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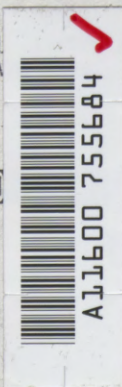
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HEARING

BEFORE THE

COMMITTEE ON

ENVIRONMENT AND PUBLIC WORKS

UNITED STATES SENATE

NINETY-FIFTH CONGRESS

SECOND SESSION

ON

THE NOMINATION OF WILLIAM E. ALBERS TO BE ALTERNATE
FEDERAL COCHAIRMAN OF THE APPALACHIAN REGIONAL
COMMISSION

APRIL 14, 1978

SERIAL NO. 95-H61

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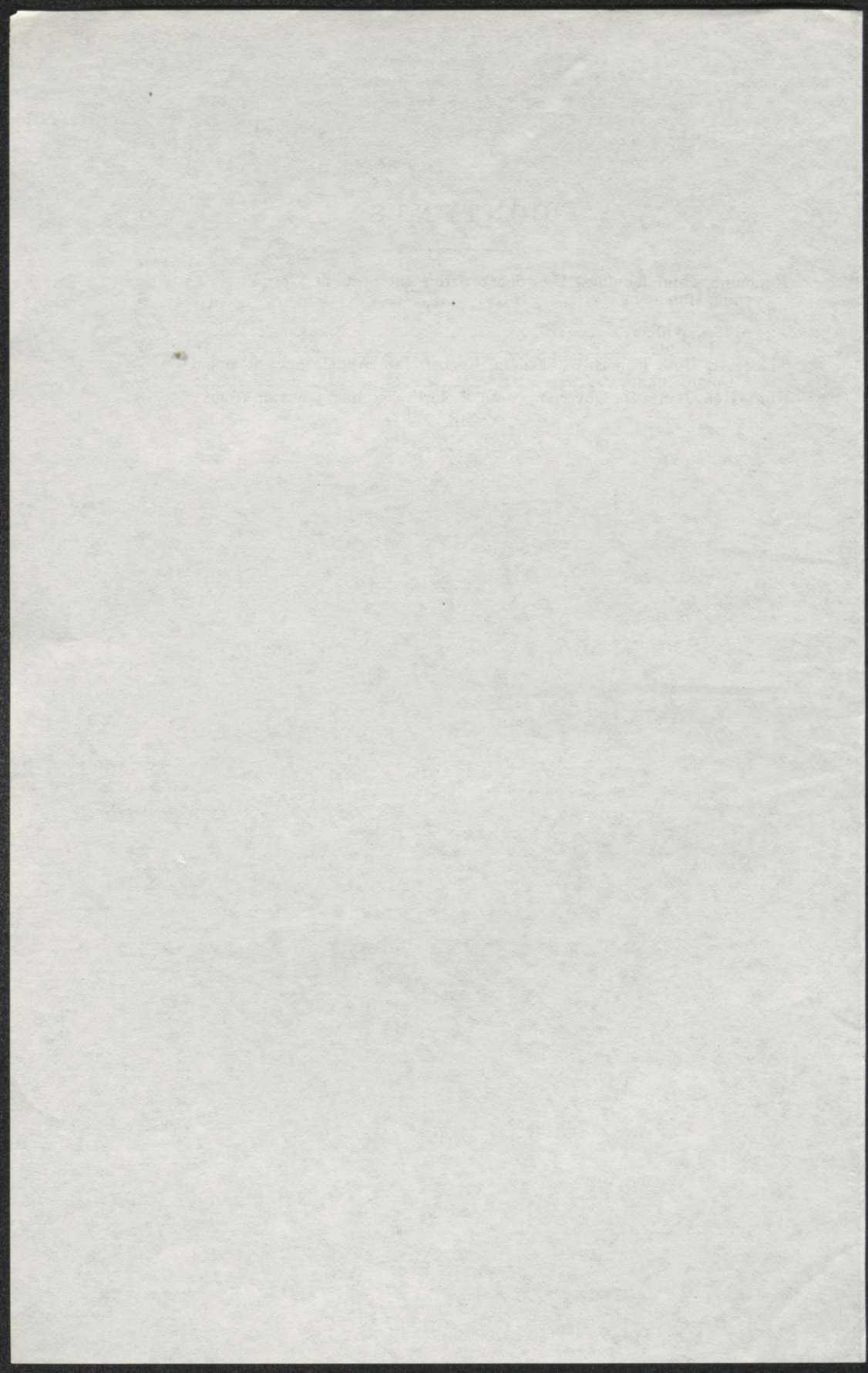
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PAUL CHIMES, *Editorial Director*

CONTENTS

	Page
Randolph, Hon. Jennings, U.S. Senator from the State of West Virginia, opening statement of-----	1
Witnesses:	
Albers, William E-----	5
Résumé-----	7
Scott, Hon. Robert W., Federal Cochairman, Appalachian Regional Commission-----	4
Hunt, Hon. James B., Governor, State of North Carolina, telegram from--	3

(III)



NOMINATION OF WILLIAM E. ALBERS

FRIDAY, APRIL 14, 1978

UNITED STATES SENATE,
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS,
Washington, D.C.

The committee met at 9:40 a.m., pursuant to call, in room S-128, U.S. Capitol Building, Hon. Jennings Randolph (chairman of the full committee) presiding.

Present: Senators Randolph and Stafford.

OPENING STATEMENT OF HON. JENNINGS RANDOLPH, U.S. SENATOR FROM THE STATE OF WEST VIRGINIA

Senator RANDOLPH. Let us begin. This is a hearing of the Committee on Environment and Public Works. We are meeting to consider the nomination of William E. Albers as the Alternate Federal Cochairman of the Appalachian Regional Commission.

I believe the record shows that he would be the fifth Alternate Federal Cochairman, and Senator Stafford, the ranking minority member of the committee, and I, who are going to conduct the hearing today, are glad to repeat some of the facts relating to the Commission. We have long said it is unique, and it is, because it is the first of its kind to bring a partnership between the Federal Government and the 13 member States to address special programs that are concerned not only with problems, but opportunities to strengthen the economies of that important area of America.

Upwards of 20 million people live in that area. People are coming back into that region.

As we have attempted, since the passage of the original act in 1965, we have had the cooperation of the Federal Cochairmen. They have been strong men who have been able to help not so much the States or Federal Government, but to serve as strong catalysts to bring the States together with the Federal Government. This is true in reference to Governor Scott's service at the present time.

We have tried to move forward and bring about an increased economic development within the area, and it has been successful. We have worked to establish that pattern. We could call it the framework for the joint effort between the Federal and the State units of government.

We think of the region's growth not only in terms of the increase in population; I have never felt the increase in population in any State or region was the No. 1 priority. Growth, as we see it, relates to the economic growth of an area or region. The increase of industry which brings with it the needed jobs for the people. In addition, the bringing

of government, on all levels, closer to the people in the form of services and the ability to resolve the problems that plague an area is also a definition of growth.

We have been attacking the problems of the region, and there is this constant focus of the Appalachian Regional Commission to those matters: the problems of transportation, the problems of education, the problems of health, the problems now associated by the most recent enactment of amendments to the act which call for focus on energy opportunities that we have.

There is a constant shifting, realizing that we have changing times and changing needs and emphasis can and should change when that is evident.

We extended the life of the Commission in 1975, and in that effort we tried to have the Members of Congress know that there were some innovative features of the program we were recognizing. I think the initiatives have been generally well directed. There have been criticisms of the Commission's work, and I do say it has been rather occasional than constant. There have been some setbacks that we have had to respect and understand.

I think our present administration—that has no reference to politics, because we have had the cooperation of both Republican and Democratic administrations, often with a comment from the White House itself about the value of this effort. But at the present time, President Carter not only has studied this program, he was a member of the Commission while he was Governor of Georgia, and has had a close intimacy with the effort. He knows the program. His nomination for the position of Federal Cochairman, now the Alternate Federal Cochairman, I think, in large degree, can be attributed to his close knowledge of the working of the Appalachian Regional Commission and the validity of its programs.

I want to express today and would continue to speak of the value of the former Governor of North Carolina as he serves as Federal Cochairman. Bob, you have demonstrated by your—I don't want to use the word "performance" as if you were on stage—but you have demonstrated your knowledge of what needs to be done, and frankly, since you have been the Federal Cochairman, you have justified all those who worked for your nomination and believe in you; it was a selection that was made, and you have fulfilled the duties of the position.

Mr. SCOTT. Thank you.

Senator RANDOLPH. Today we are considering the nomination of William E. Albers. We shall ask him to make a statement. The position of the Alternate Federal Cochairman is an important post, and we recognize it as such. If you are confirmed, Mr. Albers, your duties will include, as I understand, coordinating program and policy development; you would serve as liaison for the Commission to the White House and to many Federal agencies. That would not overlap this effort, but would be a part of the definitive of working together, each having important contributions to make.

Those are some of the specific duties. There are others that the Alternate Federal Cochairman will be called upon to perform.

Senator Stafford and I, and for the record the other members of the committee, we want to know through your testimony today your views on the Commission, the role of the Commission now, hopefully, your thinking about the policy in the region, and about what we can do in the future.

I think we have to discuss coal somewhat this morning, because this is a natural resource, and it is a major industry in the Appalachian States. Of the 13 States in the region, 8 of them are major coal-producing States, not all in the same tonnage. I believe we are producing 62 percent of all the bituminous coal produced in the United States. So that indicates the energy potential possibility and development which is ahead of us.

We do know that the nominee has worked in ACTION. He has worked at VISTA. He has worked in some of these organizations that sometimes haven't had too much success with some of the localities. I have to tell you that. That has nothing to do with the situation this morning. There was a period when we had some problems, and perhaps that stirring up of the situation, in the ultimate, was good.

You have had some experience in the Department of Justice at policy levels in the Law Enforcement Assistance Administration and the Bureau of Prisons, and you can tell us of that. You have been an analyst with the Defense Department and a management consultant.

And you are a native of Missouri. Thomas Eagleton has written a letter. I think we should read it into the record.

I regret that a commitment out of Washington on Friday will prevent me from being able to introduce Bill Albers to the committee as you review his qualifications for Alternate Federal Cochairman of the Appalachian Regional Commission.

Bill is a native of Missouri.

What town?

Mr. ALBERS. St. Louis.

Senator RANDOLPH. Larger than a town.

Bill is a native of Missouri who has had a distinguished career of diverse government experience. His intensive knowledge of government programs and management techniques will enable him to serve the people of the Appalachian Region well.

I commend him to you and the committee for this most important position.

Senator RANDOLPH. I want to say that Senator Eagleton has personally spoken to me of you. He believes in your qualifications to do this job.

We are in receipt of a telegram from James B. Hunt, Governor of North Carolina. Without objection we will include that in the record.

[The telegram follows:]

[Telegram]

Senator JENNINGS RANDOLPH,
Chairman, Committee on Environment and Public Works, U.S. Senate, Dirksen Senate Office Building, Capitol Hill, Washington D.C.

DEAR SENATOR RANDOLPH: Governor James B. Hunt Jr., of North Carolina, States Cochairman of the Appalachian Regional Commission is out of the country but he has asked me to advise the committee on his behalf of his recommendation for confirmation of Mr. William Albers as alternate Federal Cochairman of the Appalachian Regional Commission we hope the committee and the full Senate will concur and act promptly.

Sincerely,

LEONARD E. SCHWARTZ,
*States Washington Representative
Appalachian Regional Commission.*

Senator RANDOLPH. Senator Stafford, do you have a statement?

Senator STAFFORD. Mr. Chairman, I have no statement to make at this time. I think as usual in your statement you have generally covered the ground, the problems, and raised the questions for Mr. Albers that would also occur to me.

I can say I am impressed with Mr. Albers' record. He was kind enough to come to my office yesterday, and we have had a chance to confer about this nomination. I am now ready to listen to him speak in response to the questions you raised in your opening statement.

Senator RANDOLPH. Governor Scott, would you like to make a statement at this time?

Mr. SCOTT. Mr. Chairman, if it is in order, I would like as Federal Cochairman, to formally introduce Mr. Albers to you and the committee.

Senator RANDOLPH. That is certainly appropriate.

**STATEMENT OF HON. ROBERT W. SCOTT, FEDERAL COCHAIRMAN,
APPALACHIAN REGIONAL COMMISSION**

Mr. SCOTT. I would like to say to you, Mr. Chairman and Senator Stafford, that it is good to be back before this committee. It is good for several reasons. First of all, with the President's nomination of Bill Albers as Alternate Federal Cochairman and with the recommendation and confirmation of the Senate, I can now stop trying to be all things to all people over there.

One simply cannot maintain a day-to-day presence at the Commission and still become involved with the people and the problems and programs of a 13-State region that is as diverse as Appalachia really is. In other words, this position of Alternate Federal Cochairman has been vacant now since last October, and I have been without a strong right arm, and believe me, it has been missed.

I am also pleased to be here for a second reason, Mr. Chairman. That is, it does give me an opportunity to present to you formally President Carter's nominee as Alternate Federal Cochairman of the Appalachian Regional Commission.

Although I have known Bill for about a year now, it has only been in recent weeks I have had an opportunity to work with him on a day-to-day basis. I must say, Mr. Chairman, I have been very much impressed with his quick grasp of the Commission concept, which is difficult to grasp readily, and his quick understanding of the challenges and opportunities that this unique program offers for our 13-State region. I have also been impressed with the enthusiasm in which he has approached his new responsibility, and his quick understanding of his work.

The Commission often prides itself on its effectiveness and its efficiency compared with some of the other bureaucracies around this town. Those who have made this possible for the Commission I think do so because they have been rather effective public administrators, and that is exactly what the President has sent to this committee and to this Senate in the nomination of Bill.

When I first assumed the office of Federal Cochairman, it seemed to me there was a rather natural division of labor between the Federal Cochairman and the Alternate. There seemed to me to be an untapped potential for this Presidential appointee. I have, therefore, if Mr. Albers is confirmed, decided to expand the role of Alternate Federal Cochairman in order that the considerable talents that Bill Albers brings to this Commission and to this position can be more fully utilized.

I do so to strengthen this advocacy role of the Commission, and I do so to raise the visibility of the Commission, and to increase the impact of the Commission and its programs and its policies and its activities upon the other Federal agencies of the Government and upon the White House.

During my tenure, the Alternate will have principal responsibility, as you have alluded to, Mr. Chairman, for program policy development and coordination. In addition, he will serve as the liaison with the White House and with the other Federal agencies.

It seems to me Bill Albers is particularly suitable to break this new ground. He comes with a strong commitment to dealing with the problems of people. As you have stated in your opening comments: Mr. Chairman, he has been involved with ACTION, the Federal agency for volunteer action. Throughout his various other assignments, he has been an advocate, whether in the Law Enforcement Assistance Administration, the Bureau of Prisons, or as a management consultant with the Department of Defense.

I know that the Members of the Senate operate under rather serious constraints for time. So I would briefly add for the record that Bill Albers was graduated from Southeast Missouri State University with a concentration in mathematics, business administration, and economics. And as you well know, Mr. Chairman, this Commission's primary function and goal is economic development. And he has also done graduate work in public administration, which again, I think, gives him a highly desirable background for this particular position.

I want to again thank you, Mr. Chairman, for allowing me at this time to present to you William E. Albers, whose nomination by President Carter to be Alternate Federal Cochairman of the Appalachian Regional Commission, is now before this committee for the advice and consent of the Senate.

Senator RANDOLPH. Governor Scott, Senator Stafford and I are appreciative of your accompanying the nominee, and also stressing the fact that you have known the nominee rather intimately for over a year and have had the opportunity to, not just talk with him and observe, but to work with him.

Mr. Albers, you may proceed with your statement.

STATEMENT OF WILLIAM E. ALBERS, ALTERNATE FEDERAL COCHAIRMAN-DESIGNATE, APPALACHIAN REGIONAL COMMISSION

Mr. ALBERS. Thank you, Mr. Chairman, Senator Stafford.

I am deeply honored that President Carter has nominated me to be the Alternate Federal Cochairman of the Appalachian Regional Commission. As a student of public administration, I know that the Appalachian Commission was conceived and legislated under your guidance, Mr. Chairman, in 1964 as an experiment to find a better way of solving deep-seated economic and social problems in this country.

I believe, from my review of the Commission's activities over the past decade, that the Commission may well represent the most successful effort yet at linking together Federal, State, and local units of government.

While I have been involved in other activities at the Federal level and in the private sector, I have been intrigued by the workings of the ARC and its focus on solving problems by involving State jurisdictions and helping create jurisdictions at the substate level. The ARC truly represents a successful experiment in creative federalism.

I am sure that the success of this institution is due in no little measure, Senator Randolph, to the leadership and vigorous support you and your committee have provided in the Congress.

Then, too, as you mentioned earlier, I believe that the presence of a former governor as Federal Cochairman has enhanced immeasurably the partnership aspects of the Appalachian experiment.

As Governor of North Carolina, which participates in two regional economic development commissions, the Coastal Plains and the Appalachian Regional Commission, Robert Scott brings to the office of Federal Cochairman firsthand experience with the promise and the complications of making this process work.

I am also impressed by the 1975 Appalachian Act amendments which emphasized the crucial role of the governors' active participation in the affairs of the Commission.

As Governor Scott has mentioned, it is his intent to more fully involve the Alternate Federal Cochairman in the substantive policy issues facing the region and the Commission. I look forward to facing this challenge.

In my role as liaison with Federal agencies, I hope to be able to bring the Commission's wealth of experience to bear on the formulation of major policy initiatives throughout the executive branch. I believe in the Commission's advocacy role and also hope to enhance that role with other agencies on behalf of the people of Appalachia.

For example, I plan to actively pursue the Commission's policies and objectives with other executive departments and agencies, to see that the rural perspective is incorporated when policies, rules, regulations, and guidelines are drawn.

I believe that we can translate what has been learned through this experiment in creative federalism into several national concerns. What the Appalachian Commission has learned and accomplished in the fields of health and child development delivery systems can be duplicated in many isolated and neglected areas in the Nation.

As the President has stated: Appalachian coal must play a lead role in the energy needs of our country in the years immediately ahead. I happen to agree with that decision.

The Appalachian Region never failed to respond to the Nation's energy demands in the past. But the boom-bust cycle has always plagued the region. I believe the most important things we can do are to try to broaden the economic base of coal-dependent areas and make them as economically viable and self-sufficient as possible.

I plan to work tirelessly to see that the region gains economically in an even and balanced manner, as this nonrenewable resource leaves the region to provide power for the rest of the Nation.

In undertaking this expanded role for the Alternate Federal Cochairman, I will want to counsel frequently with members of this committee. I welcome this opportunity to make a commitment to serve the people of the Appalachian Region to the best of my ability.

This concludes my prepared statement. I will be happy to take whatever questions the committee may have.

[Mr. Albers' résumé follows:]

VITA

William E. Albers
1429 No. Carolina Avenue, N.E.
Washington, D. C. 20002

XXXXXXXXXXXX (h)
202-376-3653 (o)

Date of Birth: August 3, 1943

PROFESSIONAL EMPLOYMENT - See Attachment

U.S. Department of Justice - Law Enforcement Assistance Administration. As a consultant, conducted broad organization studies of both LEAA and its research arm, the National Institute of Law Enforcement and Criminal Justice. Discussed the mission of LEAA and the structural ability of the agency to meet its goals and objectives with members of Congress and their staffs, with various interest groups, and with experts in the field of criminal justice. Maintained liaison with the National Academy of Sciences which conducted a major evaluation of LEAA's National Institute and which is currently evaluating the State-of-the-Art of Rehabilitation. Instituted efforts to improve the relationship between LEAA and the academic and scientific communities.

Carter/Mondale Transition - Talent Inventory Program. As a cluster leader, directed efforts identifying for and recommending to the President-elect candidates for political appointments, including Secretary-level, within the Departments of Labor, Commerce and Transportation and the Commissions of Civil Service, Equal Employment Opportunity and Federal Maritime. Discussed potential candidates with relevant Congressional committee staffs, members of Congress, interest groups and experts in appropriate disciplines. Responsible for writing final memoranda for the President-elect regarding these appointments. Performed liaison duties with AFL-CIO.

Carter for President. As a National Fundraising Director, was responsible during the 1976 primaries for all fundraising activities in fifteen states including Pennsylvania, West Virginia, Maryland and Virginia. Activities included identifying and recruiting Carter supporters who were prominent in their communities, establishing Carter finance committees in those communities, and supporting those committees with candidate appearances, campaign information, financial contribution reporting procedures, etc. Established liaison and maintained communication with local and state politicians within the fifteen states. Also responsible for writing the Carter for President Finance Manual. Dropped out of campaign during convention due to personal reasons; however, wrote several policy papers for the Transition Planning Group during the General Election. Topics included the Domestic Council, the Justice Department, and Reorganization of the Government Procurement Function.

William E. Albers
Page two

U.S. Department of Justice - Office of Criminal Justice. One of a small, interdisciplinary staff of professionals charged by Attorney General Elliot Richardson with the responsibility for the development of a long-range planning capability for the Department of Justice. Responsible for developing mechanisms to establish national justice goals, determining appropriate federal, state and local roles, and examining alternative approaches for meeting Departmental objectives and priorities. Prepared issue papers for the Attorney General identifying basic policy questions and suggesting alternative objectives and strategies regarding allocation of Departmental resources. Performed detailed analysis of Agency and Division budget submissions and participated in internal budget review hearings. Maintained liaison with Federal Judicial Center, American Bar Association, Congressional staffs and other interest groups. Developed policy memoranda for the Attorney General on such issues as comprehensive correctional reform, jail standards, heroin trafficking, pre-trial diversion and sentencing disparity.

U.S. Department of Justice - Bureau of Prisons. As Management Programs Officer, designed, developed and implemented concepts and programs which were applied nationwide in fifty field installations and the central office. These included an operational management-by-objectives program, the regionalization of Bureau operations, and the conceptual design of a comprehensive, automated information system. Represented the Bureau in on-going program evaluations with the Office of Management and Budget. Served on a committee for a year and a half (Project Search) with representatives of fourteen state governments, including Ohio, Maryland, South Carolina, Georgia, New York, and Alabama, developing minimum standards for correctional information systems. Also responsible for providing state and local agencies with technical assistance upon request.

Brandon Applied Systems, Inc. As Senior Staff Member, performed management consulting activities for a wide variety of clients with major emphasis on large health insurance organizations. Consulting activities included long-range planning studies, market research studies, career development and training programs, data processing evaluations, and standards development. Conducted many management seminars throughout the country through a subsidiary known as Brandon Systems Institute.

William E. Albers
Page three

McGovern for President, Inc. As the National Director for Grass Roots Fundraising, developed a grassroots approach to fundraising involving telephone solicitation and direct mail. Directed a national staff of six to train the state organizations in this approach to fundraising. Directed a local Washington, D. C. staff of nine, plus many volunteers, to implement the approach in the Washington D. C. area.

Consultant As a self-employed consultant, provided management and organizational consulting services. Performed system studies and conducted long-range planning and evaluation projects. Major clients included the National Conference of the National Advisory Commission on Criminal Justice Standards and Goals, the Federal Bureau of Prisons, and the Tax Action Campaign.

U.S. Department of Defense, U.S. Army, Defense Nuclear Support Agency. As a systems analyst, performed systems studies and programming for a wide variety of applications including financial management, nuclear weapon cost accounting and inventories, secret document control and a management information service. These studies consisted of the following tasks: identification of system objectives, data gathering, data analysis, systems design, computer programming, user training, system testing, system implementation and shake-down, and system documentation. Also conducted evaluations of several software products.

CHRONOLOGY

Sept. 77 - March, 1978
Feb. 1977 - Sept. 10, 1977

Nov. 1976 - Feb. 1977
Dec. 1975 - Nov. 1976
Aug. 1975 - Dec. 1975
Feb. 1974 - Aug. 1975
Aug. 1973 - Feb. 1974
April 1973 - Aug. 1973
Nov. 1972 - April 1973
July 1972 - Nov. 1972
Mar. 1971 - July 1972
May 1969 - Mar. 1971
May 1967 - May 1969
Jan. 1967

ACTION

Law Enforcement Assistance
Administration
Carter/Mondale Transition
Carter for President
Student
Bureau of Prisons
Office of Criminal Justice
Bureau of Prisons
Self-Employed Consultant
McGovern for President, Inc.
Bureau of Prisons
Brandon Applied Systems, Inc.
Defense Nuclear Support Agency
Graduated, Southeast Missouri
State University

EDUCATION

B.S., Southeast Missouri State University; Major: Mathematics, Minors:
Business Administration and Economics
Graduate Work in Public Administration, University of So. California, Washington
Public Affairs Center

Senator RANDOLPH. Senator Stafford, I would like for you to begin the questioning. Before you begin, Mr. Albers I listened carefully to your statement. You said the Commission was created by the Congress in 1964, and that was 1965.

Mr. ALBERS. It was conceived and the initial bill was brought up in 1964. It wasn't passed until 1965, you are right.

Senator RANDOLPH. 1965 is the important date. It sort of stays in my mind.

Senator STAFFORD. Mr. Chairman, I was going to ask. Mr. Albers to talk a little bit about the responsibility of the position as he saw it, had he not done so in his statement. But in my opinion, he has answered the question I would have, and as a result, I have no questions at this time.

Senator RANDOLPH. You are getting off easy.

The Office of Management and Budget—and that is an office that is not very popular with Southern West Virginia in regard to flood problems, and they let us know, several hundred of them here several days ago about how they felt about the organization—but there has been a request to the Appalachian Regional Commission, also the Department of Transportation, that there be a joint study conducted of the highway system. You have been at the Commission; what do you think about the purpose of such a study, and comment upon it.

Mr. ALBERS. I have been in touch with Bo Cutter of the Office of Management and Budget about that issue. I feel very strongly that the highway system in the Appalachian region needs to be completed at the earliest possible date. I would support any effort to conduct a study to determine how feasible and how fast it is to get that highway system complete.

Some of the underlying reasons in the original letter to us from the Office of Management and Budget were designed to conduct studies to cut back on the highway system in terms of balanced budgets and the long-range picture. I don't support that view. I am talking to Mr. Cutter in terms of that view and trying to get the request changed to come back with that request for a study, along with your letter, which I have seen, in terms of determining how long it will take us to complete the system.

I think the system is probably the most critical need throughout the area. It is a basis for economic development. You can see already that the economic development is growing based on where the highway is going. I think it is a crucial step in the further development of the region, and this is particularly true in light of some of the recent studies in terms of energy impact in the transportation of coal. The coal haul road study demonstrates there are some significant need in the transportation area, particularly the highway system.

Senator RANDOLPH. Thank you very much, Mr. Albers.

I have been concerned with the possibility that there might be an effort made to not complete the system. It is important to all of us on our committee that the Federal-Aid highway system be completed. We began it, we should complete it.

As you get nearer to completion problems arise that sometimes cause delays. Delays allow inflation to increase the cost of completing the roads, and this causes extra problems.

So, in a State like West Virginia, with the Appalachian highway roads and corridors, some of our corridors are complete. I think of the one just nearly completed at Parkersburg on the Ohio River in part

of the north central section of our State. I can't begin to tell you what the value of that road has meant to the people of that area. We had nothing but twisting, narrow roads, not adequate to take care of the needs of the region. It really has opened up a new life for the people.

Another corridor which runs through the community of Elkins in which I live begins to move forward through a rugged country and connects with Virginia and moves into Washington. We have had extreme trouble on the route. Because of this, the road is uncompleted, and the forces for and against the routing are at constant odds.

I don't want to throw it out of proportion whatsoever, but we have a fish hatchery near the routing of the road, and there is a belief that the road construction brings some sediment into the waters and makes it difficult to do the job. No matter what the reasons, they should not be allowed to stop the construction of the road. And year after year it goes on, with the price for the road construction constantly going up, and that is not good.

All I ask, all I think any of us should ask, is that we do these jobs, and we do them with some dispatch. We shouldn't allow them to fragment and unravel themselves and allow construction to stop. It hasn't moved for 4 years. That is the story, and this is not good. Frustration sets in, and I am constantly amazed at the failure sometimes of the agencies of the Federal Government to really understand that they have got to work together. Why should we have to fight the Fish and Wildlife program there? There is a way to work that out.

But I don't want to be upset this morning about that. Sometimes you move slowly because you are not sure, but the purpose of the road was good and is good, and you come to that place where you lose the validity of doing what you have started to do if you don't have the courage to follow through, and that is what we have to do in some of these road projects. We have got to finish them.

If we find that that completion can't be done on a particular road, then transfer it to a State or region where it can be used to advantage.

You know the thoughts that we ought to divide the whole country into Appalachian type Regional Commissions. What about the present form of the Appalachian Regional Commission and title V Commissions, what do you see in the future? Would you discuss that a little.

Mr. ALBERS. Yes; I would be happy to, Senator.

As we know, there have been several recommendations, one by the Appalachian Governors at the Balanced Growth and Economic Development Conference in Charleston last November, when the Appalachian Governors went on record recommending a national set of regional commissions. Since that time, there was a White House Conference on Balanced Growth and Economic Development, and likewise, recommendations to that effect coming out of there.

I have been only to one meeting so far to discuss this issue with the title V people over at the Department of Commerce. The President's reorganization project is likewise looking at this issue in terms of reorganization of all economic development activities within the Federal Government.

So, there is a lot of activity going on in this area.

The administration has not yet taken a position, and as a result, we have our personal feelings on the Federal staff at the Appalachian Regional Commission, but we have not stated a public position at this point.

I am open to it at this point. I am just getting into it, very frankly, and I apologize I can't give you anything more definitive at this time.

As a student of public administration, I have some question about how easy it is to transfer one mechanism to other areas. Obviously the title V regional commissions have been in existence for some time right now. The bottom-line question clearly is the cost, and how much we can come up with to supplement what these other title V's are getting now, and to entertain new applications for new regions to be formed. The issues are complex. I come to it with an open mind.

I have not made any determinations yet. Unfortunately, I have not been able to take it that far yet in my own mind.

Obviously, the Appalachian Regional Commission has been a great model, a very successful model, to these other regions, and should be built on and should emulate it to the degree that is possible. We would like to share the Appalachian Regional Commission's knowledge, our experiences, and what we have learned.

So, I have come with a positive orientation. I apologize I can't speak very definitively.

Senator RANDOLPH. Bob, it isn't often done, perhaps, but there is no reason why it can't be done. Do you have any comment on that?

Mr. SCOTT. Of course, I have the benefit of a longer association with the Appalachian Regional Commission than Mr. Albers, both in perspective of a Governor of one of the Member States and now as the Federal cochairman. I think the concept is sound; I think it is a valid mechanism by which economic assistance can be channeled to the State and local government. The concept lies somewhat between revenue sharing, on the one hand, and grants, direct grants, on the other. It is federalism, I think, at its best, in that it does involve the States and the local governments, the setting of priorities and determining of what the funding priorities should be and what the projects ought to be.

There are a couple of things that must be built into any national system of regional commissions in order for it to work effectively. One of these things is that there must be some coordination by a person at the level of the Executive Office of the President. There must be someone there who can have the influence, by virtue of his physical location in the Executive Office of the President, to coordinate these programs among the other Federal agencies.

The other thing that must be apparent is adequate funding. I don't think it would work, a national system of regional commissions, without adequate funding by the Congress.

As far as the Appalachian Regional Commission itself is concerned, obviously, if the same amount of dollars, or even anywhere approaching our current budget, were simply to be divided out among a national set of regions, we can readily see what that would do to our program as we now have it. So, unless there is substantial funding of a national system, and unless there is an individual who has, by virtue of his position, the authority to coordinate effectively with the other Federal agencies—and this implies that it would have the strong support of the President—then I am not sure how effectively it would work, even though the mechanism, the concept, is sound. But basically, I come down on the positive side with this idea. Given the proper support, I think it would work.

Senator RANDOLPH. Thank you very much.

Do you have any questions, Senator Stafford?

Senator STAFFORD. Mr. Chairman, I think I can share with the approval the response. I don't know what your plans are, but I can tell you now that I am prepared to vote for recommendation on confirmation of Mr. Albers. As far as I am concerned, Mr. Albers has had a chance to talk with the other Republicans of the committee—have you had that opportunity?

Mr. ALBERS. Yes. There are two or three I have not been able to coordinate with, but we are setting up meetings next week.

Senator STAFFORD. Well, as soon as you have seen the Republican members, I am in favor of polling Mr. Albers' nomination.

Senator RANDOLPH. If possible, Senator Stafford, we will try to poll the committee members. If that is not possible we will bring this nomination to the next full committee meeting. Is that agreeable?

Senator STAFFORD. Whichever way you prefer to go, Mr. Chairman, polling or confirmation on the next meeting of the committee.

Senator RANDOLPH. Just for the record, and I don't want to delay, but do we do this in nominations?

Mr. YAGO.¹ Mr. Chairman, we do it both ways. Polling is not unusual in a nomination.

Senator RANDOLPH. Well, I would think that would be a good procedure in this case.

Senator STAFFORD. Mr. Chairman, we certainly could follow that, unless there is some unforeseen objection.

Senator RANDOLPH. Yes. If there would be an objection by a member of the committee to polling, then we would go into the session itself.

Bob, I think I am going to ask just a few more questions for the record, and I am not sure of your schedule.

Senator STAFFORD. As usual, I have another committee I should drop in on.

Senator RANDOLPH. Thank you, Senator Stafford.

Mr. Albers, I have talked about coal production. Do you have any feeling about the role of the Commission in the development, the technology, the innovative effort that we, through the Commission, might bring to the many uses of coal? We must remember when we speak of coal, and we speak of it too often as a provincial subject, but in the Midwest we have the breadbasket; we have oftentimes talked of the breadbasket. Here in the Appalachian area we have the coalbin of the country. It is not just for those States, it is for the whole Nation, New England as well. Do you have any thoughts, just quickly?

Mr. ALBERS. Yes, Senator, I do. I think, as I mentioned in my opening statement, that the Appalachian region has experienced this current situation before, and I think it presents us with a unique opportunity, or not unique opportunity, but excellent opportunity to attempt to insure to the degree we can that people of the Appalachian region benefit from the current energy demands of the country.

Now, in terms of what the Appalachian Regional Commission can specifically do in this regard, there are many, many things. In the technology area, we obviously don't have a budget which we can finance some of these high-cost technological developments directly and solely, but we can certainly try, as the Governors indicate which they feel together with the Commission staff are the targets of opportunities, and then we can use our resources and influence with other

¹ John Yago, staff director, Committee on Environmental and Public Works.

Federal agencies, the Department of Energy, and so on, to direct their policies, to direct their technology and development activities in those directions.

You know, coal at this point, the President has asked for double the coal production by 1985 to 1.2, 1.3 billion tons of coal. One of the problems we are beginning to see is that the conversion to coal by many industries and utility companies is not taking place.

Senator RANDOLPH. Because of strikes.

Mr. ALBERS. Yes, sir.

Senator RANDOLPH. We must remember that when we have strikes and the last one running into 160-plus days of nonproduction, you see what we are up against. I am not evaluating the settlement and the negotiation at this point. But that, to me; frankly, has been the greatest deterrent to the coal conversion program in the last year.

Mr. ALBERS. Yes.

Senator RANDOLPH. And if that is going to be recurring, you can understand that people are going to protect themselves against the nondelivery and use of coal.

Mr. ALBERS. Absolutely. And we at the Commission are already trying to help that situation, and you probably are aware the President is establishing a coal commission.

Senator RANDOLPH. Yes, we have recommended that very strongly. Now the question is whether he does it or we do it legislatively. That hasn't been determined. I know I have recommended it.

Mr. ALBERS. The President is moving very strongly in that direction.

Senator RANDOLPH. I am glad. There are so many subjects there. But we talk about productivity, and stabilizing the industry, and other subjects. But I think we have also got to include—you can't help it—the pension benefits, the so-called problems that have to do with retirement, all of these. There must be a big mix, and I hope this would be very, very helpful. I am glad you have some knowledge, and I hope you will give close attention to this.

Mr. ALBERS. Senator, we are working with folks at the White House in putting the commission together. We have scheduled a full series of seminars within the next month to do some initial staff work so when the commission does get established, we present them with what is going on within the region. We are working very closely with your staff and the White House.

Senator RANDOLPH. Those of you who are here today from the Commission and we here on the Hill fail to realize that there are many problems that we sometimes don't associate with the production of coal. For example, in certain West Virginia counties where the coal is mined are very narrow valleys with very precipitous mountains or hills rising. What is the problem? The housing for the miners. They are driving 40 miles, 80 miles a day, not isolated cases, by many, many cases.

One company opened two mines employing 800 men had difficulty in getting the miners. They finally say they can get the miners, but they themselves throw up their hands and say, "What are we going to do with the housing? We can't continue to have this."

This certainly can be addressed by the commission in a very affirmative way.

I am glad to know of your understanding of the impact which will come with the production and the use of coal or its nonproduction, what it would mean if we just fail to solve this problem. It is a human problem as well as a production problem. Health and safety is very much a part of this Presidential commission study that we must carry forward.

Now, I don't think you have any interest that conflict with your job. Is that correct?

Mr. ALBERS. No, sir.

Senator RANDOLPH. We have to ask this. Do you agree to testify on your actions to appropriate committees on matters that concern your office?

Mr. ALBERS. Most certainly.

Senator RANDOLPH. Thank you very much, Mr. Albers. We might have questions for the record that we would ask you to respond by letter.

Without objection, the recorded votes of Senator Stafford and myself will be taken from the recorded votes at the hearing today. We will move to the polling of the members of the committee with the understanding that this is agreeable to Senator Stafford and the chairman, if we run into any opposition, not to you so much but by the procedure that was mentioned, we will have an opportunity to review it another way.

Thank you very much.

[Whereupon, at 10:40 a.m., the committee was recessed, to reconvene subject to call of the Chair.]



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