

NORTH CAROLINA STATE HISTORIC PRESERVATION OFFICE
Office of Archives and History
Department of Natural and Cultural Resources

NATIONAL REGISTER OF HISTORIC PLACES

Clubfoot and Harlow Canal

Harlow vic., Craven and Carteret Counties, CR0565 and CV1338, Listed 02/23/2026
Nomination by Mary Ruffin Hanbury, Hanbury Preservation Consulting
Photographs by Mary Ruffin Hanbury, May 2024; February 2025



Clubfoot and Harlow Canal, south of Adams Creek Road crossing, View to SE.



Clubfoot and Harlow Canal, north of Ball Farm Road crossing, View to SE.

**United States Department of the Interior
 National Park Service**

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions.

1. Name of Property

Historic name: Clubfoot and Harlow Canal
 Other names/site number: New Bern and Beaufort Canal, Harlowe Canal
 Name of related multiple property listing:
N/A

2. Location

Street & number: 328 yards east of State Route 101
 City or town: Harlowe State: NC County: Craven and Carteret
 Not For Publication: N/A Vicinity:

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,
 I hereby certify that this nomination request for determination of eligibility meets
 the documentation standards for registering properties in the National Register of Historic
 Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.
 In my opinion, the property meets does not meet the National Register Criteria.
 I recommend that this property be considered significant at the following
 level(s) of significance:

national statewide local

Applicable National Register Criteria:

A B C D

 _____ Signature of certifying official/Title: State Historic Preservation Officer North Carolina Historic Preservation Office State or Federal agency/bureau or Tribal Government	_____ Date 2/8/26
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In my opinion, the property <input type="checkbox"/> meets <input type="checkbox"/> does not meet the National Register criteria.	
_____ Signature of commenting official:	_____ Date
_____ Title :	_____ State or Federal agency/bureau or Tribal Government

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4. National Park Service Certification

I hereby certify that this property is:

- entered in the National Register
- determined eligible for the National Register
- determined not eligible for the National Register
- removed from the National Register
- other (explain:) _____

Signature of the Keeper

Date of Action

5. Classification

Ownership of Property

- Private:
- Public – Local
- Public – State
- Public – Federal

Category of Property

- Building(s)
- District
- Site
- Structure
- Object

Number of Resources within Property

Contributing
0
0

Noncontributing
0
0

buildings

sites

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1

3

structures

0

0

objects

1

3

Total

Number of contributing resources previously listed in the National Register 0

6. Function or Use
Historic Functions

TRANSPORTATION: water related

Current Functions

TRANSPORTATION: water related

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7. Description

Architectural Classification

OTHER: canal

Materials:

EARTH

Narrative Description

Summary Paragraph

The Clubfoot and Harlow Canal is an approximately three-mile-long artificial channel dug across a peninsula connecting Clubfoot Creek and the Neuse River at the north to Harlow Creek and the Newport River to the south. It has a width ranging from 70-80 feet. The land immediately bordering the canal is largely undeveloped

Narrative Description

Canal

The Clubfoot and Harlow Canal is an approximately three-mile-long artificial channel dug across a peninsula connecting Clubfoot Creek and the Neuse River at the north to Harlow Creek and the Newport River to the south. It spans Craven and Carteret Counties within two miles of the eastern boundary of the Croatan National Forest. Lack of consistent maintenance has resulted in irregular shorelines and depths due to erosion and tidal silting, but the width ranges from 70 to 80 feet. The depth ranges from 2-5 feet in the center of the canal. Three bridges cross the canal at State Route 101, Ball Farm Road, and Adams Creek Road. The land immediately bordering the canal is largely undeveloped. Though there are occasional encroaching docks and shoreline riprap, much of the bordering land is wooded. While there are some reports of canal locks in the nineteenth century, none remain though there may be underwater archaeological deposits.

Bridges (3)

Three bridges span the canal all of which are noncontributing resources. The northern bridge (NCDOT # 240003) is a precast, prestressed, concrete slab bridge built in 1980. The central

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bridge (NCDOT # 150057) is a prestressed concrete box beam bridge built in 2024. The southern bridge (NCDOT #150010) is a prestressed concrete cored slab bridge built in 1989.¹

Statement of Integrity

The canal's design and construction has changed over time. In 1813, the canal was directed to be 14 feet wide and 4 feet deep. Drainage ditches along the banks of the canal were required as well as four 60 foot x 12 foot sidings, or widened areas, to allow passing traffic. In 1820, the state engineer Hamilton Fulton confirmed those dimensions.² The records of the North Carolina Board of Internal Improvements include specifications by Fulton for a wooden regulating lock that reference plans, but the plans themselves are not found in the records of the Board of Internal Improvements, and it is unclear if Fulton's lock design was executed.³

Fulton also provides specifications for the canal. The dimensions were to be 14 feet wide at the bottom and 26 feet wide at the surface of the water. His specifications include four lie-by bays, or widened sections for mooring so as not to impede traffic, opposite a towpath. A towpath is a terrestrial passage along the side of a canal for use by animals towing vessels. It was to be 8 feet wide at a height of 4 feet above the water level.⁴ Specified towpath, hauling paths and lie-by bays, if they were actually completed, would have been obliterated in the late nineteenth century when the canal was significantly enlarged and dredged, and when the use of steamships precluded the necessity for a towpath.

Sources suggest there were timber gates and/or locks at both ends of the canal at various times. Early locks (ca. 1820) failed. Engineer Hamilton Fulton provided plans for timber locks which may have been installed in the 1820s. An 1829 lock at the north end of the canal replaced a Fulton-designed lock at which point repairs were suggested for the southern lock. During the mid-nineteenth century when the canal was effectively abandoned, both locks may have been undercut and compromised. It is documented that the southern lock at Harlow Creek remained until 1888, when it was removed according to the *Annual Report of the Chief of Engineers, United States Army to the Secretary of War for the year 1889*.⁵ The date of the removal of any northern lock is unknown.

¹ North Carolina Department of Transportation, Bridge Map (GIS/website)

<https://www.nconemap.gov/datasets/NCDOT::bridge-structures-2/explore?location=34.857627%2C-76.764801%2C15.50>.

² Hamilton Fulton, *Report on the Clubfoot and Harlow Creek Canal to the President and Directors for the Internal Improvement of North Carolina* (State Archives of North Carolina, records of the Board of Internal Improvement, February 14, 1820).

³ Hamilton Fulton, *Report on the Clubfoot and Harlow Creek Canal to the President and Directors for the Internal Improvement of North Carolina* (State Archives of North Carolina, records of the Board of Internal Improvement, April 21, 1821).

⁴ Fulton, April 21, 1821.

⁵ Harlowe Creek (map) based on 1888 map by E.D. Thompson, as reproduced in *Annual Report of the Chief of Engineers, United States Army to the Secretary of War for the year 1889* (Washington: Government Printing Office, 1889).

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The path of the Clubfoot and Harlow Creek Canal has not been altered; thus, it retains integrity of location. Though the original design has been altered, design changes within the period of significance reflect the changes in technology and transportation, including the use steam dredges to enlarge the canal. The widening of the canal during the period of significance destroyed the towpath, sidings, and lie-by bays, if the canal was built to its original specifications. The widening of the canal and the destruction of the towpath reflects the transition to steam-powered vessels which needed a larger berth but did not require a towpath for mules to tow watercraft. Timber locks were likely abandoned and/or removed within the period of significance; the canal retains integrity of design.

The setting of the canal remains largely rural and lightly developed. Some docks have been built into the canal and limited sections of shoreline have been protected with riprap, but those changes have negligible impact on the integrity of setting. Modern fixed bridges have been constructed over the canal relacing historic bridges which had draws or swing spans. The bridges have a slight impact on integrity of setting, more for their design and appearance than by their presence which has historical precedence. Save for the locks, which were short-lived and ill-conceived, the canal is and has been an earthen structure; thus, the integrity of materials is high. The workmanship of the canal is reflected in the sheer effort of the movement of earth to create a channel by hand tools and later by steam dredges. Despite some erosion, the integrity of workmanship remains. Though compromised by the low clearance of the current bridges (earlier bridges had draw spans), the canal continues to be a viable waterway for transportation by low-profile boats; thus, it retains integrity of feeling and association.

Statement of Archaeological Potential

The Clubfoot and Harlow Canal, opened in July 1827, has been assigned the OSA archaeological site number 31CR481. As part of a North Carolina Department of Transportation (NCDOT) project to replace Bridge No. 57 over Harlowe Creek, an archaeological survey of the canal was conducted in 2021 by Richard Grubb and Associates, Inc. on behalf of Kisinger Campo & Associates and NCDOT.

The archaeological investigation included a pedestrian reconnaissance and STPs within the area of potential effects for the bridge replacement project. The canal was also visually inspected via a motor vessel as part of the archaeological investigation. Articulated brick and mortar were noted along the east bank of the canal during the visual inspection.

The investigation concluded by indicating that the canal prism maintains its physical integrity through multiple building and rebuilding campaigns in the nineteenth century, and that potentially in situ archaeological features were observed along the canal banks.

Finally, as part of the NCDOT's project to replace Bridge No. 57, the "No Adverse Effect Determination" Form notes that "possible archaeological resources include the canal prism and walls, locks, bridge crossings or a possible causeway..., and possible marine resources and

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terrestrial resources along the banks...As such, there is a high potential for archaeological resources that would contribute to the significance of the National Register eligible canal.”

Archaeological resources, such as intact cross-sections of the canal prism and walls, bridge crossings, potential causeways, and submerged resources in the canal bed can reveal further information regarding the construction methods and utilization of the canal during its period of significance. Therefore, archaeological remains may well be an important component of the significance of the property, and they should be considered in any development of the property.

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8. Statement of Significance

Applicable National Register Criteria

- A. Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B. Property is associated with the lives of persons significant in our past.
- C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D. Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations

- A. Owned by a religious institution or used for religious purposes
- B. Removed from its original location
- C. A birthplace or grave
- D. A cemetery
- E. A reconstructed building, object, or structure
- F. A commemorative property
- G. Less than 50 years old or achieving significance within the past 50 years

Areas of Significance

TRANSPORTATION

Period of Significance

1827-1910

Significant Dates

1850

1883

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Significant Person

N/A

Cultural Affiliation

N/A

Architect/Builder

Fulton, Hamilton

Statement of Significance Summary Paragraph

The Clubfoot and Harlow Canal, first envisioned in the Colonial Era, is significant at the state level in the area of Transportation. The canal was part of a larger movement to improve water transportation by private and public efforts beginning in the 18th century during the state's great movement for internal improvements. The period of significance begins in 1827, when the canal opened for small watercraft, and ends in 1910, when the completion of the nearby Adams Creek Canal made the Clubfoot and Harlow Creek Canal redundant and gradually irrelevant for significant water traffic. Though eclipsed by railroads and the new canal that was incorporated into the Intracoastal Waterway, the Clubfoot and Harlow Creek Canal is significant as an early public-private partnership in statewide efforts to create improved transportation networks supporting trade and commerce. The canal was originally built largely by enslaved African American labor and is representative of the antebellum contributions of African Americans to the creation of the state's network of water transportation improvements through particularly arduous labor.

Narrative Statement of Significance

Transportation Context

The Clubfoot and Harlow Creek Canal was one of a series of internal improvements in North Carolina beginning in the eighteenth century that created waterways for commercial transportation to facilitate trade and economic development. The canal was supported through numerous legislative actions and financial assistance by the State of North Carolina and was championed by the state's Board of Internal Improvements. North Carolina's efforts mirrored national trends in infrastructure developments, as the governmental role in transportation evolved.

To a greater extent than its neighbors Virginia and South Carolina, North Carolina's coastal geography has been a challenge to transportation and commerce. A string of barrier islands and sand bars divides the Atlantic Ocean from a series of shallow sounds that are fed by both the

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tidal waters and a series of freshwater rivers. Inlets provide access from the ocean to the sounds and then to the interior areas of the state, often by specific channels that, while deeper than other parts of the sound, still historically required offloading of cargo from ships in order to maintain sufficient draft.

In the eighteenth and nineteenth centuries, products from northern North Carolina counties were exported via Hampton Roads in Virginia, while South Carolina ferried products from North Carolina's Broad and Catawba Rivers. It is estimated that through the nineteenth century, less than one third of the state's agricultural production was shipped via North Carolina ports.⁶ This resulted in negative economic impacts in terms of shipping costs, reduced revenue for sale of goods, increased prices for imported goods, and decreased tax revenues.⁷ The geography of the state divided communities and regions to the extent that historian Ronald Hartzer maintains, "If North Carolina were to take its place, economically and politically, among the other states in the 19th century, its people must open the rivers and join the regions together, and all of them with the sea."⁸

North Carolina's government encouraged the construction of canals as early as the eighteenth century. In 1795, the legislature passed *An act to encourage the cutting of Canals by subscription* which gave canal organizations the power to condemn land. Once a canal was completed, the canal company was required to make a financial report and could collect tolls until their subscribers had been reimbursed after which point the canal "shall be free from all toll, for the good and use of the public; any law, usage or custom to the contrary notwithstanding."⁹ Entities authorized for the construction and operation of canals formed in the eighteenth century included the Fayetteville Canal Company (1790), the Dismal Swamp Canal Company (1790), the Clubfoot and Harlow's Creek Canal Company (1795), The Roanoke Navigation Company (1796), the Roanoke and Pungo Canal Company (1796), The Deep and Haw River Company (1796), The Yadkin Canal Company (1796), the Tar River Navigation Company (1796), and the Union Canal Company (1798).¹⁰

The movement for strong transportation networks flourished in the nineteenth century, nationally and in North Carolina. It was an era of infrastructure in the United States spurred initially in part by the creation of canals. In 1808, the U. S. Secretary of the Treasury Albert Gallatin delivered a *Report on Roads and Canals*, a document attempting to devise a strategic national approach to internal improvements, in contrast to the scattershot attempts by the private sector and local governments to fund and build roads and waterways in an uncoordinated and reactive manner. Gallatin recognized that a strong economy was dependent on transportation infrastructure and drew on his knowledge of European canal systems to inform his report. The report was

⁶ Ronald Hartzer, *To Great And Useful Purpose: A History Of The Wilmington District U.S. Army Corps Of Engineers*, (U.S. Army Corps of Engineers, May 1984), 9.

⁷ Hartzer, 9.

⁸ Hartzer, 7.

⁹ An act to encourage the cutting of Canals by subscription, Laws of North Carolina, 1795.

¹⁰ Joseph Stancliffe Davis, "Eighteenth Century Business Corporations in the United States," in *Essays in the Earlier History of American Corporations* (Harvard University Press, 1917), 179.

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staggering in scope, to the extent that little was funded by the federal government beyond the proposed National Road. His suggestion of a New York State canal was realized in the state-funded Erie Canal, and portions of his proposed canal system paralleling the Atlantic were implemented only in part until the creation of the Intracoastal Waterway a century later.¹¹

By the end of the nineteenth century, an estimated 3,900 miles of canal had been built across the country. While other efforts such as the Erie Canal may be more celebrated, North Carolina saw the construction of several significant canals in this period. In addition to the Harlow and Clubfoot Creek Canal, they included the Somerset Canal (Washington County, six miles, 1788); Dismal Swamp Canal (Camden County, NC to Chesapeake, VA, 22 miles, conceptualized 1782, completed 1805); Cross Canal (Camden County, 11 miles, 1822); Roanoke/Weldon Canal (Halifax County, 12 miles, 1823); Bean Shoals Canal (Surry County begun 1820, not completed) and the Albemarle and Chesapeake Canal (Currituck County, NC to Chesapeake, VA 10 miles authorized 1772, construction 1855-1859).¹² These canals and other smaller projects were created either to make efficient connections, or to bypass rapids and falls in river systems.

Early projects met with mixed results and overall the effort was disjointed. Local efforts often lacked capacity and expertise. Regional rivalry and schisms were reflected in the legislature, and therefore many early projects lacking political support were instigated by the private sector.¹³ Often these efforts were authorized, chartered, or financially supported by state government however, including the work of the Cape Fear Navigation Company, and the Roanoke Navigation Company and efforts on the Tar, Neuse, Roanoke, Yadkin and New Rivers.

Against the backdrop of these patchwork efforts, Archibald D. Murphey emerged as a strong advocate for a coordinated state effort in North Carolina to manage and improve transportation infrastructure and public works. A lawyer, judge, and legislator, Murphey was a proponent for what was known as internal improvements. During his tenure in the legislature (1812-1818) he served as the chairman of both the Committee on Inland Navigation and the State Board of Internal Improvements and used both positions as a bully pulpit to promulgate a vision of publicly-supported transportation infrastructure. Murphey's vision was comprehensive and coordinated and included dredging coastal inlets and sounds, building locks at rivers to extend their navigability, and creating canal and road systems to connect them all.

While some have argued that Murphey's bold vision was too large for many to grasp and was hamstrung by parochial sectionalism, it did support the creation of several navigation companies, a board and a fund for internal improvements, and the position of state engineer, the first of whom, Scotsman Hamilton Fulton, made extensive surveys of roads, rivers and canals. Fulton collected invaluable data which was the basis for his sound engineering recommendations.

¹¹ Carter Goodrich, *Government Promotion of American Canals and Railroads 1800-1890* (Greenwood Press, 1974), 19; Robert McNamara, "Albert Gallatin's Report of Roads, Canals, Harbors, and Rivers, March 2017," ThoughtCo.com, accessed January 13, 2025, <https://www.thoughtco.com/albert-gallatins-report-1773704>.

¹² "18th-19th Century Canals in North Carolina," North Carolina Business History, <https://www.historync.org/canals.htm>.

¹³ Hartzler, *To Great And Useful Purpose*, 10.

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Murphey saw the surveys and consequent construction of transportation infrastructure as integral to the economic and social prosperity of the state as a whole. That philosophy is echoed in the Board of Internal Improvement's 1821 report, which noted that internal improvements should "give to all our citizens an easy and commodious way of getting to market the productions of their industry" and "to fix that market within our limits."¹⁴

Fulton's work and that of his assistant Robert Brazier, supported the Board of Internal Improvement. Fulton conducted a thorough survey of the state's waterways, made reports, and designed limited improvements under specific directions. He produced strategies to address navigation issues at the Cape Fear River and the Roanoke inlet. He designed the Roanoke Canal Aqueduct and plans and specifications for locks for the Neuse River and the Clubfoot and Harlow Creek Canal. In addition to canals, he also studied roads and outlined a proposed system of roads that is the basis for the state's current road network. Much of Fulton's larger vision was stymied by the economic impact of the Panic of 1819. Fulton's tenure was brief. He resigned from his position in 1826 in response to a salary cut and took a similar position with the State of Georgia. Historian Ronald Hartzler posits that about this time state government, facing the enormity of waterway improvements, began to look to the federal government for direction and funding.¹⁵

Coincidentally the 1830s marked the beginning of the railroad industry in North Carolina. The first North Carolina railroad companies to be chartered were the Wilmington and Raleigh Railroad in 1834 and the Raleigh and Gaston Railroad of 1835. Railroads offered many advantages that canals did not; namely, less expensive construction and maintenance costs, faster transit times, and greater options for route selection. At the end of the Civil War both North Carolina's railroads and canals were devastated. State and corporate investments largely shifted away from canals to railroads in the post-war period. Despite the growth of the railroads in the late nineteenth century, some canals continued to operate. The Dismal Swamp, and Albemarle and Chesapeake canals continued to provide vital connections between North Carolina markets and the port at Norfolk, Virginia. Tolls on these two canals, which contributed to shipping costs, spurred interest in the development of a government waterway that might be operated without tolls. Indeed, surveys for such an operation were conducted as early as 1837 by Colonel James Kearny, a topographical engineer with what is now the U.S. Army Corps of Engineers, and surveys and studies were made throughout the nineteenth century.

The late nineteenth century saw a concerted effort to continue internal improvements along the state's waterways. Desire and expectations increased that the federal government would supplant private and state efforts providing both expertise and funding. Newspapers of the era maintained a constant drumbeat of appeals for federal involvement. One example in the *Goldsboro*

¹⁴ *Annual Report of the Board of Internal Improvements of North Carolina to the General Assembly* (J. Gales, 1821), xix.

¹⁵ Hartzler, *To Great And Useful Purpose*, 14.

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Messenger of January 12, 1885, is an open letter outlining the conditions of coastal rivers and harbors and the needs that would hopefully be addressed in federal legislation.¹⁶

The federal *Rivers and Harbors Act of 1902* called for a study to find the optimal route from Norfolk to the Albemarle Sound with a 16-foot draw. The study determined that such a project would not be cost-effective. However, it did suggest that a shallower waterway would be less expensive, could support military operations, and would reduce shipping costs for commercial ventures if operated without tolls.¹⁷ This suggestion of an inland waterway spurred additional studies, notably a 1909 survey of a continuous route from Boston to Beaufort, which was the basis for projects authorized by subsequent Rivers and Harbors Acts that ultimately created the Atlantic Intercoastal Waterway.¹⁸ The Boston to Beaufort route notably incorporated an earlier project supervised by the Wilmington District of the Corps, a connection between the Neuse River and Beaufort Inlet via Adams Creek, a \$500,000 project resulting in an connection with a 10' depth and 90' width, completed in 1910.¹⁹

The Atlantic Intercoastal waterway stretches from Boston to Key West and was completed in 1940, the North Carolina segment having been finished in 1934. Despite the rise of the railroad, water transportation had a surge in popularity when the invention of the internal engine allowed diesel-powered shipping. Additionally, the inland waterway allowed for affordable transport of bulk commodities through barges and gave the country a military advantage during World War II, when German submarines were positioned along the eastern seaboard of the Atlantic.

Clubfoot and Harlow Canal, Colonial and Antebellum Periods

A canal linking the Neuse River to old Topsail Inlet at Beaufort was contemplated as early as the Colonial Era. The actual completion of the canal took over 60 years and at least 17 legislative actions. Completed in 1827, constructively abandoned in the mid-nineteenth century, and briefly improved in the 1880s, the canal was rendered obsolete by the construction of the Adams Creek Canal in 1910.

An Act For Joining the Navigation of Old Topsail Inlet to Neuse River by Cutting a Navigable Canal from the Head of Harlow's Creek to Clubfoot's Creek was passed in 1766, the first in a long series of governmental acts to spur the construction of an inland water connection between New Bern and Beaufort. This act included a list of eleven commissioners to design the canal and

¹⁶ William A. Hearne, "North Carolina Waterways-Rive and Harbor Improvement in the State -Another Appeal to the North Carolina Delegation in Congress," *Goldsboro Messenger*, January 12, 1885.

¹⁷ Hartzer, *To Great And Useful Purpose*, 57.

¹⁸ Hartzer, *To Great And Useful Purpose*, 57.

¹⁹ Hartzer, *To Great And Useful Purpose*, 58.

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receive subscriptions in support of construction and allowed them to cut the canal through private property.³⁰ The commissioners appointed in 1766 must not have made much progress, as an act in 1783 appointed seven new commissioners, four of whom were included in the previous legislation, to design a canal and receive subscriptions to support the same. They were also empowered to cut the canal through private property but were required to compensate landowners. The act also stated, “the said canal when cut, and the lands appropriated for this purpose, shall be and remain for ever thereafter for the use of the public, and shall be free from all tolls whatsoever.”³¹

It appears as little progress was made as a 1784 act names three canal commissioners (one of the original of 1766, one from the 1783 act, and a third). The act notes that if the canal is completed within seven years, “the same [canal] shall be vested in the [commissioners], their heirs and assigns; and it shall and may be lawful for [them], their heirs and assigns, to exact and levy a toll.”³² This is a departure from the previous legislation and perhaps an attempt to provide an incentive for completion. The act does, however, provide the public a vehicle for recapturing the canal as it notes, “it shall and may be lawful for the public to take the said canal when cut into their hands, upon paying to the [commissioners], their heirs and assigns, double the cost and charges of cutting the same, together with lawful interest on the said cost and charges.”³³ Again little if any work was completed as in 1792, legislation acknowledged the death or disinterest in the three commissioners previously appointed and replaced them with two others whose heirs and assigns could enjoy the same privileges afforded the previous commissioners if the canal was completed in seven years.³⁴

In 1795, the General Assembly passed *An Act to establish and incorporate a company for the purpose of cutting a navigable canal from Clubfoot Creek to Harlow's Creek, and to repeal all acts heretofore passed relative thereto* (sic). This act is substantially longer and more complex than the previous acts. It names five men who would manage subscriptions to raise \$10,000, divided into 100 shares. Once two-thirds of the subscriptions had been made, the managers were authorized to call a meeting to elect officers as the subscribers would then be incorporated as the Clubfoot and Harlow's Creek Canal Company. The company was authorized to build and maintain the canal. Proprietors could receive proportional dividends from net profits. The company could assess tolls of no more than 25% of their expenses. It could condemn land but would have to pay the private property owners for the land taken. The canal and assets of the company, says the act, “are hereby vested in the said proprietors, their heirs and assigns, for the

³⁰ An Act For Joining the Navigation of Old Topsail Inlet to Neuse River by Cutting a Navigable Canal from the Head of Harlow's Creek to Clubfoot's Creek, North Carolina General Assembly, 1766.

³¹ An act for cutting a canal from Clubfoots creek to Harlow's creek to open a communication between Neuse river and the navigation of Old Topsail inlet, North Carolina General Assembly, 1783.

³² An act to encourage Enoch Ward, Spyers Singleton, Christopher Neale and Company, to cut a canal from Club Foot's Creek to harlow's Creek, Acts of Assembly of the State of North Carolina, 1784.

³³ An act to encourage Enoch Ward, Spyers Singleton, Christopher Neale and Company, to cut a canal from Club Foot's Creek to harlow's Creek, 1784.

³⁴ An Act to alter and revive an act, entitled, An act to encourage Enoch Ward, Spyers Singleton, Christopher Neale and Company, to cut a canal from Club Foot's Creek to harlow's Creek, passed in the year one thousand seven hundred and eighty-four, Laws of North Carolina, 1792

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term of 60 years, as tenants in common and proportion to their respective shares, and the same shall be deemed real estate, and shall be exempt from the payment of any tax, imposition or assessment whatsoever.”³⁵ Despite their term-limited ownership, the canal and causeways, “when completed, shall forever hereafter be deemed and taken as public highways, free for the transportation of all goods . . .”³⁶ Furthermore, upon payment of twice the expenses of the corporation, the public could purchase the canal at any time. Two years later, this act was amended to allow an additional \$1,000 in subscriptions to be collected, and to extend the term of ownership by 39 years beyond the initial 60.³⁷

In 1808, the General Assembly passed *An Act relative to the Clubfoot and Harlow's Creek canal* (sic). The canal, yet unfinished, had only two subscribers, William and Hannah Gaston of New Bern, who were not disposed or inclined to finish the project. Hannah Gaston was the daughter of William McClure, who had been supervising construction, and she had inherited all the canal subscriptions at her father’s death in 1804.³⁸ Five new commissioners were authorized to contract with the Gastons to form a new company for the construction of the canal with a contract to be recorded with Craven County. Furthermore, the company would own the canal “free from any imposition, tax or assessment whatever” until the public purchases the canal at any time for double the costs of construction and maintenance.³⁹ This legislation does not have a reversionary clause but does not seem to revoke the clause in the preceding legislation.

Despite the hopes that a private contract could jumpstart the project, there had been such little progress that in 1813 the General Assembly passed yet another act concerning the canal: *An act to incorporate a company to be called the Clubfoot and Harlow’s Creek canal company* (sic). The language of the legislation suggests that the previous attempt to transfer interests in the canal via contract had been unsuccessful and that the recent death of Hannah Gaston left her interest to her heirs, including minor children. The General Assembly thus moved to intervene to put the project again on a solid footing. Hannah Gaston’s interest was transferred to six commissioners of Carteret and Craven Counties. They were empowered to authorize shares of the company. When three-fourths of the shares were subscribed there would be an annual meeting, and the corporation formed. When the canal was completed, dividends could be authorized. The company could assess tolls for use of the canal. The real property of the corporation would be “vested in the proprietors their heirs and assigns forever as tenants common in proportion to their

³⁵ An Act to establish and incorporate a company for the purpose of cutting a navigable canal from Clubfoot’s creek to Harlow’s creek, and to repeal all acts heretofore passed relative thereto, Laws of North Carolina, November 1795.

³⁶ An Act to establish and incorporate a company for the purpose of cutting a navigable canal from Clubfoot’s creek to Harlow’s creek, and to repeal all acts heretofore passed relative thereto, November 1795.

³⁷ An Act to amend an act, passed in one thousand seven hundred and ninety-four, entitled An Act to establish and incorporate a company for the purpose of cutting a navigable canal from Clubfoot’s creek to Harlow’s creek, and to repeal all acts heretofore passed relative thereto, Laws of North Carolina, 1797.

³⁸ William McClure (1743-1804) was a native of Ireland. His family emigrated to South Carolina. McClure was a doctor who served in the Revolutionary War and was held at Fort Moultrie. He later came to New Bern and was a trustee of the New Bern Academy. James Alexander McClure, *The McClure Family*. Petersburg: Presses of F. A. Owen, 1914, p. 157.

³⁹ An Act relative to the Clubfoot and Harlow's Creek canal, Laws of North Carolina ,1808.

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respective shares and the same shall be exempt from the payment of any tax, imposition or assessment whatever.”⁴⁰ When completed, the canal “shall forever hereafter be esteemed and taken as public highways, free for the transportation of all goods, wares, commodities or produce whatever . . .”⁴¹ The work on the canal was directed to be completed in five years, or the rights and interests would revert to the McClure heirs.

For the first time in this act, the General Assembly laid out design standards for the canal within legislation:

The said canal shall contain from one end thereof to the other a depth of water not less than four feet at ordinary tides, free of stumps or other obstructions, it shall be at least fourteen feet wide at bottom, and increase at least one foot in width for every foot of perpendicular rise from bottom to top, the earth dug from said canal shall be removed at least ten feet from the edges thereof: the canal shall have four lie by bays which shall be as deep as the canal, sixty feet long at bottom and twelve feet in width exclusive of the width of the canal, and increasing in length and width in the same proportion to their perpendicular rise with the width of the canal; and these bays at convenient distances from the ends of the canal, and from each other, the channels of the said creeks shall be cleared from the mouths to the heads thereof respectively so as to contain throughout the same depth of water required in the canal free from obstructions and of equal width, and all inconvenient crooks in said creeks shall be a straightened, a small ditch shall be cut from end to end of the canal, and kept open outside of the bank adequate to receive the water flowing thereunto from the adjoining country and to convey the same into the creeks without injury to the canal, there shall be substantial gates or locks at each end of the canal competent to prevent the too rapid flow of the water through it . . .⁴²

The 1813 act also directed the officers of the company to report to the General Assembly every twenty-five years. When the canal had been completed per the specifications outlined in the act, all previous laws concerning the canal would be repealed.⁴³ The following year, the act was amended to allow an extension of the subscription deadline until January 18 17.⁴⁴ By 1815, approximately one-fourth of the canal had been completed. A notice in the *North-Carolina Star*, soliciting stock subscribers, reported that approximately one-fourth of the canal was completed and “perhaps few better opportunities of profit can be presented to the enterprising and

⁴⁰ An act to incorporate a company to be called the Clubfoot and Harlow’s Creek canal company, Laws of North Carolina, 1813.

⁴¹ An act to incorporate a company to be called the Clubfoot and Harlow’s Creek canal company, Laws of North Carolina, 1813.

⁴² An act to incorporate a company to be called the Clubfoot and Harlow’s Creek canal company, Laws of North Carolina, 1813.

⁴³ An act to incorporate a company to be called the Clubfoot and Harlow’s Creek canal company, Laws of North Carolina, 1813.

⁴⁴ An act to amend an act entitled “An act to incorporate a company to be called the Clubfoot and Harlow’s Creek canal company”, Laws of North Carolina, 1814.

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industrious than this undertaking holds forth.”⁴⁵In 1818, the state was authorized to invest in 25 shares of the organizing corporation in order to provide additional construction capital in *An act to re-enact and amend an Act passed in the year one thousand eight hundred and thirteen, entitled an “Act to incorporate a company to be called the Clubfoot and Harlowe's Creek Company.”*⁴⁶

North Carolina created the Board of Internal Improvements in 1819 to oversee the construction of transportation infrastructure projects beneficial to the state. In 1820, the Board directed the newly employed state engineer, Hamilton Fulton, to survey the project. Fulton did not propose to alter the course of the canal determined by the late William McClure. He did, however, suggest the inclusion of a lock, the enlargement of the sidings, and for the construction of sloping side walls allowing for a fourteen-foot width at the canal bottom and 26 feet at the surface. Fulton’s report to the board was widely noted. A local paper reported:

to render [the inlet at Beaufort] useful to the commerce of the Albemarle and Pamlico, it is necessary to complete the Clubfoot and Harlow creeks canal. This canal will open a communication between Beaufort and all the commercial towns of the Albemarle and Pamlico. . . . There is no improvement which can be made for this sum, that will give such facilities to the commerce of the state; and the board earnestly recommend its patronage to the general assembly. A survey of the canal was made by the engineer [Fulton], and also a drawing showing the existing state of the work, with a section shewing what the proposed canal will be, when completed.⁴⁷

Sadly, Fulton’s reported drawings have yet to be discovered.

The president of the canal company wrote the Board of Internal Improvement in April 1820 and reported a delay, as the record of earlier land condemnation was missing, and they were awaiting a court date to confirm the transaction.⁴⁸ Work continued slowly, following Fulton’s suggestions with the exception of the lock design. The alternative design used was not successful, and the lock was abandoned.⁴⁹ New legislation in 1821 allowed for increased subscriptions to raise equity. The state of North Carolina was authorized to increase its investment if the Board of

⁴⁵ “Clubfoot & Harlow’s Creek Canal,” *The North-Carolina Star*, May 19, 1815.

⁴⁶ An act to re-enact and amend an Act passed in the year one thousand eight hundred and thirteen, entitled an “Act to incorporate a company to be called the Clubfoot and Harlowe's Creek Company”, Laws of North Carolina, 1818.

⁴⁷ “Report,” *Hillsborough Recorder*, December 20, 1820.

⁴⁸ James Manney letter to John Branch of the Board of Internal Improvement, April 29, 1820, State Archives of North Carolina.

⁴⁹ For a full description of defective lock see Hamilton Fulton. *Report on the Clubfoot and Harlow Creek Canal to the President and Directors for the Internal Improvement of North Carolina*. April 21, 1821. Records of the Board of Internal Improvement, State Archives of North Carolina.

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Internal Improvements took control of the project management, likely to protect its investment.⁵⁰
The Board continued to use enslaved labor, as the cost of a private contractor was prohibitive.

Excavation and construction restarted in 1821 with a superintendent directing enslaved laborers, or “hands.” An ad in the *Newbern Sentinel* solicited labor, noting

The Directors of the *Clubfoot and Harlows Creek Canal Company* want to hire immediately from 40 to 50 stout, able bodied NEGRO MEN, to work in the canal. Those who have hands to hire will please apply to Saml. Simpson, who can inform them of the wages given. All the hands now at the Canal are healthy and well satisfied with their employment.⁵¹

William Gaston wrote Hamilton Fulton in March of 1821 requesting he visit the site to provide advice. Gaston reported that “at present the labourers are clearing out the line of the canal.”⁵² It appears that not all of Fulton’s suggestions were popular with the canal company. In February 1822, James Manney, on behalf of the board of the corporation, wrote to Governor Holmes. He stated that if increased state investment was contingent on following the direction of Hamilton Fulton with no avenue for appeal, the corporation would decline the state’s investment given their disagreement with some of Fulton’s suggestions, namely an extra foot of depth to the canal and a towpath only one foot above water level. Manney also suggested that Fulton’s initial cost estimate for locks was inflated; thus, “we resolved to try a cheap plan of gates (similar to some which have been used in small canals at other places), which we hoped might answer till our fund enabled us to put down regular locks.”⁵³ He continued:

where our canal finished on the present level there is always four feet water—much of the time five feet. And if the usual surface water in Clubfoot’s Creek is one foot lower, as Mr. Fulton contends, a lock placed there of moderate lift would obviate every difficulty. The surface water in Clubfoot’s Creek is very much influenced by the winds which prevail in (sic) Neuse River. The water in the creek, and in the canal & lock would frequently be on a level, when any number of boats might pass into the canal without detention at the lock. At all times the difference of surface water in the canal and Creek would be so small as to occasion very little detention and regulating it.⁵⁴

⁵⁰ An act to amend an act, entitled “an act to an act to re-enact and amend an act passed in the year one thousand eight hundred and thirteen, entitled an Act to incorporate a company to be called the Clubfoot and Harlowe's Creek Company” and to increase the capital stock of said Company, Laws of North Carolina, 1821.

⁵¹ “Laborers Wanted” (advertisement), *Newbern Sentinel*, April 13, 1822.

⁵² William Gaston letter to Hamilton Fulton, March 25, 1821, State Archives of North Carolina. Gaston’s letter does not indicate a formal connection to the canal though his second wife was Hannah McClure, and he may have had a residual financial interest. Regardless he would have a professional interest as a legislator and had a documented interest in internal improvements. Bowman, Charles H., Jr. "Gaston, William." *NCpedia. Dictionary of North Carolina Biography*, University of North Carolina Press. Accessed on May 12th, 2025.

<https://www.ncpedia.org/biography/gaston-william>.

⁵³ James Manney letter to Governor Gabriel Holmes, February 9, 1822, State Archives of North Carolina.

⁵⁴ Manney to Holmes, February 9, 1822.

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Nonetheless Manney suggested that Fulton could come to the site and provide plans for less expensive locks.⁵⁵ By February 26, the canal company and Fulton had reached a compromise and Manney responded as such to the governor.⁵⁶ In March, an advertisement sought skilled labor to construct a timber lock, though the location of the proposed lock is not clear, nor whether it was constructed.⁵⁷

Work continued very slowly, as the enterprise was plagued with labor shortages.⁵⁸ Nevertheless, progress was celebrated, such as in this newspaper report of 1822:

It is confidently believed that no public improvement has been contemplated in this State, which is at the same time so feasible and so important, as that in question. The length of the canal is 5600 yards, and the greatest elevation of the ground through which it passes is eleven feet. . . . Several years since, while the Canal was private property, a very extensive excavation was made, estimated to be equal to one fourth of the required work. Lately the company has finished one thousand yards of the canal, and a large lie-by bay; Have dug down to the towing path for one fourth of the entire length of the Canal, have removed from the edge of the canal, almost the whole way, the earth heretofore dug up, and have finished ditches on each side to receive and carry off water from the adjacent country. The canal is to be 4 feet deep, 14 feet wide at bottom, and 26 at the water surface. . . . They have fifty-seven hands at work, and in the course of the present month will have one hundred.⁵⁹

A November 12, 1822 report to the Board of Internal Improvement from the Clubfoot and Harlow's Creek Canal Company noted that a shortage of labor had kept the project from completion and requests a loan. They buttressed their request with a statement reinforcing the importance of the project:

It is a work which is deemed of the highest importance to the agricultural, and commercial prosperity of the State. Shall a work of such magnitude—of so trifling expense compared with its utility, sink into oblivion, for want of the paltry sum of four or five thousand dollars? Its failure would be a stigma upon the state—a death blow to the great and glorious work of internal improvement. A North Carolinian would blush to name his state, when travelling along the magnificent canals of the northern and eastern states.⁶⁰

Throughout the 1820s, the state of North Carolina provided financial assistance to the venture. Additional financial investment was made by the state in 1823 through legislation that authorized

⁵⁵ Manney to Holmes, February 9, 1822.

⁵⁶ James Manney letter to Governor Gabriel Holmes, February 26, 1822, State Archives of North Carolina.

⁵⁷ "Contractors Wanted (advertisement)," *Raleigh Register and North Carolina Gazette*, March 22, 1822.

⁵⁸ James Manney letter to Governor Gabriel Holmes, August 17, 1822, State Archives of North Carolina.

⁵⁹ A.B., "Communication," *Newbern Sentinel*, March 2, 1822, edition 1.

⁶⁰ James Manney, *Report of the Harlow and Clubfoot Creek Canal Company to the State Board of Internal Improvement*, November 12, 1822, State Archives of North Carolina.

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up to \$5,000 in state subscription conditional on completion of the project in five years.⁶¹ Hamilton Fulton reported in November 1823 that one mile and 184 yards of the canal had been completed.⁶² In 1824, the legislature authorized additional stock and state investment, while acknowledging that the canal was yet incomplete.⁶³ In late December of that year, board president Manney wrote to Hamilton Fulton requesting that he visit, equipped with surveying tools and designs for the lock, in order to determine the site for a lock.⁶⁴ In 1826, the legislature granted a \$12,000 loan, using the corporate property as collateral with the blessing of the Board of Internal Improvement.⁶⁵ The State Board of Internal Improvement was a vocal advocate for state aid: “the opinion of the Board upon the utility of this Canal has been frequently expressed to the Legislature, and now, when the work is nearly finished, they feel it their duty to urge that such further aid be granted as may be necessary for its entire completion.”⁶⁶

In 1827, the initial toll rates were set, and the canal was opened on July 4th for small watercraft. A notice in the local newspaper called for a canal celebration, proposing that local citizens “unite in celebrating the approaching Anniversary of Independence on the banks of the Clubfoot and Harlows’ Creek Canal—at which time a junction of the waters of the two Creeks will be effected” followed by a speech and a dinner.⁶⁷ The canal was described as 2 7/8 miles long, 26 feet wide at surface and 18 feet wide along the canal bottom, and four feet deep.⁶⁸

An additional loan of \$6,000 from the state in that year was intended for improvements to make the canal a viable option for larger commercial craft through repairs and for a proposed guard lock at the northeast end of the canal to avoid earthen collapses along the banks caused by tidal stress from the Neuse River and Clubfoot Creek, which had hindered construction progress.⁶⁹ A second, northern lock was recommended by the Board for Internal Improvement.⁷⁰ An

⁶¹ An Act concerning the Clubfoot and Harlow’s Creek Canal Company, Acts Passed by the General Assembly of the State of North Carolina, 1823.

⁶² Annual Report of the Board for internal Improvements of North Carolina to the General Assembly, (J. Gales & Son Printers, 1823), 32.

⁶³ An Act to authorize an increase of the Capital Stock of the Clubfoot and Harlow’s Creek Canal Company, Acts Passed by the General Assembly of the State of North Carolina, 1824.

⁶⁴ James Manney letter to Hamilton Fulton, December 24, 1824, State Archives of North Carolina. Not clear if this lock was constructed.

⁶⁵ An Act to aid the Clubfoot and Harlow Creek Canal Company in completion of their Canal, Acts Passed by the General Assembly of the State of North Carolina, 1826

⁶⁶ H.G. Burton, “Report of the Board for Internal Improvements,” *The Elizabeth City Star and North Carolina Eastern Intelligencer*, February 17, 1827.

⁶⁷ “Canal Celebration,” *Newbern Sentinel*, June 30, 1827, edition 1.

⁶⁸ *Report of the Board for Internal Improvements, November 1827* (Lawrence & Lemay, 1827), 11.

⁶⁹ “Clubfoot and Harlow Canal,” *The Raleigh Register*, December 30, 1828; An act in aid of the Clubfoot and Harlow’s Creek Canal Company, Acts Passed by the General Assembly of the State of North Carolina, 1828-29; “Internal Improvements,” *The Tarborough Southerner*, April 21, 1827. Later histories suggest that tidal lock gates were installed at each end of the canal that closed at high tide to create a water level for passage. By the mid-twentieth century, some ruins of the south gate were still visible. “Harlow Once was Travel Center,” *Carteret County News-Times*, April 29, 1955; may be the lock advertised for bid as a timber lock at the head of Clubfoot’s creek: “the whole lock will be constructed with ton timber, except the floor and piling plank.” “Notice,” *The Spectator*, March 14, 1829.

⁷⁰ *Report of the Board for Internal Improvements, 1830* (Lawrence & Lemay, 1828), 8.

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advertisement for bidders for a timber lock to be installed at the head of Clubfoot's Creek was published in March 1829.⁷¹ The timber lock was installed in the summer, designed by Miners Ward and built by C. A. Davis and Needham Canaday. In their report to the Board for Internal Improvements, the canal company observed that this new lock at Clubfoot's Creek was "much better than the one furnished by Hamilton Fulton, late Engineer for this State."⁷² The directors cited the impact of local economy, including slowdowns at the Lenoxville steam mill and the local brickyards from the decreased toll revenue, but anticipated more trade and more revenue in the coming year. They also suggested repairs at the Harlow's Creek lock.⁷³

Shortly after the canal's completion there was a movement for its improvement. Its dimension allowed lighters, or flat bottom barges, to pass through the canal, but a larger canal in terms of both width and depth would more easily accommodate steamships.⁷⁴ Despite its limitations, the canal was proposed to be part of the route of the Norfolk and Philadelphia Commercial Line in 1828.⁷⁵

Although the first reported steamboat passage through the canal was in 1829, by the early 1830s the canal, with its shallow drafts and limited water flow, was considered inadequate for larger commercial vessels. The canal and the company were in poor condition. The 1834 Report of the Board for Internal Improvement to the General Assembly of the State of North Carolina noted:

The canal requires considerable repairs to render it of much value; in its present condition, none but boats of light draft can pass through it. The dirt washed into it by heavy rains, and the slipping in of some portion of the banks, have partly filled up the channel, so as to exclude boats of much burden. The lock at the southern extremity the canal, has been undermined by the water; which, passing with considerable force under it, has deposited sand—forming bars below . . . unless something be done to stop the washing in of dirt by heavy rains, and the occasional slipping in of the banks, the canal must soon become utterly useless . . . These improvements would require a considerable expenditure beyond what could be effected with the tolls. The company seems to languish in hopeless despair of deriving any profit on the stock, as the amount of tolls received, precludes the expectation at the debt to the state, for which the canal is mortgaged, can ever be paid . . . my examination of the books of the company satisfied me that their affairs had been honestly, though injudiciously managed.⁷⁶

Limited toll revenue projections suggested that the canal's indebtedness to the state would not be repaid; thus, in 1844 the State was authorized to foreclose on the canal.⁷⁷ The 1846-47 session of

⁷¹ "Notice (advertisement)," *The New Bernian and North Carolina Advocate*, March 21, 1829.

⁷² *Report of the Board for Internal Improvements, 1830*, 9.

⁷³ *Report of the Board for Internal Improvements, 1830*, 9.

⁷⁴ "Communication," *The Weekly Raleigh Register*, October 12, 1827.

⁷⁵ "New Steamboat and Stage Line," *Fayetteville Observer*, January 24, 1828.

⁷⁶ James Wyche, "Report of the Board for Internal Improvement to the General Assembly of the State of North Carolina," *The Weekly Standard*, December 26, 1834.

⁷⁷ Resolutions authorizing the Governor to foreclose the mortgages executed by the Clubfoot and Harlow Creek Canal Company, Laws of the State of North Carolina, passed by the General Assembly, 1844-1845.

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the General Assembly passed legislation to allow the Board of Public Improvements to sell the canal, decreeing that the purchaser would be considered a “body politic and corporate, by the name and style of the “Clubfoot and Harlow Creek [canal?] Company” though the state would set toll rates.⁷⁸ The state attempted to lease or sell the canal with no success, and in 1849, yet another company was authorized by legislation to operate the canal and to gain ownership under certain conditions. The entity, however, apparently did not materialize.⁷⁹ The assets of the canal company were sold at auction. A deed executed on January 1, 1850⁸⁰ traces the transition of ownership through various legal procedures including decree of the court of equity of Wake County and a public auction to the Board of Internal Improvement of the State.

The Clubfoot and Harlow Creek Canal was initially constructed almost exclusively by the enslaved labor of canal subscribers (shareholders) and others who provided enslaved persons for the particularly dangerous and arduous work of clearing the site and digging the canal. Digging the canal with hand tools in challenging conditions was a herculean task performed largely by labor for which compensation was earned but paid to enslavers. The efforts of these laborers created a channel that remains on the landscape, though altered, and is a testament to the effort of those who built it. As an extant engineering and transportation structure built predominantly by enslaved and free persons of color, it is significant in the area of Ethnic Heritage: Black. The canal represents the antebellum contributions of African Americans to the creation of the state’s network water transportation improvements.

Scholar David Cecelski, in his book *The Waterman’s Song*, credits enslaved labor with the construction of vital transportation infrastructure in coastal North Carolina. He notes, “the work of canal builders played a crucial role in coastal North Carolina for four generations, roughly between from 1785 to 1860. Laborers—most, but not all, of them slaves; most, but not all, of them black—built canals essential to maritime commerce . . .”⁸¹

The work was punishing. “Canal digging was the cruelest, most dangerous, unhealthy, and exhausting labor in the American South,” Cecelski notes.⁸² Work was done by hand tools. Before the ground was broken, brush, trees, and stumps would have to be removed. Supervision of canal workers lacked what Cecelski describes as “more orderly ways of slave control”⁸³ and discipline was exacting. The pressure to complete the work quickly to create the passage, collect tolls, and create profits, demanded long hours of high productivity.

Despite some efforts at other North Carolina canals to employ immigrant labor, generally the work was conducted by enslaved African Americans. Even so, labor shortages plagued the

⁷⁸ An Act to authorize the Board of Internal Improvements to make sale of the “Clubfoot and Harlow Creek Canal”, Laws of the State of North Carolina, passed by the General Assembly, 1846-1847.

⁷⁹ An Act to provide for the Improvement of Clubfoot and Harlow’s Creek Canal, and for other purposes, Laws of the State of North Carolina, passed by the General Assembly, 1848-1849.

⁸⁰ Clubfoot Canal deed, State Archives of North Carolina.

⁸¹ David S. Cecelski, *The Waterman’s Song: Slavery and Freedom in Maritime North Carolina* (University of North Carolina Press, 2001), 105.

⁸² Cecelski, *The Waterman’s Song*, 109.

⁸³ Cecelski, *The Waterman’s Song*, 111.

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Clubfoot and Harlow Canal, likely for the same reasons as at other canal projects. Enslaved people were needed for agricultural production, and owners were reluctant to hire out hands for work that was so dangerous and exacting. James Manney, then president of the Clubfoot and Harlows Creek Canal Company, stated as much in a report of November 1822:

From the great demand for hands in agricultural pursuits, the Directors have not been able to obtain more than from 40 to 50 hands at any time—and sometimes not even this number. The present season has been much more favorable for canalling than the last. From the progress we have made with our limited force, it is evident that with 100 hands we could have completed the excavation of our canal this season.⁸⁴

Inadequate labor plagued the project throughout the 1820s. In 1825, James Manney reported that hands were in high demand in shipbuilding and agriculture, and proposed raising their rates to \$10 per month in hopes that would be sufficient incentive to owners to rent them out for the project.⁸⁵ In the section concerning the canal in the *Report of the Board of Internal Improvement to the General Assembly of North Carolina in 1825* it was even suggested that, “If it is the intention of the State to pursue and complete a system of Internal Improvements, commensurate to her population, extent, and resources, would it not be most economical to purchase a hundred able-bodied negro men in Virginia, where, we are informed, they are selling very low?”⁸⁶

The marketing tactics to secure enslaved laborers emphasized that the workers would be well treated and not overtaxed. One advertisement read “The labour is not greater than that on a plantation, and the hands will be treated well in every respect. The hands shall have laid off for them a reasonable task and be paid for all extra work.”⁸⁷ Another stated, “All the hands now at the Canal are healthy, and well satisfied with their employment.”⁸⁸ However, other reports suggest otherwise. An 1891 article in *The Daily Journal* stated that “the digging of the canal was fatal to the hands, slaves, and many died while employed on the work.”⁸⁹

Though the canal was significantly enlarged by steam-powered dredges in the late nineteenth century, the initial cut was completed largely, if not exclusively, by enslaved labor. This was the case at most if not all of the antebellum canal projects throughout that state, including the canal at Somerset Place, the Dismal Swamp canal, and the Roanoke/Weldon Canal. The scope of African American labor, free and enslaved, at these canals has not been fully documented. Because of the combined impact of their labor on these projects, African Americans were integral to the development of key water transportation networks in North Carolina before the Civil War.

⁸⁴ James Manney, *Report from the President and Directors of the Clubfoot and Harlows Creek Canal Company to the Board of Internal Improvement*, November 12, 1822, 1.

⁸⁵ James Manney letter to Governor Hutchins Gordon Burton, April 16, 1825, State Archives of North Carolina.

⁸⁶ *Report of the Board of Internal Improvement to the General Assembly of North Carolina in 1825* (Bell & Lawrence, 1825), 17.

⁸⁷ “100 Labourers Wanted (advertisement),” *Newbern Sentinel*, March 26, 1825.

⁸⁸ “Labourers Wanted (advertisement),” *Newbern Sentinel*, April 13, 1822

⁸⁹ JDW, “New Berne and Beaufort Canal,” *The Daily Journal*, January 13, 1891.

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During the course of research, six pages of monthly payroll records for the canal were discovered at the State Archives of North Carolina.⁹⁰ They are dated December 1822 and March-July of 1823. The lists include numerous enslaved persons (noted by the full name of an owner in the possessive case next to their names) and some noted as “free,” assumed to be free persons of color. Other entries may be whites or free persons of color, which remains an area rich for study and research. Transcribed and consolidated, those whose labor was compensated were:

NAME

William Bell (superintendent)

James Gibble (assistant)

Bennett Willis (Willice)

Caleb Small

Charles Newby (free)

David Jones

Ephraim Foreman

Elijah Canaday

Elijah Fodery

James Casey

James Culley/ Jim Cully(free)

Joseph Mace

Semion Harris

Sue Borden (free)

William Fodery

Asa Jones'	Henry
Asa Jones'	Derry
Belcher Fuller's	Argul
Belcher Fuller's	Chance
Belcher Fuller's	Tom
Bridges Arrendell's	Adam
Charity Fisher's	Jerry
Charity Fisher's	Ben
Charity Fisher's	Love
Elijah Canady's	John
Elijah Canady's	Mingo
Elijah Pigott's	Glauster
Elijah Pigott's	Aaron
Elijah Bell's	Cato
Elijah Bell's	Peter
Eliza Bell's	John
Eliza Bell's	Jim

⁹⁰ Payrolls and Timesheets for Work on Harlowe and Clubfoot Canal, 1822-1823, State Archives of North Carolina.

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Eliza Bell's	Saul
Eliza Bell's	Sam
Hardy Jones'	Charles
James Gibble's	Jenny
James Gibble's	Martin
James Manney's	Daniel
James Manney's	Cato
Jechonias Pigott's	Jim
Jechonias Pigott's	George
Jechonias Pigott's	Jerry
Jesse Haskett's	Joe
Joseph Borden's	Abram
Joseph Borden's	Virge
Joseph Borden's	Dave
Joseph Borden's	Jeff
Joseph Borden's	Jack
Joseph King's	Jim
Joseph Roberson's	Nat
Joseph Wallace's	Luke
Joseph Wallace's	Tom
Joseph Wallace's	Jeffro
Josiah Bell's	Abel
Kiturah Bell's	Tom
Peter Pelletier's	Willaby
Mary Marshall's	Chance
O. Burns'	Peter
O. Burns'	Boze
Richard Canady's	Jacob
Robert Read's	Stepny
Sarah Bell's	Cupit
Sarah Bell's	Andrew
Thomas Elliot's	Bob
Thomas Marshall's	Chance
Thomas Murray's	John
Thomas Murray's	Sam
Thomas Murray's	John (cook)
William Gaston's	Balam
William Gaston's	Tom
William Gaston's	Dave
William Gaston's	Harry
William Gaston's	Mingo
William Gaston's	Peter
William Gaston's	Manuel
William Gaston's	Ave

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William Gaston's	Odeon
William Gaston's	Tom
William Jones'	Peter
William Jones'	Tom
William Jones'	Manuel
William Jones'	Elliot (?)
William Jones'	Pooly
William R. Bell's	Ben

Clubfoot and Harlow Canal, After the Civil War

In 1872, the state authorized the transfer of its interest in the waterway to the recently formed New Bern and Beaufort Canal Company.⁹¹ The state authorized the company for a 99-year term. The company could issue bonds and assess tolls. When the company had spent \$20,000, the state would sign a quitclaim deed on the canal. Legislation also allowed for 210 feet on either side of the canal to be condemned.

Navigation was suspended on the canal beginning December 10, 1881 to accommodate dredge work.⁹² Description of the improvements were noted in the *Commercial News*. William Clark of the New Berne and Beaufort Canal Company had obtained 300 feet of right of way from property owners on each side of the canal with help from Rufus Bell.⁹³ The article continued:

The beginning of this work is a momentous event in eastern Carolina, and every incident connected with it must interest all our people. We shall watch and note its progress with great attention and care, for the enlargement of the old Harlow Creek canal has been a subject of the first importance with us for years, and one upon which we have devoted a great deal of thought and much labor of our pen.⁹⁴

A letter to the editor the following year provided a more detailed description of the work:

It (the dredge) is not at work in the old canal, but is cutting a new canal entirely, thirty feet wide from the outer edge of the old canal. In a short time, another dredge will be at work on the opposite side excavating another thirty feet in width from that side of the old canal, which will give eighty feet width of canal, with the twenty feet of the original canal included. Then comes along a third dredge of the most improved plan, deepens the main canal and cleans out the whole work, completing all as it goes, thus leaving behind it a canal ten feet deep and eighty feet wide.⁹⁵

⁹¹ Jonathan Havens, *The Pamlico Section of North Carolina*, (N. S. Richardson and Son, 1886), 54; An Act to Incorporate the New Bern and Beaufort Canal Company, Public Laws of the State of North-Carolina, passed by the General Assembly, 1871-1872.

⁹² "New Bern and Beaufort Canal (advertisement)," *Commercial News*, December 15, 1881.

⁹³ Descended from Quakers who settled near Harlow, Rufus Bell was a prosperous farmer who ran a brickyard, turpentine distillery, and cotton gin on his farm. Little, M. Ruth *A Comprehensive Architectural Survey of Carteret County, North Carolina's Archipelago* April 24, 2012, p.18, 32.

⁹⁴ "The Canal Begun," *Commercial News*, December 15, 1881.

⁹⁵ Brexh, "The Clubfoot and Harlowe Creek Canal (letter to the editor)," *The Journal*, March 1, 1882.

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The work is in progress, the writer continued, and while they had no estimated completion date, the size of the scope of work would suggest a long period of time given the proposed removal of embankments on either side.

In 1883, the General Assembly passed *an act to facilitate the construction of the Newbern and Beaufort canal* wherein they transferred 2,500 shares of stock in the Albemarle and Chesapeake Canal Company from the state to the Newbern and Beaufort Canal Company to subsidize the expense of canal improvements with the proviso that construction should be completed by the 1st of January 1885.⁹⁶ The name of the canal was changed accordingly as well.

In July 1883, a report on the work at the canal began: “Reports from the work progressing on the old Clubfoot and Harlowe Creek Canal, now known as the New Berne and Beaufort Canal under a reorganization affected by the aid and under the auspices of the Albemarle and Chesapeake Canal Company.”⁹⁷ The Albemarle and Chesapeake Canal Company had contracted with the Fairfield Canal Company in Hyde County in the 1870s to excavate their canal.⁹⁸ Not only did the Albemarle and Chesapeake have the capacity and expertise to subcontract for canal construction, their principals saw the benefit of a coordinated inland passage that would benefit their canals in northeastern North Carolina and Southeastern Virginia.

In August 1883, the state executed a quitclaim deed on their interests in the canal property referencing the 1872 legislation and the satisfaction that \$20,000 had been expended on its construction.⁹⁹ A three-party contract executed in October of 1883 between the New Bern and Beaufort Canal Company, the state of North Carolina, and the Albemarle and Chesapeake Canal Company stipulated that the New Bern and Beaufort Canal Company would complete improvements and open the canal by 1885 and that both companies were bound to the state for \$80,000 to complete the work. Executing the contract as president of both companies was Marshall Parks (1820-1900).¹⁰⁰ Parks brought considerable expertise to the operation. He was the son of an engineer for the Dismal Swamp Canal and became its superintendent after the death of his father. Parks also founded the Albemarle and Chesapeake Canal, which used steam dredges for its construction and was built for steamships, thus not needing a towpath. Active in many aspects of transportation and development, Parks was also the incorporator of the Norfolk and Virginia Beach Railroad and Improvement Company, which built a railroad from Norfolk to the then-small resort city of Virginia Beach, where he developed a hotel. Later, he was the supervising inspector of steamboats under President Cleveland.¹⁰¹

At the time of the transfer, the condition of the canal was poor. The annual report of what is now the U.S. Army Corps of Engineers described it thus:

⁹⁶ An act to facilitate the construction of the Newbern and Beaufort canal, Laws And Resolutions State Of North Carolina Passed By The General Assembly Session Of 1883.

⁹⁷ “New Berne and Beaufort Canal and Its Tributary Navigation,” *The Daily Journal*, July 7, 1883.

⁹⁸ *Annual Report of the Albemarle and Chesapeake Canal Company*, 1872, 4.

⁹⁹ *Craven County Deed book 89*, 169.

¹⁰⁰ Contract, October 1883, State Archives of North Carolina.

¹⁰¹ “Meet the Founder of Virginia Beach,” *Newsletter of the Parke Society*, 1989.

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This canal connects Clubfoot and Harlowe creeks near their heads, the one emptying into Neuse River, the other into Newport. The length of the canal is 3.21 miles, mostly through open fields and cultivated lands. The canal is now owned by a private company, I believe, and they have one dredge at work deepening and widening it. It was impossible to take soundings in the canal, as it was dammed near both ends, to raise the water so as to float the dredge, which occupied the whole width of the channel, and boats could not pass; but the dredge is making about 4 feet of water, cutting about 30 feet wide, and was at the time of survey about half way through. The canal was first cut through with shovels, I believe, a good many years ago; but I suppose, from want of attention and repairs, was allowed to fill up again, so that at low tide now there is scarcely 6 inches of water where it has not been dredged. The elevation of the land through which the canal passes is for the first three-fourths of a mile 2 feet above low water. For the next 1 1/2 miles the elevation is from 9 to 9.2 feet. The land along the banks gradually declines from this point to the mouth of the canal, where the Harlowe Creek marshes commence, which are 2.1 feet above low water. The canal banks, where the material has been thrown out, are considerably higher than the natural banks¹⁰²

In May 1885, dredging work was discontinued. The canal's viability for larger vessels was in doubt, given the draft of the approaches from either end. Mr. Parks, the president of the New Bern and Beaufort Canal Company, noted that canal dredging would continue if the government improved approaches to the canal; absent that investment, however, any additional work on the canal itself would be a poor investment.¹⁰³ In November of that year the canal was inspected to determine its capacity for larger craft with the hope of allowing steamers to use the route. The inspection found that Clubfoot Creek and the first half mile of the canal were clear to four feet; between the Clubfoot bridge and Harlow Creek bridge there were a few obstructions, and the lock near Harlow Creek had caused shoaling. Harlow Creek itself was also obstructed with logs and stumps. The Army Engineer Corps was solicited to clear the channel. At this point, the Albemarle and Chesapeake Canal Company had spent more than \$50,000 on improvements and anticipated that the canal would be opened to larger vessels within a month.¹⁰⁴

Maintenance of the canal continued to be an issue, as described in the 1889 *Annual Report of the Chief of Engineers, United States Army*:

verbal statements of the former president of this canal company, and of the present governor of the state of North Carolina, tend to show that the canal company has in the past two years received from the state of North Carolina a present of enough money to put the canal in good navigable condition; that the present company seeks to retain this money without doing the work for which the money was presented; and that it is not willing to cede even the unfinished canal to the United States except in return for an additional large sum of money.

¹⁰² *Report of John P. Darling, Assistant Engineer Survey of Clubfoot, Harlowe, and Newport Rivers, North Carolina, on Line of Inland Navigations to Beaufort harbor*, Appendix L, 1069; *Annual report of the Chief of Engineers United States Army to the Secretary of War* (Government Printing Office, 1884).

¹⁰³ "The Canal," *The Daily Journal*, May 20, 1885.

¹⁰⁴ "The New Berne and Beaufort Canal," *The Daily Journal*, November 17, 1885.

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A new canal, paralleling the old one, now appears from several points of view to be preferable to the old one, unless the latter is ceded to the United States at least free of charge.¹⁰⁵

In the spring of 1890, the State Board of Public Improvements notified the Albemarle and Chesapeake Canal Company that they were obligated to meet their contractual obligations to keep the canal clear and navigable.¹⁰⁶ One issue in the continued need for maintenance according to *The Daily Journal* was that the canal banks were steep and dredge spoils which were deposited on top would wash back into the canal. Captain Buckner, who had dredged the canal in the past, was required to maintain a four-foot draw. He planned to employ additional labor to move dredge spoils further away from the canal.¹⁰⁷ Media reports also suggested that the federal government should buy the canal to insure its continued maintenance.¹⁰⁸ By December of that year, the state sent a representative of the State board of internal improvements (sic) to inspect the canal to insure that the canal company had met its obligations to make the canal navigable and operational.¹⁰⁹ The inspection found a depth of 4-6 feet throughout the canal, deeper than the estuarine approaches.¹¹⁰

A report in *The Daily Journal*, generally critical of the canal company's efforts and the state's oversight, gave a description of the canal's condition. The canal's depth was then four feet (though the approaches on each end were shallower) and width was 33 feet.¹¹¹ Though the approaches to the canal continued to be an impediment, it was operational and in February 1891 a reported 115 vessels passed through the canal.¹¹² Later that year, local media reported with some optimism that recommendations from the Chief of Engineers of the US Army included an estimate for a generous appropriation to dredge the approaches to the canal, facilitating its use, though it is not clear that funds were allocated, or the work completed.¹¹³

A 1902 report on recommendation of the chief engineer of the War Department noted that no federal monies were recommended for the canal continuing "the work on this waterway has been suspended for several years pending the cessation or sale to the government of the private canal."¹¹⁴ A report later that year in the New Bern newspaper noted that the canal was privately owned but had been neglected and that no tolls had been collected for "several years." The report continued to note that the canal was slowly filling in and perhaps if the government took title to it, the government could clear the 3-mile length of the canal.¹¹⁵ Limited maintenance was

¹⁰⁵ *Annual report of the Chief of Engineers United States Army to the Secretary of War for the year 1889*, (Government Printing Office, 1889), 1062.

¹⁰⁶ "Raleigh Aldermen," *The Wilmington Messenger*, April 19, 1890.

¹⁰⁷ "The New Berne and Beaufort Canal," *The Daily Journal*, August 19, 1890.

¹⁰⁸ "The New Berne and Beaufort Canal," *The Daily Journal* August 19, 1890.

¹⁰⁹ "State Internal Improvement Matters," *The State Chronicle*, December 11, 1890.

¹¹⁰ "Local News," *The Daily Journal*, December 12, 1890.

¹¹¹ JDW, "New Berne and Beaufort Canal," *The Daily Journal*, January 14, 1891.

¹¹² "Business Organization Needed," *The Daily Journal*, March 8, 1891.

¹¹³ "Rivers and Harbors," *The Daily Journal*, November 17, 1891.

¹¹⁴ Thomas J. Pence, "Work of Improving North Carolina Rivers," *The Morning Post*, July 25, 1902.

¹¹⁵ "Think of This," *New Bern Weekly Journal*, November 25, 1902.

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reported in 1905 with stump removal by a government effort, though it was not reported if it was a local, state, or federal effort.¹¹⁶ The following year there was a government effort to clear mudflats in the Clubfoot Creek approach to the canal.¹¹⁷ Despite modest improvements by 1907 the canal was described as “like a big ditch, three miles long and not over three feet deep now at low water.”¹¹⁸ Heavy rains in 1908 caused portions of the banks to collapse making passage through the canal difficult. In 1909, as the federal government began to plan what became the Inland Waterway along the east coast, there were great hopes that the canal would be improved and incorporated into the system. Unfortunately for the canal, an alternate route was selected with the construction of a new passage just two miles to the east.

In the wake of the creation of the Adams Creek canal as part of what is now the Intracoastal Waterway, the Clubfoot and Harlow Creek canal became neglected and abandoned, though various governmental agencies cleared impediments from time to time. The question of ownership of the canal is unclear. The Albemarle and Chesapeake Canal Company at one point maintained and operated the canal, but it appears never to have had an ownership interest. In 1910, a suit was filed in federal court in Virginia against the Albemarle and Chesapeake Canal Company. A special master was assigned, and in the fall, a foreclosure decree was entered, and assets were put up for sale. Listed assets included canals in Virginia and the northeastern part of the North Carolina and associated real estate and 275½ shares in the Fairfield Canal and Turnpike Company, but nothing concerning the Clubfoot and Harlow Creek canal.¹¹⁹ Craven County deed books, which record the transfer of the canal from the state of North Carolina, have no record of the New Bern and Beaufort Canal Company transferring the canal to another entity. References to the company are not found in local papers after the 1890s, and it was no longer in operation. Given the intention of the canal to be a “public highway” in several pieces of legislation and its abandonment, it appears to escheat to the state.

¹¹⁶ “Harlowe and N. Harlowe,” *The Semi-Weekly Sun-Journal*, January 17, 1905.

¹¹⁷ “Harlowe and N. Harlowe,” *The New Bernian*, May 5, 1906.

¹¹⁸ “N. and S. Not to Fight Rate Act,” *The Asheville Gazette-News*, June 11, 1907.

¹¹⁹ *Union Trust Company of New York v Albemarle and Chesapeake Canal Company*, United States Circuit Court for the Eastern District of Virginia case file, National Archives and Records Administration, Philadelphia.

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Previous documentation on file (NPS):

- preliminary determination of individual listing (36 CFR 67) has been requested
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # _____
- recorded by Historic American Engineering Record # _____
- recorded by Historic American Landscape Survey # _____

Primary location of additional data:

- State Historic Preservation Office
- Other State agency
- Federal agency
- Local government
- University
- Other

Clubfoot and Harlow Canal
Name of Property

Craven and Carteret, NC
County and State

Name of repository: _____

Historic Resources Survey Number (if assigned): _____

10. Geographical Data

Acreeage of Property +/-27 _____

Latitude/Longitude Coordinates

Datum if other than WGS84: N/A _____

- | | |
|-------------------------|------------------------|
| 1. Latitude: 34.855497° | Longitude: -76.759757° |
| 2. Latitude: 34.855270° | Longitude: -76.758891° |
| 3. Latitude: 34.821425° | Longitude: -76.736656° |
| 4. Latitude: 34.821239° | Longitude: -76.737940° |
| 5. Latitude: 34.843432° | Longitude: -76.755872° |

Verbal Boundary Description

The boundary of the canal is depicted on the map entitled National Register Boundary Map Clubfoot and Harlow Canal. The boundary follows existing footprint of the canal, which extends between pins marked A and B on the map and includes the +/- 3-mile long canal and 3 ft on either side of the canal to account for the historic embankments.

Boundary Justification

The boundary aligns with the historic boundary of the canal as excavated during its period of significance.

11. Form Prepared By

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Clubfoot and Harlow Canal

Name of Property

Craven and Carteret, NC

County and State

Photo Log

Clubfoot and Harlow Canal
Harlowe vicinity
Carteret and Craven Counties, North Carolina
Mary Ruffin Hanbury, photographer

May 2024

Clubfoot and Harlow Canal, south of
Adams Creek Road crossing, View to
SE

1 of 11

May 2024

Clubfoot and Harlow Canal, north of
Adams Creek Road crossing, View to
SE

7 of 11

May 2024

Clubfoot and Harlow Canal, Between
Adams Creek Road and Ball Farm Road
crossings, View to SE

2 of 11

May 2024

Clubfoot and Harlow Canal, north of
Adams Creek Road crossing, View to
SE

8 of 11

May 2024

Clubfoot and Harlow Canal, north of
Ball Farm Road crossing, View to SE

3 of 11

February 2025

Clubfoot and Harlow Canal, from Ball
Farm Road crossing, View to SE

9 of 11

May 2024

Clubfoot and Harlow Canal, south of
Ball Farm Road crossing, View to SE

4 of 11

February 2025

Clubfoot and Harlow Canal, from of
Ball Farm Road crossing, View to NW

10 of 11

May 2024

Clubfoot and Harlow Canal, north of SR
101 crossing, View to SE

5 of 11

February 2025

Clubfoot and Harlow Canal, from
Adams Creek Road crossing, View to
NW

1 of 11

May 2024

Clubfoot and Harlow Canal, north of
Adams Creek Road crossing, View to
SE

6 of 11

Clubfoot and Harlow Canal
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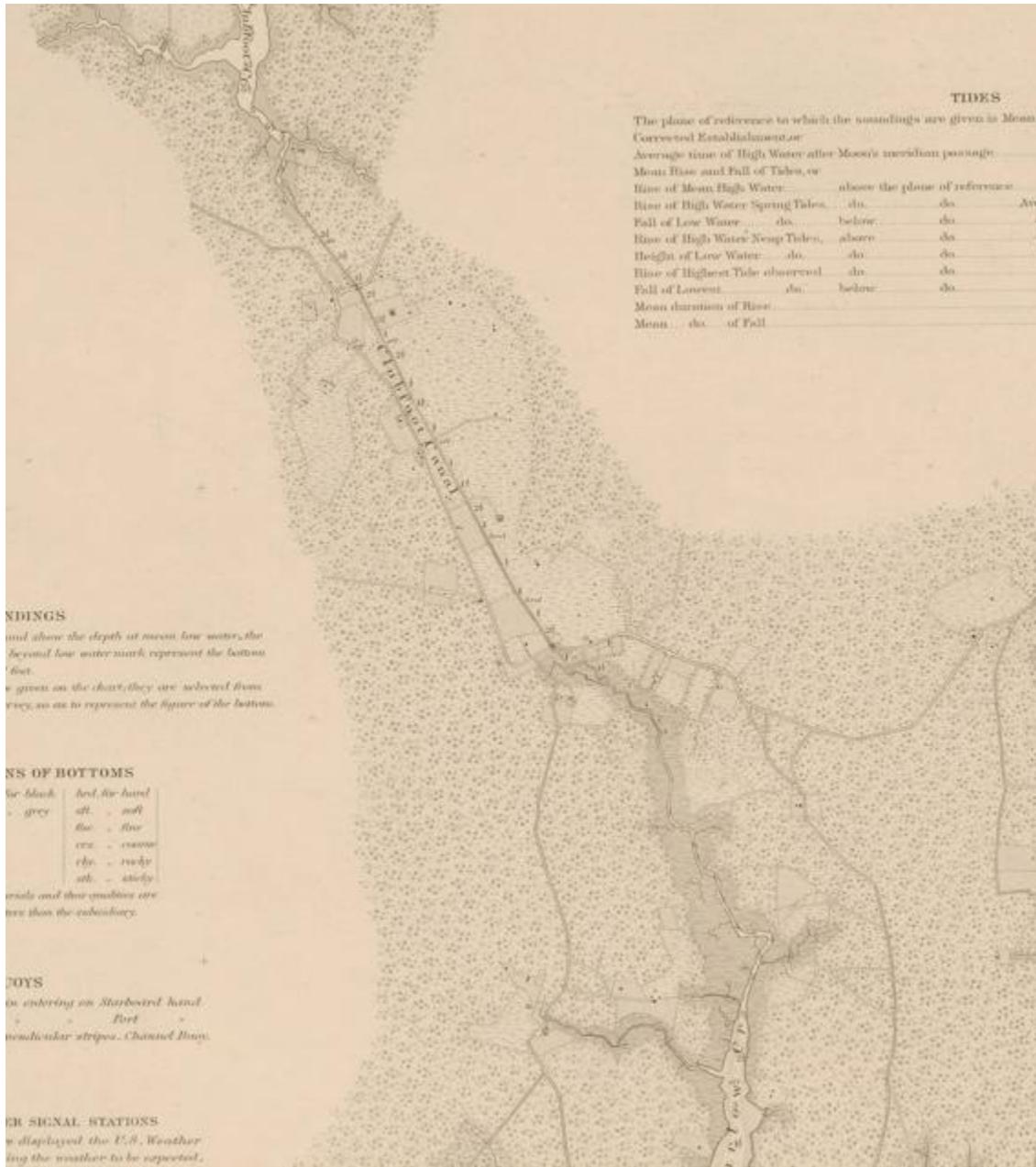
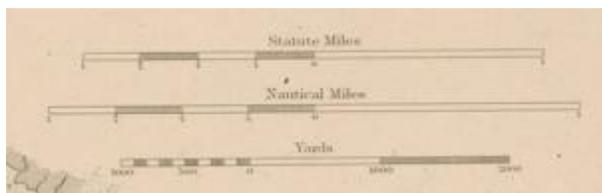


Figure 1. Clubfoot and Harlow Canal-Carteret and Craven Counties, North Carolina, Source map: US Coast and Geodetic Survey, Beaufort Harbor map 1889



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Craven and Carteret, NC

Name of Property

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Paperwork Reduction Act Statement: This information is being collected for nominations to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.). We may not conduct or sponsor and you are not required to respond to a collection of information unless it displays a currently valid OMB control number.

Estimated Burden Statement: Public reporting burden for each response using this form is estimated to be between the Tier 1 and Tier 4 levels with the estimate of the time for each tier as follows:

- Tier 1 – 60-100 hours
- Tier 2 – 120 hours
- Tier 3 – 230 hours
- Tier 4 – 280 hours

The above estimates include time for reviewing instructions, gathering and maintaining data, and preparing and transmitting nominations. Send comments regarding these estimates or any other aspect of the requirement(s) to the Service Information Collection Clearance Officer, National Park Service, 1201 Oakridge Drive Fort Collins, CO 80525.