

## **Appendix F**

# **Princeville, North Carolina Flood Risk Management Integrated Feasibility Report and Environmental Assessment**

### ***Other Social Effects (OSE) Appendix***

***October 2015***

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### *Other Social Effects*

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## 1.0 Background

### 1.1 Social and Cultural Roots

The story of social and cultural effects resonates to the very heart of Princeville's existence. From the original encampment of newly-freed slaves, through generations of survival in the face of endless economic, cultural, and environmental trials; the town owes its existence to a strong sense of family and place. Without its social and cultural strength, the town would likely have succumbed to its difficulties—as many post-Civil War African-American communities did—long ago. Over a century before President Clinton's 2000 Executive Order to rebuild and better-protect Princeville (Attachment A), the citizens' bond to one another and to the land had become powerfully forged. This was the real basis for the town's status as the first incorporated African-American community to do so in the United States.



### 1.2 Focus of Evaluation

As the lead agency for flood risk management, the United States Army Corps of Engineers (USACE) has the responsibility of developing measures of both reasonable cost and benefits. Before 2005, USACE's determination of worthy projects was based principally on benefits to national economic development (the NED plan), and a narrow set of budgetary constraints. Since then, USACE has been directed to also address Public Health & Safety, Environmental Quality, Regional Economic Development, and Other Social Effects. "Other Social Effects", in particular, keys in to the heart of Princeville's longevity, and defines the most critical point in the town's survival to this point.

### 1.3 Basis of Survival

Princeville has miraculously evolved from a remote, struggling outpost of the late-1800s, to a remarkable present-day institution of unique national value. This value has been preserved by the sheer social and cultural character of the townspeople, and strengthened by their bond to the difficult piece of land under their feet. The town's valiant attempts to maintain its social structure have been continually set back by the periodic flood catastrophes, and the resultant scattering of families and loss of their homes, community buildings, and businesses.

*But in the beginning Princeville was just a town with a lot of shacks, and down by the bridge they had little houses on stilts.*

*--Barbara Pittman, resident*

**1.4 Cultural Heritage.** Princeville's cultural heritage remains in a precarious balance because of flood-induced damage to residential and commercial properties, contents, personal lives, and cultural and historic assets. Historic preservation and federal registration attempts have been largely unsuccessful (only the former schoolhouse/now Town Museum is registered). With scant availability of building resources over the years, historically important structures have suffered from marginal construction quality, and the flooding has wiped most of them away. The preservation of remaining structures largely depends on an improved level of flood protection. Remaining structures of historic value remain threatened. As flooding continues its periodic assault on the town, it threatens not only its residents, but a defining piece of American history.

Despite this, Princeville's remarkable cultural heritage remains in its residents, and the land they have occupied for so long.

## **2 Other Social Effects as Applicable to the Least Cost Alternative Plan of Flood Risk Management.**

### **2.1 Policy and Background**

This study for Princeville, as stated in 1.1, is being conducted under the Water Resources Development Act of 1986 and in response to Public Law 106-246, dated July 13, 2000. A couple of months earlier in that year, following the devastation of the town by floodwaters resulting from Hurricane Floyd, President William J. Clinton, issued Executive Order (EO) 13146 (Attachment A). Recognizing the social and cultural significance of Princeville, President Clinton attempted to assure the town's residents that the Federal Government would not forget them in their hour of need. The EO contains language tasking an interagency President's Council with developing "*assessments and recommendations to repair and rebuild Princeville, and, to the extent practicable, protect Princeville from future floods.*"

### **2.2 Other Social Effects Account**

The United States Army Corps of Engineers (USACE) was the agency assigned the lead in developing alternative flood risk management measures. The USACE has conducted the study following its established guidelines just as it would any flood risk management study. However, there is some relatively new guidance applicable for these studies. Engineer Circular (EC) 1105-2-409 entitled "Planning in a Collaborative Environment", dated 31 May 2005, was enacted to address concerns with the traditional USACE's decision-making approach to water resources planning. EC 1105-2-409 specifically addresses the over-reliance by the USACE on national economic development (NED) as the primary selection criterion. Basically, the EC reemphasizes doing a better job of identifying and fully describing the other three evaluation accounts: Environmental Quality, Regional Economic Development, and Other Social Effects (OSE). In addition, the EC seeks to correct the tendency to constrain the determination of "Federal interest" to a narrow sub-set of purposes defined by USACE priority budget outputs. The EC recognizes that the key to making a quality judgment is to fully develop the "best reasonable mix of beneficial effects at a reasonable cost." In this light, the District believes that there are significant Other Social Effects improvements attributable to the considered plans of improvement at Princeville, North Carolina, in addition to the basic monetary flood damage reduction benefits from the NED account. The benefits attributable to the considered improvements are primarily unquantifiable and unrelated to commercial value, although individual and household income, and residential value, are tangible factors, and play a key role in the inability to generate a plan that has a cost-benefit ratio above 1.0 to 1. A good plan has the potential to preserve an important cultural and social resource of national importance and a priceless page of American history. With the inclusion of these OSE benefits, the District believes that implementation of the Selected Plan is in the Federal interest and a necessary component of any general effort to protect and enhance Princeville as the centerpiece of the community's heritage, as well as a national cultural resource.

### **2.3 Development of Social and Cultural Attributes**

Given its history, Princeville can be described as a town rich in historical and cultural importance particularly to Americans of African descent, which comprise about 97 percent of the population. A compelling case can be made that Princeville should be preserved as a reminder

of the struggles of African Americans during the transition period from slaves to freedmen. It was here in 1865 at the height of the Civil War, one of the earliest documented groups of freedmen attempted to isolate themselves from the threats of post war resentment and retribution. Protected by their own numbers and a nearby stationed troop of Union soldiers, the community provided a safe haven for the congregation of freedmen who gathered there. This area along the Tar River had a propensity for repeated flood events, and could be described as the least desirable area for habitation in the area, but also an area in which few might object to their residence. With the end of the Civil War, freedmen were advised by Union soldiers to return to their former master's plantations to live and work for pay. However, most of the "Freedom Hill" (later Princeville) inhabitants refused, opting instead to remain in place and continue to build their community.

In 1885, State of North Carolina officials granted Princeville incorporation, creating what is generally acknowledged as the oldest incorporated African-American town in the United States.

(1) The national importance of Princeville was emphasized by President Bill Clinton in his 2000 Executive Order, calling for "*assessments and recommendations to repair and rebuild Princeville, and, to the extent practicable, protect Princeville from future floods.*"

## 2.4 Original Flood Risk Management Provisions

Flooding in Princeville occurred frequently until 1965 when the USACE constructed an earthen levee. The levee was completed in 1967. The levee protected Princeville from floods for more than thirty years, but in 1999, proved deficient against a higher magnitude event than had previously been seen. (1) Hurricane Floyd flanked and overtopped the levee. The over 1,000 structures in Princeville were flooded, most of them up to their roof tops.

*We are hard-working people, we're dedicated people, because of the fact that we did not run away from the town when others wanted us to shut Princeville down, to take the buyout, to turn it into just a zone where no one lived...but we...did not want to lose...what belonged to us.*

*--Bishop Michael Williams*

## 2.5 FEMA Buyout Offer and Decision to Stay

The residents in Princeville, after Hurricane Floyd, and the residents in post-Katrina New Orleans, share similar experiences with disaster and recovery.

Flood waters from Floyd put Princeville under water for 11 days. Many residents in Princeville believed relief was slow in coming and many citizens felt there was pressure by both federal and local governments to relocate. In Princeville, FEMA buyouts were offered, but acceptance of this measure was rejected by most in the community, under the belief that such an action would have scattered the community to new quarters outside Princeville's original lands, and potentially have made life elsewhere untenable to the lowest-income residents of the community. The Princeville town commissioners declined the FEMA buyout offer by a 3-2 vote. Voting against the buyout, Mayor Delia Perkins said, "Rebuilding is staying with your heritage. We plan to stay." "Princeville was more than a place, it was a piece of history" (1) Like New Orleans, the natives of Princeville exhibited a strong connection to the community. Following Hurricane Floyd, Princeville residents and the Executive Office made a strong case for the preservation of the town and its unique historical and cultural importance in American history. However, even with the post-Floyd sentiments, the spring of 2000 saw only 100 of 875 families move back into their homes. Furthermore, more than 300 former Princeville families remained in temporary FEMA housing a year after the storm, some as far as 25 miles outside of town at a women's prison near Rocky Mount. By 2010, most of those residents had returned, often times to new or alternative housing.

The decision to remain in Princeville following Hurricane Floyd was not the only time in the town's history that decision was reached. Beginning in 1879, there was a mass exodus of blacks from North Carolina to the Midwest, particularly to Kansas and Indiana. They were seeking more economic and political freedom. Again, during and after World War I, large numbers of blacks were migrating to the more industrialized north to find jobs and escape the white supremacy movement in the south. Between 1910 and 1923, Princeville's population dropped from 636 to 300. But with each threat of the town dissolving, Princeville overcame the adversity and pressed on. Rather than just another town, Princeville can be thought of as one large, extended family living together in one area. Many residents have lived in the same home or on the same property for three to four generations.

## **3.0 The National Register of Historic Places**

### **3.1 Attrition of Historic Structures**

As is the case with most African American communities formed in the South in the aftermath of the Civil War, Princeville has little remaining above ground to mark its history. Many of the structures were crudely constructed in the first place, plus the town's history of flooding has taken its toll. Today, there are few remaining historically distinguished structures in Princeville. Attrition of historic structures due to flooding has been occurring throughout Princeville history, and is likely to continue as long as additional flood risk management features are not in place. Generally, a flood prone building is less likely to be upgraded or purchased with rehabilitation or restoration in mind. The capital investment is too risky. Flooding is the primary causal factor in structure attrition. This effectively raises the relative historical significance of the buildings that have been saved. If these few buildings are allowed to disappear, there would be nothing physically left, aside from the existing cemeteries, to mark the heritage of this historically rich community. While not yet acted upon, the Federal government has the mechanisms to stimulate and enhance local historic preservation activities by providing improved flood risk management.

### **3.2 National Register Documentation Effort**

In recent years, the community has undertaken the arduous task of documenting the significance of the town and preparing National Register of Historic Places Inventory and Nomination forms. An attempt to determine the eligibility of an entire 45 block section of Princeville failed. There is currently only one structure listed on the Register and that is the former schoolhouse, which fell into disrepair following the 1999 flood. Restoration of the schoolhouse was finally completed over seven years later, and the town now uses it as a welcome center/museum. This effort illustrates Princeville's serious view of their history and the importance of a structure that helps represent it. Three other structures or sites have been determined to be eligible for the National Register after further study. They are the Mount Zion Primitive Baptist Church, the Princeville Baptismal Site on the river, and the Abraham Wooten House, all of which were damaged by flooding from Hurricane Floyd.

### **3.3 Applicable National Register Criteria**

Regulations guiding implementation of the National Historic Preservation Act set forth explicit criteria for the historic significance of properties listed on the National Register of Historic Places. Elements of two of the seven criteria for inclusion in the National Register appear to be pertinent for Princeville.

#### **3.3.1 Criterion A**



Criterion A states, “A property may be registered if it is associated with events that have made a significant contribution to the broad patterns of our history.” This criterion further states, “This means that a property can be registered if it is associated with a particular event for example, the founding of a community, a battle, or an invention -- significant in history at the national, State, or local level. It also means that a property can be registered if it is associated with a series of events or processes that have been significant parts of ‘broad patterns’ of national, State, or local history.” Princeville clearly falls under the “broad patterns National, State, or local history” criterion.

### **3.3.2 Criterion B**

In addition, elements of criterion B might be applicable to Princeville sites. Criterion B states, “A property may be registered if it is associated with the lives of persons significant in our past.” It goes on to say, “This criterion means that a property can be registered if it is associated with an individual important in history at the national, State, or local level. Examples include the founder of a community, an important writer or inventor, a political figure, or a community leader.” Princeville has several favorite sons that would meet this criterion. The other five criteria for the Registry clearly do not apply to the Princeville sites that have been nominated.

### **3.3 Importance of Social and Cultural Attributes**

Although most historians would probably agree that the entire town is symbolically important and has a great deal of historical significance, there are few historically prominent buildings still standing. Those structures that do remain may potentially require substantial effort for placement on the National Register, because the historical context has been disrupted. (4) However, the very fact that the town’s inhabitants have persisted in their efforts indicates an interest in preserving the area’s historic features, and the aesthetic and cultural heritage of the community. Little of historical context, other than the social and cultural attributes of the people and their land, remains intact. The ties of family and friends, and landholdings since the days of the town’s founding, form the essence of Princeville’s social and cultural importance.

## **4.0 Key Alternatives and Other Social Effects**

### **4.1 Relocation and No-Action (Future) Without-Project Condition**

Two alternatives that demand evaluation in flood risk management studies are buy-out and relocation and the No-Action (a Future Without-Project condition) alternative. Obviously with a buy-out, what is unique and historic about the community is lost. The No-Action/Without-Project condition would result in adverse effects because it would fail to prevent the continued flooding, and potentially destruction of remaining historically-important properties, as well as the new residential housing school, and community-service buildings built since Hurricane Floyd. Some flood-prone buildings would be abandoned; fall into disrepair, and eventually collapse. Attrition of people and jobs would continue unalleviated as long as flood risk management levels are not improved. The primary historical significance of Princeville remains in its social and cultural legacy, from the early actions of the freedmen to present day.

### **4.2 Alternative Plan Benefits for Social and Cultural Attributes**

Continued flooding would repeatedly scatter the residents from Princeville, causing damage to or loss of home, personal possessions, and community standing. Potential negative effects include the critical loss of a sense of both personal and community independence. Adverse life, health, and safety issues include loss of physical and mental health, loss of cultural identity and

a possible belief that any of the alternatives will completely protect the resident from a catastrophic event. (3) Any differences in long-term costs associated with continuation of flooding at Princeville versus a with-project condition would represent a benefit. Savings may include: (1) less frequent and lesser magnitude State and local emergency costs incurred; (2) less Federal government subsidized insurance, clean-up and emergency aid; (3) less costs incurred for archeological surveys and historical property assessments in the event of a major relocation, and (4) less costs associated with repairing structures and infrastructure.

Further protection and restoration of Princeville is impractical without improved flood risk management. The selected plan of improvement would have a beneficial effect on cultural resources since it would better protect remaining historic buildings and not have an adverse effect on the historic setting. The aesthetics of the flood-prone neighborhoods might also improve, since the threat of damages and cleanup that accompany the flooding of building and property would be reduced. Implementing the plan of improvement would decrease the flood-caused interruptions in commercial and social community activities, thus contributing to stabilizing the family unit by decreasing the out-migration of Princeville residents. In terms of Regional Economic Development, the plan would encourage better upkeep of structures under a reduced threat of flooding. Property values would increase due to the decrease in flooding and related damages.

## 5.0 Emphasis on Cultural Significance

### 5.1 Cost-Benefit vs. Social-Cultural Aspects

The USACE requires consideration of the intangible aspects of cultural and historic preservation which do not lend themselves to quantification and lie outside the scope of the standard cost benefit analysis required in evaluating USACE projects. Cost benefit analysis is generally considered deficient in its capacity to accurately reflect the true value of historic resources or the public benefits that accrue through their preservation. Balancing the value of Princeville as a resource to the Nation against the cost, it is the District's position that the social and cultural values of this unique community warranted an exception to USACE policy on economic justification alone. Based on a request from the South Atlantic Regional Integration Team, an exception to current policy was granted by the Assistant Secretary of the Army for Civil Works, on July 19, 2012. Thus, rather than being based solely on cost-benefit analysis, plan selection (the Selected Plan) was also based on reduced threats to life and safety, decreased risk to historic structures and properties, less disturbance to the cultural and historic setting, less impact to community cohesion, reduced threats to individual, community, and State and Federal investments, fewer impacts to community and emergency services, and lesser social disruption caused by flooding. The community harbors a unique and significant record of cultural history representing black experience from the end of the Civil War until the present time. The District's justification rests on preserving this valuable, significant and unique national resource. Its historic continuity and perseverance make Princeville a living memorial to the post Civil War settlement of America.

*But we had fun doing it you know, getting together, helping this neighbor prepare for the winter. And then we'll go to another neighbor. And then neighbors come and help us do the same thing.*

*--Isabelle Baker, resident*

In addition to the above, it is believed that improved flood risk management would aid in numerous other opportunities including increased property values, potential for re-development within under-utilized areas of the community, community growth, and tourism. These benefits are largely intangible, but nonetheless, significant. In 1980, the Board of Engineers for Rivers



and Harbors recognized that, "...there are certain non-economic benefits associated with preservation or enhancement of resources that may fully justify some projects." More recently, the USACE's EC 1105-2-409, which was introduced at the beginning of this section, reiterates the same concept.

## 5.2 Justification Outside Benefit-to-Cost Ratio

Although requesting authorization to construct a flood control measure with a benefit-to-cost ratio below unity represents a departure from traditional USACE justification, it is not without precedent. Other USACE flood control projects, such as Sainte Genevieve, Missouri and Tug Fork Valley between Kentucky and West Virginia, have both successfully utilized the National Historic Preservation Act, and like measures, to justify construction of projects. Like Saint Genevieve and Tug Fork, protecting the national historic significance of Princeville has the potential to qualify as a justifiable expenditure of federal dollars as well as an extension of full compliance with existing laws, and in keeping with Executive Order and the President's Council.

It is also important to note that with structure and content value at approximately 41% of the national average (see Table 5.1 below, and the Main Report), the sole reason for lack of economic justification in this particular case, is the low individual and household income, low property value, and low content value of the community. If the community had values on par with the nation, the Selected Plan would have a B/C ratio above unity.

## 5.3 Using Social Vulnerability to Define Princeville's Risk Status

Vulnerability is generally defined as the potential for loss. This section will outline Princeville's vulnerability status, by defining and comparing key social and economic statistics with statewide and national counterparts, as presented in Table 5-1. The accompanying text uses the definitions of demographic and economic characteristics to interpret the vulnerability of Princeville's residents.

**Table 5-1 Comparative Demographic Statistics, Princeville, NC**

<b>Princeville NC, Social Vulnerability Statistics</b>			
<b>2006-2010 US Census Estimates</b>			
	<b>National</b>	<b>State</b>	<b>Princeville</b>
% Black Population	12.6	21.5	96.3
% Native American	1.4	1.1	0
% Asian	4.8	2.2	0
%Hispanic	16.4	8.4	.8
% Pop under 5	6.5	6.6	7.2
% Older than 65	13.0	12.9	11.6
Median Age	38.5	38.7	38.0
% Female	50.8	51.3	56.2
Per capita Income	\$27,334	\$24,745	\$12,024 (43.9%)*
Median Household Income	\$51,914	\$45,570	\$21,066

Avg. #/household	2.2.6	2.48	2.7
% Persons in Poverty	13.8	15.5	38.9
Median Dollar Value of Owner Occupied Units	\$188,400	\$149,100	\$77,300 (41%)*
% Renter Occupied Units	30.9	28.8	37.9
Median Gross Rents for Renter Occupied Housing Units	\$841	\$718	\$475
% Families w/ Female Headed Households, No Spouse Present(2005-2009)	12.4	12.9	28.4
% of Housing that is Mobile Home(2005-2009)	6.8	14.6	26.9
% of Pop over 25 w/ less than 12 years education (2005-2009)	15.4	17	24.9
% Civilians in Lab Force	65.0	64.2	55.6
% Female Participation in Labor Force	59.4	59.2	49.9
Percent Social Security Recipients	27.5	28.2	35.3

Source: US Census Bureau Fact Sheet, 2006-2010 Estimate, or 2010 Census, Unless Otherwise Noted

*\*Percent of National Average*

**Socioeconomic Status-** when a member of a population has the ability to absorb losses and maintain the ability to weather adverse effects of disasters. The higher the economic status, the greater the ability to “recover from losses more quickly due to insurance, social safety nets, and entitlement programs”. (7)

Per capita income for a resident of Princeville is \$12,024 while households earn approximately \$21,000 per year. Compared to population counterparts in the rest of North Carolina, individual & household incomes in Princeville are roughly half of what is made in other parts of the State. 39% of Princeville’s residents can be defined as living in poverty, compared to 15% statewide.

**Gender and Family Structure-** Women traditionally have found it more difficult to recover from disaster than their male counterparts, in large part due to the disparity in wages, and the responsibility to the family. Families with large numbers of dependents or single-parent households often have limited finances to outsource care for dependents, and thus must juggle

work responsibilities and care for family members. All affect the resilience to, and recovery from, hazards. (7)

Princeville's number of single parent households, with a female head, more than doubles that of North Carolina, at 28.4% to the State's 12.9%. Additionally, with a female population of 56.2% versus North Carolina's 51.3%, any wage disparity seen between males and females, will amplify financial and mental hardships within the impacted project footprint.

**Race and Ethnicity-** These criteria, as defined by Cutter are "Cultural Barriers that affect access to post disaster funding in areas prone to disaster". (7)

In the case of Princeville we see a minority black population of 96.3%, with a well defined sense of place and community. Many have shown an unwillingness to disrupt their cultural setting, with a fear that their heritage will be marginalized or diminished.

**Residential Property-** The quality of homes, and variance in home value, impacts potential losses and the ability to recover in post disaster situations. Inexpensive/poorly constructed homes and mobile homes are often easily damaged and typically less resilient to disaster. (7)

The median value of homes in Princeville is \$77,300, compared to a median value of \$149,100 for North Carolina. Of these homes 28.4 percent are mobile homes, compared to 12.9 percent for the State.

These lower value homes and mobile homes are typically more susceptible to damage, due to inferior construction and materials.

**Renters-**Individuals that rent often do so because they do not have the financial means to own a home. Typically, these rents are lower than home mortgages. Additionally, temporary shelter may be too expensive to afford for those that rent, creating additional hardships. (7)

Princeville's median rent for a single home residence is \$475 dollars, while the States average is \$718. In a disaster scenario, individuals who rent, and who are forced to relocate, would potentially face an additional 70 percent rent increase to relocate elsewhere.

**Education-** Education is often linked to socioeconomic status, in that higher educational attainment typically results in greater lifetime earnings. While lower education attainment, in some cases, those undereducated, may not have the ability to understand warning information and access to recovery information. (7)

Approximately 25% of Princeville residents do not have the equivalent of a high school degree. Cutter states that these lower education levels can lead to lower lifetime earnings, thus causing greater strain in relocating. These strains could arise from qualifying for a new job with less education, having the banked funds to relocate, or, potential worst case, having the ability to understand what critical disaster and recovery information has been disseminated from emergency management officials.

#### **5.4 Federal Emphasis on the Historic and Cultural Environment**

In the National Historic Preservation Act of 1966 and later in the 1980 Amendments to the Act, Congress affirmed the necessity and appropriateness of the Federal government taking an aggressive role in accelerating historic preservation programs and giving "maximum encouragement to agencies and individuals undertaking preservation by private means." 16 U.S.C. 470-470t Title I, Sect. 101, Sect. 1B(7). The Act states that it is the policy of the Federal government to provide leadership in preserving, restoring, and maintaining the historic and cultural environment of the Nation. Princeville is the kind of community Congress has encouraged and recognized as essential to ensuring that our national heritage is not lost.

## 6.0 Conclusion

### 6.1 Uniqueness of the Community

The legacy of Princeville is one of survivorship. Since the town's beginnings, the residents of Princeville have struggled to maintain their community identity in the face of unimaginable adversity, including racial discrimination, abject poverty, and multiple devastating floods. The Tar River overflowed its banks in 1865, 1889, 1919, 1924, 1940, and 1958, each time causing serious destruction, sanitation problems, and disease in Princeville. Through it all, the town's people have worked hard to improve conditions and to safeguard a unique cultural heritage.

Working through nearly 150 years of adversity, Princeville has effectively evolved into a uniquely cohesive community with many family lineages dating back to the Civil War era. Rather than just another town, Princeville can be thought of as one large, extended family living together in one area. Many residents have lived in the same home or on the same property for three to four generations, and there is opinion that allowing the community to continue to absorb natural disaster could result in disruption of the social and culturally aspects of the area. Many view Princeville as a town that has remained a living historic community and, just as with New Orleans; it is of primary importance to our commitment to preserve the cultural, social, and physical environment.

*...where that house over there is,  
that was my granddaddy's land.  
And this piece of land right here  
where this house is at right here,  
was my grandfather's land.*

The people of Princeville are very proud of their heritage and their ability to overcome adversity. The flooding caused by Hurricane Floyd is viewed as another major challenge to the community, but not one so great as to overcome the incredible sense of place that has passed down through the

generations. Their decision to stay was a courageous one, and the Federal Government can provide Princeville with the opportunity to preserve its place in American history while rebuilding a better, safer, and more disaster-resistant community. Without the protection and preservation of Princeville, valuable personal and social historical information, both physical and verbal, could be lost and our understanding of the history of the culture of post-Civil War America diminished. The cumulative impact of these kinds of historical information losses and disruptions, both regionally and nationwide have the potential to impact the historical identity of an area, and cannot be reflected in dollar damages.

**6.2 Social and Cultural Basis of Justification.** Use of a standard economic analysis in which the cost-benefit ratio alone determines plan selection, was not considered appropriate for this particular study area. Plan selection, therefore, was based on consideration of all the factors discussed above. A side-by-side comparison of alternatives, and the many factors considered, may be seen in Table 5.5 in the Main Report. Based on the granting of an exception to current policy by the ASA(CW) granted the study team the means to optimize a plan that best balances the needs of the community, in the most cost-effective manner.

### 6.3 References: Sources of Princeville's History

- (1) Blue, Victor E. "Reclaiming Sacred Ground: How Princeville is Recovering from the Flood of 1999." N.C. Crossroads, Vol 4, Issue 3, Oct/Nov 2000.
- (2) Brown, Frank Dexter. "The Destruction of Princeville, the Nation's Oldest Black-Governed Community." Earth Africa News Service, [Seeingblack.com](http://Seeingblack.com), 9 April 2001.
- (3) Halpern, Jake. [Braving Home](#). pp.229-230

- (4) Mobley, Joe A. "In the Shadow of White Society: Princeville, A Black Town in North Carolina, 1865-1915." North Carolina Historical Review. Volume LXIII, Number 3, July 1986.
- (5) Rowe, Ryan and Grimes, Drew, Producers/Directors; Wolfram, Walt, Executive Producer "This Side of the River/Self-determination and Survival in the Oldest Black Town in America"
- (6) Telephone conversation with Claudia Brown, State Historic Preservation Office of North Carolina, 13 December 2006.
- (7) Cutter, Boruff, and Shirley "Social Vulnerability To Environmental Hazards" SOCIAL SCIENCE QUARTERLY, Volume 84, Number 2, June 2003: 242-261

ATTACHMENT A

<p>Exhibit 1 <b>Executive Order 13146</b> BY <i>President OF THE United States</i> <b>President's Council ON THE Future OF Princeville, North Carolina</b></p>
<p>Signed by President <a href="#">William J. Clinton</a> February 29, 2000 <i>Federal Register page and date: 65 FR 11201. March 2. 2000</i></p>

By the authority vested in me as President by the Constitution and the laws of the United States of America, and in order to develop recommendations for Federal agency actions to address the future of Princeville, North Carolina, it is hereby ordered as follows:

Section 1. Policy. Princeville, North Carolina (Princeville) has a unique place in American history. This small city in eastern North Carolina was the first city in the United States founded by ex-slaves. In its history, Princeville has been damaged by floods many times. Recently, it was devastated by floods caused by Hurricane Floyd. In response to the damage, appropriate Federal agencies have already begun repair and recovery efforts to assist Princeville. However, it is the policy of this Administration to do more to help this city that occupies such a significant place in our history. Therefore, this order will create an interagency council to develop recommendations for further actions to address the future of Princeville.

Sec. 2. Establishment. (a) There is established the "President's Council on the Future of Princeville, North Carolina" (Council). The Council shall comprise the Secretaries of Defense, Agriculture, Commerce, Labor, Health and Human Services, Housing and Urban Development, Transportation, the Director of the Office of Management and Budget (OMB), the Administrator of the Environmental Protection Agency, the Commander of the Army Corps of Engineers, the Administrator of the Small Business Administration, the Director of the Federal Emergency Management Agency, the Assistant to the President for Domestic Policy, the Assistant to the President for Economic Policy, and the Assistant to the President for Intergovernmental Affairs, or their designees, and such other executive department and agency (agencies) representatives as the President may deem appropriate. The Council shall consult with other agencies and State and local governments, as appropriate.

(b) The Director of the Office of Management and Budget, or his designee, shall serve as Chair of the Council.

Sec. 3. Functions. The Council shall develop recommendations for the President on further agency and legislative actions that can be undertaken to address the future of Princeville. In developing the recommendations, the Council shall consider, among other things: (a) the unique historic and cultural importance of Princeville in American history; (b) the views and recommendations of the relevant State and local governments, the private sector, citizens, community groups, and non-profit organizations, on actions that they all could take to enhance the future of Princeville and its citizens; and (c) agency assessments and recommendations to repair and rebuild Princeville, and, to the extent practicable, protect Princeville from future floods. The Council, through its Chair, shall submit its recommendations to the President. Where appropriate, the Council's recommendations shall include draft legislation requesting additional funding or other authorities to aid in the reconstruction and protection of Princeville.

Sec. 4. Coordination. At the request of the Chair, agencies shall cooperate with and provide information to the Council.

Sec. 5. Judicial Review. This order is not intended to, nor does it create, any right or benefit, substantive or procedural, enforceable at law by a party against the United States, its agencies, its officers or employees, or any other person.

William J. Clinton  
THE WHITE HOUSE  
February 29, 2000



Exhibit 2  
**THE WHITE HOUSE**  
**Office of the Press Secretary**  
**February 29, 2000**

STATEMENT BY THE PRESIDENT

“As the first city in the United States founded by former slaves, Princeville, North Carolina holds a special and highly significant place in our nation’s history. In its early days, Princeville was called Freedom Hill by fleeing African Americans who settled along the banks of the River Tar under the protection of Union troops at the close of the Civil War. In more recent times, repeated flooding from the River Tar has caused damage in Princeville, which was devastated this fall by the particularly severe floods that accompanied Hurricane Floyd.

Today, I am announcing the creation, by Executive Order, of the President’s Council on the Future of Princeville, North Carolina. This Council will bring together representatives from twelve Federal agencies, several key members of my Cabinet and, chaired by Sally Katzen of the Office of Management and Budget, it will work with elected officials, the private sector, community and non-profit groups to recommend measures to preserve and protect Princeville for the future. I have asked the Council to move promptly to recommend action that my Administration can take to help repair and rebuild Princeville, and, to the extent possible, protect the Town from future floods.

We have taken many steps since this terrible flooding hit Princeville last fall, from immediately dispatching emergency workers to making resources available for the people of Princeville in their efforts to rebuild. It is my firm belief and the policy of my Administration that we must do more to help the people of Princeville who have bravely chosen to stay and rebuild their badly damaged hometown. We owe them our best efforts.

It is enormously important that, as we celebrate Black History Month and honor the long and proud history of this uniquely important town, we also take the steps to preserve it for the future. As we embark on this new chapter in Princeville’s history, I would like to thank Rep. Eva Clayton who has led the charge for this step I am announcing today and who has worked tirelessly on behalf of this important town. I also thank Rep. Charles Rangel for his support of this important effort.”