation described the objectives of the South Carolina National Heritage Corridor:

■ To protect, preserve, conserve, restore, promote, and interpret the significant land and water resource values and functions of the Corridor;

■ To encourage and support, through financial and technical assistance, the State of South Carolina, the units of local government of the State, and the private sector in the development of a heritage plan for the Corridor to ensure coordinated public and private action in the Corridor area in a manner consistent with subsection (a);

■ To provide, during the development of an integrated heritage plan, Federal financial and technical assistance for the protection, preservation, and conservation of land and water areas in the Corridor that are in danger of being adversely affected or destroyed;

■ To encourage and assist the State of South Carolina and the units of local government of the State to identify the full range of public and private technical and financial assistance programs and services available to implement the heritage plan;

■ To encourage adequate coordination of all government programs affecting the land and water resources of the Corridor; and

■ To develop a management framework with the State of South Carolina and the units of local government of the State for— (A) planning and implementing the heritage plan; and (B) developing policies and programs that will preserve, conserve, protect, restore, enhance, and interpret the cultural, historical, natural, economic, recreational, and scenic resources of the Corridor..."

The legislation indicated that the SCNHC was to prioritize the implementation of actions, goals, and policies set forth in the heritage plan for the Corridor, including assisting units of government and others in:

■ Carrying out programs that recognize important resource values within the National Heritage Corridor;

■ Encouraging economic viability in the affected communities;

- Establishing and maintaining interpretive exhibits in the Corridor;

- Developing recreational and educational opportunities in the Corridor;

- Increasing public awareness of and appreciation for the natural, historical, and cultural resources of the Corridor;

- Restoring historic buildings that are located within the boundaries of the Corridor and relate to the theme of the Corridor; and

- Ensuring that clear, consistent, and appropriate signs identifying public access points and sites of interest are put in place throughout the Corridor.

Title IV authorized the Secretary of the Interior to appropriate up to one million dollars per fiscal year, and not more than ten million dollars over the course of the cooperative agreement. In 2008, Congress increased the funding cap for each of the 1996 Heritage Area designees to $15 million (P.L. 110-229 Title IV Section 461.) Federal funding has been approved for the SCNHC until it reaches its sunset date on September 30, 2012. The authorizing legislation includes a "50% Match Requirement" which stipulates that the NPS Federal Assistance Funds (NPSFAF) provided to the SCNHC cannot exceed 50 percent of the total funding it receives. This requirement is intended to encourage the NHA to seek funding from other sources that can support its mission, including the local community.

As required, the SCNHC coordinating entity prepared a document describing the plans for the management and administration of the Heritage Area, and submitted it for approval by the Secretary of the Interior in 2002 and received final approval in 2003. The authorizing legislation dictated that the resulting plan should, "…take into consideration existing State, county, and local plans and involve residents, public agencies, and private organizations working in the Heritage Area. It shall include actions to be undertaken by units of government and private organizations to protect the resources of the Heritage Area." As a result, the SCNHC Management Plan was structured according to the goals and objectives that had been specified in the 1995 Management Action Plan. Criteria for approval of the SCNHC Management Plan by the Secretary of Interior included whether the plan:

- Has strong local support from a diversity of landowners, business interests, nonprofit organizations, and governments within the area;

- Is consistent with and complements continued economic activity in the area;

- Has a high potential for effective partnership mechanisms;
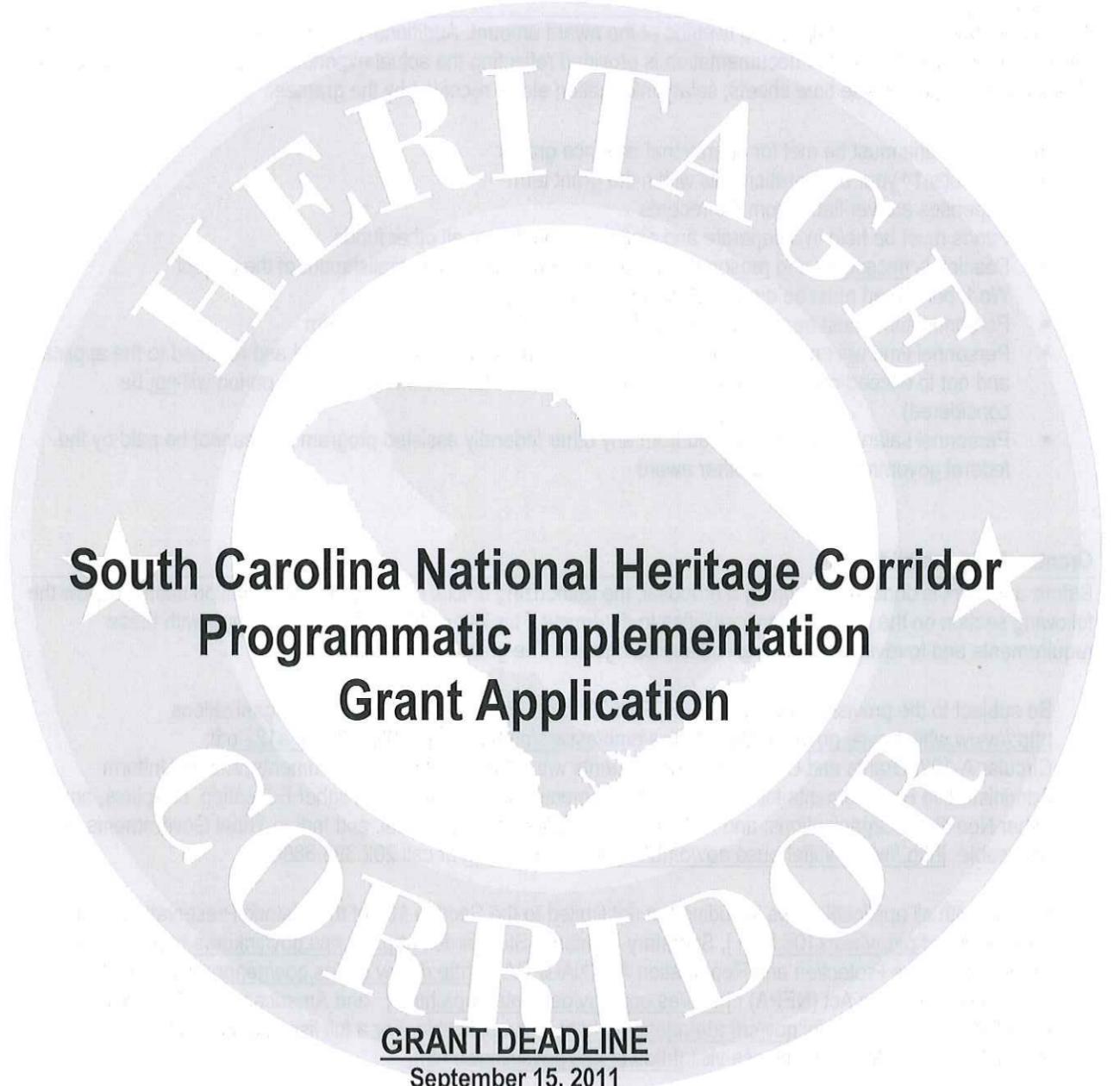
South Carolina National Heritage Corridor
Programmatic Implementation
Grant Application

Administered by the
South Carolina Department of Parks, Recreation & Tourism

Grant Overview:

The goal of the SCNHC Programmatic Implementation Grant is to provide funding to an organization whose mission complements the mission and goals of the federally designated South Carolina National Heritage Corridor and whose operations assist with fulfilling the federal mandate of the program. Awarded funds will be utilized to further the programmatic efforts of the heritage area while simultaneously servicing and promoting the17 county area.

Reimbursement:

The Grant may be advanced up to two twelfths of the award amount. Additional advances equal to one twelfth of the award will be granted only after documentation is provided reflecting the actual expenditures with attached cancelled checks, invoices, employee time sheets; salary information etc. is received by the grantee.

The following criteria must be met for operational advance grants:
- Project's 1st year of operation falls within the grant term
- Expenses are verifiable from the records
- Funds must be held in a separate and distinct account from all other funds.
- Position is necessary and reasonable for proper and efficient accomplishment of the project
- Work performed must be directly attributable to the project
- Personnel time must be documented and submitted with the appropriate form
- Personnel time will only be considered in the period after the contract is signed and returned to the applicant and not to exceed one year from the date of the contract (extensions of this time period will not be considered)
- Personnel salary cannot be derived from any other federally assisted program and cannot be paid by the federal government under another award

Grantee Responsibilities:

Before any work is done in developing a proposal, the authorizing official of the applicant institution should review the following section on the grantee responsibilities to determine if his/her institution is able to comply with these requirements and to review eligible expenditure categories. The grantee is required to:

- Be subject to the provisions of OMB 2CFR, Part 230 Cost Principles for Non-Profit Organizations http://www.whitehouse.gov/sites/default/files/omb/assets/omb/fedreg/2005/083105_a122.pdf; Circular A-102: Grants and Cooperative Agreements with State and Local Governments; A-110: Uniform Administrative Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals, and Other Non-Profit Organizations; and A-87: Cost Principles for State, Local, and Indian Tribal Governments, as applicable. [http://www.whitehouse.gov/omb/circulars/index.html] or call 202.395.6880

- Comply with all applicable laws including but not limited to the Section 106 of the Historic Preservation Act [http://www.achp.gov/work106.html], Secretary of Interior Standards [http://cr.nps.gov/linklaws.htm], the Native American Graves Protection and Repatriation Act (NAGPRA) [http://www.cr.nps.gov/nagpra/], National Environmental Policy Act (NEPA) [http://es.epa.gov/oeca/ofa/nepa.html], and Americans with Disabilities Act(ADA)[http://www.usdoj.gov/crt/ada/adahom1.html], as applicable. For a full listing of Federal Laws, Regulations, and Standards please visit [http://cr.nps.gov/linklaws.htm].

- Comply with county and/or state procurement codes as well as all applicable federal and/or state laws. State procurement codes may be found at www.scstatehouse.gov/code/tllc035.htm.

- Comply with State policies on Travel and Subsistence allowances. State Travel and Subsistence Policy can be found at http://www.cg.sc.gov/agencyinfo/cra/cra.htm.

- Have an audit performed that meets the requirements of OMB Circular A-128 or A-133 whenever $500,000 or more in federal funds is expended during a fiscal year and provide the SCPRT with a copy of the audit report

- Provide IRS letter of tax exempt status and/or (if applicable) letter of agreement from tax-exempt organization

- Provide tax-exempt federal identification number

- Request extension of grant period, budget or programmatic changes in writing

- Attend a mandatory SCPRT grant workshop upon notification of award.

- Allow inspection of program records and project by SCPRT and authorized federal agencies through completion and reimbursement of the grant award

- The grantee is responsible for maintaining all records for a minimum of 3 years after the close of the grant, as required by Circular A-110.

Additional Federal Guidelines:

The National Environmental Policy Act of 1969
declares a national policy which will encourage productive and enjoyable harmony between man and his environment; to promote efforts which will prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; to enrich the understanding of the ecological systems and natural resources important to the Nation; and to establish a Council on Environmental Quality.

Title IV of the Civil Rights Act of 1964
provides that: No person in the Unites States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied benefits of, or be subject to discrimination under any program or activity receiving Federal financial assistance (Section 601).

Title IX of the Education Amendments of 1972
provides that: No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subject to discrimination under any educational program or activity receiving Federal financial assistance.

The Age Discrimination Act of 1975
provides that: No person in the United States shall, on the grounds of age, be excluded from participation in, be denied the benefits of, or be subject to discrimination under any program or activity receiving Federal financial assistance.

Section 504 of the Rehabilitation Act of 1973
provides that: No otherwise qualified person with a disability in the United States, shall, solely by reason of his or her disability, be excluded from participation in, or denied benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.

Fair Labors Standards Act:
All personnel employed on projects or productions which are financed in whole or in part through Federal financial assistance will be paid not less than the minimum compensation as determined by the Secretary of Labor in Parts 3, 5, 505 of Title 29 of the Code of Federal Regulations. No part of any project shall be performed or engaged in under

working conditions that are unsanitary, hazardous, or dangerous to the health and safety of the employees engaged in the project.

The Drug Free Workplace Act of 1988
Requires that employees of the grantee not engage in unlawful manufacture, distribution, dispensation, possession, or use of controlled substances in the grantee's workplace or work site.

Organizational Criteria:

The organization must meet the following criteria:

I.   Organization must be based within the 17 counties of the congressionally designated National Heritage Area (Anderson, Oconee, Pickens, Abbeville, Edgefield, Greenwood, McCormick, Saluda, Aiken, Orangeburg, Barnwell, Bamberg, Colleton, Dorchester, Charleston, Berkeley and Georgetown)
II.   Management structure of the organization must be willing to represent and promote all regions of the SCNHC.
III.   Organization must be able to demonstrate a history of successfully completing regional and/or Corridor-wide projects and programs.
IV.   Organization must have thorough knowledge of the National Heritage Area program, national issues relevant to the program, and an understanding of the congressional intent and mandate for the SCNHC.
V.   Organization must have 501c3 designation

Application Instructions:

The application must be printed with 12-point font on 8 ½ x 11 white paper with one-inch margins and be bound by a clip rather than stapled. PLEASE, NO STAPLES.

I.   **General Application Form**
II.   **Project Profile Form**
- Project location – include map of organization service area
III.   **Funding Amount Request**
IV.   Illustrate the support the project has received. Include five (5) letters of commitment or support from community organizations, local or state partnering affiliations, or government. Letters of support should be included with the grant application by the due date. Additional documentation may include press clippings, supporting evidence of feasibility, or any other pertinent information.
VII.   **Other Documentation**
- Copy of IRS letter of determination of tax-exempt status
- Copy of tax-exempt organization's federal tax ID number

Applications must be postmarked by the due date. Applications should be mailed to:

Kim Paradeses
SCPRT – Finance Office
1205 Pendleton Street
Columbia, South Carolina 29201

General Application Form

Project Title/Name:

Applicant Organization:

Name of Project Manager:

Mailing Address:

Phone: E-Mail: FAX:

How will the work of the organization impact the South Carolina National Heritage Corridor?

Explain how the organization will representative and promote all Heritage Corridor communities and how it will maintain grassroots involvement.

Provide evidence of the organization's understanding of the SCNHC program to include congressional intent for the designation, partnership with the National Park Service, and the mission and goals of the program.

Provide a specific example of a regional and/or a Corridor-wide project or program conceived, planned and implemented by the organization.

Describe Project Scope:

Funding Request

Provide budget and a written narrative justification.

Funding amount requested:

_____

Signature of Organization Director   Date

_____

Printed Name of Organization Director

_____

Signature of Fiscal Agent Representative, if Applicable   Date

_____

Printed Name of Fiscal Agent Representative

Project Profile

1. Provided detailed information on the organization's service area (include map if available).

2. Describe the organizational structure of the organization.

3. Provide a brief history of the organization.