

DOCUMENT RESUME

ED 387 299

RC 020 278

TITLE Commemorating 30 Years of Service to the People of Appalachia. Special Edition.

INSTITUTION Appalachian Regional Commission, Washington, D.C.

REPORT NO ISSN-0003-6595

PUB DATE 95

NOTE 89p.; Photographs will not reproduce adequately.

PUB TYPE Collected Works - Serials (022) -- Reports - Descriptive (141)

JOURNAL CIT Appalachia; v28 n1-2 Win/Spr 1995

EDRS PRICE MF01/PC04 Plus Postage.

DESCRIPTORS Adult Education; \*Community Development; \*Economic Development; Elementary Secondary Education; \*Federal Programs; Housing; Human Capital; Leadership Training; Preschool Education; Profiles; Regional Programs; Rural Development; Transportation

IDENTIFIERS Appalachia; \*Appalachian Regional Commission DC; \*Infrastructure

ABSTRACT

The Appalachian Regional Commission (ARC) is a regional economic development agency representing a unique partnership of federal, state, and local governments. Established by an act of Congress in 1965, the Commission is composed of the governors of the 13 Appalachian states and a federal co-chairperson. Grassroots participation is provided by multi-county local development districts (LDDs) with boards made up of local business people and elected officials. The broad aim of ARC programs is to support development of Appalachia's human and community infrastructure in order to provide a climate for business growth and job creation. This commemorative edition of "Appalachia" describes the people and the land of Appalachia; profiles people and organizations that have contributed to regional development; discusses programs and the progress that has been made in the areas of education, business development, leadership, tourism, transportation, culture, health, and community improvement; and tells the history of the ARC. A final section examines ARC accomplishments, including construction of a regional interstate highway system, construction of or provision of equipment to over 700 vocational and technical education facilities, provision of job training and basic skills training for adults, completion of a network of primary health care clinics and hospitals, aid to water and sewer projects, rehabilitation or construction of over 14,000 housing units, support of revolving loan funds for small businesses, construction of comprehensive child care centers for low-income families, provision of training and assistance to local governments, and support of youth leadership training projects. Contains many photographs and a list of local LDDs. (SV)

\*\*\*\*\*

\* Reproductions supplied by EDRS are the best that can be made \*  
 \* from the original document. \*

\*\*\*\*\*

# Appalachia

ED 387 299

U.S. DEPARTMENT OF EDUCATION  
Office of Educational Research and Improvement  
EDUCATIONAL RESOURCES INFORMATION  
CENTER (ERIC)

- This document has been reproduced as received from the person or organization originating it.
- Minor changes have been made to improve reproduction quality.
- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

**Special Edition:**

**Commemorating  
30 Years of Service**

*to the People of  
Appalachia*

**BEST COPY AVAILABLE**

20278

ERIC  
Full Text Provided by ERIC

A P P A L A C H I A

## *A Proud Past, A New Vision*

Appalachia, as defined in the legislation from which the Appalachian Regional Commission derives its authority, is a 200,000-square-mile region that follows the spine of the Appalachian Mountains from southern New York to northern Mississippi. It includes all of West Virginia and parts of twelve other states: Alabama, Georgia, Kentucky, Maryland, Mississippi, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Tennessee, and Virginia.

*Cover: Victor Huggins, Near Salem, 1975, acrylic on canvas.  
Collection of the Art Museum of Western Virginia, Roanoke, Virginia.*

NEW YORK  
PENNSYLVANIA  
OHIO  
MARYLAND  
WEST VIRGINIA  
VIRGINIA  
KENTUCKY  
NORTH CAROLINA  
TENNESSEE  
SOUTH CAROLINA  
MISSISSIPPI  
GEORGIA  
ALABAMA

## W H A T I S A R C ?

The Appalachian Regional Commission (ARC) is a regional economic development agency representing a unique partnership of federal, state, and local government. Established by an act of Congress in 1965, the Commission is composed of the governors of the 13 Appalachian states and a federal co-chairman, who is appointed by the President. Grassroots participation is provided through multicounty local development districts with boards made up of elected officials, businessmen and women and other local leaders. Each year Congress appropriates funds which ARC allocates among its member states. The Appalachian governors, consulting with local development districts, draw up annual Appalachian development plans and select for ARC approval projects to implement them. The broad objective of these programs is to support development of Appalachia's human and community infrastructure to provide a climate for the growth in business and industry that will create jobs. ARC-funded programs include construction of an interstate-quality highway system, education and job training, health care, water and sewer systems, housing, and other essentials of comprehensive economic development.

*Commemorating  
30 Years of Service to the  
People of Appalachia*

**Appalachia**

*A journal devoted to regional development*

**Jack Russell**  
*Managing Editor*

**Diane Bowker Smith**  
*Associate Editor*

**Ann Anderson**  
*Associate Editor*

**Bonnie Sherman**  
*Associate Editor*

**Doris Charouel**  
*Editorial Assistant*

**AXIS Communications**  
*Design and Production*

*Published quarterly by the Appalachian Regional Commission, 1000 University Avenue, N.W., Washington, D.C. 20004. Website: [www.appcom.gov](http://www.appcom.gov) and [www.appcom.edu](http://www.appcom.edu)*

This year we are celebrating the 30th anniversary of the Appalachian Regional Commission. ARC's unique partnership between the federal government and Appalachia's 13 states continues to provide a flexible and proven approach to economic development in the 399 counties we serve.



ARC was created with a bold vision to connect a "region apart" with the rest of America, and the ambitious Appalachian Development Highway System has largely ended the Region's geographic isolation. Community development and education programs have likewise created opportunities for Appalachian communities and their people.

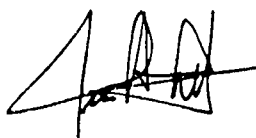
This commemorative edition of *Appalachia* provides accounts of ARC programs that have made a real difference in people's lives. It documents the progress that has been made, but the work of ARC is far from done.

Social and economic change has brought a new world to Appalachia, and with these changes have come new needs and new opportunities. Technology, for example, can now unite Appalachia with the nation and the world through the information highway, the interstate highway system of the twenty-first century.

As part of ARC's 30th anniversary celebration, we are calling on a vast array of public and private partners to help us build a new vision for our work—one that will not only continue the best of our programs but also will build a strong foundation for Appalachia in the twenty-first century.

In the challenging years ahead, Appalachia needs to help create entrepreneurial communities, communities willing to take risks, to stretch beyond their traditions into the global marketplace. Appalachia needs to nurture and embrace enterprising people, folks who take ideas and turn them into action. We have those individuals, and we have those communities. We now need to find the ways and means to allow them to unleash their own potential and create for themselves vibrant, self-sustaining economies.

I am truly honored to serve as ARC's federal co-chairman as we build on our past and chart a bold vision for ARC's future.



Jesse L. White Jr.  
Federal Co-Chairman



## A MESSAGE FROM THE STATES' CO-CHAIRMAN

I am delighted to have the opportunity to serve as States' Co-Chairman for the Appalachian Regional Commission during its 30th anniversary year. The federal-state-local partnership, the regional approach to problem-solving, and the flexibility of its funds make the Commission unique among government agencies.



There is no state in which the ARC is more important than the Commonwealth of Kentucky. Over the years the nearly \$800 million in ARC funds which have been put into the 49 counties in eastern Kentucky have been leveraged into more than \$1.6 billion in public and private sector funds. These funds have been used to help us confront the economic distress of this isolated region. We have made enormous progress, but we have a long way yet to go.

As times change, of course, our approaches to problem-solving must change, as well. In Kentucky we recognize this, and last year I appointed a Kentucky Appalachian Task Force, composed of a broad cross-section of Kentuckians, to examine how we are utilizing the programs of the ARC and ways in which we could utilize them even more effectively.

The ARC's 30th anniversary provides an appropriate milestone for undertaking the same kind of re-examination on a regional basis—to look at the substantial accomplishments of this unique organization, to examine the remaining needs in the Region in cooperation with the citizens of the Region, and to set a course for addressing these needs in an effective and efficient manner.

It is not often that government agencies have the objectivity and the flexibility to undertake such an examination. It is those very characteristics which have made the ARC so important to the 13 Appalachian states, to the more than 80 governors—both Democratic and Republican—who have served our states in these 30 years, and to the more than 20 million people who live in the Region. I look forward to playing a leading role in this effort.

A handwritten signature in black ink that reads "Brereton Jones".

Brereton C. Jones  
*Governor of Kentucky*  
*ARC States' Co-Chairman*



## APPALACHIAN REGIONAL COMMISSION

Federal Co-Chairman  
Jesse L. White Jr.

States' Co-Chairman  
Governor Brereton C. Jones

States' Washington Representative  
Michael R. Wenger

Executive Director  
Thomas M. Hunter

## GOVERNORS AND STATE ALTERNATES

### ALABAMA

Governor Forrest H. "Fob" James Jr.  
Robert Lunsford  
*Director*  
Department of Economic and  
Community Affairs  
401 Adams Avenue  
Montgomery, Alabama 36103-5690

### GEORGIA

Governor Zell B. Miller  
Tina Cona  
*Special Assistant*  
Intergovernmental Relations  
Governor's Office  
State Capitol, Room 245  
Atlanta, Georgia 30334

### KENTUCKY

Governor Brereton C. Jones  
Mary Helen Miller  
*Chief Executive Officer-Administration*  
Office of the Governor  
Capitol Building, Room 100  
Frankfort, Kentucky 40601

### MARYLAND

Governor Parris N. Glendening  
Ronald M. Kretzner  
*Director*  
Maryland Office of Planning  
301 West Preston Street Room 1101  
Baltimore, Maryland 21201

### MISSISSIPPI

Governor D. Kirk Fordice  
Nick Ardillo  
*Deputy Chief of Staff*  
Office of the Governor  
P.O. Box 139  
Jackson, Mississippi 39200

### NEW YORK

Governor George E. Pataki  
Alexander F. Treadwell  
*Secretary of State*  
Department of State  
162 Washington Avenue  
Albany, New York 12241

### NORTH CAROLINA

Governor James B. Hunt Jr.  
Debra Bryant  
*Director*  
State of North Carolina's  
Washington Office  
444 North Capitol Street, Suite 512  
Washington, D.C. 20001 1512

### OHIO

Governor George V. Voinovich  
Dan Neff  
*Director*  
Governor's Office of Appalachia  
77 South High Street  
28th Floor, P.O. Box 1001  
Columbus, Ohio 43266-0101

### PENNSYLVANIA

Governor Thomas Ridge  
Martha Harris  
*Deputy Secretary, Trade, Technology  
and Economic Development*  
Department of Commerce  
Executive Office  
433 Forum Building  
Harrisburg, Pennsylvania 17120

### SOUTH CAROLINA

Governor David Beasley  
Kelly Lineweaver  
*Director*  
State of South Carolina's  
Washington Office  
444 North Capitol Street, Suite 203  
Washington, D.C. 20001 1512

### TENNESSEE

Governor Don Sundquist  
Michael E. McGuire  
*Director*  
Grants And Loans  
Rachel Jackson State Office Building  
320 Sixth Avenue, North, Sixth Floor  
Nashville, Tennessee 37243-0405

### VIRGINIA

Governor George F. Allen  
Tern Hauser  
*Director*  
Virginia Liaison Office  
444 North Capitol Street, NW, Suite 214  
Washington, DC 20001

### WEST VIRGINIA

Governor Gaston Caperton  
Fred Cutlip  
*Director*  
Community Development Division  
West Virginia Development Office  
Building 6, Room 553  
State Capitol Complex  
Charleston, West Virginia 25305

<b><u>THE PEOPLE AND THE LAND</u></b>	<b>1</b>
<b><u>PEOPLE WHO MADE A DIFFERENCE</u></b>	<b>13</b>
<b><u>APPALACHIA TODAY</u></b>	<b>25</b>
EDUCATION	26
BUSINESS DEVELOPMENT	30
LEADERSHIP	34
TOURISM	38
TRANSPORTATION	42
CULTURE	46
HEALTH	50
COMMUNITY IMPROVEMENT	54
<b><u>HISTORY OF ARC</u></b>	<b>59</b>
<b><u>ARC ACCOMPLISHMENTS</u></b>	<b>69</b>
LOCAL DEVELOPMENT DISTRICTS	78

**A**s the Appalachian Regional Commission observes its thirtieth year, this special edition of *Appalachia* surveys the accomplishments of the past three decades.

Those accomplishments can be counted in many ways: the number of healthy babies born in modern health care clinics; the units of new or rehabilitated housing in dozens of mountain communities; hundreds of highway miles penetrating formerly isolated counties; high school students linked through telecommunications to college-level courses taught from universities miles away; dozens of industrial and commercial neighborhoods offering thousands of new jobs. They all add up to one thing—an Appalachia with a future.

That future is also a topic of ARC's 30th anniversary observance.

Even before the beginning of this anniversary year, ARC had embarked on a strategic planning process designed to help the Region make the crucial step into an era of global trade, communications, and transportation.

As the new century dawns, Appalachia shares with the rest of the nation the challenges brought by advancing technology and international competition. Thanks to the progress of the past 30 years, which is detailed further in the pages of this book, many Appalachian counties are now primed to compete for their share of the new world market.

But many Appalachian counties still are not. About a third of the ARC counties are still severely distressed; for them, 30 years have not been enough time to overcome a century of neglect.

Another challenge for ARC rises from the education needs of the Appalachian work force. Over the past 30 years, Appalachia has done a good job of raising education standards in grades one through twelve. The percentage of Appalachian children graduating from high school now equals the national average; whereas, in 1970 it was 13 percent lower. But good jobs today require specialized skill training or post-secondary education. The Region's future prosperity heavily depends on continuing education for high school graduates.

In 1965, a special task force, the President's Appalachian Regional Commission (PARC), was created by President John F. Kennedy to examine Appalachia's special problems and to recommend solutions. PARC's report to the President became the blueprint for a new federal-state partnership, the Appalachian Regional Commission, and for its program to support economic and social development in Appalachia.

No longer is Appalachia the "region apart" whose poverty was so graphically detailed in the PARC report. But just as progress has been made in many Appalachian counties, the Region has been challenged by new, and in some ways even more profound, changes in the global economy.

In this time of transition, the ARC mission will remain centered on one objective: to support development of Appalachia's human and community infrastructure, which in turn will create jobs and bring prosperity to all of the ARC counties. But because the economy has dramatically changed, ARC's means of achieving that objective must also change.

Future development of the Region no longer can depend on short-term growth strategies like industrial recruitment. More emphasis must be placed on developing the long-term capacity of communities to create self-sustaining entrepreneurial economies; to ensuring a strong human resource base that is globally competitive and able to adapt quickly to change; and to building the physical infrastructure required to sustain and create economic opportunities.

*Three initiatives undertaken by ARC in 1995 suggest new paths to economic growth for the Region.*

- A program to help internationalize Appalachia's economy will encourage the participation of Appalachian businesses in the global marketplace and in creation of new job opportunities through data development, financing, technical assistance, training, and marketing.
- To ensure that Appalachia is not bypassed by the national information network, ARC will help its member states achieve common levels of telecommunications service and network development by funding programs in education, training, planning, technical assistance, coordination, and advocacy.
- A leadership and civic development initiative will help to create the leaders and community institutions that are the building blocks for local economic growth.

ARC's work will not be done until every Appalachian county shares the progress celebrated by this special edition. As in 1965, the Appalachian Regional Commission stands as a symbol of the nation's commitment to bring all of Appalachia into the mainstream of the American economy.

A high-contrast, black and white photograph of a wooden barn. The barn has a steep gabled roof and a large arched opening on the right side. The image is heavily textured with noise and grain. The title "The People and the Land" is overlaid in a cursive font across the middle of the barn. At the bottom, the authors' names "BY WILMA DYKEMA AND JAMES STOKELY" are printed in a simple, blocky font. In the bottom left corner, there is a small logo for ERIC (Full Text Provided by ERIC).

*The People and the Land*

BY WILMA DYKEMA AND  
JAMES STOKELY



---

**T**hose who discover the people of Appalachia through quiet patience and open friendliness will rediscover something characteristically American. Part of it is awareness and appreciation of the individual, which have characterized every aspect of Appalachian history and culture.

Since the romance of James Fenimore Cooper's *Leatherstocking Tales* on the "glimmerglass" of New York's Oswego Lake, since Davy Crockett's tall tales of the Tennessee frontier and the realistic character portrayals of North Carolina's mountain >



*Settling in small communities scattered throughout the mountains, the people of Appalachia's central area lived in relative isolation from the outside world. A tradition of bringing services to the people developed through such institutions as the Frontier Nursing Service, which sent visiting nurses into the hills.*



# The People and the Land

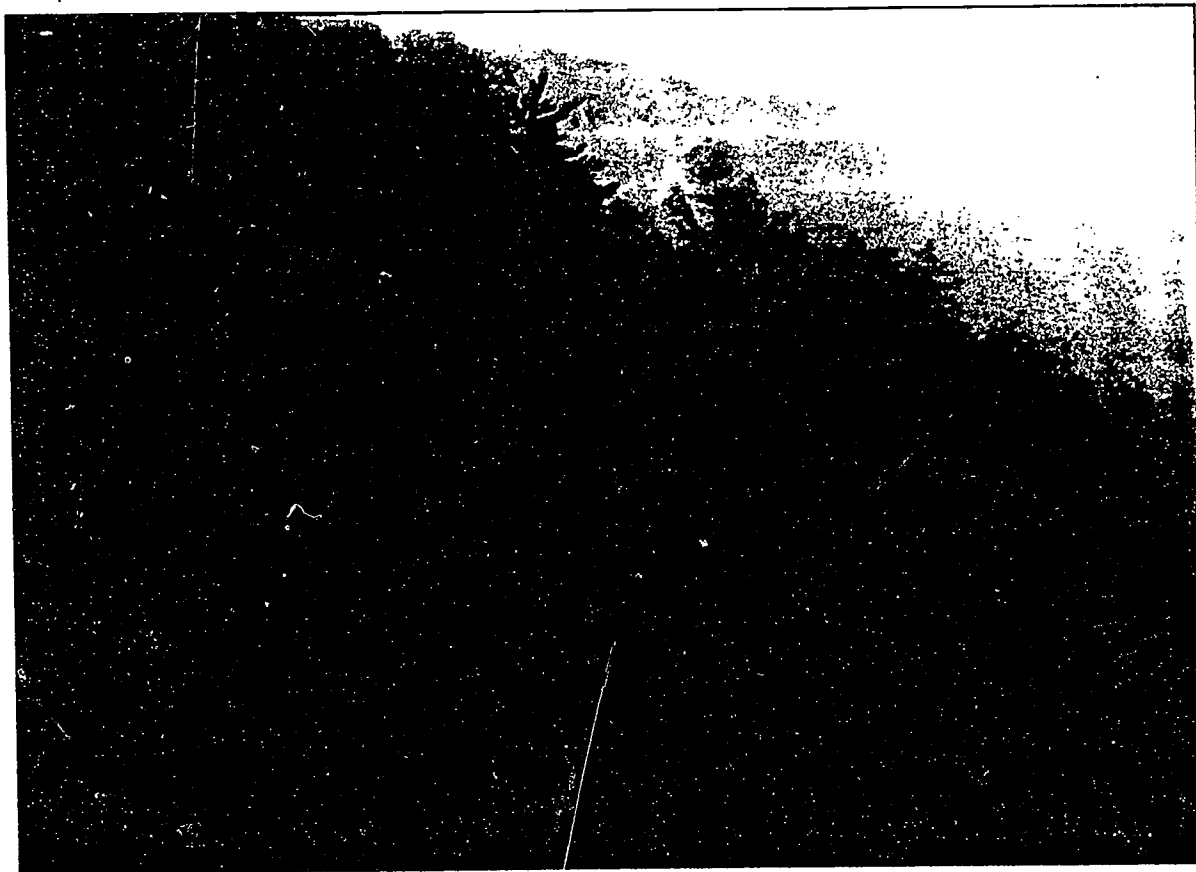


Photo: Kenneth Murray

son, Thomas Wolfe, there have been numerous efforts to “interpret” Appalachian life.

Even George Washington didn’t fathom the ferocity of the Appalachian’s claim to personal liberty—until the Whiskey Rebellion caused backwoodsmen to take up arms and march east in protest against excessive taxes on their mountain brew. Before and during the Civil War, mountain independence asserted itself once more: many of the Appalachian counties in Virginia, Tennessee, or North Carolina either seceded from their states or refused to support the Confederacy. This Union sentiment led President Abraham Lincoln to exclaim, “They are loyal there, they are loyal.”

Lincoln wished to remember that loyalty. He told General O. O. Howard that he wanted “to do something for those mountain people who have been shut out of the world all these years. I know them. If I live I will do all I can to

*The Appalachian Mountains are among the oldest in the world, their peaks and valleys formed by great upheavals and deep foldings of land which produced the characteristic peaks and hollows of the landscape.*

aid, and between us perhaps we can do the justice they deserve.”

The ominous portent of those three words, “If I live,” was matched by the exactness of that word describing what the mountain people deserved, “justice.”

More recent descriptions of Appalachians have varied. They have been called “our contemporary ancestors” and “yesterday’s people.” But few have probed as acutely or expressed as appreciatively the possibilities of the Appalachian character as did former Supreme Court Justice William O. Douglas. After a visit



Photo: Courtesy of Cora Wilson Stewart Collection University of Kentucky Libraries

to Cades Cove, deep in the Great Smoky Mountains National Park, Douglas said:

“The secret of America’s great strength was in people like those in Cades Cove, I thought over and again. The Olivers, Caughrons, Myerses, Sheildses, Burchfields, Cables, Coadas, Tiptons, Sparkses, and all the rest parade in memory as the kindest, most thoughtful, most generous people I have known. At the same time they were the proudest and most independent. I found in Cades Cove the warm heart and the bright conscience of America.”

The Appalachian Region embraced in this book is large—397 counties\* in 13 states—and varied. It stretches from the rocky, plunging beauty of New York’s Watkins Glen to the piney

*Although Appalachia’s mountain terrain was forbidding, it offered the heartiest of America’s pioneers a stronghold for their independence. Scotch-Irish, middle European, German, or Welsh, those who settled Appalachia chose a tough, lean, self-sufficient way of life.*

---

woodlands and foothill ridges of Mississippi’s Tombigbee and Alabama’s Black Warrior rivers, each part of the long green spine that is eastern America’s Appalachian Mountain chain, slanting northeast to southwest.

The land is ancient here—perhaps more than a billion years old in New York’s Bear Mountains, in Virginia’s Shenandoah National Park, in the Blue Ridge of “Old” Appalachia. Its peaks and valleys were born of cataclysmic eruptions, intense heat, violent pressures from within the earth’s interior and giant foldings of

\* This essay, prepared in celebration of the nation’s bicentennial, appeared initially in *Appalachian Ways*, published by the Appalachian Regional Commission, 1976. Since that date the Region has grown to encompass 399 counties.

# The People and the Land

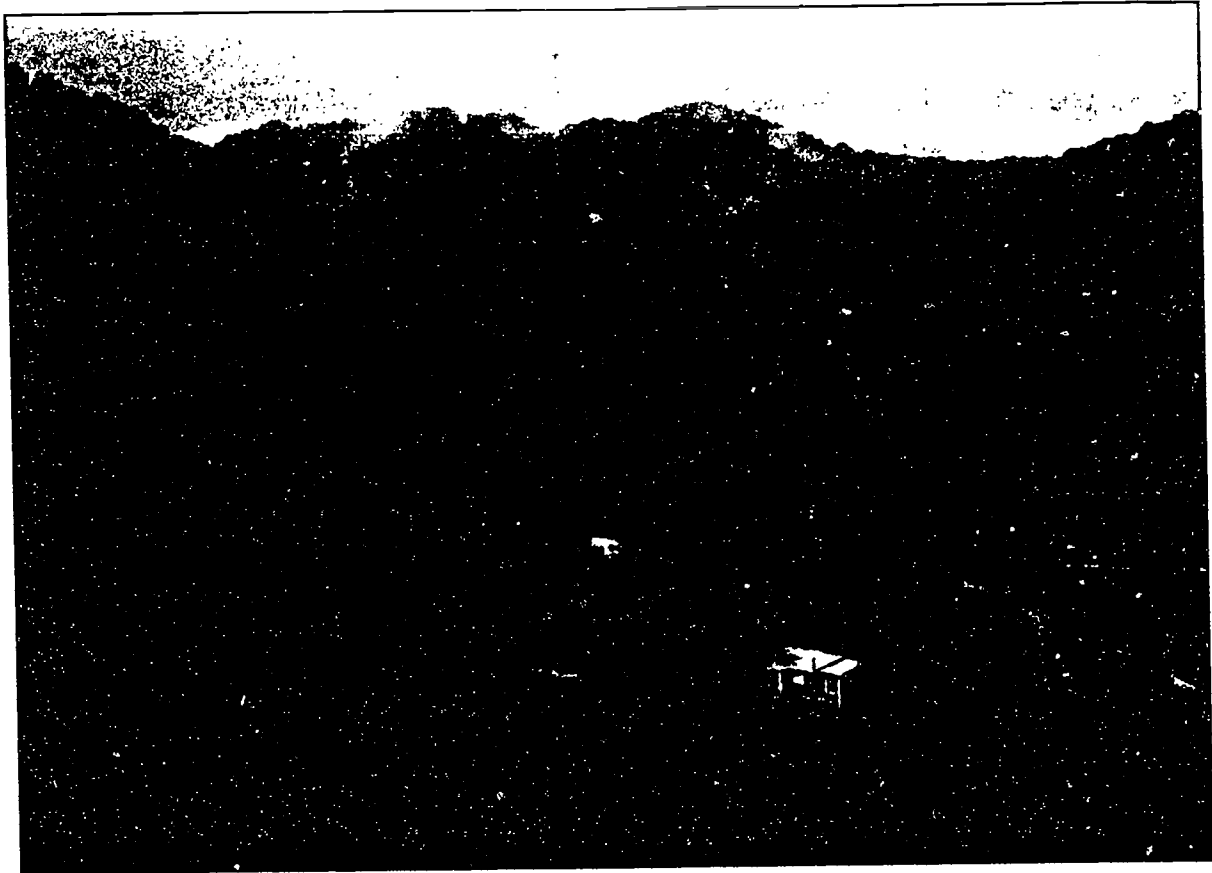


Photo: Kenneth Murray

*The Region is filled with small towns and settlements whose location and size are often dictated by the topography: hollows where the mountains fold or flat land in a narrow valley carved out by a stream.*

land masses that left the maze of high cross-ranges so characteristic of a portion of the Southern Appalachians.

Alternating with these upheavals were long ages when shallow seas formed beds of sediment and a record of living organisms in fossil deposits, when forests of ferns and mosses were gradually transformed into the vast coal beds that would eventually enrich—and impoverish—the areas of the Allegheny and Cumberland ranges. As other ages passed,

ice and water slowly, relentlessly, sculpted and eroded pinnacles and gorges, sawtooth ranges and winding valleys, creating a landscape at once forbidding and inviting, alternately fierce and yielding in its beauty, limited and prodigal in its resources.

And it required a special breed of persons to thrust their way into these rugged hills, establish homes in the lonely hidden coves, build communities along unknown streams and rivers. The first visitors left occasional mementoes, scattered artifacts in mounds that provide us glimpses of ancient tribes who once hunted this game-rich region, from the powerful Iroquois Confederacy and the Shawnees in northern Appalachia to the great Creek, Cherokee, Choctaw, and Chickasaw nations of the south.

With white settlers these natives shared rare woods-knowledge: uses of herbs for medi-



Photo: West Virginia Department of Culture and History

*Automation has permanently eradicated many of the Region's mining jobs. Before the 1950s, coal mining was a way of life for thousands of men and animals in Central Appalachia.*

cine, barks and leaves for dyes, vines and canes for baskets, clay for pots, seeds for vegetables ranging from squashes and pumpkins to the all-important Indian maize, or corn. Without that heritage the settlement of Appalachia—indeed, America—would have been harder, its culture poorer. Our language would be less majestic without the poetry of Indian names given hundreds of Appalachian waterways, mountains

and cities: Monongahela and Chattahoochee; Poconos and Unakas; Chillicothe, Talladega, and Chautauqua.

From the earliest explorations—intrepid De Soto plundering through the Blue Ridge and Cumberlands on his march to the Mississippi—until the powerful present-day impetus for migration, the discovery and building of passageways through the Appalachians has posed one of the Region's basic challenges.

The first Europeans who adopted Appalachia as home followed the trails pounded out by those earliest mountain engineers: the buffalo, elk, deer, and other wild game. Later they found the great traces forged by the Indian tribes on their trading and fighting forays.

Gradually they hewed out passages which became part of America's history and portions of which may still be discovered along today's interstates and backroads. Their very

# The People and the Land

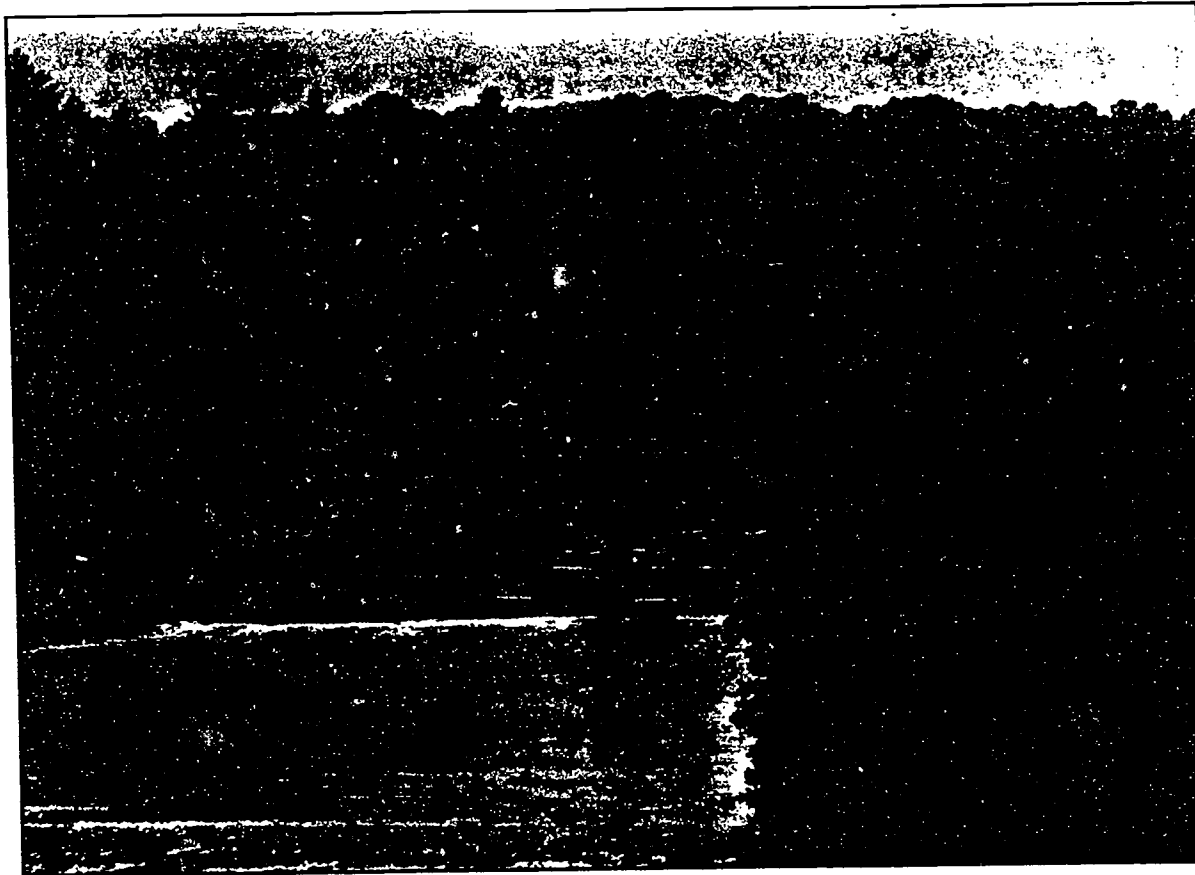


Photo: Kenneth Murray

*Another mainstay of the Appalachian economy has been water. The Region's abundance of streams, lakes, and rivers helps to create the scenic beauty that attracts millions of visitors each year.*

---

names connect us to past and present in the Region: The Great Warrior's Trail, meandering north-south; the National Road, leading east-west across Maryland's and West Virginia's South Mountains and Alleghenies; Boone's Trace, which became the Wilderness Road, for a generation the most important route westward, pushing from southwest Virginia through northeast Tennessee and the Cumberland Gap into central Kentucky; and

the Natchez Trace, the southern trade and travel route that opened the interior of the Old Southwest in middle Tennessee to communication with the vast interior country drained by the mighty Mississippi. These were only a few of the roadways penetrating the extensive Appalachian rampart. But highways were always expensive and therefore scarce, and even the rise of the age of railroads and the era of automobiles left much of Appalachia untouched, secluded.

Geographic isolation greatly influenced the Region's culture. From the beginning, numerous ethnic groups contributed to Appalachian settlement. As early as 1780 a resident of Pennsylvania's Sunbury wrote that in that village "Whig, Tory, Pennymite, Dutch, Irish, and English influence are strangely blended."

Some came as adventurers, such as the French nobles who helped found Azilum along



Photo: West Virginia Department of Culture and History

*That Appalachians of the nineteenth century took education seriously is suggested by the large number of children who attended this school in Procter, Kentucky, at the turn of the century. Unfortunately, education for almost all of them ended after eighth grade; there were no high schools in the area.*

the North Branch of the Susquehanna River. Others came in search of livelihood, such as the Polish, Russian, Czech, and many other Middle European laborers who helped build concentrated industrialized pockets in Appalachia. And some came in bondage, as the Underground Railroad, along which many fled from slavery, cut across a segment of

Appalachia. Welsh and English settlers were scattered across most of the Region and left their imprint on every aspect of its life.

The largest groups, in number and influence, were the Germans and the Scotch-Irish. They came early, they endured, and they shaped the ways of life—the attitudes and products, legends and realities—that are considered particularly “Appalachian” today.

During the late 1600s and into the next century, Germans from the Rhineland settled in the Great Appalachian Valley, building fat barns and tight houses on the fertile fields of Pennsylvania, Maryland, Virginia, and North Carolina. They were called “Pennsylvania Dutch.” One of their important contributions to the frontier was the Pennsylvania rifle—also called the Kentucky rifle and the Long rifle. A weapon born of necessity and economy, its extended barrel assured greater accuracy and



distance for the bullet than could be achieved with the old muskets, and its smaller bore required less precious powder and lead for each shot. It was a highly prized possession, and its manufacture was one of the central industries in pioneer Appalachia.

None were better suited to adopt this rifle than that large, robust, combative group known as the Scotch-Irish. Scots who had lived in northern Ireland until famine, freeze and unfair farming and manufacturing laws drove them to seek new lands and opportunities found a congenial terrain in the Appalachian Mountains, where few and less hardy souls would contest their claims and traditions. They were hungry for land, jealous of freedom, ever ready to fight, strong in initiative. In a region of "make-do or do without," they did both.

For generations they did without adequate roads, schools, hospitals, and cultural institutions. But they were also creating a culture. From stout old Anglo-Saxon words and memories of ballads sung across the British Isles, they fashioned songs and stories recounting remembrances and experiences of their own. Terror and humor, mystery and ridicule echo in these refrains today as some youngster, strumming a dulcimer, repeats snatches he has learned at the family fireside or as an old-timer, without any accompaniment, lifts a quavery voice in some haunting tune.

What they needed, they made: cradles and coffins, church pews and moonshine stills, rail fences and hangman's blocks.

They needed shelter, and they hewed out notched logs for cabins, split white-oak shingles with maul and froe for their roofing, smoothed boards of black walnut and pine for tables and the mantels they called fireboards.

They needed utensils, and they wove river cane and white oak splits and honeysuckle vines

into dozens of shapes and sizes for baskets; molded clay into practical and fanciful designs for pots, jugs, pitchers, mugs, crocks.

They needed cloth and bedding, and they carded, spun and wove, quilted and knitted and patched, creating materials of enduring strength and designs of intricate comeliness.

They needed tools, and they forged iron into axes, mattocks, hoes, fireplace cranes and "fire dogs," pot hooks, tongs, and shovels, hinges and latches in ornamental utility. When they needed collars for their mules, they wove them out of cornshucks.

They needed cleanliness, and they made soap of lye from the ash hopper and grease from the animals they butchered for food. Brooms for sweeping house and yard were bundled and tied from broom-corn grown on the farm, or hickory and oak withes from the woods.

But their yearnings and creativities went beyond the basic needs. A craving for music called forth those who could transform walnut, butternut, white pine or yellow poplar into dulcimers and fiddles, banjos and guitars. A spirit of playfulness turned nimble fingers to whittling nonsensical "whimmy-diddles," braiding and fashioning cornshuck dolls and carving a variety of "play-pretties." Desire for ornamentation led homegrown artisans to polish and mount colorful precious and semi-precious stones that abound in the Appalachia of North Carolina.

"Throughout the generations," one mountain woman said, "there was never any law claimed useful couldn't be beautiful, too. It's good to see the young ones coming on and appreciating what's gone before, what's still here."

There's a great deal "still here" in Appalachia—problems, yes, but a ripe potential as well. It is to be found in mountains not



yet disturbed by strip mines, unique with scenic splendor and treasures of feather, fur, and fin; in forests like living cathedrals, pungent with the scent of balsam and woods-moss, not yet despoiled with "tourist attractions"; streams and lakes not yet destroyed by burdens of waste but clear, cold, abundant in this land of generous rainfall. Above all, the people are "still here."

"These old mountains have been home ever since my mama birthed me. And I never get tired of rambling over them, finding something new every time I look: a bird I hadn't counted on seeing, a bold spring hidden under a laurel tangle, or like today, a patch of 'sang growing up as big as you please right here in the Big Poplar Cove."

She was a solid, sturdy woman, her dark hair laced with grey and drawn back tightly from her round, ruddy face. Her cotton print dress hung loosely, and as we talked she fanned herself in a cooling stir of August air. We met her in the Joyce Kilmer Memorial Forest in western North Carolina, 3,800 rugged, isolated, wilderness acres harboring virgin poplar, hemlock and oak, bear, deer, and wild boar. Soon this mountain woman became for us the embodiment of that green corner of Appalachia.

"When I was just a nit of a girl I used to go to the woods and my daddy always named me to be the best 'sang hunter he knew. The young'uns warn me now about this being national land, and I laugh at their fretting and tell them I'll leave those ginseng plants—as they call it all so proper—for the next folks that come to see. But more than likely they'll not know what they're seeing."

No, we agreed, few visitors to this quiet, mulch-carpeted sanctuary would know what they were seeing in a ginseng plant: three to five leaves and small clusters of crimson fruits.

Ginseng roots are a medicinal prize and talisman, particularly among the Chinese. As a result, ginseng is an endangered species.

Ginseng and this woman, each at once so common and so rare, like much of Appalachia, undiscovered or misunderstood or simply overlooked.

Thus, the Appalachian Region emerges today not as a melancholy hinterland waiting to be saved by a technological society, but as a rejuvenated frontier whose natural and human resources may serve as tokens to help save other parts of a frustrated, searching society. Each has something to share with the other.

"Bring us your prosperity but leave us our civilization," an old Appalachian man told one of the young social workers of the 1960s. It was a fair request.

As twentieth century civilization re-examines the historical balance between personal independence and social responsibility, the historic tension between the needs of the one and the demands of the many, perhaps Appalachia can provide one proving ground for ways of reaffirming the worth, the sense of the individual.

Appalachia today is more than a quaint museum of plucked dulcimers, patchwork quilts, and water-ground meal for bread. It is more than a startling contrast of bull-tongue plows on a steep hillside and nuclear fission at Oak Ridge. As in earlier days, Appalachia is once more a crucible where American ideas and ideals are being tested. Among its individuals—along the wooded ridges and valleys, up narrow coves, in sprawling towns and crossroads communities—we may encounter our warm heart and bright conscience.

Or we may be able to say, with the woman we met on the trail in the forest, "These old mountains are home."



*People Who Made a Difference*

BY CARL HOFFMAN

Photo: Ann Hawthorne

*People Who Made a Difference*

BY CARL HOFFMAN

---

“I blame it all on my Appalachian heritage,” says Maxine Waller. By “it” Waller means her remarkable metamorphosis from private housewife and mother to tireless, steel-willed leader. “It came home to me that no one’s going to help us but ourselves. My whole philosophy now is that whatever it takes to make something happen, I’ll do it.”

It’s been almost ten years now since the economy of Waller’s southwest Virginia hometown of Ivanhoe deteriorated so badly that the industrial development authorities of Wythe and Carroll counties decided to give up industrial recruitment efforts in the town and sell the land slated for development. Something inside Waller snapped. Realizing that the town had to help itself, she created the Ivanhoe Civic League, and persuaded the authorities to delay selling. She then turned to raising money for the league and ultimately persuaded a small manufacturing plant to come to Ivanhoe.

Waller has not slowed down since. Under her leadership the civic league has transformed Ivanhoe, creating everything from community centers to tutoring programs. Forty-eight people who had dropped out of high school have finished their degrees, and another 250 have taken college courses.

Waller also created the Volunteers for Communities program in which she trains communities like Ivanhoe to bring in volunteers from colleges around the nation—some 800 so far. “We teach the communities to be totally in control of the volunteers, who will be the leaders of tomorrow. The communities decide what they want the volunteers to do, and the volunteers learn that the stereotype of Appalachians as hicks is totally wrong. I know in my heart that Appalachia is special. But there is a culture and heritage here that is being destroyed, and I can’t just stay home and let that happen.”



Photo: Kenneth Murray

“If you can get people inspired and motivated, they’ll do the rest themselves,” says John Rice Irwin. He should know. A childhood spent in the company of many “colorful, empathetic, and lovely” grandparents, great-grandparents, and aunts and uncles inspired Irwin to remember not just them,



Photo: Anne Hawthorn

but also the society and culture they were a part of. And so the teacher, school administrator, and former executive director of the Tennessee Appalachia Educational Cooperative went collecting. Today his Museum of Appalachia in Norris, Tennessee, holds 350,000 objects in 40 buildings covering 65 acres. The official *Tennessee Blue Book* calls it “the most authentic and complete replica of pioneer Appalachian life in the world.”

Don’t, however, think that Irwin is motivated solely by a nostalgia for the past. “It’s not my idea to go back to the way things were, nor were my relatives that way. They wanted to move forward, to take advantage of all the new contrivances. It’s just that so many of the problems of today would be solved if we understood the past and all the hard work of our ancestors.”

Irwin, who won a MacArthur Award (sometimes referred to as “genius grants”) in 1989 for his work on the museum, lately has been collecting less and researching the history behind his already collected artifacts more. “I’m interested in the little, everyday things like hats or shoes that tell a personal story. I want people to leave the museum with an inspiration or motivation to want to find out more about who their parents or great grandparents were, not just to remember them but to remember what they stood for.”

---

**W**hen he graduated from medical school Dr. Robert Walker thought of his two-year Public Health Service stint in rural Lincoln County, West Virginia, almost like a prison term. "I thought I'd do my time and then move on," says Walker. That was 19 years ago.

"I found myself in a very creative, committed community and I changed; I became a rural person myself," he says. Along the way, Walker became a one-man billboard for the possibilities of rural medicine. He helped found the Lincoln Primary Care Center, the first clinic in the United States to qualify under the Rural Health Initiative. (Open 364 days a year between 8:00 a.m. and 10:00 p.m., the clinic receives 30,000 patient visits a year.)

He helped lower Lincoln County's infant mortality rate from one of the highest in the nation to well below the national average. He founded, and heads, nearby Marshall University School of Medicine's Department of Family and Community Health, which trains dozens of young medical students in the art and joy of rural health. And, of course, he still sees patients.

"We've been successful because the clinic is close to the community," says Walker, now 47. "We've spent a lot of energy trying to meet people on their own terms and with their own values. Health care is defined too narrowly. It is much more than just science; it's everything. A clinic should be a place for ideas and inspiration.

"Doctors get an amazing opportunity to share rural people's joys and frustrations, and that's such an honor. Now I want to demonstrate that to other students; to help young people decide to help rural people."



Photo: Chuck Wyrastek



# Bruce Robinette

“I didn’t ever shy away from trying something for the first time,” says Bruce Robinette.

A 30-year-old school administrator in the Shenandoah Valley when he moved to

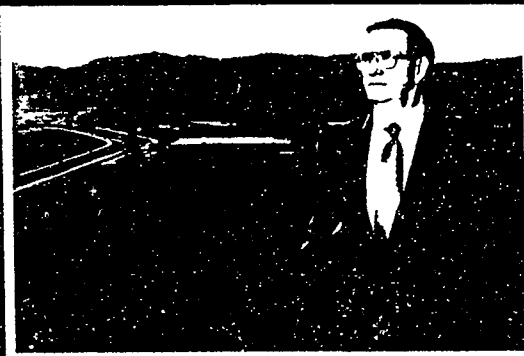


Photo: Kenneth Murray

Duffield, Virginia, in 1968 to become the executive director of the LENOWISCO Planning District Commission, Robinette, like Dr. Robert Walker, only planned to stay a year or two. In fact, he says, “I promised my wife we’d leave.” But, like Jimmy Stewart’s character in *It’s a Wonderful Life*, Robinette “got so much going it just left my mind about leaving.”

Under Robinette’s stewardship, the development district he headed for 23 years helped create an infrastructure where there was none. It brought potable water to 65 percent of the district’s homes. A network of two- and four-lane highways. A vocational school and nursing programs in each county. A modern, state-of-the-art airport. Hospitals. A regional industrial park where 1,200 are now employed, which represented the first time any of the district’s three counties and one city had ever spent money for economic development.

Money nearly poured in after that. “If these people are willing to do that with their own money, then we’d like to help,” Robinette remembers people saying. And the money reclaimed abandoned surface mines, maintained small streams, cleaned perennially dusty Appalachian roads, and even began a program to remove abandoned vehicles. “We were making so much progress that I got so engrossed and I just got too busy to leave,” says Robinette, who retired in 1993 after 23 years.



---

**I**f Robert Walker is the quintessential outsider who found fulfillment in the Appalachians, Dave Lollis was almost the opposite: a local North Carolina boy who escaped the mountains for graduate school and a job in the federal government in Washington, D.C. But unlike so many, Lollis came back. And back. And back again.

His first stint in Washington made Lollis realize that “the very people who I had trouble with were the ones who came to Washington young and stayed.” And so off he went. Lollis abetted the civil rights movement in Mississippi (he was chased out of the state, indicted for conspiracy, sedition, and six violations of draconian integration laws); worked again in Washington, this time for President Kennedy’s National Manpower Administration, and then directed the Council of Southern Mountains in Berea, Kentucky.

After a stint as deputy director of a southeastern Kentucky community action agency Lollis again turned 180 degrees, becoming a professor at New York University. Finally, after a turn on the Kentucky governor’s staff, Lollis became director of the Federation of Appalachian Housing Enterprises (FAHE) in Berea, Kentucky.

FAHE is an association of 20 community-based nonprofit housing providers that administers low-income housing programs in Kentucky, West Virginia, Tennessee, and Virginia. In the 15 years that Lollis has been FAHE’s director the association has completed 1,000 new homes, 2,050 major renovations, and 15,800 weatherizations. “Housing doesn’t solve all problems, but it is very often key to helping families get off on a new footing and motivating them to help themselves in a lot of other ways,” he says.



Photo: Kenneth Murray

---

**W**ith his master's degree in economic development, Billy Ray Hall originally imagined he'd be fighting poverty in Latin America or some other developing region. Instead, the 46-year-old North Carolina native decided there was more than enough challenge right in his home state, where he's been plugging away on economic development issues for over 20 years, first with ARC and then with the North Carolina General Assembly. Today he heads the North Carolina Rural Economic Development Center, Inc., a nonprofit corporation that, in effect, is clearinghouse, think tank, and coordinator for the state's comprehensive rural economic development efforts.

Hall and his rural center have proved particularly adept at forging partnerships to effect change and raise money for investments in everything from people to infrastructure. He was one of the first to push for a tech prep curriculum in the United States, he cajoled 28 banks in the state to participate in a capital access program for high risk loans, and he organized the largest microenterprise program in the country, enabling loans to 300 small businesses that owe their lives to the loans. "Really, I haven't done a thing," he says. "We have patched together partnerships that would knock your socks off.



Photo: Kenneth Murray

The trick is all about getting people together to make things happen.

"What I'm doing is critical. Just last week an 82-year-old woman in Madison County got plumbing and a bathroom for the first time. That's what gets me up in the morning and keeps me going all day."

---

**W**ith his master's degree in economic development, Billy Ray Hall originally imagined he'd be fighting poverty in Latin America or some other developing region. Instead, the 46-year-old North Carolina native decided there was more than enough challenge right in his home state, where he's been plugging away on economic development issues for over 20 years, first with ARC and then with the North Carolina General Assembly. Today he heads the North Carolina Rural Economic Development Center, Inc., a nonprofit corporation that, in effect, is clearinghouse, think tank, and coordinator for the state's comprehensive rural economic development efforts.

Hall and his rural center have proved particularly adept at forging partnerships to effect change and raise money for investments in everything from people to infrastructure. He was one of the first to push for a tech prep curriculum in the United States, he cajoled 28 banks in the state to participate in a capital access program for high risk loans, and he organized the largest microenterprise program in the country, enabling loans to 300 small businesses that owe their lives to the loans. "Really, I haven't done a thing," he says. "We have patched together partnerships that would knock your socks off.



Photo: Kenneth Murray

The trick is all about getting people together to make things happen.

"What I'm doing is critical. Just last week an 82-year-old woman in Madison County got plumbing and a bathroom for the first time. That's what gets me up in the morning and keeps me going all day."

**I**t was the 1950s and Ralph Beiting was a 26-year-old Catholic priest in eastern Kentucky. "The Catholic Church was so insignificant and not very well liked," Beiting recalls, "but I thought to myself, 'I've got to make a difference. I've got to help these people help themselves and get them involved.'"

Beiting started a camp for children. It went well until parents started asking Beiting when he was going to do something for them. Beiting canvassed every house in the county, saying, "What would you like to see?"

He got an earful. People wanted help with nearly everything. So today the Christian Appalachian Project (CAP), which Father Beiting founded, operates approximately 70 separate programs in 15 counties in eastern Kentucky "involving every aspect of life from birth to grave, from health to education to recreation to economic development," Beiting says. The majority of its \$15 million annual budget is raised through direct mail.

Its Operation Sharing distributes donated goods—everything from food to seeds to furniture—throughout Appalachia. Last year alone Operation Sharing donated \$15 million worth of goods to the region.

Beiting, now 72 and in his 45th year in the Region, believes that CAP has flourished because "it has never depended on anyone else—be it the church or the government—for money for its programs. Early on we said, 'We'll earn our own keep or we're not worth it.' That and our tenacity and loyalty to the Region has brought us people and resources that we never could have dreamed of."



Photo: Kenneth Murray

---

**O**n the train between Bridgeport and Parkersburg, West Virginia, in 1890, 20-year-old Michael Benedum offered his seat to a stranger. The man, who worked for one of John D. Rockefeller's oil companies, offered Benedum a job. Seven years later Benedum had his own company, and within decades, he was one of the richest men in the country. In 1944, he established the Claude Worthington Benedum Foundation, named after his only child, a son (who was named after the man on the train who gave him that first job) who died in 1918 at age 20.

In 1993, the Benedum Foundation dispersed 110 grants totaling over \$10.6 million for projects in West Virginia and Pittsburgh that, in the words of Michael Benedum, "help people help themselves." It is, of course, impossible to measure the impact of a half-century of grants. But during the last six years alone Benedum grants in the broadly defined areas of education, health, human services, community improvement, economic development, and the arts have renovated community centers and community theaters, developed community health programs and rural primary care clinics, established rural home loan funds, funded symphony orchestras, provided financial aid for minority college students, even funded the development of recycling facilities.

"We want to help solve basic underlying problems," says Benedum Foundation President Paul R. Jenkins, "not just address superficial symptoms. And we think long term. As an independent foundation, we have the flexibility and the capacity to stick with promising projects for considerable lengths of time, sometimes more than a decade."



Photo: Courtesy of Benedum Foundation

It began as a temporary community film workshop in the coalfields of Central Appalachia. Two years later it had a name, \$60,000 from the National Endowment for the Humanities, and seven original films under its belt. Today, it employs 47 people. Its films, videos, plays, musical recordings, and radio programs reach hundreds of thousands in the United States and Europe, and it has won some of the most prestigious national awards in journalism.



Photo: Courtesy of Appalshop


It is Appalshop, a community-based cultural and educational center celebrating 25 years of showing that "what goes on in Appalachia is important," says president Dee Davis.

To date, Appalshop has produced over 70 films, which have appeared on public and cable television. Its June Appal Recordings record label preserves Appalachian musical heritage. Its Roadside Theater, featuring musical plays, performs for 20,000 people a year, from schools to off-Broadway theaters to Europe. Appalshop's WMMT radio station is the only noncommercial station in eastern Kentucky and southwestern Virginia, serving a listening audience of 250,000. "We worked hard to create a venue for local people to speak for themselves," says Davis, "and to show that the Appalachian experience is as important as everyone else's."

New projects include forays into education and technology. Through the Appalachian Media Institute, notes Davis, "we're trying to help teachers and students write their own plays, produce documentaries, and use the community as a classroom."

Says Davis: "We've reached hundreds of thousands of people on the radio and television and through plays. What does that mean? I think it makes a difference and helps people, if even just a little."





*Appalachia Today*

BY ANN ANDERSON



---

**T**hrough modern physical facilities offering comprehensive vocational training in market-relevant subjects—and, increasingly, via satellite—today's students, even those living in the most remote counties of Appalachia, have a chance to learn any subject available in the most sophisticated urban school district.

For decades, Appalachia's education deficit had served as a critical roadblock to the Region's growth. But over the past 30 years, education has increasingly been viewed as an integral part of economic >



Photo: Kenneth Murray

*In Mingo County, West Virginia, Sandra Elkins learns to write and read with hardware furnished by IBM and software funded by ABC through the Writing to Read project\*. The ARC-IBM partnership placed the equipment in elementary schools in Appalachian Kentucky, Virginia, and West Virginia.*

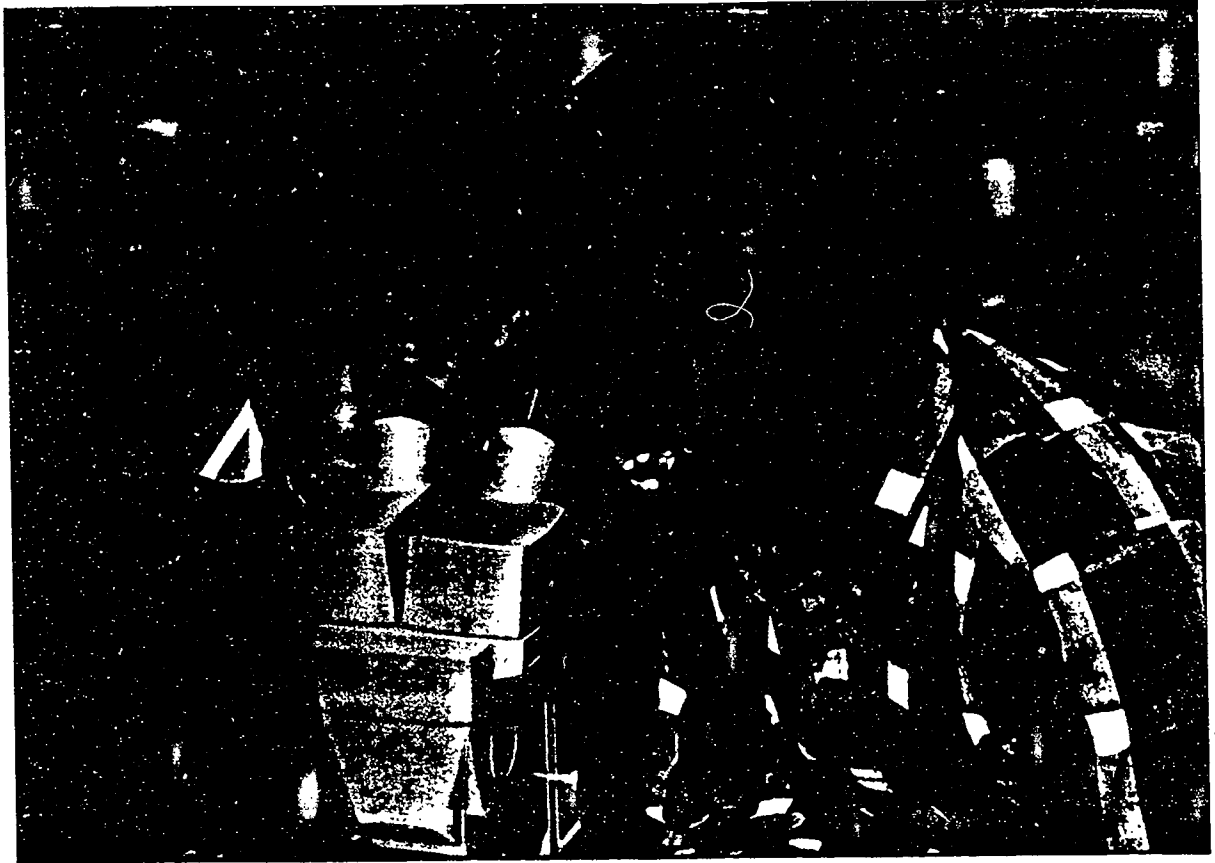


Photo: Ann Hawthorne

development. Improving education has become a vital concern of the private as well as the public sector.

By 1990, the education deficit had been sharply reduced: Among young people 18 to 24 years of age, 77 percent had completed 12 years or more of school compared to 76 percent for the nation as a whole.

Besides its network of comprehensive vocational high schools, Appalachia's states have developed a strong community college and technical college system. In several states, these facilities have received a healthy share of the credit for attracting investments by major corporations. They are centers for continuing education as well as for skill-specific training to meet the needs of local industry.

Preschool education also has taken giant steps. In 1965, the majority of Appalachia's preschool-age children did not have access even

*The Roper Mountain Science Center\* in Greenville, South Carolina, is just one example of many museums in Appalachia and the rest of the nation that have made education an active part of their mission.*

to kindergarten. Now kindergarten is available to any child who wishes to attend, and child development programs throughout the Region offer a wide array of services to children and their families, ranging from classes that teach parenting skills to health screening. By providing day care, these programs also enable parents in low-income families to earn income that helps to keep these families out of poverty.

*\*Asterisks throughout this section signify ARC-funded projects.*

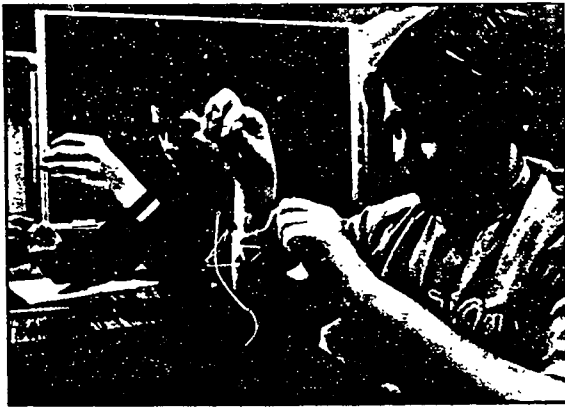


Photo: Ann Hawthorne



Photo: Marvin Jones



Photo: Kenneth Murray

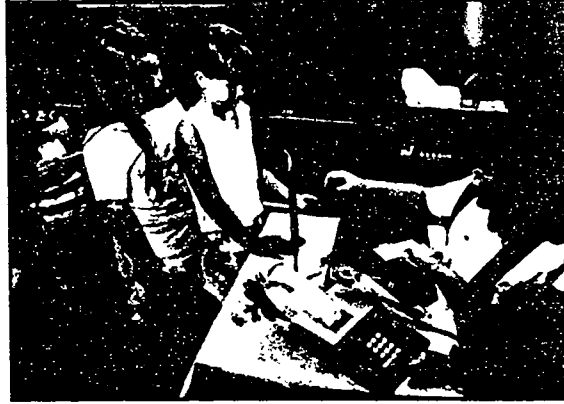


Photo: Kenneth Murray

Education in Appalachia has taken many new forms over the past 30 years. Clockwise from top left) Students at Boonsboro Middle School in western Maryland are turned on to the joys of science by a special math-science teaching initiative ; the University of Pittsburgh at Bradford developed a nurses' training program to help ensure local hospitals in the sparsely populated area a reliable supply of health care providers; in one project undertaken by Kentucky's innovative Forward in the Fifth program, students acquired new skills by operating a restaurant in the school cafeteria; trainees in the Riverboat Deckhand Training Program in Columbus, Mississippi, live on a barge and use real equipment to acquire the skills—such as roping a cleat to secure a barge—that they will need to gain well-paying jobs in the inland shipping industry; Appalachian Ohio's vocational schools provide high-quality training in such fields as drafting, along with regular high school courses.



Photo: Ann Hawthorne

---

**I**n many parts of Appalachia, economic growth during the past 30 years has meant a painful break with the past, as industries that once produced good jobs either wore out, automated jobs into oblivion, or moved to foreign shores.

The evidence favoring a break gathered slowly during the 1970s, then piled up suddenly in the 1980s. The Region could no longer rely on outside interests for economic well-being, but would have to reassess and develop its own resources, both physical and human, to compete in the world of the 1990s and beyond. ►



James Kenneth Murray

*The Southwest Virginia Enterprise, a weekly newspaper in Wythe County, Virginia, won the 1990 U.S. Senate Productivity Award for Virginia, besting such corporate giants as AT&T. The newspaper exemplifies the growing move among Appalachia's small firms to achieve excellence in quality and customer service.*



---

*Small businesses have been identified as one of the chief sources of jobs in the Appalachian Region, and ARC has sponsored a wide variety of programs to help support their growth. ARC has also worked to help develop such industries as aquaculture with significant potential for creating new jobs.*

---

By this time, a large part of the infrastructure required to support development was in place. With modern roads, libraries, schools, and health facilities, Appalachian communities were ready and able to support economic diversification.

Today, community-based organizations throughout the Region are working to promote "homegrown" enterprises, which are widely viewed as the most promising source of new jobs. The states have joined the effort by targeting specific industries, such as tourism, for development; promoting technology transfer; funding micro-enterprise development; or helping companies expand through revolving loan funds.

Many larger companies have recognized the importance of new business techniques, such as Total Quality Management, in boosting their productivity and ability to compete in the global market. ARC continues to sponsor seminars in these techniques for smaller firms and community service agencies.

Business incubators house start-up companies until they are ready to stand alone; flexible manufacturing facilities lend entrepreneurs state-of-the-art equipment to develop and test new products; and industries with potential for growth, such as aquaculture, are nurtured and promoted.

---



Photo: Ann Hawthorne

*(Opposite page, clockwise from top left) Dr. Robert M. Smith, Dean of the University of Tennessee's College of Arts and Sciences, was a member of the U.T. faculty team at the Leadership and Management Program sponsored by ARC in Roanoke, Virginia. Businessman Joe Craven has built a booming retail and website pottery water house at Banks Crossing, a highly successful shopping mall in rural Banks County, Georgia. The Western North Carolina Farmers Market has provided an important retail outlet for large and small growers from throughout the area. Revolving loan funds administered by local development districts have become an important source of capital for growing businesses in Appalachia such as the Cubicon Corporation in Ripley, Mississippi.*

---



Photo: Ann Hawthorne



Photo: Kenneth Murray



Photo: Ann Hawthorne



Photo: Ann Hawthorne

---

**A**s Appalachia's roads, schools, and health clinics have improved over the years, so has the capacity of its communities to call forth and develop the leaders needed to guide economic growth.

The Region and its problems have always given rise to men and women of vision: Mary Breckinridge and Harry Caudill are two among many who were not content to leave problems alone. Today, Appalachia's leaders are to be found on a somewhat smaller stage, their backdrop the economic life of hundreds of small cities and towns >

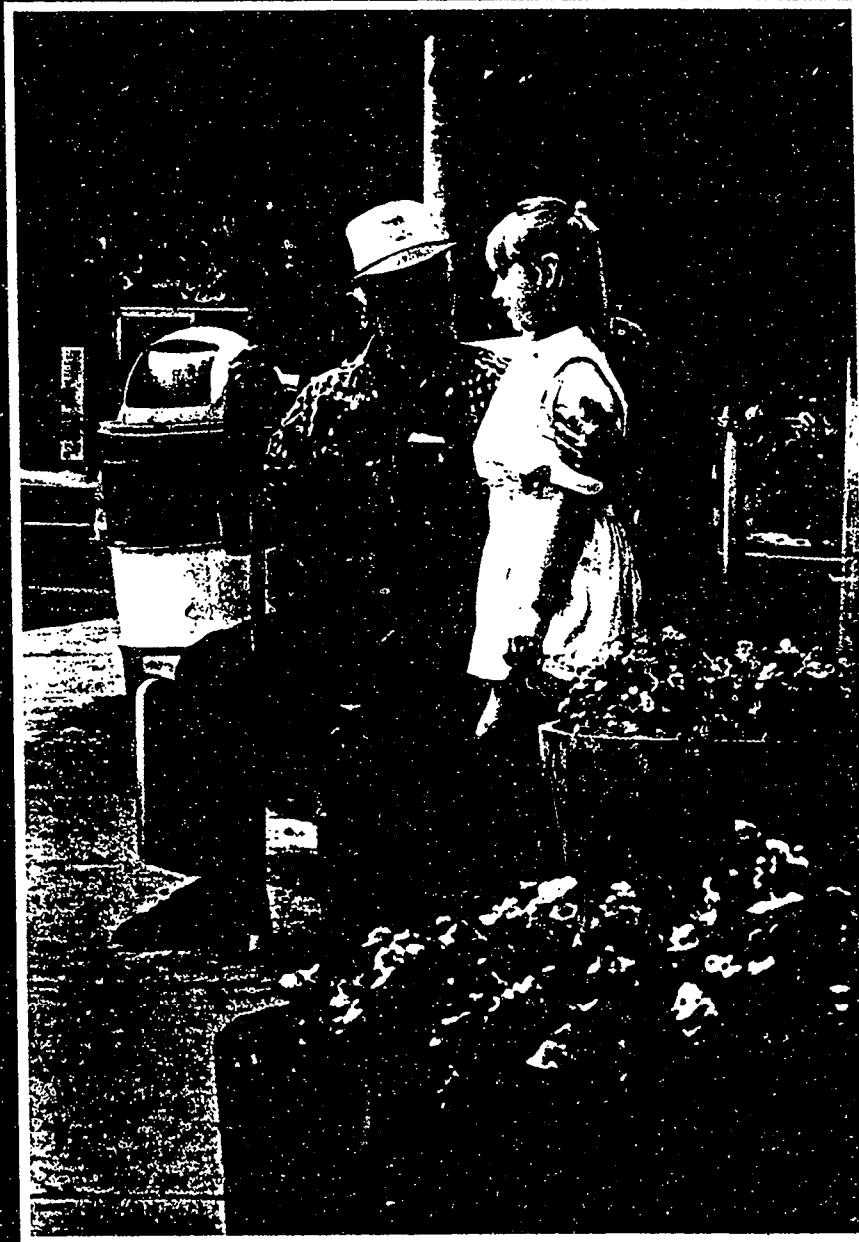


Photo: Ann Hawthorne

*A leadership team from Wolfe County, Kentucky, trained by the Brushy Fork Institute\* of Berea, Kentucky, decided to turn the county seat, Campton, into a place that tourists would want to visit. Local residents Cash Cox and Faith Banks enjoy the flower boxes placed throughout the downtown area as part of this effort.*

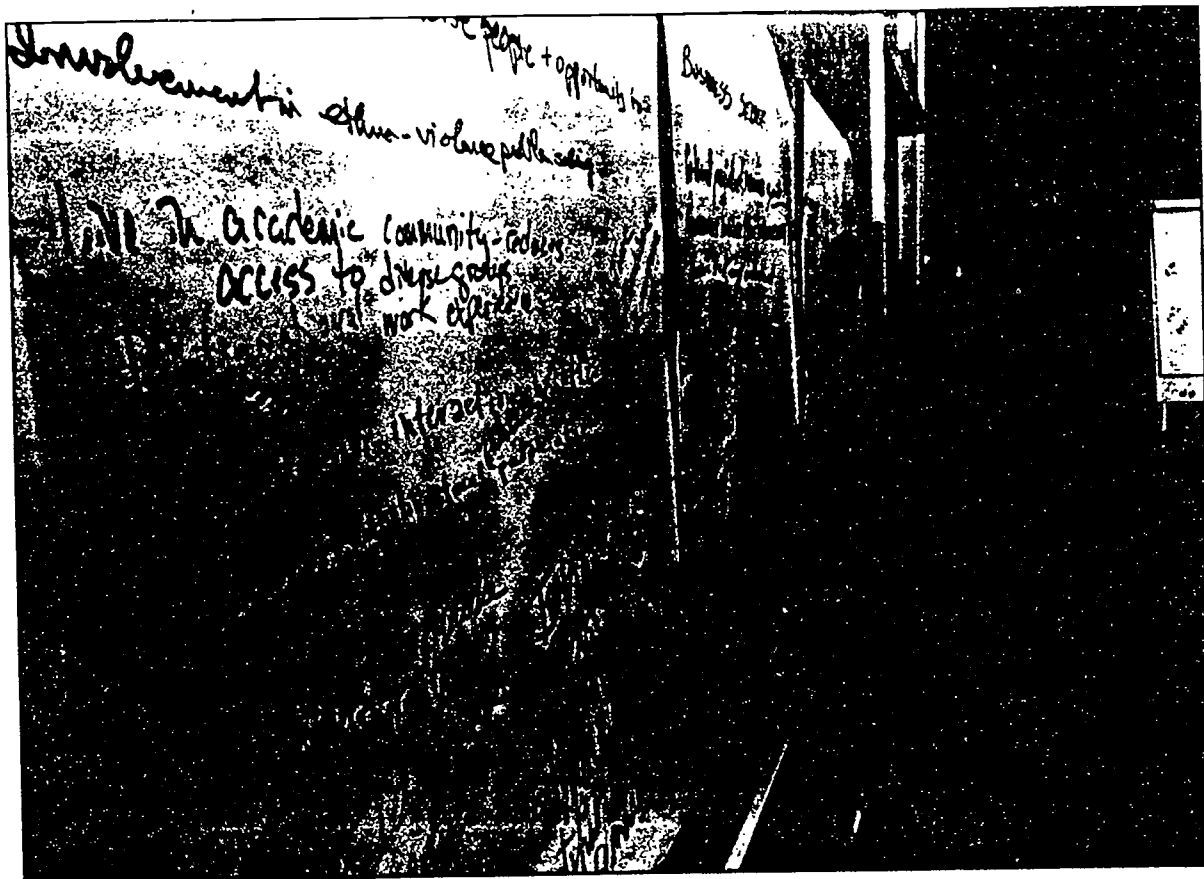


Photo: Ann Hawthorne

ARC's Leadership and Management Program in Roanoke, Virginia, drew more than 500 participants from the private and public sector. The objective was to offer low-cost training in modern management techniques, such as strategic planning, to middle-level managers of small businesses and nonprofit organizations.

and villages. They have seized the idea that help from outside the Region will always have limits, and that it is old-fashioned local initiative that must be nurtured and employed to make Appalachia's economy work.

Fortunately, a community does not have to wait until a leader spontaneously emerges and takes charge: leadership can be taught and acquired just like any other skill. The legislation that established ARC not only recognized the need to develop leadership for the Region but also charged ARC with building it, in much the same way that the Commission would set out to build highways and housing.

The local development district (LDD) system supported from the beginning by ARC has proved a potent source of leaders for Appalachian communities. Homegrown organizations, such as the Eastern Kentucky Leadership Conference, offer another route. The significant thing is that throughout Appalachia people are moving to take their destinies into their own hands, to solve their own problems with their own people.



Photo: Ann Hawthorne

*(Top) Several Owsley County, Kentucky, movers and shakers had already decided their community needed a recycling center when they enrolled in the Brushy Fork Leadership Development Program\*, but they wanted to learn how to work together and get others involved. Now Owsley Can Do, Inc., has secured a grant to fund the project and made plans for volunteer staffing and environmental education at the site.*

*Right: Participants in a Youth Leadership Conference sponsored by ARC in 1990 in Pittsburgh, Pennsylvania, gather for a planning session. The conference was a follow-up to community service projects undertaken by the young people in the 13 Appalachian states as part of ARC's ongoing effort to help develop leadership in the Region.*



Photo: Marvin Jones



---

**A**fter people, Appalachia's greatest resource is natural beauty. Many Americans seem to share this view. The Great Smoky Mountains National Park is the most visited national park in the United States. The Appalachian Trail, beginning in Georgia and leaving "official" Appalachia in New York State, attracts hikers from all over the world. The theme park Dollywood and the lakes created by the TVA dams also attract thousands of people and provide many recreational opportunities. >



*Reflecting the rising popularity of water sports, Appalachian Maryland drew competitors and spectators from all over the world to the 1989 World Whitewater Championships and the 1972 and 1992 U.S. Canoe and Kayak Team Olympic Trials\* held on the Savage River.*

# Tourism

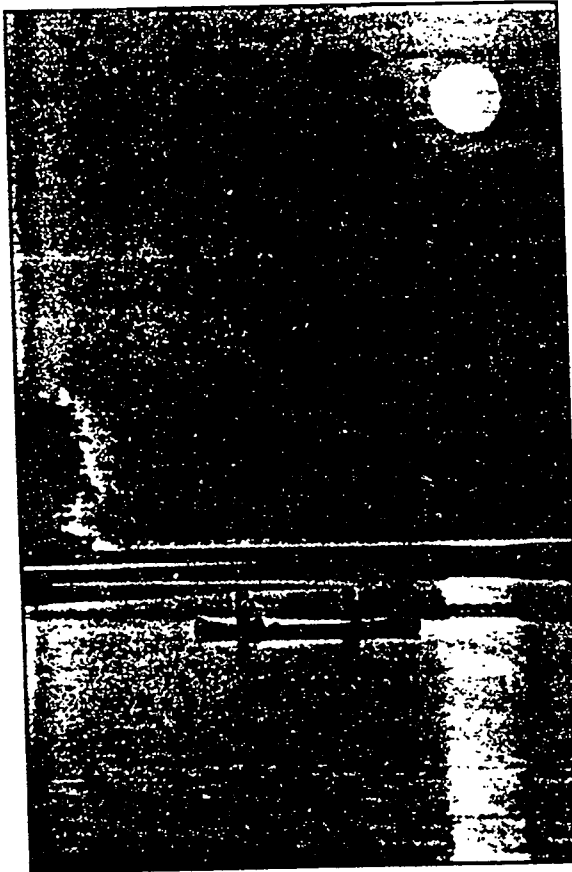


Photo: Kenneth Murray

*So numerous are Appalachia's lakes, streams, and rivers that they are usually uncrowded, and the serenity enjoyed by these canoers is not difficult to find. The setting of this tranquil scene is east Tennessee's South Holston Lake.*

In recent years, however, Appalachia has become a place of even greater diversity in its offerings to tourists. Small towns, determined to retain their vitality, have inventoried assets and set out to attract tourists willing to leave the beaten track for a lively local theater, a restored main street lined with Victorian-era storefronts, or an especially inviting bed-and-breakfast.



Photo: Ann Hawthorne

*Bicyclers close in on their goal at the 1992 U.S. cycling trials\* for the 1992 Olympic Games. The trials were held in Altoona, Pennsylvania, thanks to the hard work of Southern Alleghenies Planning and Development Commission, which helped the local bicycle club win the U.S. Cycling Federation's sanction of the event, raise funds, plan the event, and handle the logistics of keeping competitors, judges, and thousands of spectators happy.*

Tourism is viewed by almost every Appalachian state as a major factor in the economic equation. For example, since West Virginia began in the late 1980s to provide regular funding to tourism promotion, the industry has made enormous gains. In 1989,



Photo: Ann Hawthorne

*With Americans increasingly participating in activities that offer healthy recreation in beautiful settings, the recently established Adventuresports Institute<sup>®</sup> in Appalachian Maryland is a natural. This climber in the Adventuresports program isn't just striving for the top of the rock, he's also going for an institute degree that will qualify him to become a professional guide or manager in the field of outdoor sports.*

---

the total impact of tourism on West Virginia's economy was \$2.3 billion. For 1993, that figure was \$3.55 billion, accounting for some 70,000 jobs and state tax receipts of \$182 million.

ARC has in recent years joined with member states in efforts to promote Appalachian destinations, especially to a steadily increasing



Photo: Ken Murray

*Chair lifts take skiers up the slope at Beech Mountain, North Carolina, one of 60 ski resorts located in the 13 Appalachian states. Although resorts located in states south of Pennsylvania must rely on man-made snow during a typical winter, they offer most eastern ski enthusiasts opportunities to hit the slopes that are usually no more than two hours' drive from home.*

---

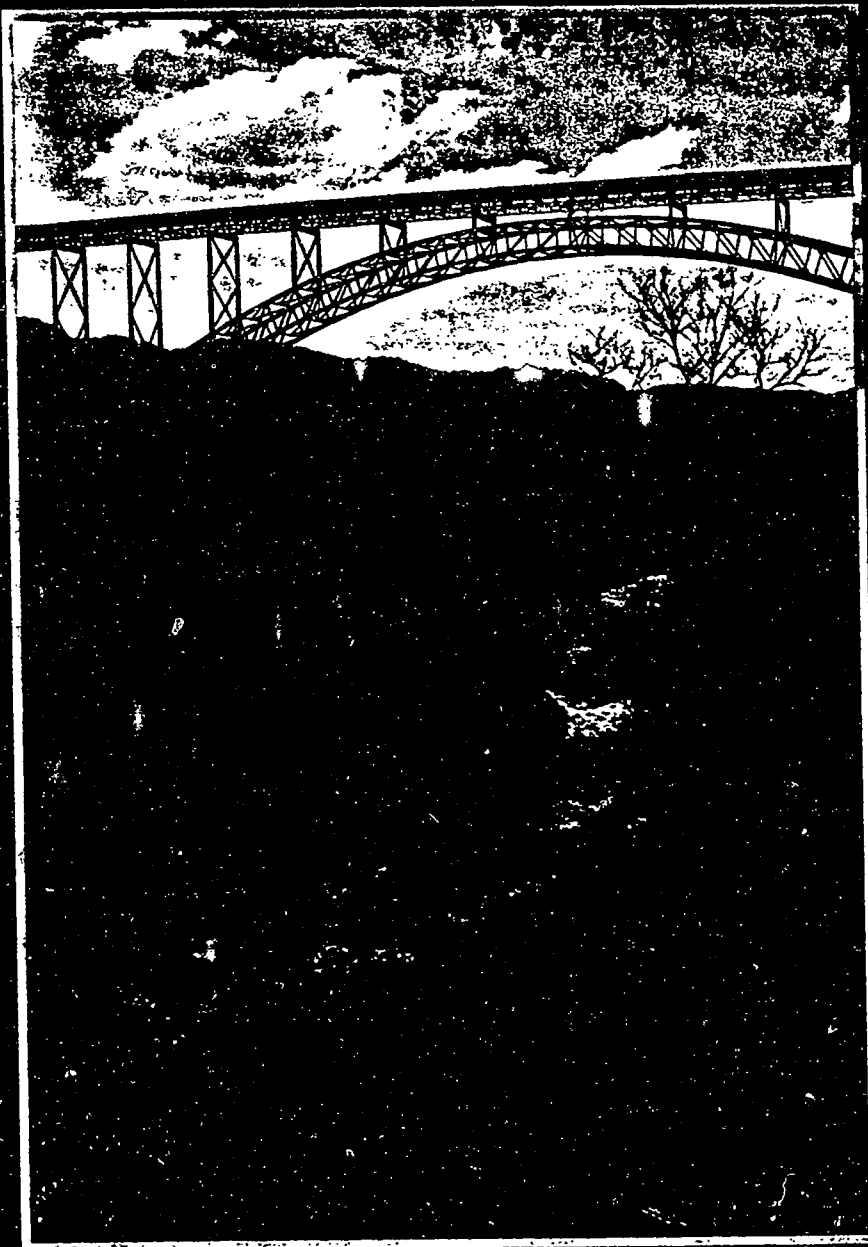
number of visitors from abroad. This cooperative effort has coincided with a new trend in tourism: to forego the pleasures of theme parks and see the "real" America. Because the Region's tradition of hospitality has never faded, many more tourists today than ever before are getting a close-up look at the country roads and small-town life of Appalachia.

---

**A**ppalachia will enter the twenty-first century as a region open to economic opportunity: the most formidable barrier to that opportunity—physical isolation—has been virtually eliminated during the past 30 years.

When the Appalachian Regional Commission was established in 1965, there was heated debate about the best approach to economic development of the Region. But there was no debate about one problem unique to Appalachia.

Because the cost of building roads through the mountains was high, large ▶



*The New River Bridge, the longest steel arch bridge in the United States, was built as part of ARC's Appalachian Development Highway System. The bridge has generated significant economic growth in four West Virginia counties formerly isolated from tourism and commercial traffic.*





Photo: Ann Hawthorne

*The remoteness of the Appalachian Region, which effectively cut it off from the East Coast's great concentration of people and wealth, was a major impediment to economic development. The Appalachian Development Highway System, funded by ARC and now two-thirds complete, has opened isolated areas to development and brought new life to dozens of small towns and communities along the way. This section of Corridor B, also known as U.S. 23, is a major north-south route that will eventually link seven interstate highways.*

sections of Appalachia had been bypassed by the interstate system. The Region was left with a network of narrow, winding, two-lane roads. Many of the roads were badly designed and unsafe; many were simply worn out. Economic

development begins with access, access that Appalachia's poor roads could not provide.

Today, that has changed. Now two-thirds complete, the 3,025-mile Appalachian Development Highway System approved by Congress as part of the ARC program links the interstates and will eventually nearly double the Region's miles of first-rate four-lane highways.

At the same time, airports in cities throughout Appalachia have been improved and expanded, and most smaller cities have commuter air service; the Region is served by a scaled-down but reliable railway system; and some communities have recycled abandoned rail segments into shortline railroads to serve the needs of local industry.

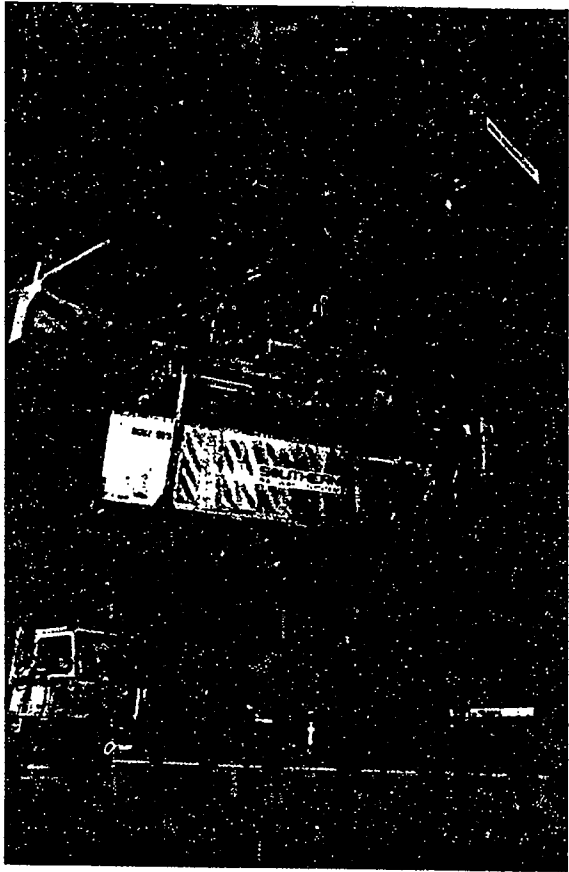


Photo: Wm. Michael Wilkon

*Top left* A key to industrial growth in the Huntsville, Alabama, area has been a new transport center at Huntsville's airport, where containerized freight shipments are efficiently shuffled among airplanes, trucks, and railroad cars by a giant gantry crane that can swing a cargo container in a 90-degree turn.

*Center left* The Tennessee-Tombigbee Waterway, which opened to barge traffic in the mid-1980s, is another important component in the increasing accessibility of Appalachian goods and services.

*Right* The Nashville and Eastern Railroad is an example of how several communities in Appalachia have revived abandoned rail lines to help to fill a gap left when many large railroad companies scaled back or even closed down. The 13-mile railroad, owned by the four counties through which it passes, provides a direct, dependable way for a point-to-point service isolated from main train population corridors.

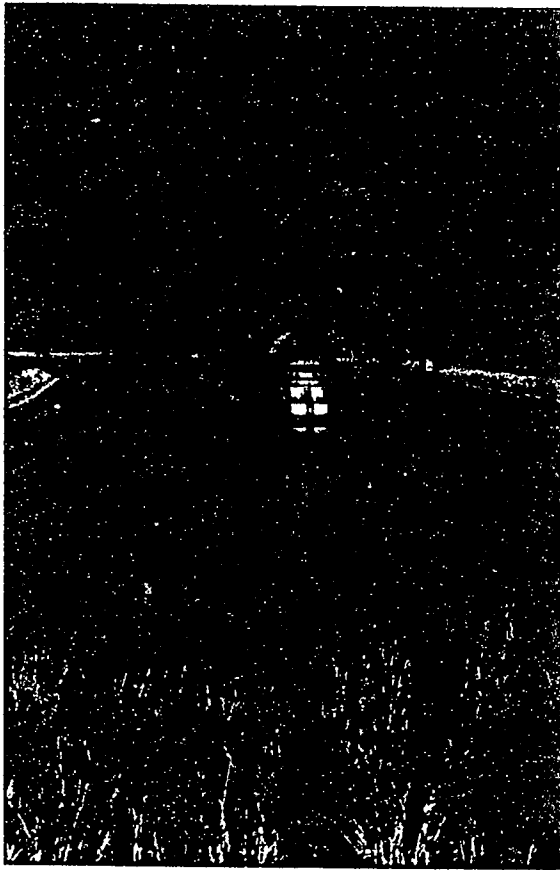


Photo: Charles Swimmer



Photo: Kenneth Murray

---

**A**s barriers to trade, communications, and traffic between Appalachia and the rest of the nation have fallen, it is natural to wonder whether the Region can forever hold on to its treasured traditions. The customs and culture that may once have contributed to Appalachia's isolation by advertising its uniqueness are now embraced by a nation of enthusiastic consumers.

Fortunately, a vein of conservation runs strong in the Region, perhaps dating back to a time when Appalachians learned to make use of everything they had. So there are ►



Photo: Ann Hawthorne

*At the Annual Old Fiddlers' Convention held in Galax, Virginia, every year since 1935, traditional music is lovingly preserved. Aptly describing how traditions are best handed down, J.P. Fraley says, "I just grew up with it. See, my father was a fiddler."*



Photo: Kenneth Murray

*The headquarters of the Southern Highlands Handicraft Guild<sup>®</sup> in Asheville, North Carolina, offers an important showcase and sales gallery for its member artists. The arts and crafts of Appalachia play an increasingly important part in the Region's economy, while they help to maintain Appalachia's cultural traditions.*

people throughout Appalachia whose lives are devoted to the preservation of arts, artifacts, and even language that might otherwise have been lost—either forgotten or simply diluted out of recognition. And, in response to a market that has steadily improved over the past two decades, traditional crafts also play a vital role in Appalachia's economy.

The keepers of Appalachia's culture play music, fill museums, record and pass on stories,



Photo: Ann H. Lawrence

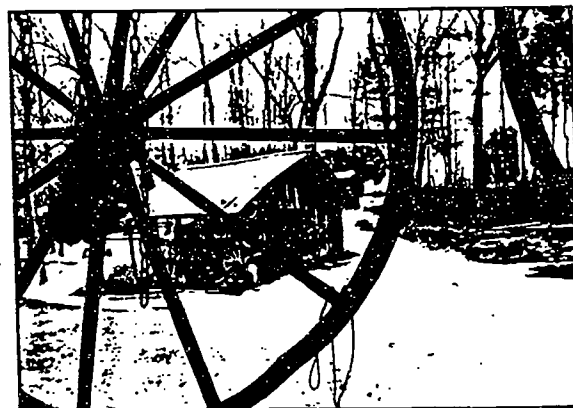


Photo: Ann H. Lawrence

*Scenes from one of the Region's most important cultural resources, the Museum of Appalachia in Norris, Tennessee. Curator John Rice Irwin has devoted a lifetime to collecting the artifacts of Appalachians' daily lives, so that contemporary Americans may learn from the past.*

*(Opposite page, top left) Bob Hamon, proprietor of Hamon Glass in Scott Depot, West Virginia, has brought traditional glassmaking to a high art: his works are sold in galleries and to collectors throughout the world.*

carve, whittle, weave, build cabins, and raise crops. To list them all and to catalogue their work would require several shelves of books. But perhaps to picture just a few of them will suggest the contributions of multitudes more.



Photo: Ann Hawthorne



Photo: Ann Hawthorne



Photo: Dan Carraco

*Bottom left: Another important reservoir of Appalachian culture is Appalshop, a multi-media company headquartered in Whitesburg, Kentucky, whose mission is preservation of Appalachia's art and history. Appalshop's Roadside Theater, in productions such as *Kid Fox Second Harmonic*, takes regional story and song to the people with its traveling road shows.*

*Top right: When Walker Calhoun of the Qualla Cherokee Tribe of western North Carolina realized that the rich cultural traditions of his ancestors were slowly dying, he began teaching the children (including the songs, dances, and fiddle he had learned from his uncle, with a dedication that has earned him nationwide recognition.*



---

**A** region's concern for its citizens' most basic needs can be judged by the quality of health care that is generally available. In today's Appalachia, that concern is demonstrated by a network of modern primary health care clinics and hospitals covering the entire Region.

This network reflects one of ARC's highest priorities: to put health care within a 30-minute drive of every Appalachian, a goal that had been achieved by 1985. The network can also be credited with dramatic improvements in the state of the Region's health. >



*When Dr. Claire Louise Caudill began practicing in Morehead, Kentucky, in 1946, female physicians were few in number and often regarded with suspicion. Not only was her private practice successful, she also led her community in building the first-rate St. Claire Medical Center\*, named in her honor.*



Photo: Ann Hawthorne



Photo: Ann Hawthorne



Photo: Ann Hawthorne

*(Top) The Comprehensive Interdisciplinary Development Services, Inc., Infant Registry program in New York's Chemung County was established to ensure that every child born in the county will be covered from birth by a safety net of preventive care services.*

*Bottom: The Bakersville Community Medical Clinic, Inc., of upper Mitchell County, North Carolina, is one of several hundred rural health clinics in the Region established through the efforts of local citizens.*

---

The infant mortality rate is one example. In the mid-1960s, infant mortality in much of the Region was twice the national average—a tragic symbol of Appalachia's chronic poverty and isolation. Regionwide, infant mortality

*An outreach program organized by the VenangoForest Prenatal Task Force in northwestern Pennsylvania sends a mobile van throughout the area to ensure that pregnant women receive adequate prenatal care. The program, A Caring Start, was organized by community professionals in response to a critical shortage of local physicians available to take maternity cases.*

---

now equals the national average and is significantly higher in only a few remote counties.

Today, the Region's health care system is strengthened by a number of programs that specifically address the needs of rural communities. Infant mortality outreach initiatives bring prenatal care and counseling to young pregnant mothers. Most states have active



Photo: Courtesy Marshall Medical School

*In 1991, West Virginia's Lincoln County Primary Care Center<sup>®</sup> was named the "Outstanding Rural Practice in America" by the National Rural Health Association. With primary care centers like this one located throughout the state, West Virginia has pioneered many new rural health care concepts.*



Photo: Ann Hawthorne

*Another innovative West Virginia health care program is Mountaineer Doctor Television<sup>®</sup>, or MDTV. Run from the West Virginia School of Medicine at Morgantown, MDTV bridges the often long and arduous distances between physicians and patients in remote mountain communities.*

physician recruitment programs; some colleges and universities have initiated programs designed not only to train health care providers but also to ensure that they will put their professional skills to work in Appalachia. And now, via a satellite hurtling through space, a physician in a hospital hundreds of miles from a patient may diagnose an illness and prescribe and monitor the treatment.

Not only has ARC played a key role in development of the primary care network that serves most of the Region's people it also has been a pioneer in bringing needed reform to rural health care concepts. In the 1970s for example, ARC fought for and won an important change in the law, so that patients treated by nurse practitioners, who staff many primary care clinics, can be reimbursed for these services by Medicare.

---

**P**erhaps the most notable changes in Appalachia over the past 30 years are found in those amenities that make any given community a comfortable place to live.

Often, such a change is not readily apparent to the passerby. It may be a network of underground pipes providing clean water to houses; a subdivision with bright houses and yards adorned with young trees and sprouting grass; a sparkling river with litter-free banks, carrying rafters downstream to a whitewater adventure. The passerby is most likely >



*Throughout Appalachia, communities once plagued by chronic water shortages or unsafe drinking water now benefit from dramatic improvements in water supply. Pingy Creek Dam\*, constructed in western Maryland's Allegany County, ensures an adequate water supply in the area surrounding Frostburg, Maryland.*



# Community Improvement

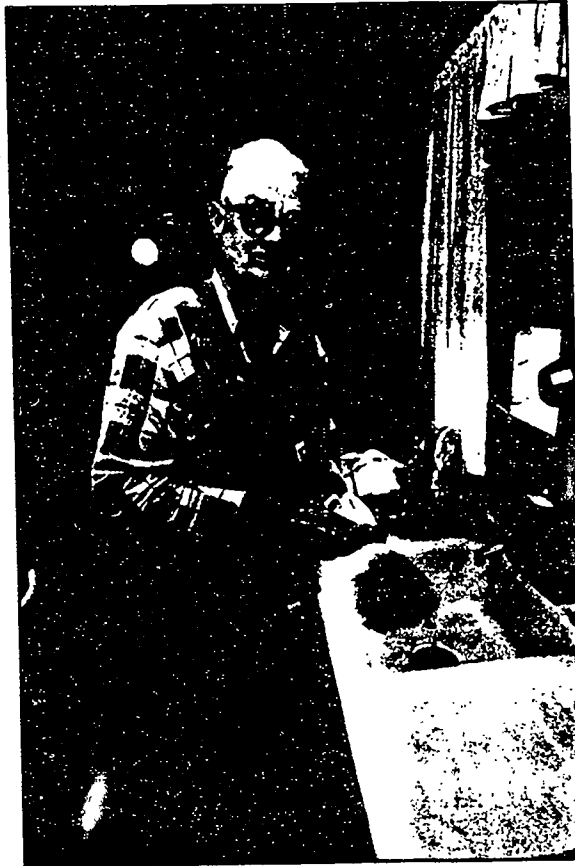


Photo: Kenneth Murray

*An innovative wastewater treatment program in Marshall County, Alabama, has dramatically improved the quality of life for homeowners. Elbert Mizell is one resident whose chronically inadequate septic system has been replaced by a mini-wetland filled with plants that filter out pollutants.*

unaware that these are changes. For what used to be there is gone. But the resident of 30 years remembers the "before" all too well.

Most communities in Appalachia today have made substantial progress in areas that are critical to quality of life: clean drinking water; a place to dispose of trash; an abatement of environmental problems, such as rivers that regularly flood entire towns; the restoration of rivers and streams so that pollution does not deny humans the privilege of enjoying them or deprive wild creatures of natural habitat.

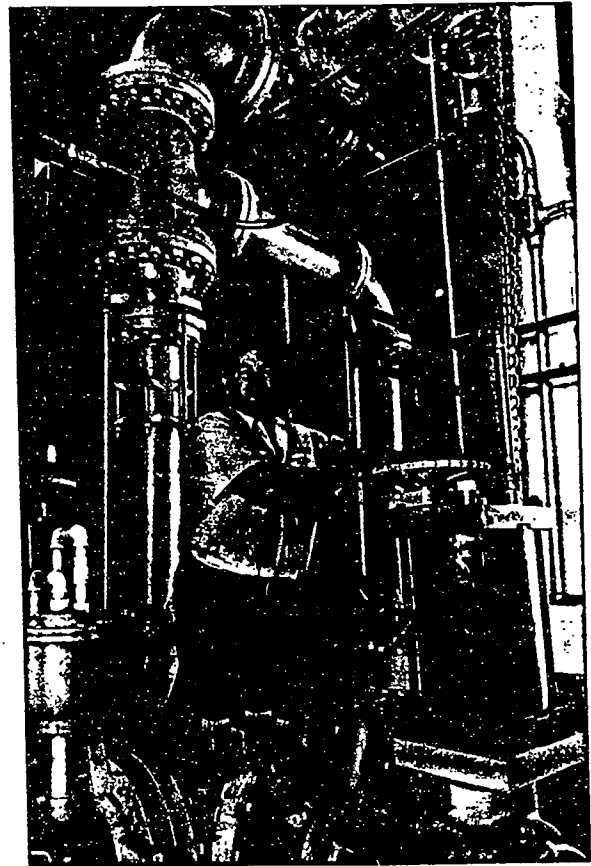


Photo: Ann Hawthorne

*Pumpmaster John "J.B." Ball at his station with the pipes and machinery that bring water from the new Piney Creek Dam reservoir to the homes and businesses of Frostburg, Maryland. The establishment of a secure water supply has boosted economic growth in the area.*

Not only are Appalachian communities becoming more comfortable and healthier places to live and work, they are also becoming more attractive. Main Street revitalization and restoration of historic districts make towns prettier while they boost local economies. A wide range of services, from elder care to mental health counseling, are becoming readily available. Local government services have been modernized, thanks to training and support provided through local development districts. The arts are a recog-



Photo: Ann Hawthorne

*A problem shared by many rural communities is adequate low-cost housing. ARC funds have helped the Garrett County, Maryland, Community Action Agency construct three modern apartment complexes offering affordable housing to lower income families and to the elderly.*

*Rt. 1, Downtown Hendersonville, North Carolina, has retained the friendly, small town atmosphere typical of many communities in Appalachia today. This is one of the qualities that has drawn many retirees to the area.*



Photo: Ann Hawthorne

nized part of economic development and the focal point for many community activities.

The Region is still in the process of becoming; some parts still have a way to go; but there can be no doubt that Appalachia has moved far forward over the past 30 years.



*History of ARC*

BY ANN ANDERSON

---

**A**fter the first wave of pioneers challenged the Appalachian Mountains in the early seventeenth century, the Region remained largely unchanged for 200 years. Based on scarcity of resources and geographical isolation, Appalachia's economic, political, and social structure was characterized by fierce independence and aversion to regulation—vastly different from the interdependent and relatively prosperous society of the flatlands.

That structure shifted after the Civil War, when the Industrial Revolution began >





*In a White House ceremony, President Lyndon B. Johnson signs into law the Appalachian Regional Development Act on March 9, 1965, flanked by Vice President Hubert H. Humphrey, Senator Jennings Randolph of West Virginia, and cabinet members whose departments had participated in the planning of ARC.*

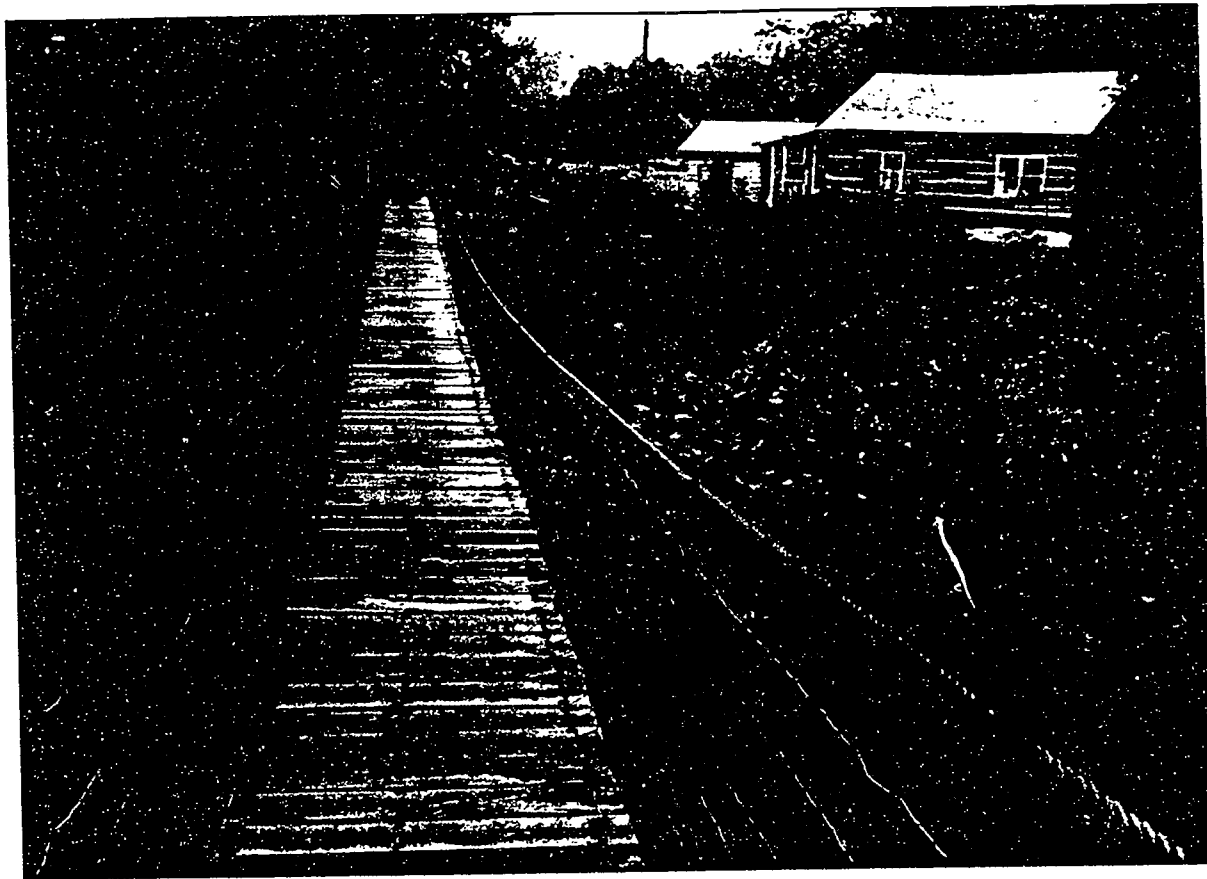


Photo: Kenneth Murray

to demand Appalachian coal to fuel its furnaces. The mountain people paid little heed to the long-range implications of their transactions with this revolution. Many sold their mineral rights for pennies to big coal companies, then became the laborers on whose muscle the "outsider" mine-owners depended. Lands depleted by farming and timbering were further ravaged by poor mining practices.

When the coal industry appeared to bottom-out in the 1950s, the results might not have been so devastating had there not been simultaneous downturns in other segments of the Region's economy. As Central Appalachia (eastern Kentucky, southern West Virginia, southwestern Virginia, and eastern Tennessee) was hit by the switch from coal to oil, Northern Appalachia (southern New York, Pennsylvania, western Maryland, southeastern Ohio, and northern West Virginia) began to

*Throughout Central Appalachia, isolation from the political and economic mainstream of American life was the natural result of geography and the fierce independence of the Region's settlers.*

---

falter when its heavy manufacturing and steel industries failed to keep pace with changing technologies. In the South, jobs provided for years by textile manufacturers began disappearing as the industry failed to modernize. Economic decline was accompanied by enormous shortfalls in education and health care, the legacy of decades of neglect of the institutions that serve basic human needs.

By 1960, Appalachia had embarked on a steep decline into despair. One in three families lived in poverty. Per capita income was 30 percent lower than the U.S. average. Unemployment forced many Appalachians to



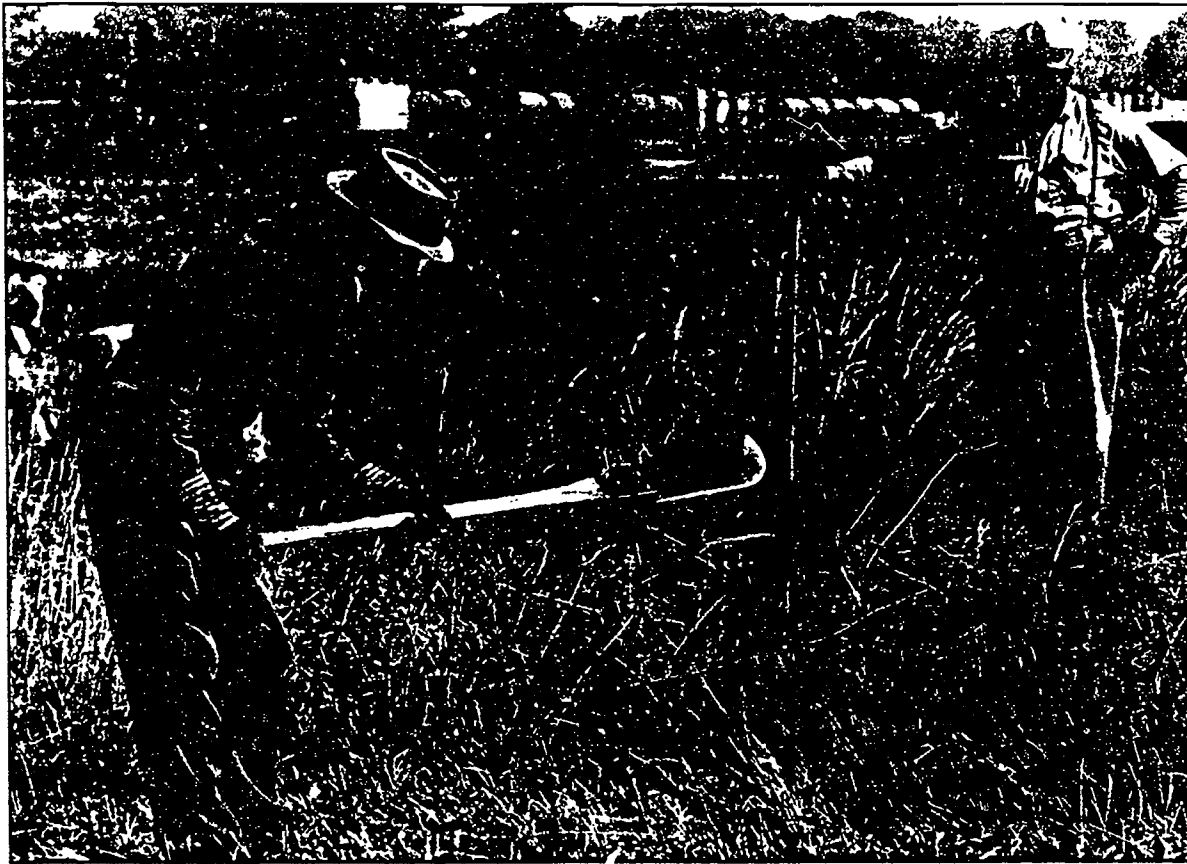


Photo: George Winship

seek work in other regions: during the 1950s, net outmigration exceeded 2 million.

These statistics provoked widespread concern among the Region's citizens and action by its state governors, who in 1960 formed the Conference of Appalachian Governors to seek a regional approach to curing Appalachia's chronic problems. This was the backdrop for John F. Kennedy's pivotal campaign trips into West Virginia in 1960. Deeply moved by the poverty he saw, Kennedy promised special help for Appalachia if he were elected.

In April 1961, Kennedy invited the Conference of Appalachian Governors to meet with him and top federal officials in Washington. At that meeting, Kennedy announced the formation of a special panel to draw up "a comprehensive program for the economic development of the Appalachian Region." The President's Appalachian Regional

*In the southernmost parts of Appalachia, there was flat land for farming, but poor farming practices helped to leech the soil. Today, agriculture is not a significant factor in the Appalachian economy.*

---

Commission (PARC) was headed by Franklin D. Roosevelt Jr. and made up of teams and sub-teams of representatives of most federal government departments and agencies as well as the Appalachian states. These teams were organized to address such issues as transportation, water resources, physical resources, human resources, and comprehensive program development.

A consensus soon formed on a key issue: the complexity and pervasiveness of Appalachia's problems dictated creation of a new process, one that would ensure cooperation among all levels of government and the private sector to plan and implement an effective program. The

Appalachian Regional Commission (ARC) was designed to facilitate this cooperation. PARC also recommended other key parts of ARC's unique approach to economic development: a regional highway system to open the Region to commerce and a comprehensive, balanced array of public facility and human resource development programs.

It was President Lyndon B. Johnson who ultimately received the PARC report and its recommendations and saw that they were transformed into enabling legislation, which was passed by Congress early in 1965. The Appalachian Regional Development Act (ARDA) was signed into law by President Johnson on March 9, 1965.

Besides its attention to the Region's needs for improved community facilities, education, health care, and transportation, ARDA also addressed Appalachia's woeful lack of the grass-roots-level institutions essential for building leadership and cooperative skills. A key feature of ARDA was extension of the partnership approach to the local level by including authorization and funding for local development districts (LDDs) to be set up by each of the states. The LDDs subsequently became the principal local voice in ARC activities through their boards of local elected officials and private citizens, which cut across partisan, jurisdictional, and public-private boundaries to define subregional needs, implement development programs, and support creation of efficient, modern local government structures.

### A New Kind of Partnership

The ARC's federal-state partnership is embodied in its membership—the 13 Appalachian governors plus one federal representative, or federal co-chairman, appointed by the President and subject to Senate confirmation. Each year, the



*John F. Kennedy's 1960 presidential campaign trips into West Virginia not only brought him the support of a solidly Protestant state, they also revealed to the young Massachusetts senator the poverty that spurred him to promise special aid for the Region if he were elected president.*

governors elect one of their number to serve as states' co-chairman. The federal co-chairman has one vote on Commission policy matters, and the governors, voting as a unit, share one vote. The federal co-chairman represents the interests of the federal administration, while the governors collectively set policy with the federal co-chairman and individually plan and implement their states' ARC programs.

The Commission appoints an executive director to head the ARC staff. Staff members, paid jointly by the federal government and the



Photo. Courtesy of Charleston (WVA) Gazette

states, serve the needs both of the administration, as represented by the federal co-chairman, and of the states. Each governor names an alternate to handle ARC matters in his absence, and the states also employ a representative based in Washington who tracks ARC activities and ensures that the collective interests of the states are served.

At first, funds to implement ARC projects were appropriated to various federal agencies, and ARC then approved individual projects and directed the agencies to fund them. In 1967, this cumbersome process gave way to a more direct approach: amendment of ARDA authorized Congress to appropriate ARC funds directly to the President. The funds are directed by the President to ARC and from ARC to the various "basic" agencies, such as the Departments of Transportation and Housing and Urban Development, or the

Farmer's Home Administration, which are designated to administer projects as they are approved by ARC. Each state draws up its own development plan each year for Commission approval and, in cooperation with the local development districts, initiates the projects to implement the plan.

This process is unique. ARC is neither a federal agency nor a part of any federal agency, but a free-standing organization linked with others in the way it does business. ARC has embedded this process in its code, the set of written policies which, in lieu of the usual government regulations, guides the Commission's activities.

Consistent with its legislative mandate, the plan for the development of Appalachia is not a massive federal directive from Washington, but a combination of state plans, regional and subregional program priorities, and policies spelled out in the Commission code. This gives ARC the flexibility to adapt to state and local conditions, while enabling the Commission to attain regional goals through agreement among the states on such broad objectives as construction of a regionwide highway system, improved health care, education and training, and provision of clean drinking water.

#### ARC in the 1980s

During the 1980s, a time of shrinking resources for almost all government-funded programs, ARC carefully directed a dramatically reduced budget to programs that held the most promise for sustaining economic growth and meeting basic human needs.

Remaining critical gaps in the Appalachian Regional Development Highway System were targeted for completion. Job creation and retention efforts intensified, supported

# History of ARC

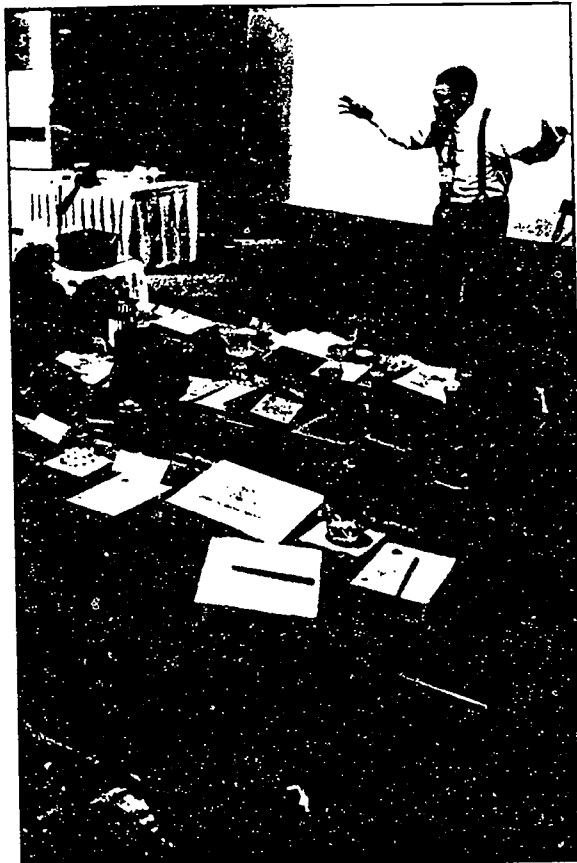


Photo: Ann Hawthorne

*Training offered through such activities as the ARC-sponsored 1993 Leadership and Management Program is part of an ongoing Commission commitment to help local businesses and community service organizations become more productive.*

through funding of projects such as water and sewer systems for industrial areas. Work force training gained added momentum, mandated by an increasingly global economy and growing demand for high-tech skills. ARC set as a major objective completion of the Region's primary health care network; this goal was reached by 1985. Other health care programs were directed to continuing efforts to reduce



Photo: Kenneth Murray

*Water and sewer lines for industrial development have spurred the creation of thousands of new jobs as part of ARC's effort to support long-range economic development as a permanent cure for poverty.*

the infant mortality rate and recruit additional physicians and other health care professionals.

Special help for the Region's poorest counties was a key part of ARC's 1980s effort. ARDA had directed the Commission to concentrate its funding on projects in "growth centers"—small cities or towns that serve multi-county areas as central hubs for commerce and distribution of services. A number

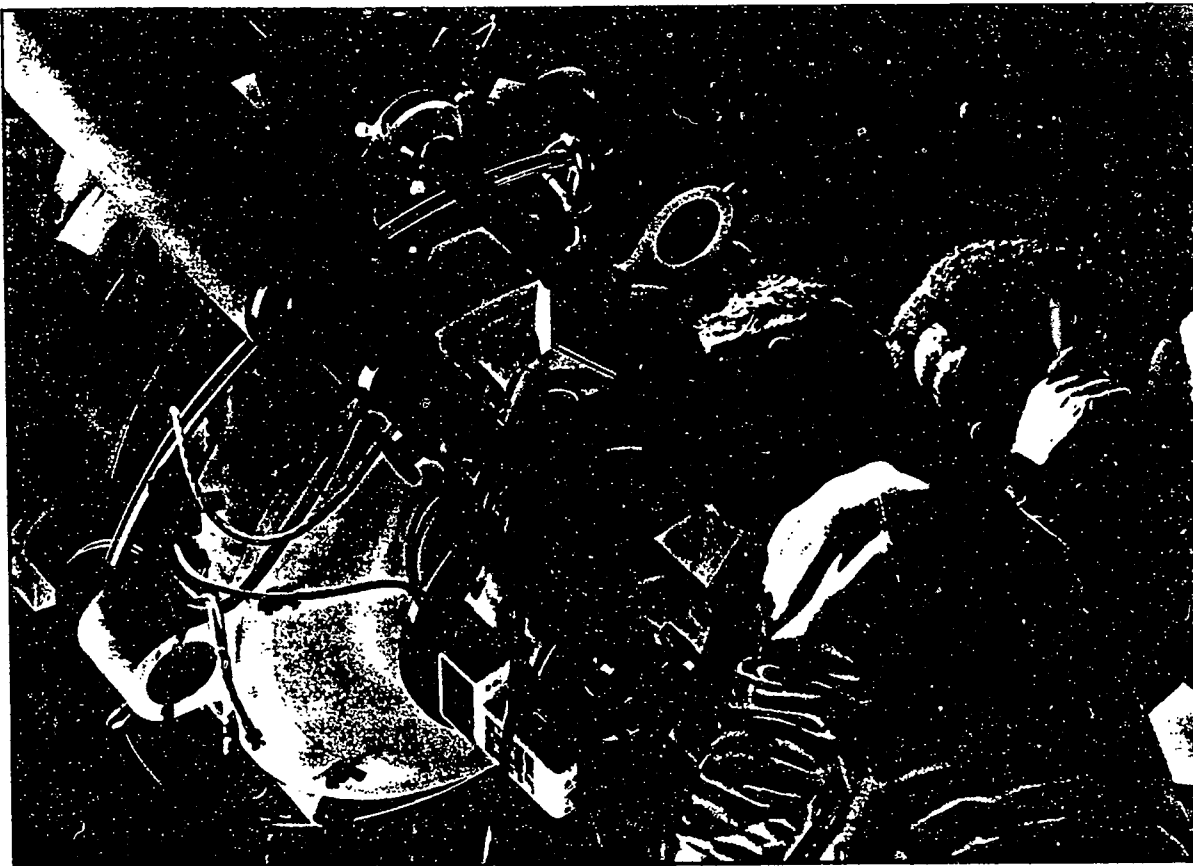


Photo: Ann Hawthorne

of isolated, sparsely-populated counties had not been able to qualify for ARC help because, ironically, they were simply too poor. This inequity was addressed with funds set aside to help the Region's "distressed" counties. The special assistance program continues today for 115 counties, helping them secure such basic community services as clean drinking water and sanitary sewer systems.

### The Future

ARC is marking its 30th anniversary year by undertaking a strategic initiative. This effort will bring together ARC officials and Appalachians from all walks of life in a region-wide series of meetings and forums to define future directions for Appalachia and ARC.

The new program evolving from the strategic planning process will be built on the foundation of the past 30 years: a modern

*ARC continues to emphasize the development of human resources by upgrading education to prepare the next generation of Appalachians for the opportunities presented by new technology and global competition.*

---

transportation system, improved education and health care, more lively, livable communities, increased diversity in job opportunities. Key elements of the program will be public participation and local involvement. Its chief purpose will be to guide ARC through the next challenge: preparing a new generation of Appalachians to respond to the opportunities created by global competition and new technology.





*ARC Accomplishments*

BY ANN ANDERSON



---

**T**he Appalachian Regional Commission was established in 1965 to support Appalachia's long-range economic development and to help reverse the damage inflicted on the Region's human and natural resources by a century of exploitation and neglect.

Dramatic improvement is reflected in a substantial reduction in poverty, a rise in per capita income, and a reduction in outmigration.

When ARC was established, one in three Appalachians lived in poverty, more than twice as many as in the rest of the nation. By 1990, this number had been cut in half and >



*One of ARC's most lasting contributions is investment in Appalachia's human resources. Treating education as an integral part of economic development, ARC has helped build and/or equip more than 700 modern vocational and technical education facilities.*

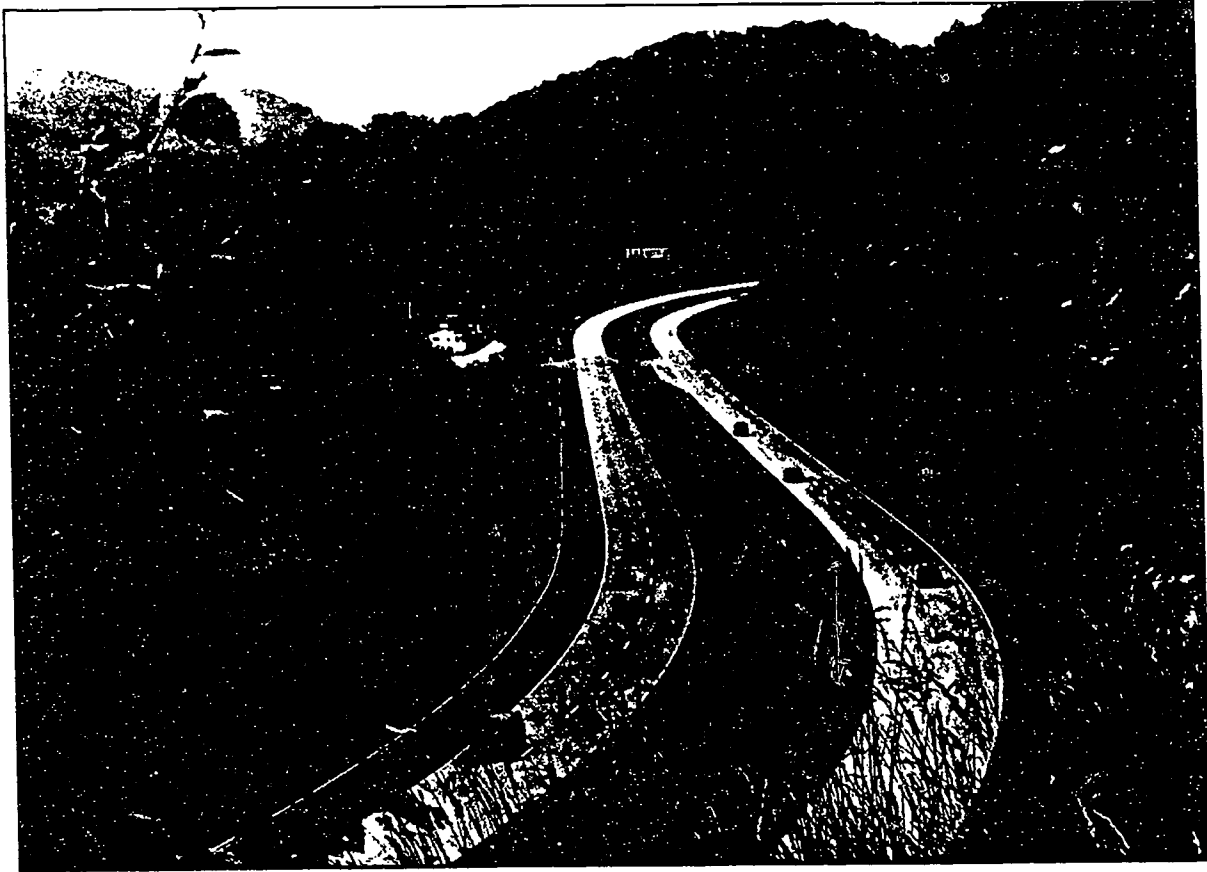


Photo: Courtesy of WVA Department of Highways

*The Appalachian Development Highway System funded by ARC has put jobs, education, and health care within reach of all Appalachians and opened the Region to tourism and economic growth.*

---

Appalachia's poverty rate was less than three points above the national rate.

Since 1965, per capita income has risen by nearly 5 percentage points, to 83 percent of the national average.

In the 1950s, over 2 million Appalachians left the Region in search of jobs and a better way of life. As the economy improved with the help of ARC, the rate of outmigration has declined markedly.

ARC's contributions to the economic development of the Appalachian Region include the following:

### Highway Development

The 3,025-mile Appalachian Development Highway System, created to relieve the physical isolation that crippled Appalachia's development, is almost complete. The system links Appalachia to the federal interstate highway system; puts jobs, education, and health care within reach of all Appalachians; and opens the Region to tourism and economic growth. An ARC study shows that 80 percent of the approximately 2 million jobs created in Appalachia since 1965 are in counties with an Appalachian corridor or an interstate highway. To date, ARC has constructed more than 2,114 miles of the system, plus more than 800 miles of access roads to industrial parks and other facilities.

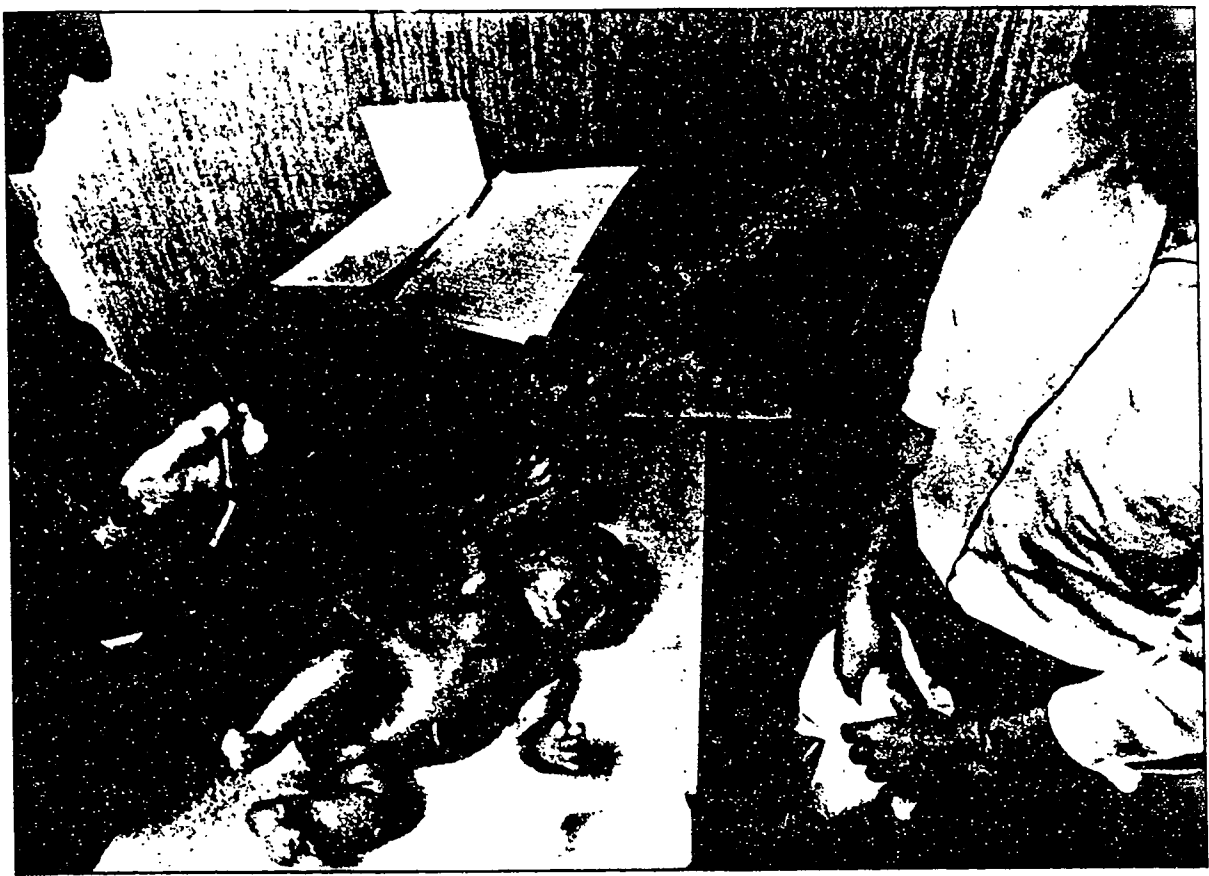


Photo: Ann Hawthorne

*A network of about 300 health care facilities built with ARC assistance has helped bring dramatic improvements in the health of the Appalachian people.*

### Education

ARC has helped construct and/or equip more than 700 modern vocational and technical education facilities serving more than 500,000 students a year. In 1965, Appalachia had an enormous "education deficit": only 32 out of every 100 Appalachians over 25 had finished high school. Now 68.4 percent of adults over 25 have graduated from high school. Among youths 18 to 24 years old, 77 percent of

Appalachians have completed 12 or more years of school, compared to 76 percent for the United States.

Critical problems remain. For example, over 4 million adult Appalachians do not have a high school diploma or GED. ARC targets these adults through basic skills training in the workplace: to date, some 60,000 workers have been retrained through these projects. Other workers whose skills must be upgraded to compete for high-tech jobs, or who must acquire skills required by local employers, receive skill-specific training. Such projects have benefited more than 30,000 workers.

### Health Care

A network of about 300 primary health care clinics and hospitals has been completed with ARC funding to bring modern health care within reach of all residents of the Region.



Photo: Ann Hawthorne

*Revolving loan funds capitalized by ARC have helped start or expand small businesses in nine Appalachian states. As of 1991, ARC grants to these loan funds had assisted 200 small businesses and created an estimated 8,000 jobs.*

These facilities serve some four million Appalachians per year and fulfill ARC's original goal of bringing primary care to within 30 minutes of every resident. The health of Appalachians has improved dramatically since 1965. For example, infant mortality was reduced from 27.9 deaths per 1,000 live births in the 1960s to 9.3 in 1990, compared to 9.1

for the United States. ARC has also worked to reduce the Region's critical health manpower shortage. The ratio of active nonfederal physicians per 100,000 people grew from 90 in the mid-1960s to 132 today.

#### Water and Sewer Services

With ARC assistance, some 2,000 water and/or sewer systems have provided the infrastructure necessary for job creation. Thousands of jobs have been created or retained through completion of these projects.

In many counties designated as "distressed" due to high rates of poverty and unemployment and low per capita income, ARC provided the first sewer lines and clean drinking water, often correcting severe public health problems. More than 700,000 residents of distressed counties have been provided with



Photo: Kenneth Murray

*Hundreds of lower-income families have been able to purchase homes with the aid of ARC-funded programs offering affordable loans to first-time home owners.*

the basic facilities to live healthy lives through these projects. Without this special ARC funding, these counties could not have afforded the cost of the facilities.

### **Housing**

ARC has been responsible for the rehabilitation and construction of more than 14,000 housing units, helping to alleviate a chronic housing shortage aggravated in many areas by a lack of construction sites and scarcity of construction loans. As part of this effort, ARC pioneered innovative approaches to

housing development finance, bringing home ownership within reach of hundreds of low-income families.

### **Business Development**

ARC has supported revolving loan funds in nine states to help small businesses—the source of many new jobs—start and grow. In the past, many of these enterprises found it difficult to borrow because of the lack of capital and conservative approach of traditional lenders in small towns and rural areas. As of June 1993, ARC grants to these loan funds totaled \$13.3 million. The resulting loans had assisted 200 small businesses and created an estimated 8,000 jobs.

### **Child Development**

In 1965, a majority of Appalachia's preschool-age children did not have access even to





Photo: Kenneth Murray

*More than 220,000 preschool children have been served by ARC-funded comprehensive child development centers offering low-income working families a full range of education, health, and social services.*

kindergarten. Not only did this severely handicap the development of these children, it also prevented many mothers in low-income families from earning income needed to help keep their families above the poverty line. ARC supported child development by helping build comprehensive child care centers offering low-income families a full range of educational, health, and social services. More than 220,000 preschool children have been served.

#### Local Development Districts

Several ARC programs have dramatically improved the capacity of Appalachia's

communities and citizens to form the coalitions and build the institutions needed for self-determination and self-help.

Since its establishment, the Commission has actively supported the local development district (LDD) concept, which was in its infancy in 1965\*. These multi-county local planning and development agencies have fostered cooperation in decision-making and development of leadership capacity among thousands of local elected officials and private citizens who have served on their boards of directors. Through their services to local governments, the LDDs have strengthened the ability of dozens of local government entities to provide efficient, modern services to their constituents.

\*See LDD locations p. 78.

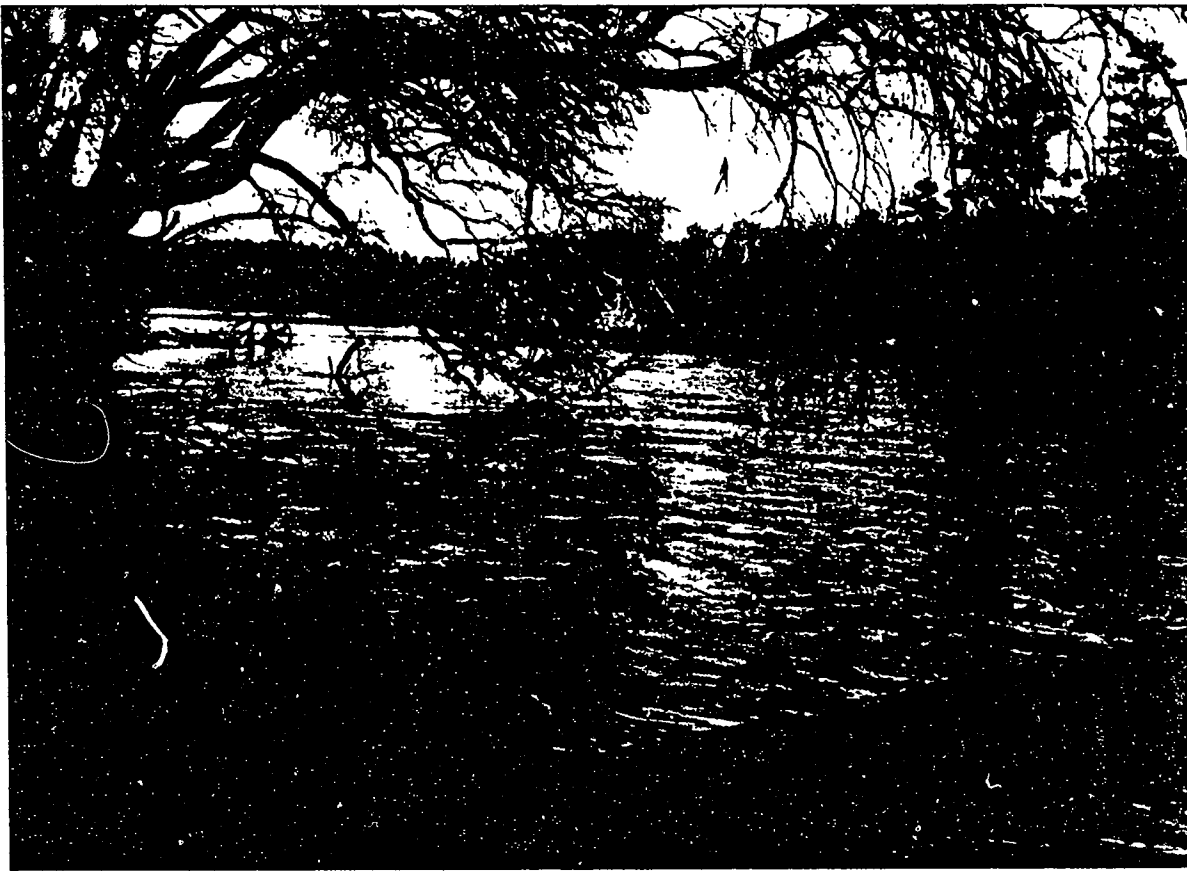


Photo: Kenneth Murray

*A community effort successfully reclaimed western North Carolina's French Broad River from pollution so that the waterway can once again be used by local residents and tourists for boating and fishing.*

### **Leadership Training**

ARC addresses the need for development of leaders for tomorrow by supporting projects that enable young people to develop and serve in their own community service programs. More than 4,500 young Appalachians have served in these programs.

### **ARC Impact**

Finally, a remarkable study recently completed by the Regional Research Institute of West

Virginia University and funded by the National Science Foundation indicates that the Appalachian Regional Commission has had substantial impact on those counties in the ARC program. Using a control group methodology that matched the 399 counties in the Appalachian program with similar counties elsewhere, the study examined the Region's progress since 1969, the year the ARC program began to have an impact. The study (which was neither commissioned nor paid for by ARC) concluded that the Appalachian counties grew 48 percent faster than their "twin" counties in income and earnings, 5 percent faster in population, and 17 percent faster in per capita income. The study said that the ARC program was the only factor that could have produced such a dramatic difference in the fortunes of the two groups of counties.

## ALABAMA

- 1A/ Northwest Alabama Council of Local Governments  
Muscle Shoals, Alabama 35660
- 1B/ North Central Alabama Regional Council of Governments  
Decatur, Alabama 35602
- 1C/ Top of Alabama Regional Council of Governments  
Huntsville, Alabama 35801
- 1D/ West Alabama Planning and Development Council  
Northport, Alabama 35476
- 1E/ Birmingham Regional Planning Commission  
Birmingham, Alabama 35256
- 1F/ East Alabama Regional Planning and Development Commission  
Anniston, Alabama 36202
- 1H/ Central Alabama Regional Planning and Development Commission  
Montgomery, Alabama 36104

## GEORGIA

- 2A/ Coosa Valley Regional Development Center  
Rome, Georgia 30163-1001
- 2B/ Georgia Mountains Regional Development Center  
Gainesville, Georgia 30503
- 2C/ Chattahoochee-Flint Regional Development Center  
Franklin, Georgia 30217
- 2D/ Atlanta Regional Development Center  
Atlanta, Georgia 30327
- 2E/ Northeast Georgia Regional Development Center  
Athens, Georgia 30610
- 2F/ North Georgia Regional Development Center  
Dalton, Georgia 30720

## KENTUCKY

- 3A/ Buffalo Trace Area Development District  
Maysville, Kentucky 41056
- 3B/ FIVCO Area Development District  
Catlettsburg, Kentucky 41129
- 3C/ Bluegrass Area Development District  
Lexington, Kentucky 40517
- 3D/ Gateway Area Development District  
Owingsville, Kentucky 40360
- 3E/ Big Sandy Area Development District  
Prestonsburg, Kentucky 41653
- 3F/ Lake Cumberland Area Development District, Inc.  
Russell Springs, Kentucky 42642
- 3H/ Cumberland Valley Area Development District  
London, Kentucky 40743-1740
- 3I/ Kentucky River Area Development District  
Hazard, Kentucky 41701
- 3J/ Barren River Area Development District  
Bowling Green, Kentucky 42101-9005

## MARYLAND

- 4A/ Tri-County Council for Western Maryland  
Cumberland, Maryland 21502

## MISSISSIPPI

- 5A/ Northeast Mississippi Planning and Development District  
Booneville, Mississippi 38829
- 5B/ Three Rivers Planning and Development District  
Pontotoc, Mississippi 38863
- 5C/ Golden Triangle Planning and Development District  
Mississippi State, Mississippi 39762

5D/ East Central Mississippi Planning and  
Development District  
Newton, Mississippi 39345

8C/ Ohio Mid-Eastern Governments  
Association  
Cambridge, Ohio 43725

---

## NEW YORK

6A/ Southern Tier West Regional Planning  
and Development Board  
Salamanca, New York 14779

6B/ Southern Tier Central Regional  
Planning and Development Board  
Painted Post, New York 14870

6C/ Southern Tier East Regional Planning  
Development Board  
Binghamton, New York 13903

---

## NORTH CAROLINA

7A/ Southwestern North Carolina  
Planning and Economic  
Development Commission  
Bryson City, North Carolina 28713

7B/ Land-of-Sky Regional Council  
Asheville, North Carolina 28806

7C/ Isothermal Planning and Development  
Commission  
Rutherfordton, North Carolina 28139

7D/ Region D Council of Governments  
Boone, North Carolina 28607

7E/ Western Piedmont Council of  
Governments  
Hickory, North Carolina 28601

7F/ Northwest Piedmont Council of  
Governments  
Winston-Salem, North Carolina 27101

---

## OHIO

8A/ Ohio Valley Regional Development  
Commission  
Portsmouth, Ohio 45662

8B/ Buckeye Hills-Hocking Valley Regional  
Development District  
Marietta, Ohio 45750

---

## PENNSYLVANIA

9A/ Northwest Pennsylvania Regional  
Planning and Development  
Commission  
Franklin, Pennsylvania 16323

9B/ North Central Pennsylvania Regional  
Planning and Development  
Commission  
Ridgeway, Pennsylvania 15853

9C/ Northern Tier Regional Planning and  
Development Commission  
Towanda, Pennsylvania 18848

9D/ Economic Development Council of  
Northeastern Pennsylvania  
Pittston, Pennsylvania 18640-3795

9E/ Southwestern Pennsylvania Local  
Development District  
Pittsburgh, Pennsylvania 15222-1573

9F/ Southern Alleghenies Planning and  
Development Commission  
Altoona, Pennsylvania 16602

9G/ SEDA-COG  
Lewisburg, Pennsylvania 17837

---

## SOUTH CAROLINA

10A/ South Carolina Appalachian Council  
of Governments  
Greenville, South Carolina 29606

---

## TENNESSEE

11A/ Upper Cumberland Development District  
Cookeville, Tennessee 38501

11B/ East Tennessee Development District  
Knoxville, Tennessee 37919

11C/ First Tennessee Development District  
Johnson City, Tennessee 37601

---

11D/ South Central Tennessee Development  
District  
Columbia, Tennessee 38401

11E/ Southeast Tennessee Development  
District  
Chattanooga, Tennessee 37405-0757

## VIRGINIA

12A/ LENOWISCO Planning District  
Commission  
Duffield, Virginia 24244

12B/ Cumberland Plateau Planning District  
Commission  
Lebanon, Virginia 24266

12C/ Mount Rogers Planning District  
Commission  
Marion, Virginia 24354

12D/ New River Valley Planning District  
Commission  
Radford, Virginia 24143

12E/ Fifth Planning District Commission  
Roanoke, Virginia 24010

12F/ Central Shenandoah Planning District  
Commission  
Staunton, Virginia 24401

## WEST VIRGINIA

13A/ Region 1 - Planning and Development  
Council  
Princeton, West Virginia 24740

13B/ Region 2 - Planning and Development  
Council  
Huntington, West Virginia 25712

13C/ Region 3 - B-C-K-P Regional  
Intergovernmental Council  
Charleston, West Virginia 25302

13D/ Region 4 - Planning and Development  
Council (Gauley)  
Summersville, West Virginia 26651

13E/ Region 5 - Mid-Ohio Valley  
Regional Council  
Parkersburg, West Virginia 26102

13F/ Region 6 - Planning and Development  
Council  
Fairmont, West Virginia 26554

13G/ Region 7 - Planning and Development  
Council  
Buckhannon, West Virginia 26201

13H/ Region 8 - Planning and Development  
Council  
Petersburg, West Virginia 26847

13I/ Region 9 - Eastern Panhandle  
Regional Planning and Development  
Council  
Martinsburg, West Virginia 25401

13J/ Region 10 - Bel-O-Mar Regional  
Council and Planning Commission  
Wheeling, West Virginia 26003

13K/ Region 11 - B-H-J Planning  
Commission  
Steubenville, Ohio 43952



**APPALACHIAN  
REGIONAL  
COMMISSION**

*A Proud Past,  
A New Vision*

---

Third Class Bulk Rate  
Postage and Fees Paid  
Appalachian Regional  
Commission  
**Permit G-99**

---

1666 Connecticut Avenue, N.W.  
Washington, D.C. 20235

Official Business  
Penalty for Private Use \$300

Address Corrections Requested