APPALACHIA

A Report By the President's Appalachian Regional Commission 1964

APPALACHIA

A Report
By the
President's
Appalachian Regional
Commission
1964

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C., 20402 - Price 50 cents

Letter of Transmittal

DEAR MR. PRESIDENT: At your direction we are pleased to submit the report of the President's Appalachian Regional Commission. At the request of the late President John F. Kennedy on April 9, 1963, the President's Appalachian Regional Commission was formed consisting of a representative designated by each of the Governors of the Appalachian States and a representative of each of the heads of major Federal departments and agencies. The President charged the Commission to prepare a comprehensive action program for the economic development of the Appalachian Region.

Following the death of President Kennedy, our Commission received your direction to complete the preparation of this report. We have been gratified to note your references of support for a prospective development program for Appalachia in your State of the Union and Budget messages to the Congress and in your Economic Report.

In preparing the recommendations of this report, we have consulted closely with Federal agencies, State government agencies, local governments and private organizations, institutions and citizens. We have collected and reviewed the many publications presenting the views of diverse interests concerning Appalachia. The active cooperation of hundreds of individuals has made this work rewarding and successful.

We have found that many programs, public and private, have been and will continue to be initiated in this region to meet the unusual problems encountered. We have found an impressive combination of citizens and public officials involved in special action for development throughout this region. But we have found that the problems of this region exceed the best efforts now directed against them. The problems are acute and we have concluded that a special regional program is required.

Our Commission now presents to you its recommendations which would lead to the establishment of this program. It should be noted that we have not created a complete "plan for Appalachia"—a document setting forth in great detail a complete range of actions needed. Rather, we have felt that there were two concurrent steps essential to form the basis upon which the complete program could be created. These two basic actions would provide for:

1. An immediate, or short-run, investment to provide basic facilities and programs not provided in the past but which are essential to the growth of the region and opportunity for its people.
2. A regional organization to allow maximum use of both existing and new resources in a continuing development effort.

Our Commission has been truly a State-Federal endeavor, voluntarily carried out. The action of President Kennedy in creating the Commission was in direct response to the request of the Conference of Appalachian Governors—a unique association of several States working together to meet a common problem. The recommendations of this report reflect, basically, the proposals of the Governors and Federal agencies, augmented and refined by the Commission. Further, this program expresses clearly the principal ideas of people throughout this region as communicated to Governors and State and Federal agency personnel in past years.

Our Commission believes that its recommendations form a sound basis for the emergency of development action through which the Appalachian people may fully join in the progress of a growing America.

Respectfully yours,

Franklin D. Roosevelt Jr.

FRANKLIN D. ROOSEVELT, JR., *Chairman,*
President's Appalachian Regional Commission.

CONFERENCE OF APPALACHIAN GOVERNORS,
Washington, D.C.

Hon. FRANKLIN D. ROOSEVELT, Jr.,
Chairman, President's Appalachian Regional Commission.

DEAR MR. ROOSEVELT: We Governors of States of the Appalachian Region have studied the report of your Commission and its recommendations. We want to express our approval of the principles and actions provided for. We pledge our separate and associated support in working within our States and throughout this region to bring into action the comprehensive local-State-Federal, public and private regional development program the report proposes.

We stress our intention to continue to emphasize the development objectives of all our State government programs.

On behalf of the people of the Appalachian Region, for whom this program can bring sorely needed new opportunity and upon whose shoulders will rest the final responsibility for success, we express our appreciation to the late President John F. Kennedy for his action in establishing this Commission.

We recommend this program now to President Lyndon B. Johnson with great confidence in its potential for accomplishment and in appreciation of his already expressed interest in creating a framework of assistance for the Appalachian Region.

Sincerely yours,

THE CONFERENCE OF APPALACHIAN GOVERNORS,

WILLIAM WALLACE BARRON,
West Virginia, *Chairman.*

J. MILLARD TAWES, Maryland.

GEORGE C. WALLACE, Alabama.

TERRY SANFORD, North Carolina.

CARL E. SANDERS, Georgia.

FRANK G. CLEMENT, Tennessee.

EDWARD T. BREATHITT, Kentucky.

ALBERTIS S. HARRISON, Virginia.

COMMONWEALTH OF PENNSYLVANIA,
GOVERNOR'S OFFICE,
Harrisburg, February 25, 1964.

To Hon. FRANKLIN D. ROOSEVELT, Jr., *Chairman, President's Appalachian Regional Commission*:

We have studied the report of the President's Appalachian Regional Commission and its recommendations. We pledge our continued cooperation in the further development of an effective Appalachian regional program to implement the objectives stated in the report.

The major objectives of any Appalachian organization and program should be *action* to solve the serious problems which confront Appalachia, not just planning what might be done.

We appreciate the number of essential changes in the original plan which have been agreed to and incorporated in the report. We note, however, that although you refer to our key suggestion relating to the structure of the Appalachian organization, you do not recommend it.

We believe that the Commission, which should decide what actions to take at Federal, State, and local levels, should be composed of the Governor (or his appointee) of each State and a full-time special assistant of the President. A Council for Appalachia, composed of Federal agency representatives under the direction of the Presidential assistant, should get action from Federal agencies and make effective the Federal participation in the decisions reached by the Commission.

Because such a Commission and Council would be subject to direct and ongoing attention by the President, this structure would facilitate the urgently needed coordination and acceleration of existing and new Federal, State, and local programs. It would produce maximum action with minimum delay and expense.

We are concerned that the report reintroduces a federally chartered mixed ownership corporation to finance projects undertaken by local development districts. This concept had been eliminated from the draft of the report which we reviewed in January.

We believe that such financing should be handled through congressional authorizations and appropriations reflected in the budget, thus making the programs accountable to the electorate. Moreover, there are grave constitutional questions concerning the right of the Commonwealth and any county, municipality, or incorporated district in Pennsylvania to become a stockholder in such a corporation.

While we do not concur with all of the recommendations and observations made in the report, we believe that the report generally offers a promising basis for accelerating the growth and development of the human and natural resources in Appalachia. We are determined to do all in our power to have Pennsylvania play a full part in the development of a sound Appalachian program. In so doing, we hope to strengthen the economy of Pennsylvania, generate jobs for our citizens, and provide lasting benefit not only to Pennsylvania but to our sister States as well.

William W. Scranton

WILLIAM W. SCRANTON,
Governor, Commonwealth of Pennsylvania.

John K. Tabor

JOHN K. TABOR,
Secretary, Pennsylvania Department of Commerce; Member, President's Appalachian Regional Commission.

Hon Franklin D. Roosevelt, Jr.,
Chairman, President's Appalachian Regional Commission.

Dear Mr. Roosevelt: We, the undersigned members of the Cabinet and heads of Federal agencies, have reviewed the report of the President's Appalachian Region Commission of which you are Chairman. As you know, our respective departments and agencies have participated in the preparation of the report. Each of us has been represented on the Commission itself, and our staffs have provided technical support in the drafting effort.

We want to express our support for the action program outlined in the report. We shared the concern of the late President John F. Kennedy when he called for an action program to restore the economic vitality of Appalachia. We join with President Lyndon B. Johnson in his decision to employ, to the maximum extent possible, the resources of the Federal Government in a concerted effort to assist the people of Appalachia.

If the joint Federal-State program called for in the report can be fully implemented, the basis will have been provided for a sound economic development program in the Appalachian Region. We know we speak for all the Federal

Government when we pledge our full participation in that program and its implementation.

Sincerely yours,

Secretary of Health, Education, and Welfare

Chairman, Tennessee Valley Authority

Chairman, Atomic Energy Comission

Administrator,
Small Business Administration

Administrator, National
Aeronautics and Space Administration

Administrator,
Area Redevelopment Administration

Secretary of Treasury

Secretary of Defense

Secretary of the Interior

Secretary of Agriculture

Secretary of Commerce

The President's Appalachian Regional Commission wishes to acknowledge the assistance and support it has received from the many Federal, State and local government agencies and from private citizens in the preparation of this report. Particular thanks are due the Area Redevelopment Administration which provided the resources for the primary research and staff assistance. The Commission also wishes to express its appreciation to the Center for Regional Economic Studies at the University of Pittsburgh for the valuable research support it gave in the preparation of this report.

PRESIDENT'S APPALACHIAN REGIONAL COMMISSION

FRANKLIN D. ROOSEVELT, JR., Chairman, Under Secretary of Commerce

JOHN D. WHISMAN, Executive Secretary and Washington Representative for Conference of Appalachian Governors

Federal Members

WILLIAM L. BATT, JR., Administrator, Area Redevelopment Administration
JOSEPH A. CALIFANO, JR., Special Assistant to the Secretary for Civil Functions, Department of the Army
HENRY P. CAULFIELD, JR., Director, Resources Program Staff, Department of the Interior
EUGENE FOLEY, Administrator, Small Business Administration
JOHN F. HENNING, Under Secretary, Department of Labor
ALBERT C. LAZURE, Division of Economic Utilization Policy, Department of Defense
IVAN A. NESTINGEN, Under Secretary, Department of Health, Education, and Welfare
JAMES T. RAMEY, Commissioner, Atomic Energy Commission
GEORGE L. SIMPSON, JR., Assistant Administrator for Technology Utilization and Policy Planning, National Aeronautics and Space Administration
JAMES L. SUNDQUIST, Deputy Under Secretary, Department of Agriculture
A. J. WAGNER, Chairman, Tennessee Valley Authority
ROBERT A. WALLACE, Assistant Secretary, Treasury Department
SIDNEY H. WOOLNER, Commissioner, Community Facilities Administration, Housing and Home Finance Agency

State Members

Alabama	JACK GILES, Director, Department of Industrial Relations, Montgomery
Georgia	JACK MINTER, Executive Director, Department of Industry and Trade, Atlanta
Kentucky	JOHN D. WHISMAN, Special Assistant to the Governor, Frankfort
Maryland	HARRY A. BOSWELL, JR., Chairman, Maryland Economic Development Commission, Annapolis
North Carolina	GEORGE STEPHENS, JR., Special Assistant to the Governor, Raleigh
Pennsylvania	JOHN K. TABOR, Secretary, Department of Commerce, Harrisburg
Tennessee	HARLAN MATHEWS, Commissioner, Department of Finance and Administration, Nashville
	LINZY ALBERT, Director of State Planning, Tennessee State Planning Commission, Nashville
Virginia	JOSEPH G. HAMRICK, Executive Assistant to the Governor, and Director, Division of Industrial Development and Planning, Richmond.
West Virginia	PAUL CRABTREE, Special Assistant to the Governor, Charleston

President's Appalachian Regional Commission Staff

JOHN L. SWEENEY, Executive Director
JAMES N. ADLER
STUART F. FELDMAN
PRISCILLA T. HENDERSON
WILLIAM H. KENT
MARJORIE D. KESTER
RICHARD H. KRAFT
FRANCES S. OTTMAN
ROBERT B. READ
VIOLET L. VIRTS

Table of Contents

Introduction

A Region Apart

● Appalachia is a region apart—geographically and statistically. It is a mountain land boldly upthrust between the prosperous Eastern seaboard and the industrial Middle West—a highland region which sweeps diagonally across 10 States from northern Pennsylvania to northern Alabama.[1] Its ridges and twisted spurs and valleys measure to 165,000 square miles—an area 10 times the size of Switzerland.

Appalachia has natural advantages which might normally have been the base for a thriving industrial and commercial complex. Below its surface lie some of the Nation's richest mineral deposits including the seams which have provided almost two-thirds of the Nation's coal supply. The region receives an annual rainfall substantially above the national average. More than three-fifths of the land is forested. Its mountains offer some of the most beautiful landscapes in eastern America, readily lending themselves to tourism and recreation.

Yet this natural endowment has benefited too few of the 15.3 million people of Appalachia. The average Appalachian, whether he lives in a metropolis, in town, on the farm, or in a mountain cabin, has not matched his counterpart in the rest of the United States as a participant in the Nation's economic growth.

In a region so large, there is a range of productive activity and social achievement between subregions which seems to belie the general statistics of the geographic whole. Where coal, limestone and salt occur together, as in western West Virginia, or where the hinterland coal comes to the service of transported ore, as in northern Alabama and western Pennsylvania, industrial cities have grown. On the highland perimeter, where the valley opens, or where rivers join, other cities have emerged to serve as brokers between the resource-rich interior and the surrounding nation.

In some of these urban complexes, income and living standards far exceed the regional norm and in some cases surpass the national average. It is obvious that the problems of the rural interior counties of Appalachia cannot be equated with those of the larger cities.

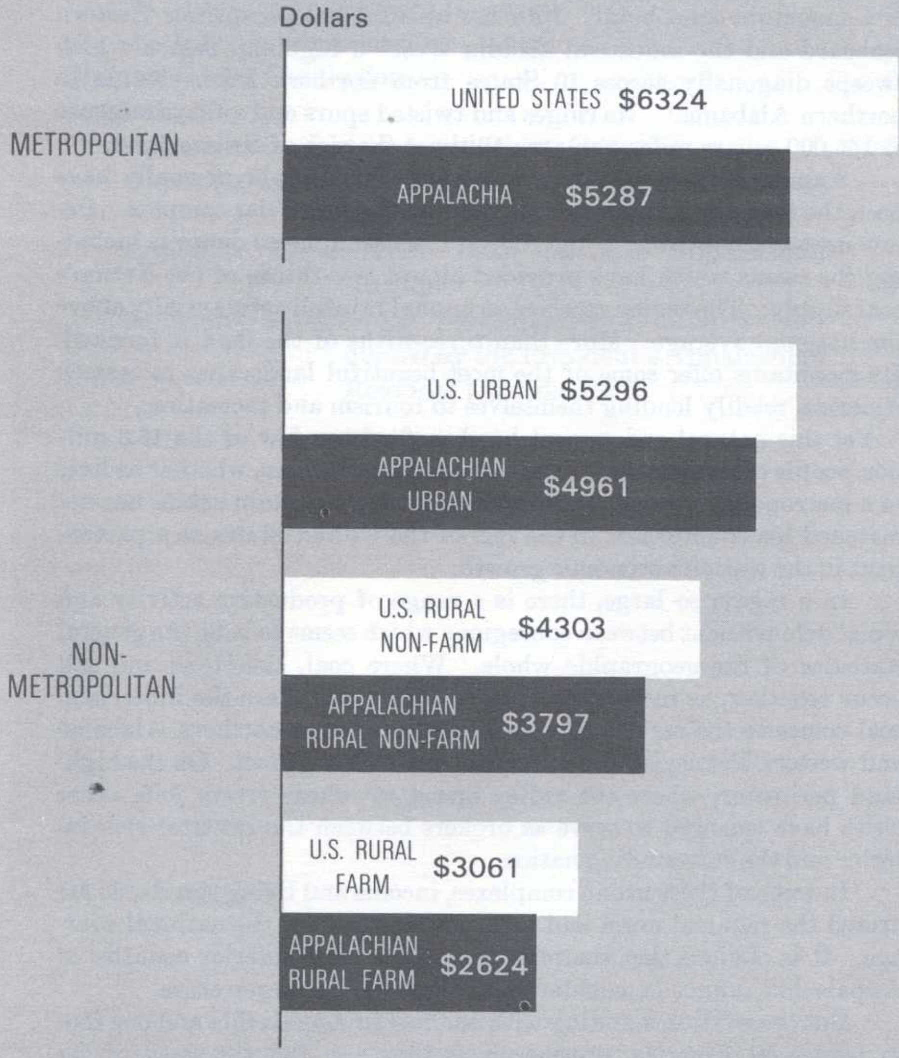
But these cities, standing with one foot in Appalachia and one foot in industrial America, prosperous as they are, fall far short of the

[1] This report will make continued reference to Appalachia as a ten-State region; however, the action programs recommended will apply to only the nine States that have signed the report. This will necessarily exclude Ohio which did not wish to sign the report.

THE INCOME GAP I

FIGURE 1

Median Family Income for Appalachia and the U.S., 1960

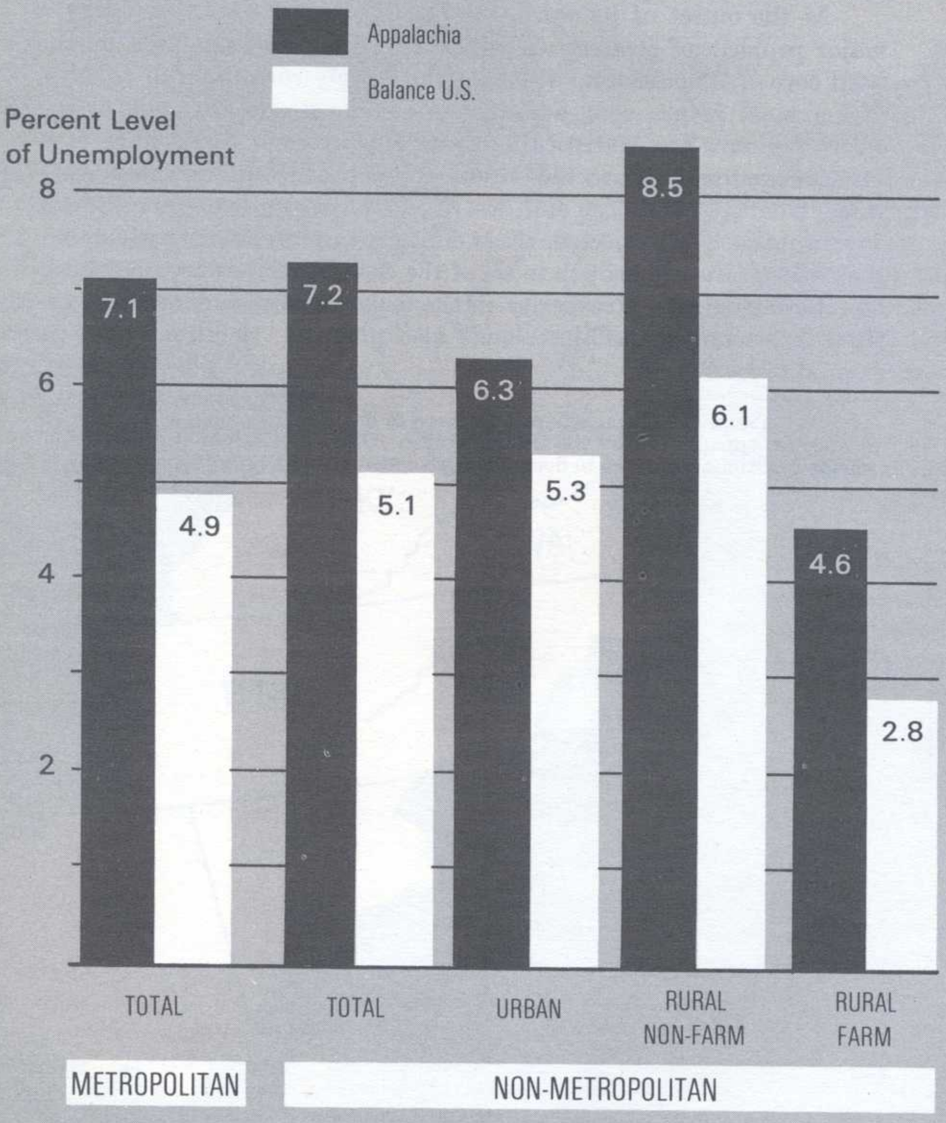


Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Tables C - 1, 2, Appendix.

UNEMPLOYMENT

FIGURE 2

A Comparison of Unemployment in Appalachia and Balance of U.S., 1960



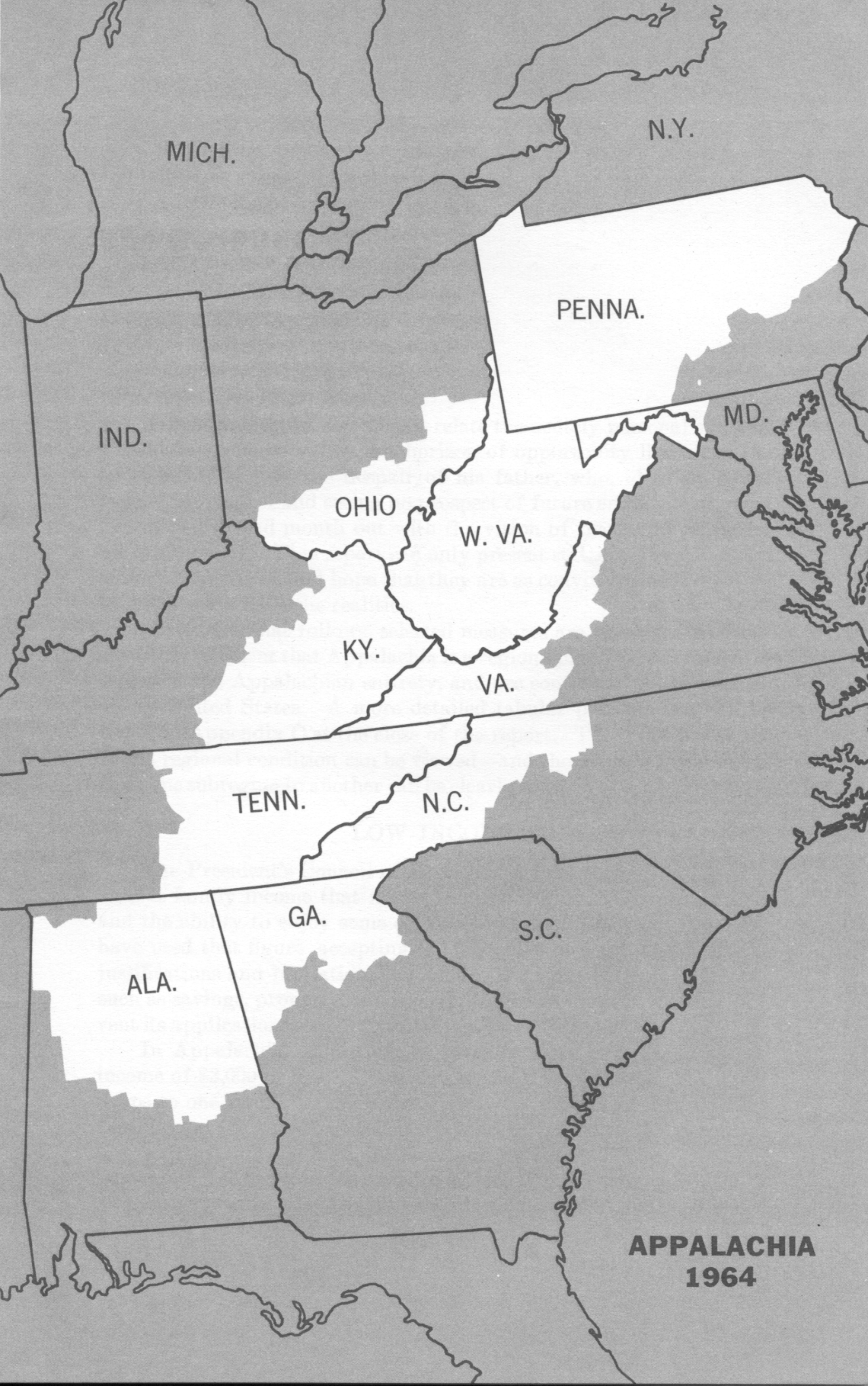
Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 3, Appendix.

performance of urban areas in the rest of the country. They continue to reflect hard core Appalachia's underdevelopment. For Appalachia is more striking in its homogeneity than in its diversity. Unlike though they may be, its subregions share an unhappy distinction: *rural Appalachia lags behind rural America; urban Appalachia lags behind urban America; and metropolitan Appalachia lags behind metropolitan America.* [*See figs. 1 and 2.*][2]

At the outset of its work, the Commission was confronted by a major problem of strategy: whether to concentrate its efforts on the hard core of Appalachian distress—the largely rural interior country of marginal farms, coal, and timber—or devote its attention to the entire region. The statistical analysis that follows would have been far more compelling had the chronically depressed interior been separated from its neighbors and described by its own subregional data. That approach was rejected. Economic growth has lagged throughout the region. Future growth in all of the Appalachian subregions must be interdependent. Prosperity in the urban centers cannot reach desired levels unless the hinterlands also prosper. Solutions must be devised to assist both.

---

[2] We have selected two sets of data here to demonstrate the gap between all sections of Appalachia and the United States. Other sections of the report will provide additional evidence to document this conclusion.


MICH.
N.Y.
PENNA.
MD.
IND.
OHIO
W. VA.
KY.
VA.
TENN.
N.C.
GA.
S.C.
ALA.
APPALACHIA
1964

Chapter 1

The Realities of Deprivation . . .

Graphs and tables can hardly relate the acutely personal story of a child in a remote valley, his horizon of opportunity limited to the enclosing hills; nor the despair of his father, who, idled by forces beyond his control and seeing no prospect of future employment, must live month in and month out with the vision of that child repeating his own history. This report can only present statistical evidence, the inanimate pictures, and hope that they are as convincing as the visitor to Appalachia finds the realities.

In the text that follows, selected measures are presented to document the statement that Appalachia is a region apart. These measures represent the Appalachian entirety, and are contrasted to the balance of the United States. A more detailed tabular presentation will be found in Appendix C at the close of the report. There the full range of the regional condition can be viewed—and the disparity that exists from one subregion to another can be clearly seen.

LOW INCOME

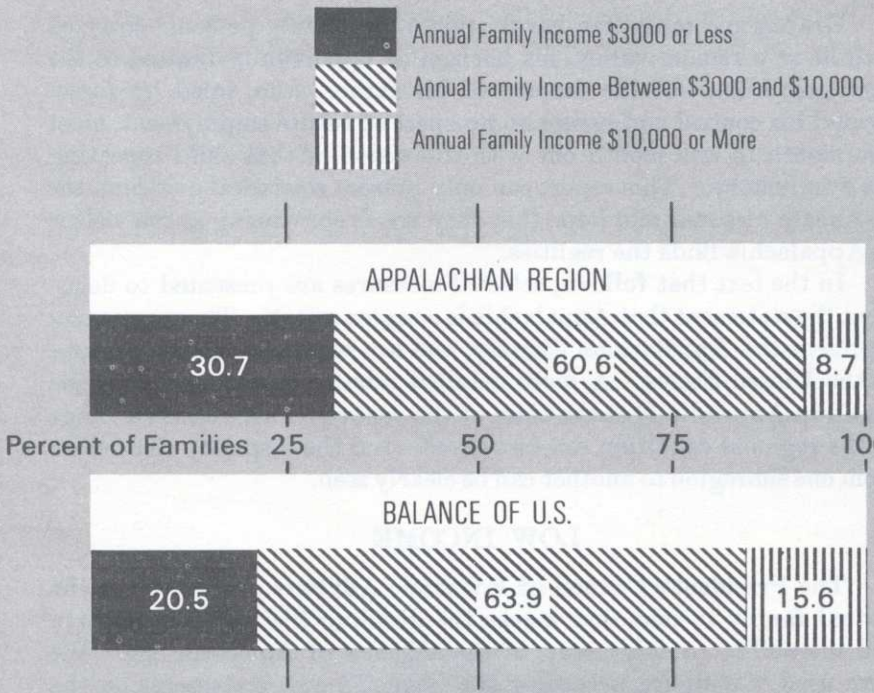
The President's Council of Economic Advisers uses $3,000 as the annual family income that marks the dividing line between poverty and the ability to enjoy some of the affluence of American life. We have used that figure, accepting the Council's own statements on the justifications and limitations involved. We agree that other factors, such as savings, property, credit, and differences in costs of living prevent its application to an individual family.

In Appalachia, almost one in three families lives on an annual income of $3,000 or less. Elsewhere in the United States, that figure drops to one family in every five. Only 8.7 percent of Appalachian families have incomes over $10,000 a year, compared to 15.6 percent, a figure almost twice as high, in the rest of the United States. Average per capita income for the balance of the United States, $1,900, is 35 percent greater than the Appalachian figure of $1,400. [*See figs. 3 and 3a.*]

FIGURE 3

THE INCOME GAP II

Distribution of Families by Income Group for Appalachia and Balance of U.S., 1960

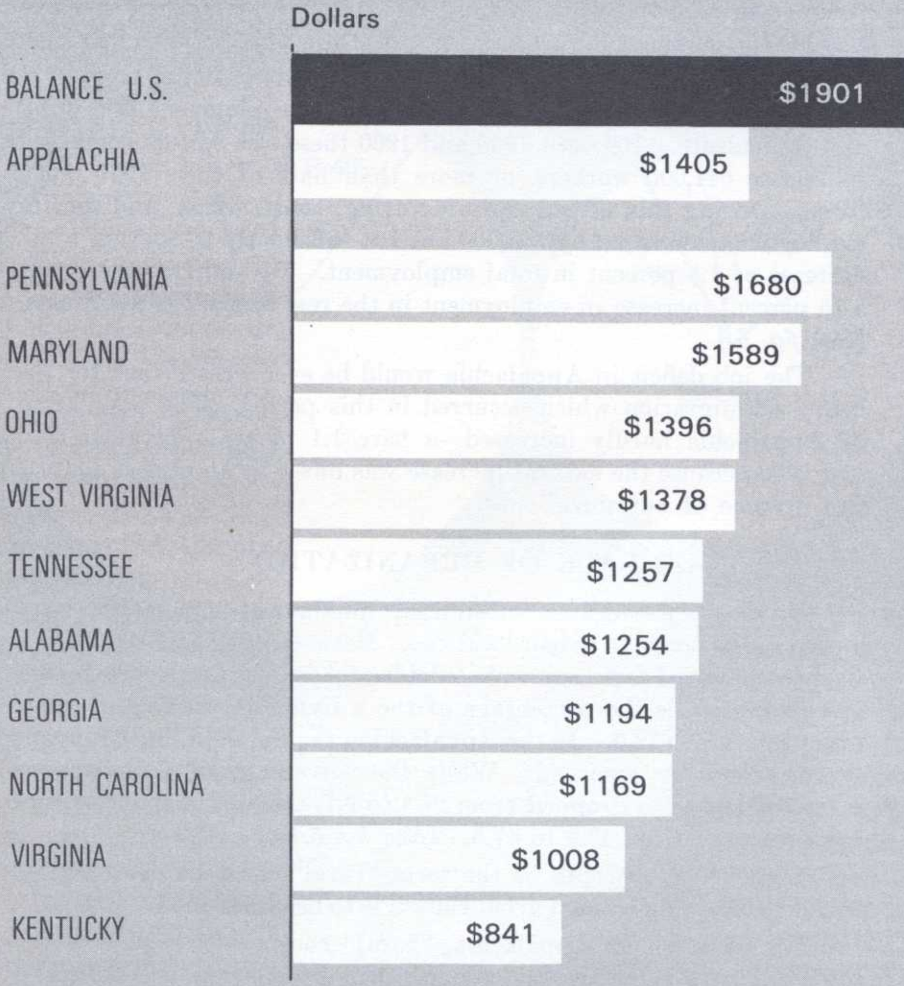


Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 4, Appendix.

THE INCOME GAP III

FIGURE 3A

Per Capita Income for Appalachia by States and Balance of U.S., 1960



Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 5, Appendix.

HIGH UNEMPLOYMENT

In 1960 there were 380,000 unemployed workers in Appalachia. These represented 7.1 percent of the Appalachian labor force, compared to 5.0 percent in the rest of the United States. But the deficiency of job opportunity is far greater than these statistics would indicate. For these figures do not take into account the many men and women who, in despair of ever finding jobs, have given up the search and withdrawn from the labor force. In Appalachia that group is extremely large. If the average proportion of Appalachians employed or seeking work equaled the national average, there would be an additional 700,000 persons in the labor force, a figure which far exceeds the number of unemployed. [*See fig. 4.*]

The deficiency of job opportunities in the Appalachian region in recent years is the result of severe declines in employment in mining and agriculture. Between 1950 and 1960 these two sectors combined to release 641,000 workers, or more than half of their 1950 work force. During this period manufacturing, construction, and service employment increased by 567,000 but not sufficiently to prevent a net decrease of 1.5 percent in total employment. By contrast there was a 15 percent increase in employment in the rest of the United States. [*See fig. 5.*]

The job deficit in Appalachia would be even greater but for the heavy outmigration which occurred in this period. The population of Appalachia hardly increased—a bare 1.1 percent—between 1950 and 1960 because the natural increase was offset by an almost equivalent volume of outmigration.

LACK OF URBANIZATION

In recent decades, a substantial number of Americans have moved from farms to urban localities. Between 1950 and 1960 alone, the percentage of farm residents outside of Appalachia dropped from 14.4 to 7.3, while the percentage of those living in towns and cities rose from 66.2 to 72.0. In the Appalachian region, a similar but much slower trend has emerged. While the percentage of Appalachian farm residents has dropped from 22.4 to 9.7, the rise in city dwellers has been only from 43.9 to 47.5. [*See fig. 6.*]

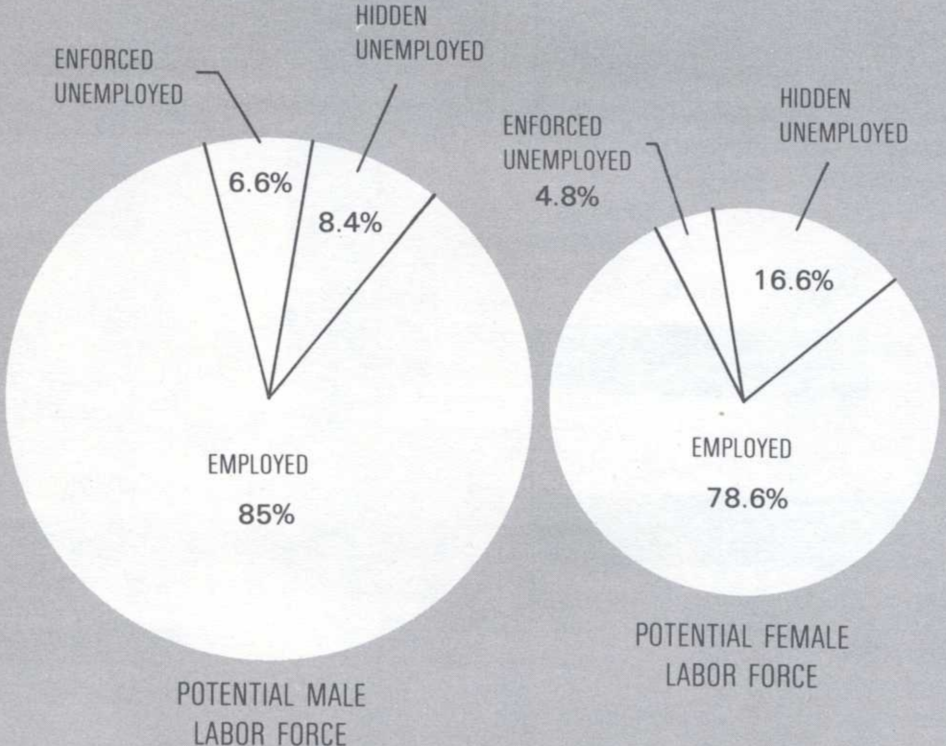
Traditional concepts of the term "rural" must be discarded if this lagging trend toward urbanization is to be understood.

For in much of Appalachia, "rural" comes with a difference; the rural scene is in fact unique. Rural in Appalachia does not mean a checkerboard of rich farms; instead, dense but narrow ribbons of bleak habitation wind along the valley roads and up the tributary hollows, threading among the wooded hills. It suggests, in fact, an endless town, but it is not a town, for typically there is no central

THE JOB GAP

FIGURE 4

Within Appalachia, 1960



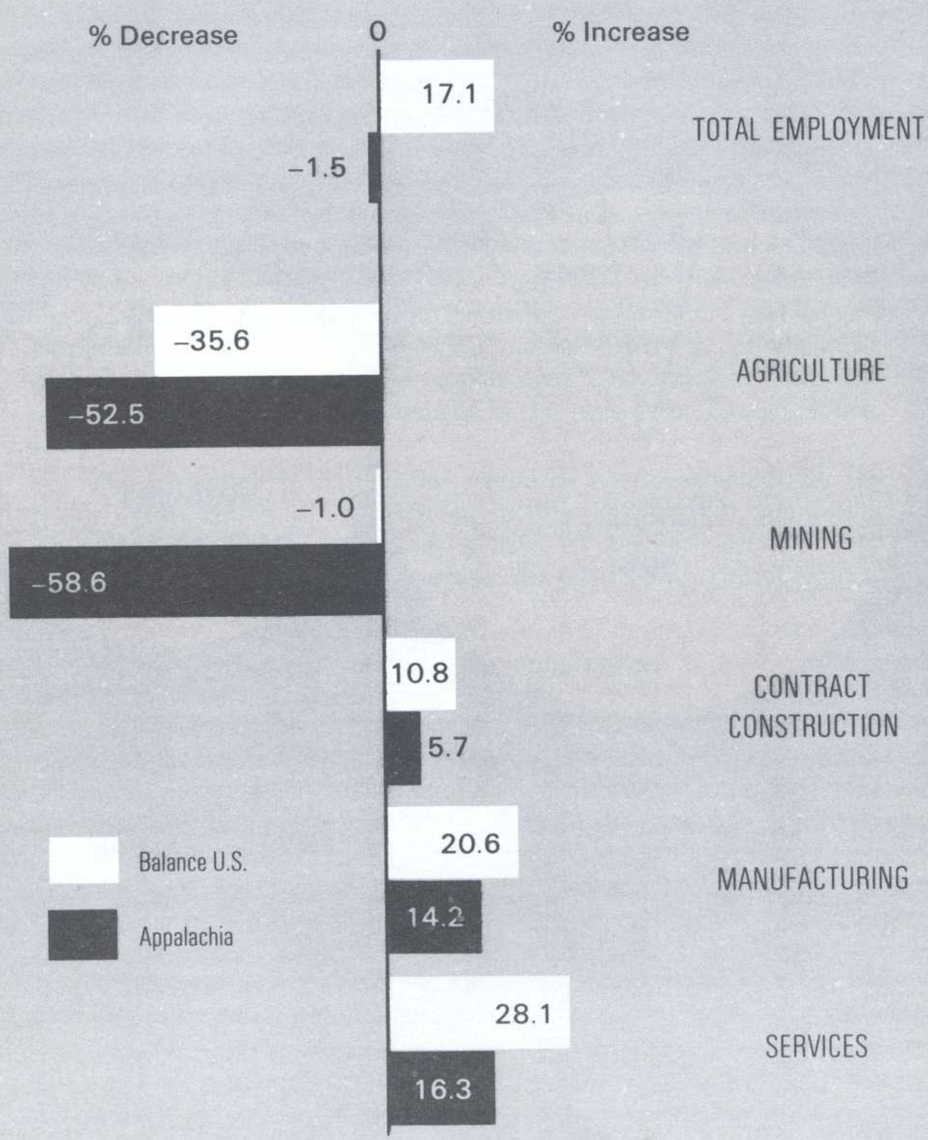
Enforced Unemployed: Those who seek work and can not find it.	Male	282,688
	Female	97,780
Hidden Unemployed: The number of additional workers the Region would have if participation in the labor force were equal to the national rate.	Male	357,398
	Female	337,888
Job Gap (assuming a 4% unemployment rate)		1,093,754

Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Tables C - 6, 7, Appendix.

EMPLOYMENT CHANGE

FIGURE 5

In Major Industry Groups for Appalachia and Balance of U.S., 1950 to 1960

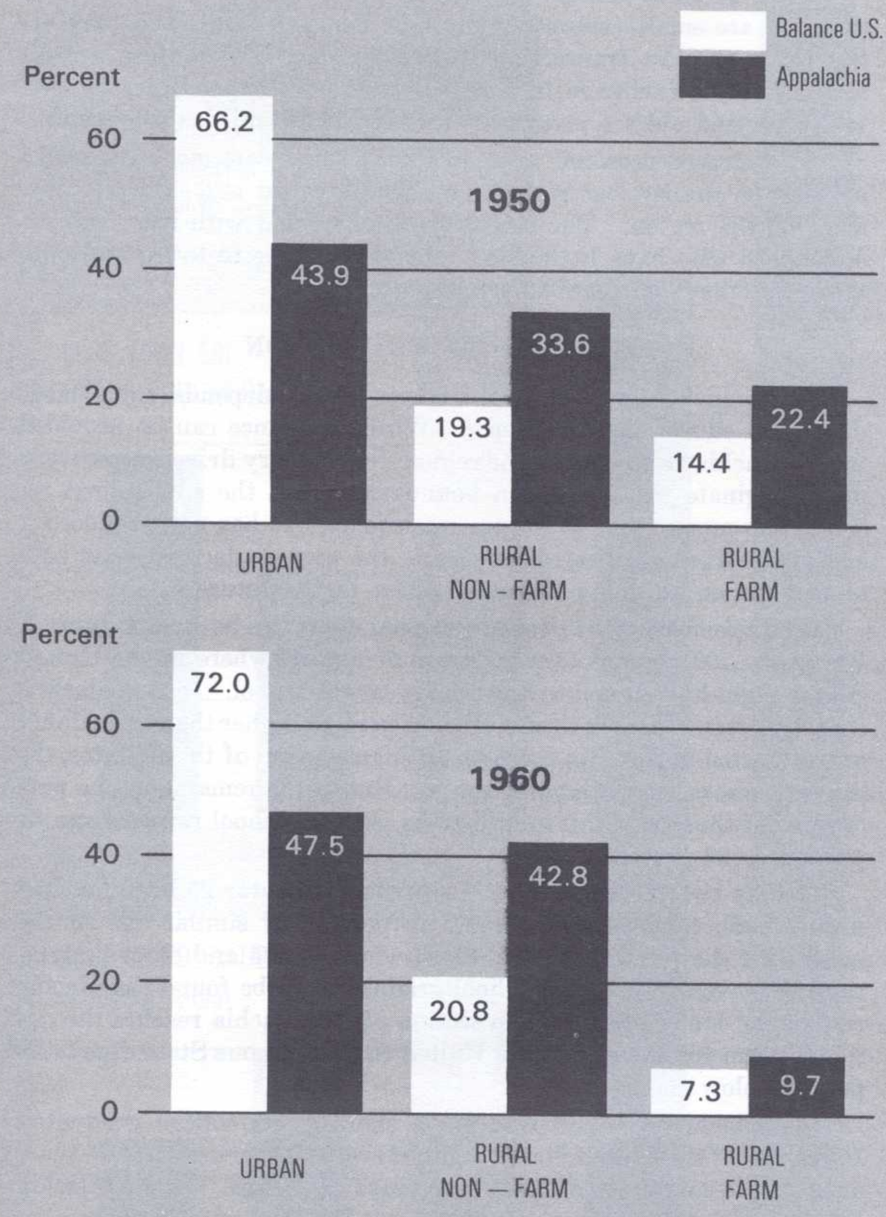


Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 8, Appendix.

POPULATION SHIFT

FIGURE 6

Appalachia and Balance of U.S., 1950 to 1960



Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 12, Appendix.

water supply or disposal, no police station or firehouse, no hospital or hotel, no streets or sidewalks, no shops or places of amusement.

At intervals, where the valley broadens to field size, the ribbon-town is interrupted by a true farm; at further intervals, the ribbon thickens to what was once, still passes for, or truly is, a proper town.

Most of these centers are county seats, for the counties of Appalachia are small (excepting those in Pennsylvania), and they are the focus of most transactions between citizen and State—in itself a considerable exchange in a region where the expenditure on federally assisted welfare programs alone is over $41 million per month.

The streets, crowded with foot traffic and cars, actually reflect not a true vitality, but rather the unemployment and underemployment of the region. The sidewalks are crowded with men, women, and youth who have little else to do but to come to town, and once there they have no place to congregate.

DEFICITS IN EDUCATION

Economic growth in the modern world depends to a large degree on educational excellence. While assistance can be provided in Appalachia from outside the region, the primary drive for recovery must originate inside its own boundaries. Yet the educational resources to mount that drive are inadequate. It has not produced a sufficient corps of educated persons in the past—it lacks the tax base to provide an adequate education effort in the future.

The insufficiency of past educational effort can be seen in figure 7. For every 100 persons over 25 years of age elsewhere in the United States, eight have failed to finish five years of school. In Appalachia, that figure rises to more than eleven, 45 percent higher than the balance of the United States. In the Appalachian portion of three States, the figure is above the national average. But in the remainder, the percentage of those who fail to finish five years of school ranges from 11 percent to 22 percent.

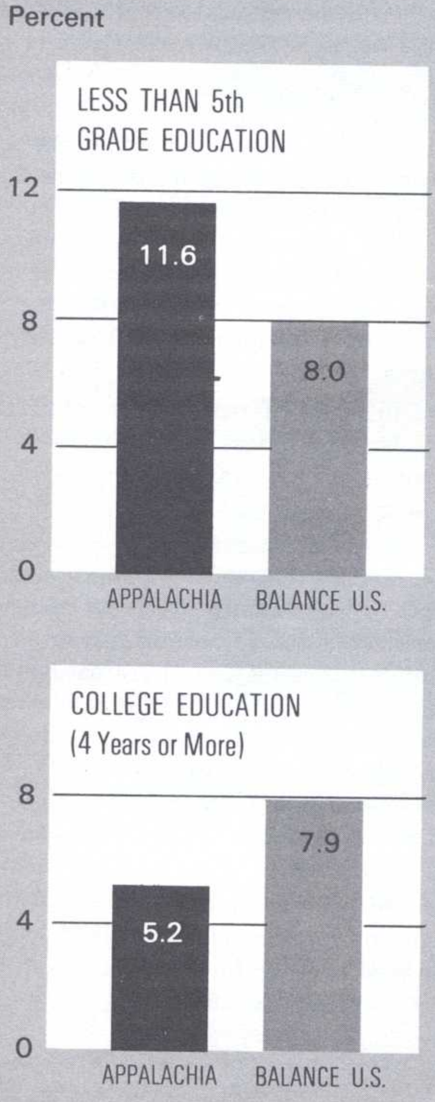
Thirty-two out of every 100 Appalachians over 25 have finished high school, contrasted to almost 42 persons of similar age in the balance of the United States. Thus, within its 25 and older population, 23 percent fewer high school graduates can be found than in the rest of the United States. No section of Appalachia reaches the national norm for the rest of the United States and one State dips to 58 percent below that norm.

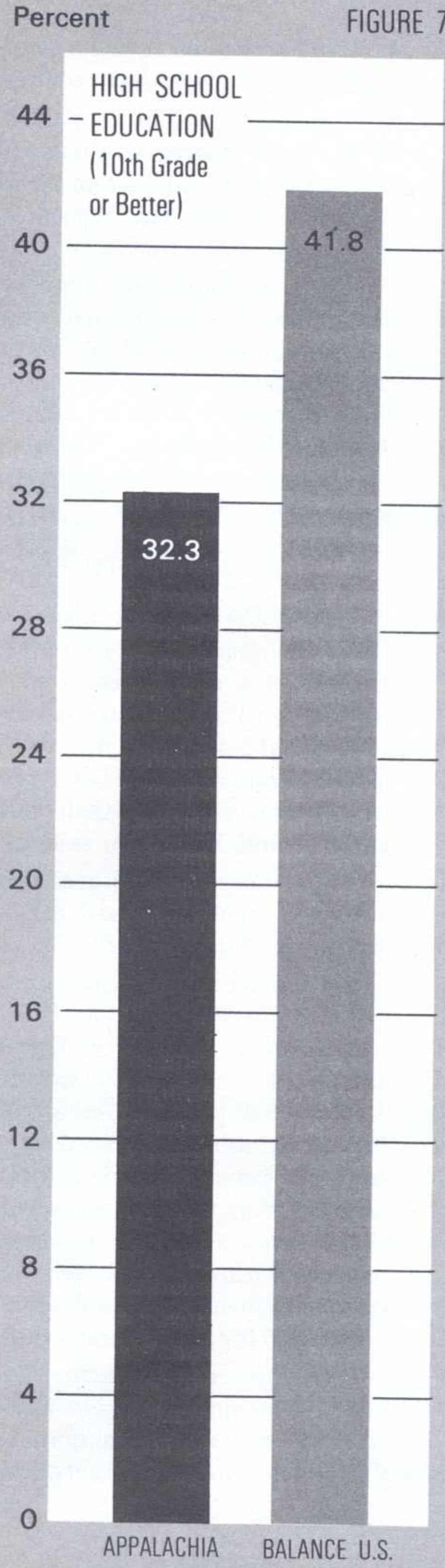
Appalachia also suffers from a shortage of college graduates. In the rest of the United States, eight of every 100 persons over 25 years of age have completed at least four years of college. In Appalachia that figure drops to five, a rate 34 percent less than outside the region. Again, none of the 10 States reaches the figure for the rest of the

FIGURE 7

THE EDUCATION GAP I

Comparison of Education Levels of Person 25 Years Old or Over in Appalachia and Balance of U.S., 1960





Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 14, Appendix.

United States, and in the most deficient State, only three of every 100 persons 25 and over have completed college.

If the 8.4 million Appalachians over 25 years old were educated to the same degree as their counterparts in the rest of the United States there would be almost 800,000 more high school graduates in Appalachia and the region could call on 226,000 more college graduates. [*See fig. 8.*]

The prospects for improvement in Appalachian education are dimmed by the region's inadequate tax base. We have already pointed out that the balance of Nation's per capita income is 35 percent greater than Appalachia's. This inevitably cripples States income and sales tax collections, common sources of school revenue. Furthermore, Appalachian property has an assessed per capita value 38 percent less than the comparable national figure. Levies on property constitute the major educational tax base both in the region and Nation.

DEFICITS IN LIVING STANDARDS

From the facts on income and joblessness, we can infer that the "real" Appalachian standards of living are below national norms. The evidence mounts as we look at some direct indicators. For example, retail sales in Appalachia in 1962 were equal to 6.4 percent of national totals, a figure well below Appalachia's 8.5 percent share of U.S. population. Had Appalachians purchased retail goods at a rate proportionate to their population, an additional $4 billion in goods would have been sold in the area.

Consumer expenditures measured in terms of receipts for retail purchases, new and used cars, and selected services are additional indicators of the level of living prevalent in Appalachia.

Appalachian per capita retail trade receipts are $885 per year, while they are $1,140 for the balance of the United States, 28.8 percent greater. The per capita receipts within the region from automobile sales is $151 per year, and $180 for the balance of the United States—19.2 percent higher. Regional receipts for establishments within the selected service sector (hotels, amusement and recreation facilities, personal services, automobile repair, etc.) within the region are $96; that figure for the balance of the United States is $189, or almost twice as much. Of the three indices we have presented here, receipts within the selected services reflect to a greater extent the amount of income available and spent within the region, over and above that spent for the necessities of life. [*See fig. 9.*]

Savings in Appalachia, as measured by the combination of deposits in commercial banks and savings and loan associations are $514 on a per capita basis, compared to the $920 average for the balance of the United States, a figure almost 80 percent higher. There is no

THE EDUCATION GAP II

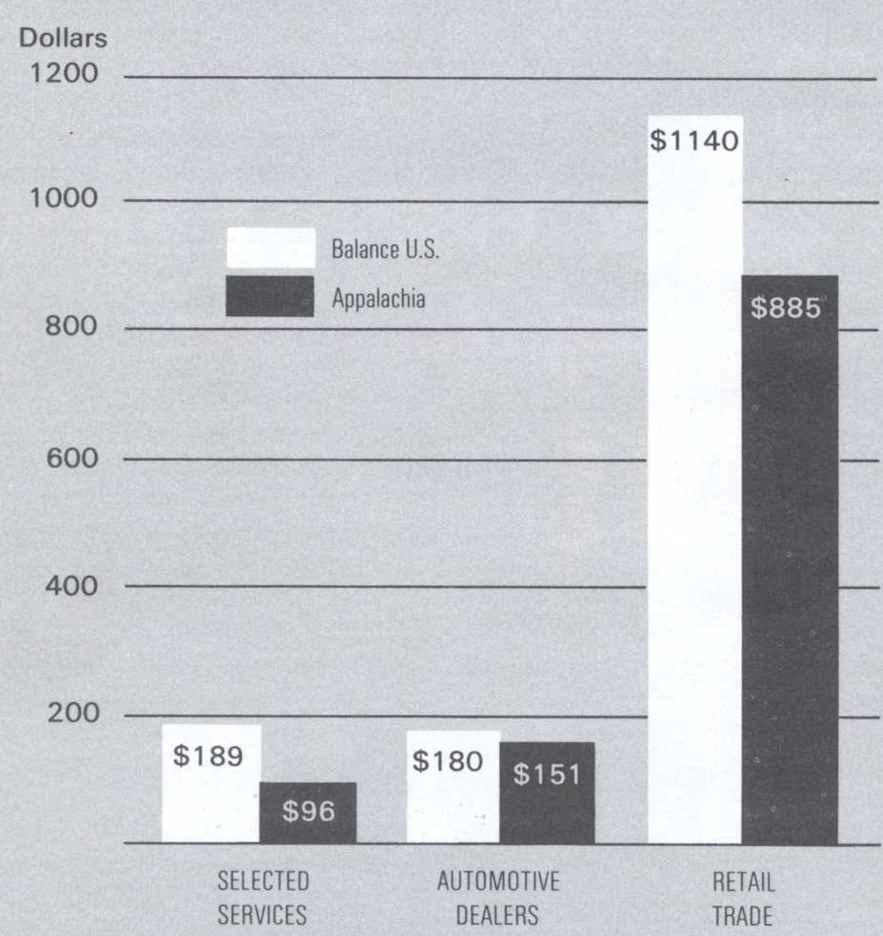
FIGURE 8

Potential Increase in High School and College Graduates in Appalachia, Assuming Education Levels Equivalent to National Average, 1960

Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 14, Appendix.

THE SALES GAP

Comparison of Per Capita Purchases in Three Major Sales Catagories in Appalachia and Balance of U.S., 1958



Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 16, Appendix.

Appalachian portion of any of the 10 States which reaches the average per capita savings for the balance of the United States. Combined savings in the Appalachian portions of the States range from $186 to $771. [*See fig. 10.*]

Another index of poverty in the area is the condition of housing. In Appalachia, 26.6 percent of the homes need major repairs and 7.5 percent are in such a dilapidated condition that they endanger the health and safety of the families. The comparable percentages for the rest of the United States are 18.1 and 4.7, respectively. The situation is more aggravated in rural areas. Here almost 1 out of 4 homes has basic deficiencies that require correction to provide adequate housing; 1 out of 10 is dilapidated. More than half of the farm homes lack adequate plumbing. In the rural sections of one State almost half of the homes need either major repairs or replacement, and more than three-fourths of the farm homes lack complete plumbing. [*See appendix C, table 18.*]

The value of Appalachian housing is far below that in the rest of the United States. As the table below indicates, the percentage of owner-occupied housing worth less than $5,000 in Appalachia is just double the U.S. average, while the regional component worth more than $15,000 is about half the national average. In each of these categories, the balance of the Appalachian States more closely resembles the national figure. It will be noted that the median value of all owner-occupied housing in Appalachia is well below the national average—27.7 percent below, to be exact. [*See fig. 11.*]

The most complete set of figures available on Appalachian distress is the tally of federally supported programs of public assistance—the price tag of welfare relief in areas where the roots of free enterprise have been undernourished. Here in Appalachia, the percentage of total population receiving Federal assistance is 45 percent above the figure for the rest of the Nation—5.9 in the region, as against 4.1 in the rest of the country.

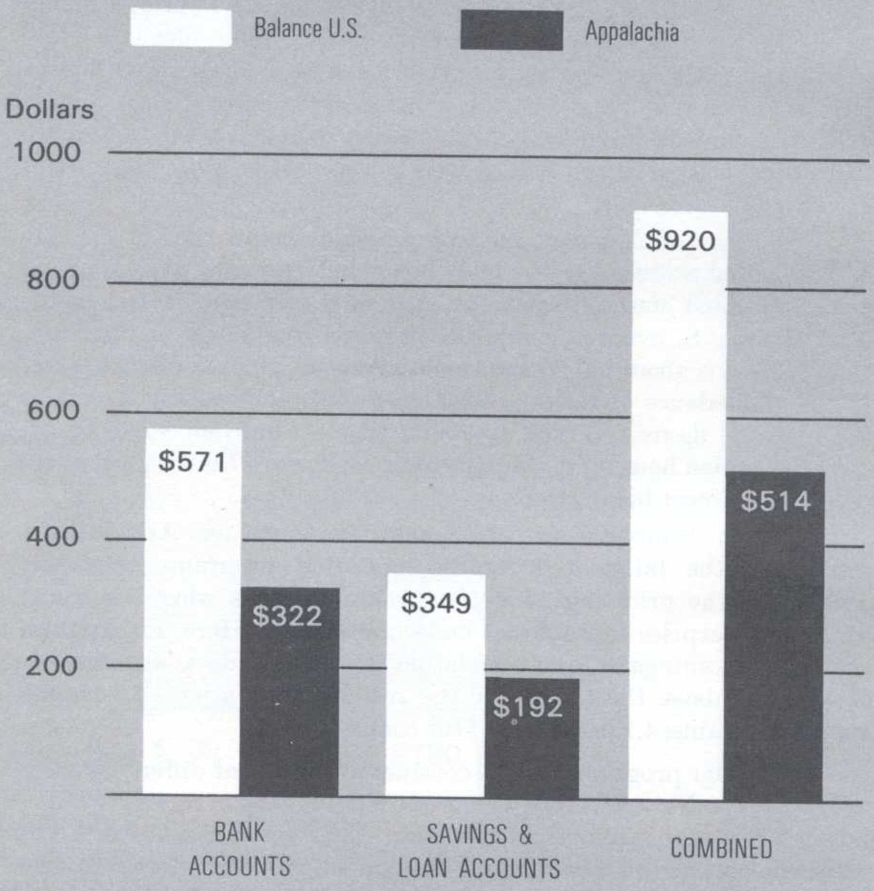
Particular programs show a considerable range of difference from the rest of the Nation in the percent of total population receiving aid—but in every case, Appalachia is higher. [*See appendix C, table 20.*] This is also true of more than 1 million in the region who receive assistance in the form of surplus food. Appalachia's 8.5 percent of the U.S. population receive 17 percent of this form of aid.

The total monthly Federal expenditure in Appalachia for welfare—including food programs, but excluding all programs to which the recipients have contributed, such as unemployment compensation and social security—is conservatively set at $41 million. In one year this figure mounts to almost $500 million; in 10 years to almost $5 billion.

THE SAVINGS GAP

FIGURE 10

Per Capita Savings in Appalachia and Balance of U.S., 1960

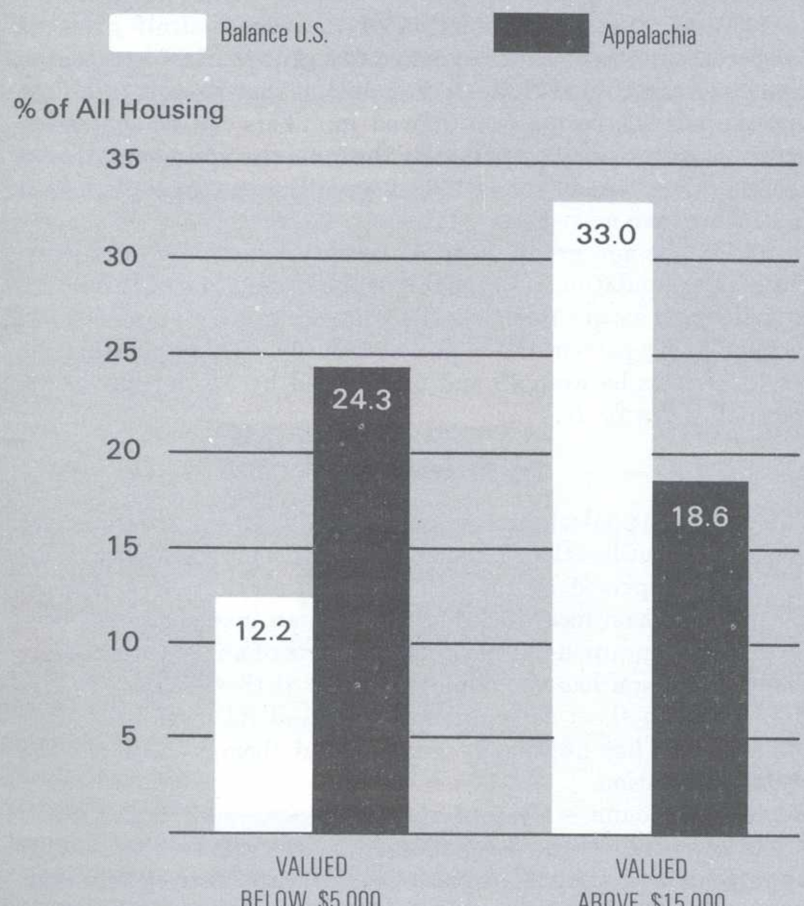


Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 17, Appendix.

HOUSING QUALITY

FIGURE 11

Percent of Owner-Occupied Housing by Value for Appalachia and the U.S., 1960



Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 19, Appendix.

A CHANGING CITIZENRY

Population trends in Appalachia offer the most convincing statistics to prove the deficit of opportunities which pervades the entire region. Americans have traditionally been apt students of the geography of opportunity—their migrations have clearly marked the regions of growth and decline.

The Appalachian birth rate, for decades higher than the Nation's, dropped until it almost duplicated that of the rest of the Nation in the decade 1950–60. Yet the population of the region itself grew by only 1.1 percent in those years, compared to a growth of 20.4 percent in the balance of the United States. For during that decade, 2 million more people left the region than moved in. This can be contrasted to California, a State of approximately the same size and population as Appalachia. Between 1950 and 1960, 2½ million more people moved into California than moved out.

People in the age group 18 to 64 comprise the most productive segment of our population. In the rest of the United States, this group has expanded at a slower rate than the younger or older segments, but it has grown by 8.6 percent in the period 1950–60. In Appalachia the number of persons between 18 and 64 declined by 5.1 percent in the same period. [*See fig. 12.*]

IN SUMMARY

This then, is Appalachia: a nonurban land with a population over 50 percent rural but less than 10 percent farm; deeply unemployed; all too frequently deprived of the facilities and services of a modern society; dependent on local jurisdictions with an inadequate tax base and too often reliant upon the marginal comforts of a welfare economy.

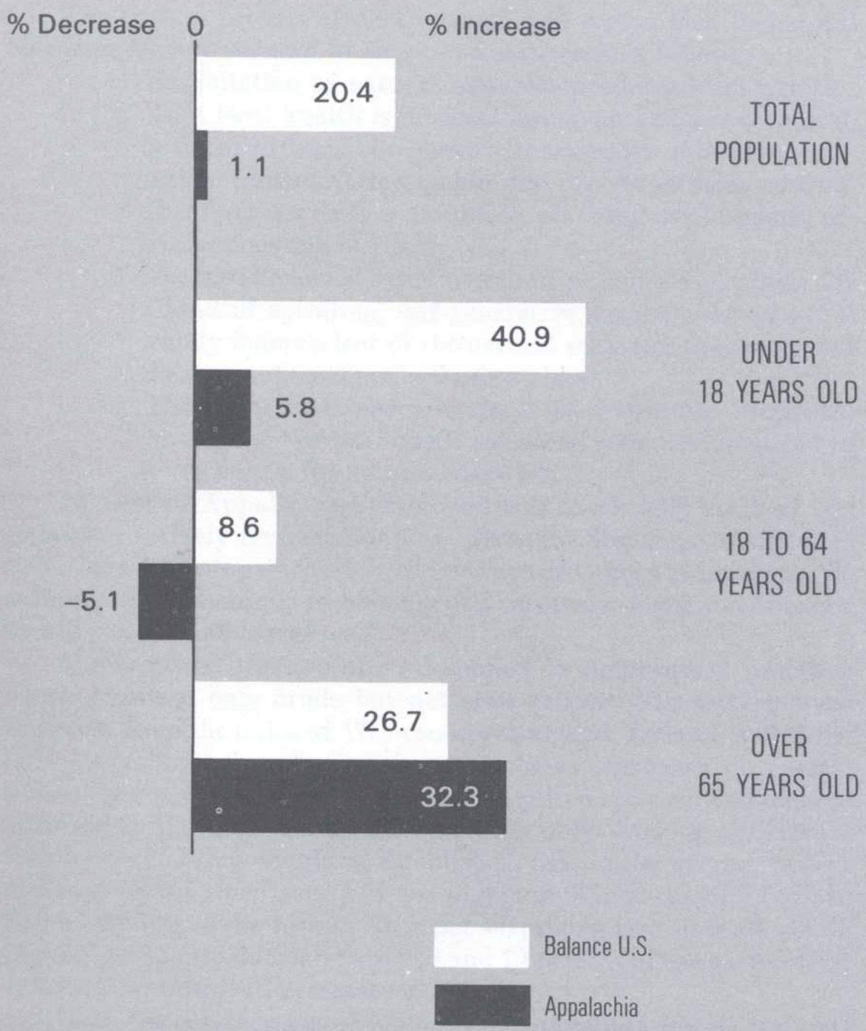
The Commission has not blinked its eyes at these facts. It has, however, regarded them as symptoms only, and its investigation of possible solutions has necessarily gone behind them to seek out the underlying dislocation.

What it has found is a record of insufficiency—a history of traditional acts *not* performed, of American patterns *not* fulfilled. This sets Appalachia apart from the rest of the Nation more clearly than the diverse record of what actually was performed and fulfilled in eastern Kentucky or in central Pennsylvania, in western Virginia or northernmost Georgia. The sins of commission in Appalachia are numerous and as opaque as history; what was omitted—the traditional pattern of growth thwarted by this neglect—is, on the other hand, transparent and may be simply stated.

POPULATION CHANGE

FIGURE 12

In Appalachia and Balance of U.S. by Selected Age Groups, 1950 to 1960



Source: Compiled from the U.S. Bureau of the Census Published Reports and Based on Table C - 21, Appendix.

Chapter 2

The Legacy of Neglect . . .

The normal process of development in a region rich in natural resources may be reduced to an a-b-c-d statement as follows:

(*a*) Exploitation of natural resources produces local wealth.

(*b*) That local wealth is invested in human and social capital, or so-called "social overhead" (the complex of housing, education, transportation, public and private services, community facilities such as hospitals, planning commissions, organizations and institutions).

(*c*) The investment in social overhead provides a platform for a kind of spiraling, self-generative development which is wholly independent of the natural resources that triggered the regional economy in the first place.

(*d*) The key to sustained progress is the continuing successful development of the human and social resources attracted to the region by the natural resources.

In most of Appalachia this process was never fully realized, except in a relatively few communities. Even the first stage of exploitation of the region's great resources was retarded—by a primitive agriculture and by changing technology and consumer demand within the timber and coal industries.

The cropland was too often despoiled by agricultural practices which were not only crude but not even native. The settlers were migrants from the cities of 17th-century England, Ireland, and Scotland—urbanites who, during their temporary residence on coastal plantations or in the piedmont area had acquired the corn and tobacco agriculture of the Indians. This was the only kind of agriculture they knew, and they sought to establish it, first in the narrow valleys and then on the steep slopes of the highland, which the hill Indians had wisely left to the forest. It is not surprising that now almost 95 percent of the Appalachian cropland and 70 percent of the pastureland is in need of conservation measures.

With the construction of long-distance pipelines for oil and natural gas and with the replacement of the steam locomotive by the diesel, the exploitation of Appalachia's coal deposits was dramatically slowed. The simultaneous introduction of new machines for both underground and strip mining, drastically reducing the manpower requirements in coal mining, further aggravated the drop in regional income from that resource.

The exploitation of the great hardwood forests in the region came closest to a full development process. The huge trees were systematically felled to be processed into ties for the railroads, timbers for the mine shafts and the lumber for eastern housing and its furniture. But when the second growth in these forests came to maturity, the railroads were built, the mines were closing and laborsaving substitutes had taken over a substantial part of the hardwood markets in construction and furniture.

Except in its northern reaches, Appalachia was left untouched by the Ice Age, and the natural lakes which the glaciers left in other parts of the Nation are largely absent in the region. Without such natural impoundments, Appalachia's runoff pours down the mountain slopes into plunging streams which periodically rise to flood entire valleys. As recently as the spring of 1963, whole sections of the region were severely flooded. The $40 million in damage which then occurred repeated a disaster of similar magnitude in 1957. There is evident need for the fostering of new public and private practices to control erosion and reduce runoff without impairing the economic benefits of agriculture, timber cutting, and mining. Resource utilization in Appalachia can and must proceed without contributing to the tragic waste of floods.

This waste has been compounded by practices which have polluted the region's once sparkling streams and left them ugly. Acid leaked from the mines threatens fish and game. Where private plumbing facilities are lacking—as is the case in many sections of rural Appalachia—raw sewage seeps or is dumped into the waters. And the unchecked rainwater runs off the overcultivated or strip-mined slopes heavy with clay and coal dust.

Where a society depends primarily on the extraction of natural resources for its income and employment—as did the people of Appalachia—it is extremely important that a high proportion of wealth created by extraction be reinvested locally in other activities. The relatively low proportion of native capital did not produce such a reinvestment in large sections of the region. Much of the wealth produced by coal and timber was seldom seen locally. It went downstream with the great hardwood logs; it rode out on rails with the coal cars; it was mailed between distant cities as royalty checks from nonresident operators to holding companies who had bought rights to the land for 50 cents or a dollar an acre. Even the wages of local miners returned to faraway stockholders via company houses and company stores.

In the future, Appalachia's potential of timberland, fossil energy and recreational water and wilderness will be required for the satisfaction of our national goals. But further resource activity in the region—if uncoordinated in its timing or its relationship to human and social capital—could repeat the past pattern and make little more than a piecemeal improvement of the Appalachian social and economic substructure.

Appalachia's millions of people, whose material and social betterment is the focus and end of all development effort, are also the region's prime resource. Their individual distress is today a national liability; but their pooled personal hopes, talents and resourcefulness is a reservoir of creative energy the Nation can no longer afford to ignore.

The Appalachian people have no desire to abandon their traditional home, but whether they leave or stay, their continuing distress compounds a double loss for both the region and the Nation—the cost of welfare maintenance and the loss of productive vigor.

Chapter 3

The Beginnings of Adjustment . . .

The Commission believes that a coordinated, adequately funded and sustained effort must be undertaken to restore the region's economic vitality. But recent developments indicate clearly that the Appalachian people understand their problems and are determined to solve them.

(*a*) The previously discussed regional outmigration is a prime example of a natural adjustment to a changing economy. Each of the regional deficits already discussed would have been aggravated had these erstwhile 2 million Appalachians stayed home.

(*b*) American agriculture has undergone a technological revolution in recent decades. As farm productivity has increased, farm employment has drastically declined. National adjustments to this process have been duplicated in Appalachia.

Between 1950 and 1960, the Appalachian farm population decreased from 22.4 percent to 9.7 percent of the total. No less than 118,000 subsistence farms statistically disappeared, and the number of farm families declined from 726,000 to 334,000. At the same time, the number statistically "employed" in agriculture was cut by more than half—from 706,000 to 336,000.

Between 1950 and 1960, a marked shift from marginal cropland to pasturage occurred, and the number of beef cows more than doubled.

(*c*) Another necessary adjustment is the diversification which has occurred in Appalachian employment. Manufacturing and service employment have not grown at the national rate, but they have grown in the face of rapidly declining employment in mining and agriculture. The growth in service employment is the most promising economic development in the region. The 16.3 percent increase in service employment between 1950 and 1960 has been accomplished in the face of a 15.1 percent decrease in nonservice jobs. Furthermore, Appalachia is moving closer to the national ratio between total population and service employees. In 1950 there were 14.4 service workers for every 100 persons. In 1960 there were 16.5 for every 100 persons. In the rest of the United States, the comparable ratio for 1950 was 21.5 for every 100 persons. In 1960, it had risen to 22.9 for every 100 persons. The ratio in Appalachia grew faster than in the rest of the Nation. [*See appendix C, table 8.*]

(*d*) While the value of coal produced in Appalachian States decreased $933 million between 1951 and 1961, the value of fuels other than coal increased $73 million, and the value of nonfuel minerals increased $378 million. These increases themselves are below the national growth rate for the industry, but they are significant in terms of a beginning diversification of Appalachian mineral production.

(*e*) In 1950, only 107 counties, accounting for 60 percent of the region's population, had better than 80 percent of their high school age population in school; by 1960, 227 counties, accounting for 85 percent of the region's population, had reached this level. In 1950, the median school years completed was 9 years or better in 31 counties having a total of 4.1 million residents; in 1960, there were 90 counties, with 8.9 million residents, at this level.

(*f*) In 1950, over 60 percent of the housing was substandard in 262 counties with a population of 5.9 million; by 1960, this had dropped to 140 counties with only 2.3 million people.

PROGRESS THROUGH STATE AND LOCAL LEADERSHIP

These are only a few specific recitations of the adjustment and progress which have recently taken place in Appalachia. Without question, the most impressive phenomenon in the region has been the emergence of talent and leadership within the Appalachian States to cope with their own problems.

The account of the Conference of Appalachian Governors given in the letter transmitting this report conveys but little of the large effort and considerable achievement of private citizens whose abilities and generosity have been equally limitless, of State and local administrations and agencies who have been as inventive as they have been tireless in the attack on their most urgent problems.

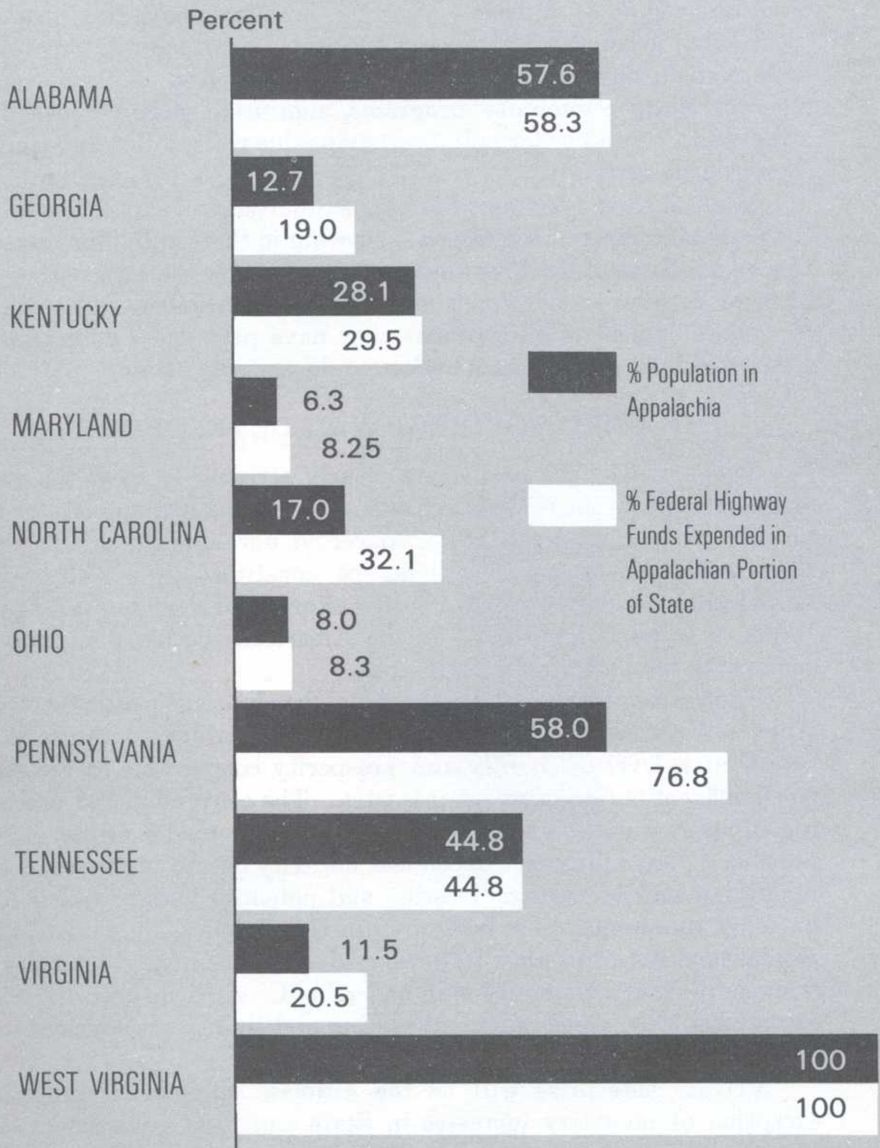
Every State in Appalachia has established a unit for economic development. These units are staffed by dedicated men and women who have created a climate of hope and enthusiasm throughout the region. Each of the development programs has the firm support of State political leaders and the cooperation of local officials in the communities. In addition to utilizing known techniques of economic development, these units have been responsible for some remarkable innovations in the development process.

Despite the inadequate tax base in Appalachia, valiant efforts have been made at the State and local level to meet the region's needs. Figure 13 cites the Appalachian highway effort in each State. With few exceptions, the States have undertaken an Appalachian effort of a magnitude which would be unwarranted based on the population of

HIGHWAY EFFORT

FIGURE 13

Proportion of Highway Funds Expended in Appalachia by States, Relative to Population of Region, January, 1960 to June, 1963



Source: Bureau of Public Roads.

the region. This is true for both the Interstate and ABC highway programs.

A similar spending effort has been made in education. Despite the low assessed value of property in the region, described above as 38 percent below the rest of the Nation, Appalachian school expenditures per capita are only 22 percent below that for the balance of the country. [*See fig. 14.*]

Community development activity is as advanced in Appalachia as in any region of America. Substantial efforts have been made in the fields of urban renewal, sewage and water treatment, water supply, mass transit, and other important programs. And in the development of State community programs, significant progress has been achieved in air and water pollution, strip mine reclamation and similar conservation activity.

Each of these programs has been supported and supplemented by the private citizens of the region. Serving in their individual capacities, as members of local committees formed under the area redevelopment or rural areas development programs, as members of State and local development organizations—they have provided a substance of effort which no governmental effort could possibly attain.

THE NEED FOR REGIONAL DEVELOPMENT

The Appalachian people are clearly striving to meet the challenge of deprivation. Their achievements are the best augury for the ultimate success of a full-scale, concerted development effort. But these achievements cannot, alone, be construed as evidence that Appalachia should be left to its own efforts and devices. If Appalachia is to participate fully in the American society, a process of regional development must begin now.

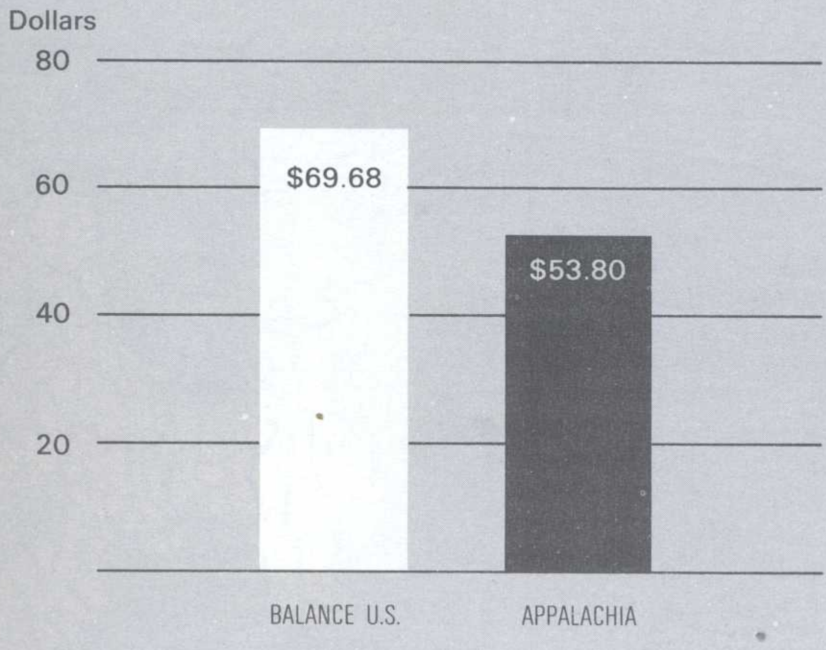
The major objective of this regional development process is clear: Appalachia must attain an employment base which can sustain its people at a level of dignity and prosperity comparable to the relatively affluent nation of which it is part. The conversion and processing of its raw materials should be done locally to the fullest extent possible. New industries, dependent not only on the resources of the region but on the strategic location and potential market which Appalachia represents, must be located in the region. The magnificent recreational resources must be developed with coordinated intensity if their employment potential is to be realized. Agricultural diversification should be accelerated and mining and timber employment and income expanded.

Private enterprise will be the ultimate employer. With the exception of necessary increases in State and local government employment, private firms and individual enterprises will create the jobs needed. But before this can happen, public investment must

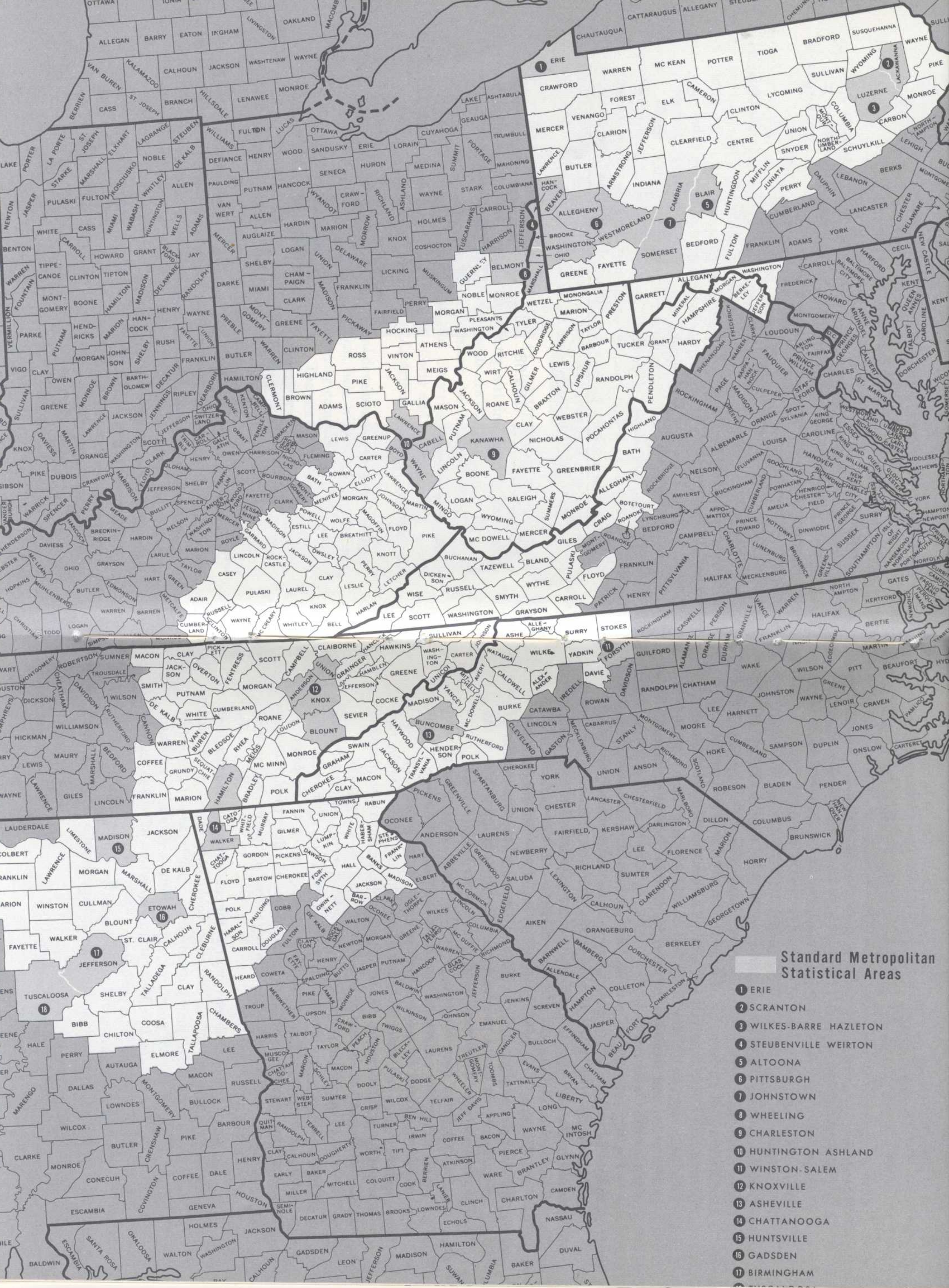
SCHOOL EXPENDITURES

FIGURE 14

Education Expenditures Per Capita in Appalachia and Balance of U.S., 1957



Source: Compiled from Published U.S. Census Reports.


Standard Metropolitan Statistical Areas
1 ERIE
2 SCRANTON
3 WILKES-BARRE HAZLETON
4 STEUBENVILLE WEIRTON
5 ALTOONA
6 PITTSBURGH
7 JOHNSTOWN
8 WHEELING
9 CHARLESTON
10 HUNTINGTON ASHLAND
11 WINSTON-SALEM
12 KNOXVILLE
13 ASHEVILLE
14 CHATTANOOGA
15 HUNTSVILLE
16 GADSDEN
17 BIRMINGHAM

create the foundation on which private enterprise can then build its own job-producing structure.

Within the past several years, newly enacted Federal programs have recognized the need for a concentrated investment effort within Appalachia. For example, the Area Redevelopment Administration has allocated almost 32 percent of its funds within the Appalachian counties; while Accelerated Public Works funds expended in Appalachia total about 22 percent of all funds allocated for the country.

However, total Federal investment in Appalachia has not been proportionate to either its population or its needs. In the last fiscal year, Appalachia's 8.5 percent of the population received 4.9 percent of the Federal dollar, exclusive of trust fund and interest expenditures. [*See fig. 15.*] This relatively low level of Federal spending, combined with the inadequate tax base of the region, explains part of the region's past distress; and indicates the need for a large Federal investment in the immediate future.

The highland isolation must be overcome with modern roads and air facilities. The ribbon-towns must be provided with the amenities of urban life. A substantial effort in education, health facilities, employment services, community apparatus—all the items of social overhead neglected for long decades—must be made.

The quantity of such investment is essential. But its character is even more important. It must be directed to the stimulation of growth, and not to the problems which result from growth as is the case with most of our present public investment.

Roads have been constructed in the region, as in the Nation, largely to ease the congestion caused by existing traffic. New schools have been erected to provide for the overflow from existing classrooms. Sewer and water lines have been financed to service the raw acres of new subdivisions. Most dams in the East have been placed to protect the present owners of private and commercial property.

The Commission proposes an investment program founded on a reverse concept—an investment from the other side of the coin. We submit a highway program to create traffic—not a traffic count to create highways. We suggest a water control effort to attract new investments in property—not a program solely to protect present investments.

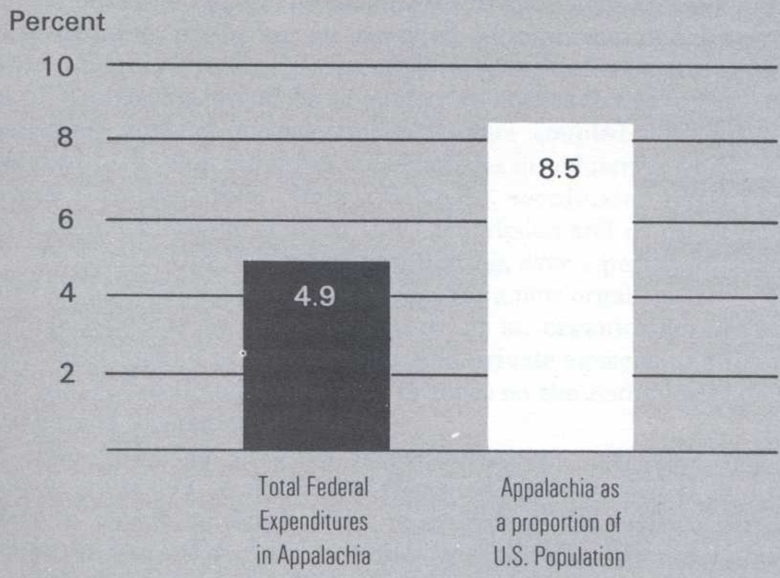
In many underdeveloped countries the conclusion was reached that investments in basic public facilities would have to be undertaken before economic development could occur. That part of our international development program which fosters capital investment should be incorporated into Federal programs that affect the regional development program for Appalachia.

This Commission concurs wholeheartedly with the findings of the Conference of Appalachian Governors that the problem under study

FEDERAL EXPENDITURES GAP

FIGURE 15

Proportion of Federal Expenditures in Appalachia
Relative to Population of Region, 1963



is first and last a regional one which will yield only to regionwide attack as broad in concept as it is in geographic area. We wholly sympathize with the necessity determined upon by the Conference of Appalachian Governors to turn to the Federal arm for special measures of support. We have seen no alternative to a deep Federal involvement in this urgent effort and, for at least the first five years of its execution, a heavy commitment of Federal funds.

Chapter 4

The Elements of Program . . .

The program recommendations of the Commission fall naturally into three groupings. The first two involve investment—investment in social overhead and investment in human and economic resource development, which are, however, closely interdependent. For example, an investment in educational facilities alone, unaccompanied by other measures which would create employment opportunities, would not aid the region's economic growth and might actually hamper its progress by producing an increased outmigration of the more capable. Similarly, a single-minded development of the natural resources of Appalachia would be as ineffective now as it was in the past in sustaining regional income, unless it were coupled with programs designed to develop other job opportunities in industries which would process these resources. Only a balanced, coordinated series of programs can achieve the goals of this Commission and of the region.

To achieve this balance of programing, over a period of time, the third set of recommendations provides for a new organization. These recommendations set forth the nature of an organization needed to allow existing and proposed public and private agencies and interests at State, national and local levels to focus on the realistically defined problems of this region.

The following program recommendations—although they can only be presented as individual items—must be regarded as a total effort in which no single item, regardless of its relative cost, has greater or less valid claim to serious consideration than any other.

The Commission has identified four priority areas of investment for the immediate future:

(*a*) The provisions of access both to and within the region.

(*b*) Programs to use more fully the region's great natural resources—coal, timber, and arable land.

(*c*) Construction of facilities both to control and exploit the abundant rainfall of Appalachia.

(*d*) Programs in which immediate improvements in human resources can be attained.

Finally—and this cannot be stressed too strongly—these program recommendations are not to be regarded as providing a definitive solution for the many-sided Appalachian problem. That solution can come about only with the full engagement of the free enterprise potential in this large region so rich in human and natural resources. Moreover, progress can be realized only through the coordinated effort of a regional development organization, working with State and local development units, with research and demonstration centers, and with multiple State and Federal agencies.

The program outlined here is only the first step—what can be and what must be initiated now—to bring the extensive subsistence-level areas of Appalachia up to a capability where they may enter the free-enterprise orbit. The program which follows is, then, presented not as the solution but as the indispensable groundwork for a solution.

Access

HIGHWAYS

Developmental activity in Appalachia cannot proceed until the regional isolation has been overcome Its cities and towns, its areas of natural wealth and its areas of recreation and industrial potential must be penetrated by a transportation network which provides access to and from the rest of the Nation and within the region itself. No analysis of the regional problem has failed to identify the historic and persisting barrier-effect of its mountain-chains as a primary factor in Appalachian underdevelopment. The Commission recommends a mix of investment and timing which gives the single problem of access a double priority of emphasis.

The highway access program comprises no less than 35 percent of the Federal investment recommended for expenditure in fiscal year 1965. Indeed, the figure would be higher—so fundamental and so immediately urgent is this aspect of the program in the view of the Commission—were it not limited by the funding ability of the States and the time required for planning, location, design, and land acquisition. The remoteness and isolation of this region, lying directly adjacent to the greatest concentrations of people and wealth in the country, is the very basis of the Appalachian lag. Its penetration by an adequate transportation network is the first requisite of its full participation in industrial America.

The backbone for such a network is the Interstate Highway System. But much of the region will not be directly served by it. In addition, some of the areas served by the Interstate System have accessibility in one direction only and lack access to and from areas to the north and south or to the east and west. Five large areas may be so identified:

1. An area at the intersection of Georgia, Tennessee, and North Carolina.
2. An area at the intersection of southeastern Kentucky, southwestern Virginia and West Virginia, and northeast Tennessee.
3. West Virginia and the area of its intersection with Maryland and Pennsylvania.
4. Central Pennsylvania.
5. The Cumberland Plateau area of Tennessee.

To provide access between these isolated areas and the corridors of the Interstate System, the Commission's highway team, in cooperation with the highway departments of the Appalachian States, has evolved a design for the type of a development highway system which is needed. This system is based upon criteria different from those normally employed. Instead of upgrading or expanding the most heavily traveled routes, a development system seeks to stimulate the flow of people and goods to and through remote areas which have a developmental potential; it seeks, in short, to create traffic and to open up areas where commerce and communication of people with people have been sorely inhibited by lack of ready access.

In all of the Appalachian States, unappropriated and unreserved public lands and nontaxable Indian lands comprise less than 5 percent of the land area. Therefore, none of the States involved qualify for adjustment of the Federal-State matching ratio under existing law. Thus the Appalachian States which, because of mountainous terrain and inadequate State matching funds, are most in need of adjustment of existing ratios, are denied it under the current law. Moreover, ABC funds available to each State are limited and must be allocated throughout the State. As noted, most of the States are already devoting a disproportionate share of these funds to the Appalachian portions of their States; more cannot be done within existing limitations. The construction of additional mileage of development routes must be authorized if Appalachia is to be assisted in its developmental effort, and the Federal contribution must be such that it realistically mirrors State abilities to match.

Recommendations

1. Authorize the construction of a development highway system comprising: New long-distance or intercity routes built to high-type primary standards and capable of improvement to higher standards to improve access into and within the region by upgrading existing roads and by constructing new sections where necessary. Overall design and corridor location criteria of the proposed development

system should be formulated by the Appalachian Regional Commission as its first order of business. Its major characteristics, however, are clearly illustrated on the accompanying map. The mileage to be constructed in each State is shown in appendix B.

2. Authorize the construction of 500 miles of local access roads which would serve specific facilities such as those of a recreational, residential, or industrial nature and would facilitate the States' school consolidation programs. There should be broad flexibility in the assignment of highway mileage funds between the development of long-distance or intercity routes and the development of local access roads; the systems of development highways which are a part of the Appalachian program should include but not be limited to any previously existing system of Federal aid highways.

3. Coordinate this development highway system with the present ABC and interstate highway programs and with all other phases of overall regional development. Require that funds should be available for this development system in any State only after a showing has been made that the State is using a fair share of its regular Federal-aid highway funds in the Appalachian area.

4. Implement this development highway program by utilizing the procedures of the Federal-aid highway program (planning, location, design, and construction by the State with the approval of the Secretary of Commerce), but with different location criteria and with Federal financial support based upon the realistic capacity of the States involved to undertake additional highway expenditures. Federal financial support should be provided out of general revenue and it should be founded on a program in which the Federal Government would participate to a much greater extent than its present 50 percent contribution under the ABC system. Such a program will have to be precisely spelled out before implementing legislation is introduced. The Commission estimates the total cost of this highway program, as illustrated, at $1.2 billion.

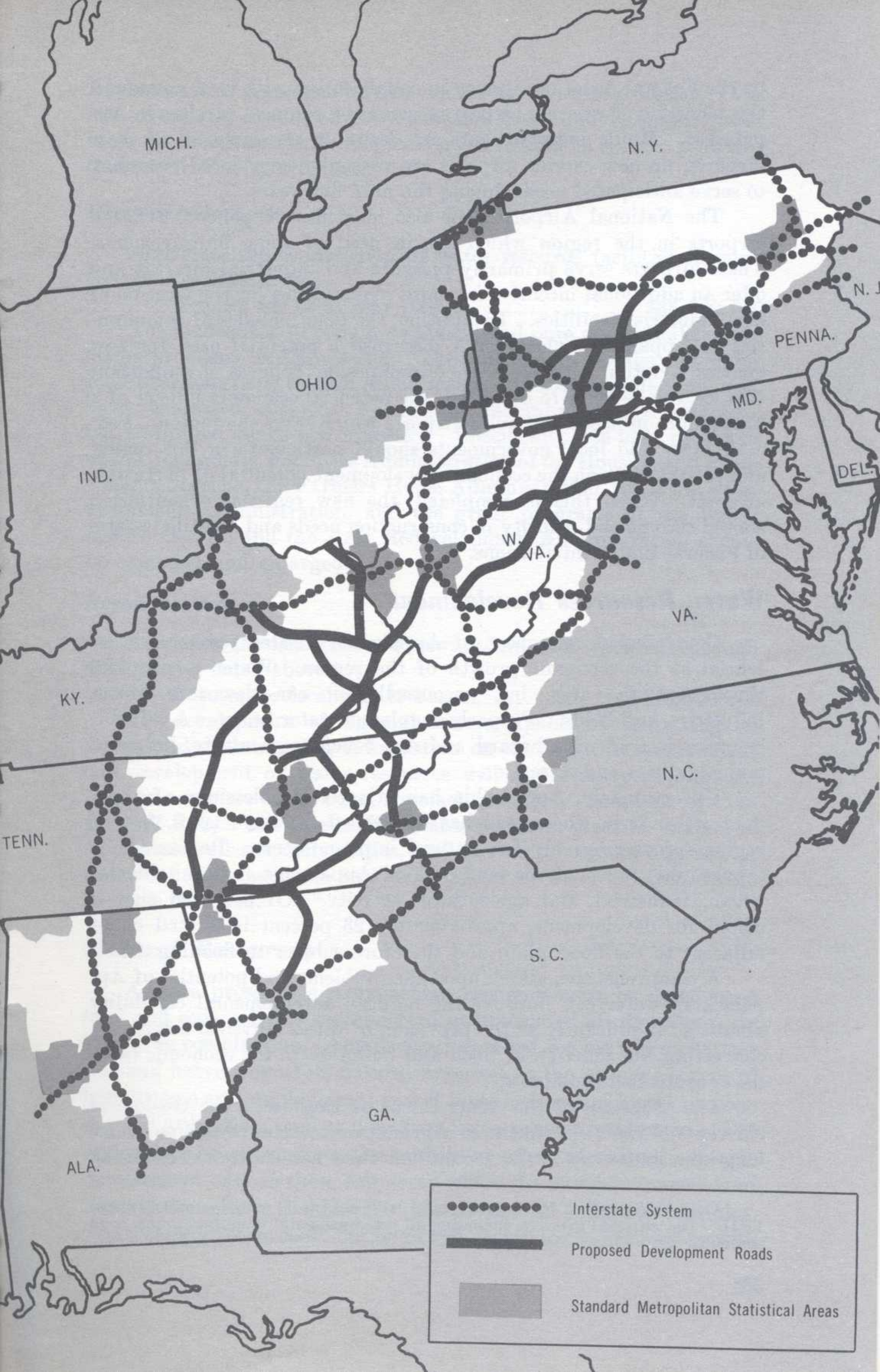
5. Construct those sections of the National Parkways including the Blue Ridge and the Allegheny, which will provide recreation links with the development highway system or the Interstate System. The Commission recognizes that the construction of parkways in Appalachia must be in consonance with total national parkway needs.

Request for fiscal year 1965................. 90,000,000 [1]

AIRPORTS

Air service is essential to the economic vitality of Appalachia, and improved service could make an important contribution to furthering the development of the region. The National Airport Plan, prepared

[1] The sum requested here, as in all other requests contained in this report, represents only Federal funds.


MICH.
N.Y.
OHIO
IND.
PENNA.
N. J.
MD.
DEL.
W. VA.
VA.
KY.
N. C.
TENN.
S. C.
GA.
ALA.
Interstate System
Proposed Development Roads
Standard Metropolitan Statistical Areas

by the Federal Aviation Agency in collaboration with local communities identifies 56 existing airports serviced by common carriers in Appalachia. While improvements are desirable at nearly all of these airports, no new carrier airports are presently considered necessary to serve anticipated needs during the next five years.

The National Airport Plan also identifies 66 general aviation airports in the region which are in need of some improvements. These airports serve primarily pleasure and industrial aircraft and offer an additional incentive in many communities for the location of new industrial facilities. In addition, the plan includes 61 communities in Appalachia where FAA identified a potential need for new general aviation airports. The Commission believes it important that studies be made to determine the potential economic impact of a program to improve and build airports which serve the region. Federal, State and local governments should participate in this review and should focus on the economic development potential of particular airports. When this is completed, the new regional organization should recommend priority in construction needs and a realistic ratio of Federal-State contributions.

Water Resources Development

Controlled development of Appalachia's water resources is essential to the economic growth of the region. Water is plentiful throughout the area, but uncontrolled it can devastate towns, industries, and fields. Properly regulated, water becomes a valuable resource instead of a hazard and can benefit agriculture, industry, municipalities, and recreation.

Unfortunately, Appalachia has enjoyed the blessings of abundant water only where man has intervened to create lakes, for the region enjoys relatively few natural impoundments. Because of its topography, much of the land area of Appalachia is unsuitable for urban, industrial, and agricultural activity.[1] Of the land that is suited for development, approximately 23 percent is located on or adjacent to the flood plain and therefore subject to flooding.

A comprehensive attack upon the problems and potential of Appalachian water can improve the region's developmental capability almost as significantly as the provision of direct physical access—by converting the affliction of flood and pollution to the economic benefits of controlled abundance.

The programs of the Army Corps of Engineers, the Geological Survey and the Department of Agriculture to achieve this end have long been underway in the region, but their acceleration is essential.

---

[1] Only 30 percent of the region's total land area is in soil capability classes I–III. The national average, including all the continental mountain areas, is 44 percent.

In that part of Appalachia lying within the Tennessee Valley, TVA has extensively developed the Tennessee River and its major tributaries; it is now working with local governments on specific problems that require further attention.

Recommendations

Accelerate the construction of water resource facilities through the agencies listed above.

Request for fiscal year 1965------------------ $35,800,000

The inadequacy of sewage treatment and pure water facilities are major problems in Appalachia. These deficits in sewage and water facilities, deterrents to both sound health and economic development, have been eased somewhat by existing Federal assistance programs, but additional funds are necessary. Specifically, the loan programs of the Community Facilities Administration of the Housing and Home Finance Agency, the Farmers Home Administration, the Area Redevelopment Administration, and the grant programs of the Public Health Service and the Area Redevelopment Administration should be extended and enlarged.

Recommendations

Accelerate the construction of sewage and water facilities through the agencies listed above.

Request for fiscal year 1965------------------- $10,000,000

The development of regional centers capable of conducting research and disseminating information on the scientific conservation and development of water resources will significantly enhance the longrun economic outlook for Appalachia. Early enactment by Congress of S. 2, a bill to establish water resources research centers at land-grant colleges, universities, and centers of competence, and to promote a more adequate national program of water research, would promote this goal.

Natural Resources

A more prosperous Appalachian economy must be based on a total and economically sophisticated utilization of all its natural resources in combination. Appalachia has relied too heavily on extraction and harvesting of its natural resources as the primary source of both income and employment; now it must look to their local processing and utilization, even as it seeks to increase their production. The region has benefited from the multiplier effect of natural resource development only in those few areas where the natural occurrence of mineral deposits in combination has created an industrial complex. The true productive contribution of this region to the national growth must be found in the creation of such complexes throughout Appalachia by an application of its resource capability to new needs, new products, new uses.

The Commission's recommendations concerning natural resource development, then, are directed at the creation of new growth by creating a new employment of the region's natural riches, by orienting their utilization to emerging national and regional needs, by exploring new combinations of resource activity.

As the program proceeds, it must inevitably gather impetus from the very needs of the Appalachian people themselves; the satisfaction of their long-frustrated consumer wants will build a regional market, a demand for new plants, new freight facilities, new wholesale and retail outlets. This kind of development—increasing the purchasing power of a depressed population by increasing the productivity of an underutilized regional resource—represents a net contribution to national wealth and to GNP.

AGRICULTURE

The Commission's recommendations for Appalachian agriculture are directed toward an acceleration of the current trend in land use changes. Low-producing and cut-over woodlands, marginal and submarginal cropland, and even much of the better cropland are being converted to pasture. An acceleration of this land-use conversion will provide a more stable agricultural base for the regional economy.

Since many of the farmers in Appalachia have not been able to keep production costs low enough to be competitive with other regions, the number of farm families and farm employees has declined drastically in recent years. Crop production has also steadily declined, and a significant shift from grain to hay production has taken place. Appalachia's agriculture is now based primarily on livestock enterprises, with the value of livestock products sold increasing from $560 million in 1950 to $935 million in 1960. During this period, beef cow numbers increased by 135 percent, the largest increase in any aspect of the region's agricultural production.

The major opportunity for Appalachia to increase its income from agriculture lies in further expansion of the livestock industry. The region contains millions of acres of undeveloped potential grazing land, much of it of only limited use for other purposes. Its development and use for beef production over the next few years would help to meet the Nation's rising demand for beef. Sufficient potential pasture land and a growing local market (the region presently imports beef) are available to sustain a substantial and profitable expansion of the cow-calf industry throughout the region.

While the Commission recognizes that opportunities do exist in particular localities for expansion of other types of agriculture production, we believe that the potential in beef is so outstanding that the major regional effort in agriculture should be concentrated there.

Recommendations

1. Accelerate the regional pasture improvement and development program involving 9.5 million acres, including farm ponds, over a five-year period. This program would be financed through cost sharing for a maximum of 25 acres per farm, with the Federal share up to 80 percent, on the pattern of the existing agricultural conservation program. Moderate interest loans would be available through the Department of Agriculture to assist operators in paying the additional cost of developing the initial 25 acres and for converting or improving additional pasture above 25 acres. Credit will also be needed for buildings, basic livestock, etc.

This program, if carried out effectively, should return to the farmers in the region an additional gross income of approximately \$690 million over the five-year-period, and a continuing gross income of approximately \$230 million annually. The water retention structures on farms will also contribute to the development of the potential of Appalachian water, to erosion control and to recreation.

Request for fiscal year 1965------------------ \$22,000,000

(\$8.5 million will be used for cost-sharing; \$12 million will be used for loans; and \$1.5 million for technical assistance.)

2. Establish a plant materials center to select and test plants best suited for pasture development and soil conservation in the region.

Request for fiscal year 1965-------------------- \$150,000

TIMBER

The forests of Appalachia offer one major resource for the revitalization of a regional economy. Appalachian hardwoods are famous throughout the Nation, and comprise 80 percent of both forest area and timber volume in the region. At present, supply exceeds the market demand, but a number of factors—prominently, population growth and technological advance—indicate a highly expanded future market in which Appalachia's maximum production will be needed.

Moreover, timber is a prime multiplier: the Forest Service estimates the value of sawtimber on the stump is increased 25 times as it is transported, processed, manufactured and sold as end products. In Appalachia, this multiplier effect on the harvested timber is all too often lost, as the veneer logs are shipped out of the region for processing and the pulpwood goes hundreds of miles to the mill. Even the present growth is underutilized within the region and its possible contribution to employment and local wealth is far from realized. Measures to expand and diversify the region's forest industries must be undertaken.

The very size of the forest acreage makes this imperative, while the need for timber and forest products makes it both feasible and desirable. As noted, over three-fifths of the total land of Appalachia is forested. Some 48,000 people are directly employed annually in the timber harvest, worth $86 million on the stump, while for every two men so employed another five work in primary and secondary wood processing.

At present, timber growth is about double the volume harvested; but because of poor quality stands and heavy losses to fire, disease and insects, this growth is only a fraction of the potential, and the volume being added is generally low in quality.

The small private stands comprise over 70 percent of the region's total forest acreage. Upgrading in the past has been difficult because even when the individual owners are on the land themselves—and they often are not—they lack the knowledge, the equipment, the funds, or the time to manage their woodlands for better production.

Finally, of course, there are forested areas so depleted and in such small tracts that no kind of private ownership, however enlightened, could contemplate their consolidation and rehabilitation as a feasible enterprise. But these same areas, under consolidated management, would serve recreational and wildlife uses and could eventually produce timber of high quality. The desirability of their inclusion in public forest is apparent.

The Commission has discussed these aspects of the Appalachian timber situation with many individuals and groups, members of Federal and State agencies, private foresters and members of the timber industry.

Recommendations

1. Expand research for product improvement and development to permit utilization of larger quantities of low-quality hardwood timber in Appalachia and for exploration of new timber markets.

2. Accelerate the construction of access roads in the national forests to enable the harvesting of the full allowable cut of marketable timber. The Appalachian Regional Commission should give early consideration to the problem of access within the State-owned forest lands of Appalachia.

3. Initiate a technical assistance program for locally established and locally financed management-manufacturing-marketing complexes to introduce growers, loggers, and small millowners to the advantages of skillfully meshed operations. This will enable the essential combination of product diversification, strong capital structure, an aggressive marketing organization and highly trained labor and management

skills to be brought to bear upon timber production, wood products manufacture and marketing.

4. Include in the national forest two areas incorporating certain acreages of depleted forest or strip-mined land which need to be restored to full productivity. The first is a proposed unit within a 1 million acre area in southcentral West Virginia bordering the Monongahela National Forest. The second is a proposed unit within a 4.3 million acre area in the headwaters region of the Cumberland, the Kentucky, the Licking and the Big Sandy Rivers in eastern Kentucky.

5. Encourage and assist groups of local leaders such as a Soil Conservation District, a development district, or an association of landowners, under State charter, to carry out a timber development program. Such a group, referred to as a Timber Development Organization (TDO), would achieve (a) continuity of management, cutting practices and marketing in which landowners may or may not be directly involved, and (b) administrative, if not physical, consolidation of small holdings into efficient management units. The program would guarantee a return to the owner and at the same time protect and restore the timberland to full productivity. It would demonstrate a feasible solution to the multiple problems of nonresident and fragmented timberland ownerships.

The TDO would obtain the needed timber rights through management easements or lease-contracts from participating owners and by purchase of available tracts. Its effort would be concentrated on producing sustained yields of quality timber and on market exploration and sales promotion to develop outlets for the timber produced.

The TDO would receive half its initial capital from Federal Government loans; State governments would be encouraged to make similar loans or purchase securities of the TDO, with the balance of the 50 percent matching funds to be derived from sale of preferred and/or common stock to private and corporate investors.

Where TDO's are not formed, farmers and wood processors would continue to be eligible for farm forestry loans and ACP assistance from the Department of Agriculture; credit from the Small Business Administration, the Area Redevelopment Administration and the Bank for Cooperatives; and assistance through an acceleration of existing Federal-State cooperative programs.

The special budget request for these program recommendations in fiscal year 1965 includes product and market research in Appalachian hardwoods by the Department of Agriculture, 125 miles of access roads in Appalachian National Forests, two demonstration management marketing complexes, Federal land acquisition in West Virginia and in eastern Kentucky, and demonstration Timber Development Organizations.

Request for fiscal year 1965------------------ $6,700,000

MINERALS

Coal is still the region's number one material resource, capable of economic production as well as of further development, but it has ceased to be the region's number one source of nonagricultural employment. Although the demand for coal will undoubtedly increase, and possibly double between now and 1980, debate continues as to whether increased demand will overcome the effects of mechanization and create more mining jobs than exist today. In the decade 1951–61, production of coal declined 32 percent in Appalachia; employment in coal, in the same period, declined 66 percent. Although coal output has recovered approximately 12 percent since 1961, employment has continued to decline.

Much of the Appalachian economy has long been structured around coal mining and its related activities. All efforts at increasing coal production—both for domestic and foreign uses—must be vigorously pursued if the region is to obtain maximum economic benefit from this resource. Appalachia mines about two-thirds of the Nation's bituminous coal and all of its anthracite. Growing reliance on coal-fired electric generation, recent expansion of coal exports (which promises to continue as long as prices are competitive), anticipated expansion of high-voltage power transmission from generating plants located at or near the mine mouth, hoped-for success of pilot efforts to convert coal to gasoline at competitive cost—all of these current and potential developments hold promise of substantial increase in mining activity which will be of benefit to the region generally.

If, as expected, the production of coal continues to increase, or is maintained only at its present rate, depletion of reserves suitable for strip and auger mining will probably require that a larger proportion be mined underground. Such a change could bring about an increase in employment. Underground mines require more manpower than strip and auger mines. Also, greater skills are required. This potential shift back toward underground mining seems unlikely, however, to increase direct employment in coal mining sufficient to absorb the present job deficit. Alternative employment will be required.

The most promising opportunities for industrial diversification within the region appear to be in localized processing and utilization of coal in conjunction with other resources. Onsite conversion of coal to electric power and to liquid and gaseous fuels, together with the region's considerable supplies of natural gas, might well provide the energy base for mining-manufacturing complexes of large potential benefit to the people of the region. Further research, as well as economic appraisal of these possibilities, are required by both government and industry if they are to become a reality.

Although Appalachia is not rich in metallic minerals, the growth of metals and metallic processing as a source of employment is encouraging. Between 1950 and 1960, the Appalachian portion of every one of the States showed an increase in employment in the fabricated metals industries. In the Appalachian portion of all but two of the States, an increase is shown in the primary metals group. [*See appendix C, table 10.*]

Ranking high as a source of manufacturing employment in several of the States is the processing of industrial minerals—stone, clay, sand, and shale. The processing of these minerals into ceramic products, glass, or bloated lightweight aggregates requires both heat and power. Freight costs are an important factor in the location of production of these bulky and fragile commodities, orienting their production toward regional rather than national markets. An expansion of construction in Appalachia and its adjacent areas would undoubtedly bring a large increase in this type of manufacture, utilizing local fuels and local raw materials.

Geologic surveying and mapping are basic to development of the mineral resources of the region. The Appalachian area is unusually fortunate in the amount of data available on its mineral resources, and both geologic and topographic maps of high quality are available. The U.S. Geological Survey is now engaged in an extensive program to improve and refine them. Credit is due to those States which have made substantial financial contributions to these programs.

After reassessing the Appalachian segments of its program, the U.S. Bureau of Mines has expanded its projects in the current fiscal year to aid in the development of the region's mineral resources. Projects initiated or expanded include studies of iron-bearing and submarginal aluminum resources. It is expected that the Bureau of Mines will continue to identify additional possibilities for development of the region's mineral resources and make every effort to adapt or expand its research and investigations as required.

The Office of Coal Research was established to expand the use of coal so that more coal will be mined, more coal sold, more miners and coal workers employed and coal-mining communities restored to health. Since the Appalachian region is so largely coal country, the entire program of that office relates directly to Appalachia and, as a consequence, merits strong support.

Although the region's mineral-based industrial potential is large, Appalachia is burdened by the aftereffects of unwise mining practices. It is estimated that at least 4,000 miles of Appalachian streams are polluted by acid or alkaline mine drainage; spoil banks and burning refuse dumps are both an eyesore and a source of air pollution; and surface subsidence over anthracite workings is a serious problem in certain urban areas of Pennsylvania. For all its great value as a basic industry, mining, which draws upon a nonrenewable resource, disturbs or destroys renewable surface resources. Appalachia, aware of its very large and valuable recreational attractions—both for tourists and those seeking an open and suitable environment in which to live and work—is finding that in the mining of its mineral resources much greater care should be taken to preserve and restore its land, water, forests, and fish and wildlife resources.

Recommendations

The Federal Government, through the Department of the Interior, should:

1. Pursue through its Bureau of Mines and Office of Coal Research investigation and research which hold prospect of benefit to the region.
2. Continue, through its Geological Survey, and expand as required, necessary geologic and topographic mapping as well as mineral exploration programs.
3. Press ahead in its current U.S. coal export expansion drive.
4. Develop through its Bureau of Mines more economical and practical means of reducing the formation and discharge of acids and alkalis from strip, auger, and underground mines.
5. Undertake, in cooperation with the States, private industry, and other Federal agencies, a study of strip and auger mining operations with a view to identifying appropriate and practical measures to minimize adverse effects of mining operations.

The Federal Government, through the Department of Interior and other appropriate agencies, should:

6. Engage in research and demonstration activity in problems of surface subsidence resulting from mining operations.

Request for fiscal year 1965 (Items 1–6) -------- $3, 000, 000

POWER

Developments in the field of power could have a marked impact upon the future economic situation of the Appalachian region. The magnitude of the impact will depend upon the role that Appalachian coal plays in the production of electric power. With the recent developments of large-size generating units and economical extra high-voltage transmission, the power production potential of the region is not a regional concern alone. It can help meet the expanding power needs—not only of Appalachia but also of the Eastern seaboard and areas in the Midwest as well.

The future comparative costs of natural gas, fuel oil, and nuclear energy may be such that the coal of Appalachia will continue to be the major source of thermal power production for the Appalachian region and the surrounding area for the foreseeable future. The potential power market in the surrounding area is approximately three times the presently anticipated growth in Appalachia itself. Under these circumstances, a situation could develop where low-cost fuel and other minimum transmission costs would provide the major economies necessary for substantial development of mine mouth power. Such low-cost power, in addition to its export from the region, could be sufficient, given Appalachia's strategic location, to attract to the region additional industry strongly dependent upon low power costs and also to encourage the extensive development of related small-scale industry.

These coal-based power possibilities could be enhanced still further by the development of water installations designed to produce peaking power, operating in conjunction with low-cost base-load thermal plants. Such developments would not reduce requirements for coal, but would increase them.

Among the early concerns of the proposed regional organization should be initiation of studies looking toward these possibilities.

These studies should be conducted with the assistance and counsel of an advisory committee which includes representatives of private utilities, electric cooperatives, municipal systems, Federal and State agencies, and the public and should be coordinated with the present Federal Power Commission survey of national power requirements.

Recommendation

The proposed regional organization should initiate the studies discussed above.

RECREATION

Like its resources of coal and water, the scenic highlands of Appalachia have been as much handicap as blessing in the past, yet they hold great developmental promise. The Appalachians are the major mountains of the East and are a classic example of the folded ridge series, typified by multiple blind valleys leading often into passless ridges. This barrier effect has contributed to the region's underdevelopment; but it has also left scenic areas which can be developed to serve the country's greatest urban concentrations on the Atlantic seaboard and in the industrial centers of the Midwest and South.

Winter sports in the Appalachian chain extend as far south as Gatlinburg, Tenn., and Maggie Valley, N.C. (abetted by snow machines), while for the entire East the mountains offer a cool retreat from the humid heat of summer.

What the region has lacked for intensive recreation development, apart from accessibility, has been an abundance of natural lakes for water sports. Ample runoff is available, and the terrain lends itself to manmade impoundments. Also in need of developmental measures is game habitat. Fish and wildlife, once prevalent in great variety throughout the region, are now plentiful only in heavily forested areas where mining activity has not poisoned the streams with acid and alkaline drainage or drastically disturbed the ecology. In most of the mining areas, only the hardier, coarser species of small game persist—the raccoon, the opossum, the rabbit. In the more remote forested areas whitetailed deer, black bear, wild turkey, ruffed grouse, squirrels, hares, and foxes abound.

The future of the region's outdoor recreation resources is dependent upon the general conservation and development of its lands, waters, and forests. Sound multiple-purpose water resource developments can create outdoor recreation and fish and wildlife resources. Reforested land can provide timber, game habitat, campsites and hiking trails, watershed protection, and grazing for livestock. Comprehensive conservation measures which preserve and develop the potential of the land and water make life more pleasant for local residents and make the area more attractive for industry.

The Commission's program to develop the recreation potential of Appalachia, then, rests on a comprehensive program to conserve and develop certain of the region's basic natural resources and thereby to provide a base upon which local initiative can build more advanced recreational facilities. Specifically, this approach means to provide access into the region; to construct parkways and scenic roads opening and tying together major recreation resources within the region; to develop the water resources; to control stream pollution, silting, and streambank erosion; to maintain and improve wildlife habitat; to extend and develop publicly owned parks, recreation areas, and forests; to replant cutover forest lands; to restore denuded pasture lands; and to facilitate the development of onfarm income-producing recreational enterprises.

Although several of these objectives are treated elsewhere in the report, as part of water, timber, pasture, and minerals conservation, some basic conservation objectives are the primary responsibility of the outdoor recreation agencies of the States and the Federal Government.

The Commission recognizes the important role of the Bureau of Outdoor Recreation in the coordination of Federal and State outdoor recreation programs and in the preparation of comprehensive national and regional plans to develop outdoor recreation resources. Thus the

Commission is recommending enactment of the Land and Water Conservation Fund which will enable the Bureau of Outdoor Recreation to render major assistance to the States and local governments in recreational planning and development.

Parkway construction and operation is viewed as an integral part of opening access to the region. Thus, the Commission's program calls for an extension of parkway programs already underway or well advanced, and early consideration of other parkways, recreation areas, and scenic roads, which will be tied into the interstate and developmental road systems.

The public acquisition and development of areas primarily for outdoor recreation insure comprehensive conservation management and thus are an integral part of the basic natural resources program.

Because unwise strip mining ruins wildlife habitat and much coal mining destroys fish life by polluting streams with acid and alkaline drainage, a promising approach to restoration of the beauty and value of the lands and streams of Appalachia is to use the Federal grant-in-aid programs for fish and wildlife restoration. These programs are paid for by Federal taxes on guns, ammunition, and sporting goods, and by State hunting and fishing license fees. It appears that, without altering existing authority, Congress can appropriate money for the restoration by State fish and game commissions of fish and wildlife habitat destroyed by abandoned strip mines and by stream pollution from mine drainage. The Federal Government would pay 75 percent of the cost; the States 25 percent. Restoration work can be undertaken by the States on private lands if the owners agree to open them for public fishing and hunting.

Upon this physical base, the capitalization of the more sophisticated aspects of recreational touristic development can be undertaken. Hunting lodges, skiing centers, lake resorts, regional arts and crafts centers, tourist accommodations, and recreation farms specializing in fish and game crops—all are regarded as areas for private investment and initiative. Where necessary their establishment should be assisted by Federal, State, and local development units and the regional organization. And where necessary, access should be provided to long-term, low-interest financing.

Recommendations

1. Congress should give early consideration to the Land and Water Conservation Fund bill, H.R. 3846, which would provide financial assistance to the States and Federal agencies for planning, acquisition, and development of outdoor recreation areas, including those in Appalachia, to meet the present and future outdoor recreation needs of the American people.

2. Federal agencies responsible for the conservation and development of natural resources in the region should rapidly expand their regional programs for restoration of fish and wildlife habitat, development of basic resources for water-based recreation, and development of areas suitable for land-based outdoor recreation such as camping, hiking, and riding.

3. Congress should be asked to establish the Spruce Knob-Seneca Rocks National Recreation Area in West Virginia to be administered by the Forest Service, U.S. Department of Agriculture. The determination, selection, and establishment of other national recreation areas in Appalachia, based upon recently developed criteria, should be accelerated as much as possible.

4. An inventory should be made of existing private recreation facilities and of appropriate sites on private land for additional recreational enterprises and opportunities based on the needs for more developments as indicated by a market analysis. This could be part of the Bureau of Outdoor Recreation inventory of private lands under the nationwide plan.

5. Congress should be asked to give early consideration to all other parkway, recreation way, and scenic road proposals in the Appalachian region, provided they are coordinated in the planning stage with the Bureau of Public Roads, the National Park Service, the Forest Service, the States involved, and a study which the Bureau of Outdoor Recreation is currently undertaking on scenic roads and parkways.

6. The Department of the Interior should develop as rapidly as possible, in cooperation with the States and other Federal agencies, a proposal for augmenting the Federal grant-in-aid program for fish and wildlife restoration to reclaim abandoned strip mines and to control acid and alkaline mine drainage.

7. Consideration should be given to long-term-loan financing to groups of private landowners for the development and management of outdoor recreation enterprises within the region.

8. Area Redevelopment and other agency loan and assistance programs should be provided to encourage investments which can assist outdoor recreation development in Appalachia.

Human Resources

The programs of access and physical resource development proposed in the foregoing are validated only by the enlargement of hope and genuine opportunity they offer to this region's most valuable resource—its people. But programs must also be initiated which are focused more directly upon the people themselves.

The unmet needs of the people in Appalachia are primary—food, clothing, medical care, housing, basic education, skills, jobs, hope, dignity—and they are interrelated. The school lunch program encourages attendance and assists scholarship. Adequate housing protects health. A decent job is necessary to the preservation of dignity.

The program recommended by the Commission to meet the human needs of the Appalachian people is concentrated within existing activities of the Federal, State, and local governments. With the exception of the health recommendation, we propose an expansion and acceleration of already authorized programs where known deficits exist in those funds available for Appalachia.

The President's poverty program is absolutely essential in meeting national deficiencies by providing additional, flexible resources. The vastness of the geographic area, the degree of past neglect, the absence of many of the most fundamental necessities of modern life warrant and require the focusing of additional attention and resources upon the Appalachian region.

TRAINING AND EDUCATION

An unfilled job is more than a man unemployed, it is an opportunity lost. The potential employee and his family remain at the survival level; the direct and the multiplied product of the employee are lost. Present opportunities are unfulfilled because qualified aplicants are scarce. And unless education, training, and retraining are intensified, tomorrow's opportunities, hopefully, in part, the result of the investments programs recommended in this report, will also be lost. This will require greatly increased expenditures in the whole field of training. The efforts of State and local government to increase its own spending will be to some extent frustrated by the inadequacy of the region's tax base. Federal expenditures must be increased if the problem is to become manageable.

Current proposals for Federal aid to primary and secondary education, if enacted, will provide substantial assistance for education in Appalachia in fiscal year 1965 and additional means to strengthen basic education in future years will have to be surveyed carefully. Supplementation is necessary, however, in the training and vocational education programs despite the increased Federal expenditures programed for 1965. The combination of too few vocational school buildings and a hostile terrain has seriously restricted the area effectively served by existing schools; a supplementation is needed in the construction provisions of the recently enacted Vocational Education Act.

An immediate effort should also be made to reduce the high incidence of illiteracy in Appalachia. Training programs for specific skills are inapplicable where the prospective trainee can neither read nor write. New amendments to existing training legislation permit heavy emphasis on the problems of illiteracy, but a special funding is essential to meet the region's greater needs.

The Manpower Development and Training Act, the Vocational Education Act, and the Cooperative Research Act should be supplemented in order to provide for in-service training of teachers, development of instructional materials, and demonstration and research projects.

VOCATIONAL REHABILITATION

Vocational rehabilitation opportunities for the mentally and physically disabled must be extended and improved through the provision of comprehensive vocational rehabilitation services, with special emphasis on physical restoration and other remedial services, as well as on prevocational and vocational training. The importance of this program in a region characterized by high-risk employment and poor health is obvious. Mining particularly has left its scars upon the men of the region. For all of these, the rehabilitation services offer a new opportunity to live a satisfying and productive life; this opportunity should be extended to greater numbers through a special appropriation.

EMPLOYMENT SERVICES

The effectiveness of these special as well as regular expenditures can be multiplied many times by a relatively small increase in employment services. Appalachia's relatively dispersed rural, nonfarm population requires special attention. The size of present staffs has prevented the services from doing much more than servicing claims for unemployment compensation. Emphasis has necessarily been on past problems rather than future oportunities. Counseling, guidance, registration, and placement, both for jobs and for training, will be possible only if the employment services within the region can be expanded significantly.

WELFARE SERVICES

The emphasis upon programs designed to broaden the future for many must not obscure the fact that for others, less fortunate, welfare assistance will be necessary. Community welfare resources need to be strengthened. The welfare services which form a part of the underpinning of satisfactory economic and social life, such as homemaker services, day care services for children, foster care and other child welfare services, and programs and centers for older persons, should be expanded within Appalachia. In addition, it should be recognized that financial support will always be necessary for many aged, disabled, and mothers with children; the levels of this support should be based upon reasonable measures of need.

Even here, however, the emphasis should be on constructive programs. More States should extend the aid to dependent children program to families where parents are unemployed, an extension which should be coupled with a community work and training program. Under such a program, welfare recipients not only perform important community tasks which would otherwise go undone, but also they receive training and education which can become a bridge to more gainful employment. Special funds for demonstration programs and technical assistance should be appropriated. The enactment of S. 1803, providing $50 million annually for operation of work and training projects is also essential to encourage effective participation.

HEALTH

The region's shortcomings in training and in skills are matched by health and nutritional deficits. These needs warrant the initiation of several demonstration community health centers—including the construction and operation of fixed and mobile medical facilities, the hiring and training of personnel, the treatment of water and sewage, and pest control—in areas selected both with reference to need and to promise.

The regional health center would provide space for many health activities: maternal and child health, mental health, chronic diseases and communicable diseases. There would be diagnostic services as well as rapid screening for health defects. The center would include under one roof all personnel, records, laboratories, and conference and training facilities. Office space would be made available to encourage physicians and dentists to practice in the distressed area. Space for research personnel would be provided. Also, environmental health services would be programed and coordinated from the health centers.

NUTRITION

The nutritional problems of the region persist despite the dedicated efforts of State and Federal officials who administer the Federal school lunch and commodity distribution programs. Increased funds will be needed to permit the extension of the school lunch program to those schools not now participating. The commodity distribution program cannot, however, be corrected by simply adding additional funds. The very nature of the program restricts the variety of the foods distributed; as a result many suffer from a lack of certain essential nutrients. The food stamp program—which has operated in selected pilot counties in Appalachia—has demonstrated its basic merit in overcoming these deficiencies and should be expanded.

HOUSING

Health is also threatened, in many instances, by inadequate housing. In the case of the elderly and the disabled, this need may be met through an expansion of the Farmers Home Administration's program of small grants to rural homeowners with severely restricted earning potential. But many in the region could afford to improve or replace their inadequate housing if adequate credit resources were available in the region. The need for additional credit resources is dramatically demonstrated by the oversubscription of the Farmers Home Administration's loan program for rural homeowners. Lack of funds forces a continual turning away of applicants with the result that substandard housing persists, suppliers' opportunities are diminished, and employment opportunities never come into existence. Swift adoption by the Congress of loan guarantee authority for Farmers Home Administration would do much to close the gap in rural areas, while amending the Federal National Mortgage Association Act (Fanny Mae) to provide special assistance for depressed areas would help to close the gap in communities larger than 2,500.

SUMMARY

This is but a partial catalog of the human needs of Appalachia. These needs are apparent; they can be measured both by slide rule and by the human eye. But the poverty they represent is not one of the spirit. The traditional rugged independence of the Appalachian people, although eroded in some areas, is still the base upon which any recovery program must be founded.

If their elemental needs can be met, these people will take whatever additional action is necessary to achieve full participation in the Nation's expanding economic drive. No single program can be devised to answer these fundamental requirements. Instead, a variety of programs must be brought into a coordinated attack. The "mix" will vary with the situation and must necessarily remain flexible, but the fact that only a greater concentration of resources focused on these needs can satisfy them is as apparent as the needs themselves.

When the details of the President's program on poverty are presented, many of the recommendations presented above for human resource development may be duplicated. The proposed "community action" section of the poverty program might contain all of the items listed above, with the exception of those relating to the construction of area vocational schools and the construction and operation of regional health centers.

To avoid any duplication of effort and to prevent any overlap in new programs to ease personal hardship, we recommend that such funds called for in the $71,000,000 request below be transferred to the new poverty agency. Thus the proposed new Appalachian regional organization would retain supervision of the initiation of the regional health centers and the construction of new vocational education facilities. The remainder of the human resources funds, which would range between 30 and 35 million dollars, should be transferred to the poverty agency.

Request for fiscal year 1965------------------ $71,000,000

Community and Area Development

The foregoing recommendations cover the priority areas for public investment selected by the Commission. They will provide an immediate thrust in the drive to bring Appalachia to an approximately equal footing with contemporary America. They do not constitute a specific program for job creation but rather the public measures which must be undertaken if sufficient jobs are to be produced.

Beyond this framework, the task of development proceeds only with the vigorous and diligent involvement of the private individual, acting as both citizen and entrepreneur. The final purpose of the actions recommended in this report is to assist growth and development at the local level—to enable people to help themselves.

Despite the severity of the problems which face the communities of Appalachia, a substantial number of local groups in the region are engaged in highly successful community and area development programs. State government programs have provided significant new techniques and services to assist local development action.

The development process, to be fully successful, must be implemented by the best possible combination of Federal, State, and local programs of technical as well as financial assistance. Therefore, a prime function of the proposed new regional organization will be to serve as a center through which State and Federal agencies may best serve the actual process of local development. With the present section then, the Commission considers those developmental areas where the public and private effort meet, and where the exchange between them is the substance of economic growth.

INDUSTRIAL AND COMMERCIAL DEVELOPMENT

The private businesses of the Appalachian region are critical to future growth. They provide the means by which the potential of regional public investment is realized in the form of more and better jobs for the people who are the target of this developmental effort. The entrepreneurs who translate the capacities of the region's economy into first-level jobs are indispensable to economic growth. The availability of adequate developmental capital will be critical to their contribution.

Most local businessmen have traditional channels for credit when opportunities for growth are presented as a result of the regional developmental activities here recommended. These will include private equity capital, and private sources of short- and long-term credit.

But experience in the redevelopment of these areas clearly demonstrates that these will not be enough. Long-term developmental credit of the type offered now by the Area Redevelopment Administration and the Small Business Administration and by local industrial development corporations and State developmental authorities will be indispensable.

Of the 340 counties in Appalachia, 260 are eligible for Area Redevelopment Administration assistance, and of these 254 in whole or in part have approved overall economic development programs already functioning under the ARA program. This program has been a valuable beginning step in many communities and provides the basis for continuing progress. Moreover, the existence of so many of these sound, locally conceived development programs gives assurance that the programs recommended in this report will be fully utilized by developmental activities at the local level.

Much new economic activity in Appalachia will stem from the establishment and expansion of new small business enterprises. The Small Business Development Corporation program and the regular loan programs of the Small Business Administration are vital partners in this effort. The continuation and expansion of these programs will go a long way toward insuring that the new system of developmental highways will have their desired economic effect.

The Atomic Energy Commission has outlined the many benefits which may be realized in Appalachia from expanding peacetime nuclear technology. These range from the use of that technology in construction projects to the enhancement of Appalachian raw resources through irradiation. We urge the successor organization to this Commission to work closely with the AEC and the Southern Interstate Nuclear Board to insure speedy adoption, within Appalachia, of appropriate nuclear processes and practices.

Recommendations

1. Continue and expand the Area Redevelopment Act. Sufficient funds should be made available under the regular ARA program to provide increased technical and financial assistance to Appalachia and to improve the establishment and implementation of overall economic development programs by local leadership.

2. Continue and expand the Small Business Administration program.

3. Those State governments which have industrial development credit authorities should maintain and expand their ability to serve the needs of the Appalachian regions within their boundaries.

4. Those State governments which do not have industrial development credit authorities should consider their establishment.

5. Encourage the establishment of local industrial development corporations or comparable organizations.

6. Initiate a close liaison between the proposed Appalachian Regional Commission and the Atomic Energy Commission and the Southern Interstate Nuclear Board.

COMMUNITY DEVELOPMENT

Communities are growth points—but they are so only if resource development adjacent to them is matched by a development of the community itself so that it can beckon and accommodate growth.

The maxim is as valid for rural areas as for towns and metropolitan areas. The scope and nature of essential services and facilities will vary hugely between countryside, town and city; but each is a community of human beings with physical and social needs to be met. If they are not met, no amount of resource development alone can induce growth.

The lack of basic community services in some areas of Appalachia has been detailed in this report, and it is manifestly impossible to present here a catalog of all the needs in all the region's communities. The evidence is overwhelming that throughout Appalachia—in metropolitan areas as well as in towns and rural communities—a comprehensive approach to community programs and facilities must be undertaken encompassing such allied programs as subregional and urban planning, housing, zoning, water supply and disposal, control of stream and air pollution.

Elsewhere in America, provision of these facilities and services in recent decades has been a primary problem of growth; communities have been hard pressed to finance investment necessary simply to keep abreast of growth. But here again, in Appalachia, an investment from the other side of the coin is called for—the provision of facilities and services in order that growth may become possible. As the regional program gets under way, it is certain that existing State programs in community development will be strengthened.

A wide variety of Federal programs exist to assist this effort, and are coordinated through the Rural Areas Develoment program of the Department of Agriculture, by the Community Facilities Administration and Urban Renewal Administration of the Housing and Home Finance Agency, and by the Area Redevelopment Administration. Initiative by local residents both to identify their needs and to promote their community growth must be followed through with coordinated regional and subregional planning to avoid the frustrations of piecemeal development. The development of Appalachia's urban and rural communities must receive special attention if they are to contain the amenities which are necessary to induce growth.

Planning of this nature, it should be emphasized is not an interim, one-time event; but must be a continuous process designed to interrelate both immediate and long-term development.

If financing measures of the existing programs are inadequate to the peculiar challenge of the Appalachian situation, a realistic adjustment must be worked out: but this is only a single feature of the ground to be covered in a comprehensive, regionwide approach to this fundamental area where the private and the public sectors meet.

Chapter 5

The Means to Achievement . . .

This Commission has learned one lesson well during its eight months of work; the absolute necessity for coordinated action between the States and Federal Government. State and Federal prerogatives have been set aside in the concerted effort to prepare this report. Continued cooperation and dedication to regional goals will be equally necessary if this report is to be translated into an effective action program.

In seeking a developmental organization tailored to the dimensions of the Appalachian problem, the Commission has recognized two extremes of size which that organization must serve; the bigness of the total region, the smallness of the local jurisdiction. The approach and the structure must be regional to encompass the diversity of problems which are found in so large a region. It must also be able to assist the States' efforts to aid the multitude of local development units which alone can carry out the arduous, day-by-day work of development.

The new developmental organization must also perform the vital function of coordinating the many programs that are now conducted in the region by Federal, State, and local agencies. This coordinating role will not be backed by any sanctions, for none are needed. There have been countless past examples of successful cooperation in meeting a specific problem, but in many instances, governmental units cannot spare the funds or the personnel essential to a well-planned, interagency or intergovernmental cooperative effort.

The new organization will offer a continuing instrument for such cooperation in the future. It will serve as a clearinghouse for all such public units as well as the many private development activities within the region. The many conversations between this Commission and both public officials representing all levels of government and private citizens convinced us not only of the need for such a clearinghouse but of general support for such an institution.

For example, the new organization would be able to inform highway officials of proposed development activities that would affect their decisions on new route locations. These highway officials could then present their views on the feasibility of locating those routes to serve other development projects. Where such a location was not feasible, revisions might then be made in the plans for locating the other projects. We recognize that such an interchange of views is common in many existing action programs—but there is no continuing focal point for all programs.

The creation of such a focal point would serve another useful clearinghouse function—providing an area or community with specific solutions already proven successful elsewhere. Wasteful duplication of research could be avoided, and desperately needed State and local funds could be more effectively spent.

Above all, the major function of the new organization will be the creation of specific plans under which the new money appropriated in response to this report will be spent. We propose that the funds requested in this report be earmarked for expenditures based on the general recommendation submitted by the new organization and approved by the Federal official designated by the President to make such an approval. (This review process by the Federal Government is more fully discussed in the next section of the report.)

The plan submitted by the Commission to the Federal Government—and the States—should contain the specific dollar amounts to be allocated within each program and where the funds are to be spent. We propose that the new organization establish minimum benefits for each State under any given new funding program. This assumes that each State will participate in each program; where it chooses not to participate, its minimum share will be redistributed among the remaining States.

We recommend that the new organization also assume the following responsibilities:

(*a*) To inventory and analyze the resources of the region and its subareas and to sponsor the research necessary for the development of policies, programs, and plans designed to foster the region's productivity and growth.

(*b*) To suggest formulae for adapting Federal allocation procedures to the particular needs of Appalachia; to review Federal, State, local, and private programs, and where appropriate, recommend modifications or additions which will increase their effectiveness.

(*c*) To encourage and assist the formation, where necessary, of multicounty development districts designed to aid the small, technically inadequate local jurisdiction to overcome its problems.

(*d*) To encourage and assist the development of private investment in industrial, commercial, recreational, and similar projects.

(*e*) To formulate and recommend, where necessary and appropriate, interstate compacts and other forms of interstate cooperation.

(*f*) To cooperate with State and local agencies in developing appropriate model legislation and to recommend desirable Federal legislation.

The Appalachian Regional Commission

To fulfill all of these responsibilities, we propose the creation of an Appalachian Regional Commission which will be composed of the Governor (or his appointee) of each participating State and a Federal representative appointed by the President. One of the State representatives, elected by the participating States, and the President's representative shall serve as Cochairmen.

The Commission shall employ an Executive Director and through him shall direct the business of the Commission including the supervision of the Commission staff as shown in figure 16. The Executive Director shall sit with the Commission, but without vote.

When voting is required in conducting the Federal-State business of the Commission, an affirmative vote shall require the vote of majority of the State members and the vote of the Federal representative.

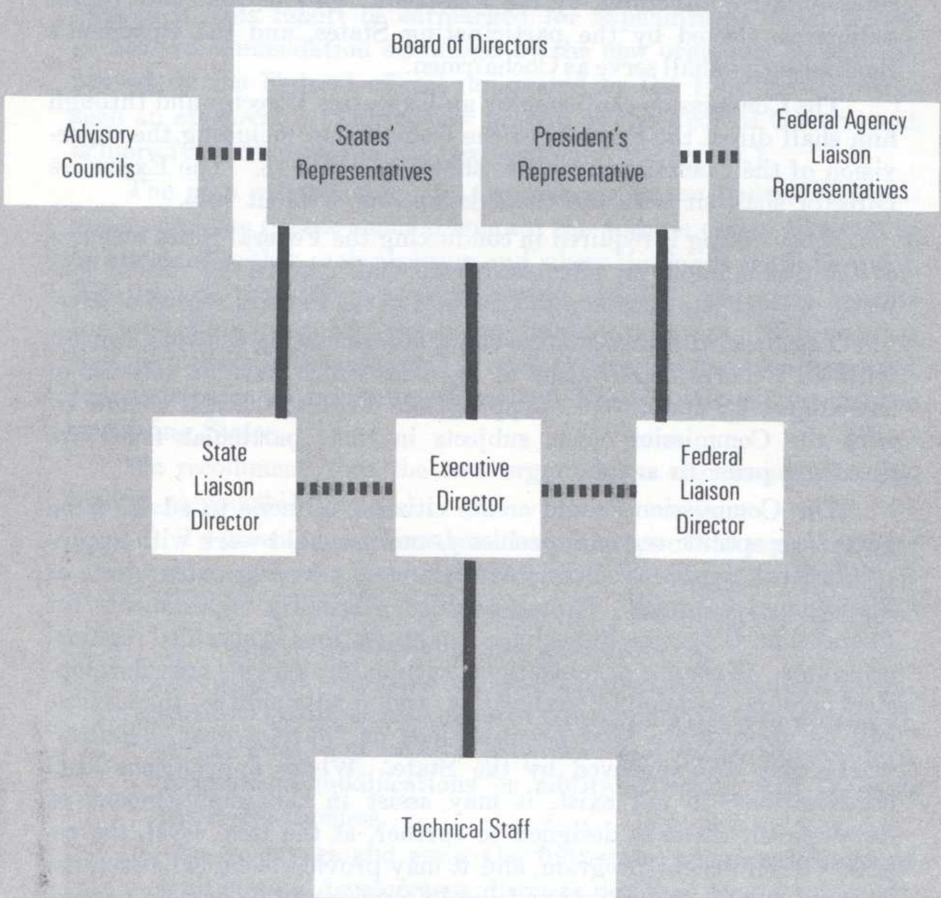
The Federal representative shall, before casting his vote, consult with all Federal departments or agencies which have an interest in the subject up for a vote. Appropriate Federal officials should sit with the Commission when subjects in their particular fields are discussed prior to a vote.

The Commission should create citizens' councils to advise it on general or specific regional problems, and it should work with appropriate local organizations or jurisdictions in carrying out projects of the regional program. It may establish eligibility requirements for financial participation by such local organizations in specified regional programs. Existing organizations, such as the various area development groups, municipal authorities, and municipalities themselves, will be appropriate local organizations or "development districts," where they are approved by the State. Where appropriate local organizations do not exist, it may assist in the establishment of development districts designed to further, at the local level, the regional development program, and it may provide technical assistance to them as well as to State and local agencies and to private parties. Each State, not the Federal Government, will be responsible for authorizing the creation of any local organization of the development

APPALACHIAN REGIONAL COMMISSION

FIGURE 16

Organization Chart



district character and for determining standards for their organization structure, programs, and powers. The State will provide the liaison between the Commission and local development organizations.

Although by majority vote the Board may develop programs for the regions, it may not impose any program upon an unwilling State, nor may it commit to any such program by its action alone the financial resources of any State nor of the Federal Government. The funds necessary to carry out the recommended programs must be provided by each State according to its own procedures and by the Federal Government after authorization and appropriations by the Congress and approval by the executive branch.

The activities of the Commission will provide a concentration of technical effort on the solution of key problems suffered generally by the region, by its subareas and by its towns. These basic problems have grown faster than the areas, the towns themselves, and unless confronted now by a capable and special attack, they threaten to destroy the possibility of recovery within the region.

Financing the Commission

The administrative expense of the Commission will be shared on a 50–50 basis by the State and Federal governments after the second year of operations. During the initial 2 years, these expenses will be borne through Federal appropriations.

Request for fiscal year 1965:

Administration	$1,000,000
Technical assistance	1,700,000
Research	900,000
	3,600,000

Federal Review

At the outset of this program, it is apparent, based on preliminary cost estimates, that the Federal Government will provide the bulk of the investment funds within Appalachia. It is desirable, therefore, that the Federal Government exercise an independent process of decision making before Federal funds are committed. We suggest that the normal legislative and budgetary review processes of the Federal Government be applied to the program and budgetary requests submitted to the Federal Government by the Commission. It would appear desirable that the President designate one Federal official to review the programs of the Commission as they relate to various Federal agencies and programs. Similarly, this Federal official would be responsible for receiving the annual program and financial plans of the Commission, obtaining such agency views as might be appropriate and presenting these program and financial plans to the Bureau of the Budget and the President for approval.

The structure of the Commission and its relationship with the Federal Government has been a matter of prime interest to the Governors. Although the consensus of views has resulted in the above recommendation, the Commission should use every means to refine and improve the structure in accord with experience in action.

Among suggestions offered, one has been that the Federal Government should be represented by a full-time special assistant to the President.

To make effective the Federal Government's participation in this program, it was also suggested that the President create a Council for Appalachia in the Federal Government (composed of representatives of all the Federal departments and agencies whose programs affect the Appalachian States) under the direction of the Presidential assistant.

Under this plan, the Presidential assistant, in meeting with the State representatives on the Commission, could make effective the Federal participation in decisions reached, since the Presidential assistant with the full interest of the President behind him, could maintain an effective liaison with Federal departments and agencies.

Financing the Appalachian Program

While it is apparent that the Federal Government must furnish the bulk of the necessary capital investment to start the region on the road to development, state, local, and private interests must contribute their share to the extent feasible. Furthermore, ongoing, already authorized Federal and State programs should not be diverted from the region because of this new concentrated effort.

Accordingly, the following financing methods are recommended:

DIRECT FEDERAL PROJECTS

For projects already authorized by the Congress, the Commission's views on requirements for any budget year would be transmitted to the coordinating Federal official who would obtain agency views and make recommendations to the Bureau of the Budget. Such recommendations would be considered in connection with the regular budget review process and included where deemed appropriate in the performing agency's budget. For projects requiring prior authorization by the Congress, a similar procedure would be followed in drafting authorizing legislation.

GRANT-IN-AID PROJECTS

In most grant-in-aid projects, the initiative for the project must begin with the State or local community involved, and local financial participation must be assured. Many Appalachian communities, because of their economic circumstances, have not been able to take full advantage of existing grant-in-aid programs. To alleviate this problem, a special fund should be established and allocated to local communities to help them meet the local share of existing grant-in-aid programs. The special fund should be appropriated to the coordinating Federal official, who should base his allocations on a recommendation from the Commission.

Request for fiscal year 1965------------------ $10,000,000

For grant-in-aid programs requiring *new legislation* the same principle should be followed; a minimum Federal sharing formula should be established with additional funds provided to make it possible for particular communities to participate. Such flexibility will permit consideration to be given to special needs of the most distressed communities without making the Federal share unnecessarily high for the more prosperous communities.

LOCAL DEVELOPMENT DISTRICTS

To increase local financial contributions to economic development projects and permit maximum flexibility in the types of projects to be undertaken, the Commission has recommended a program for financing local developmental activities through State and local development organizations.

If local development districts are to be successful, financial assistance of two types is necessary. First, aid must be supplied to ensure the employment of a small staff of professionals where none exists, and to supplement such staff where in existence. To encourage this necessary staffing, administrative expenses for these organizations should be shared by the organizations and the Federal Government for the first 3 years of the organizations' existence; the Federal share should be 75 percent to the local unit's 25 percent. Federal funds for this program are included in the technical assistance request for the Commission.

Second, means must be established which will permit these local units to obtain adequate financing for their development programs. Without such financing, community impetus and continuity of development programs which must be nurtured for realization of the developmental process the Commission seeks to foster will inevitably be frustrated.

Yet, at the outset these organizations will not have adequate recourse to the normal private money market of the Nation because they will lack proven credit records, and because of the relatively small size of their offerings.

In recognition of these factors, a bridge to the private money market is clearly called for and Federal assistance, in the early stages, is required if the indispensable plans of these development organizations are to be realized. The Commission, therefore, recommends that this bridge be supplied by a federally chartered mixed-ownership corporation.

The corporation would require an initial capital investment by the Federal Government and authority to issue its own taxable obligations. These funds would be used to purchase, under suitable criteria, the obligations of the local development districts. For each such purchase the district or the State in which it is located would purchase a capital interest in the corporation. Through the corporation, an adequate supply of funds could be made available at reasonable interest rates. Except for the capital investment, there would be in all probability no net Federal expenditure involved other than for temporary periods, and over the long term the ownership of the corporation would be gradually transferred to the States and the Federal investment retired. The Federal financial support for development districts should not be used to finance directly through a development district the cost of industrial plants, machinery, or working capital.

Since it will take time to set up the local districts and provide for the mechanics of the operation, the corporation should be authorized along with the rest of the Appalachian program, but need not be activated until after fiscal year 1965.

An Interim Organization

The Commission offers one final recommendation to insure the continuity of effort in Appalachia in the interim between the submission of this report by the President's Appalachian Regional Commission and congressional action to establish the recommended Appalachian Regional Commission.

Prior to the time the Congress acts to establish a new unit, a significant amount of work remains to be done if the new unit is to function immediately and effectively. Basic policy questions must be studied and solutions developed; an inventory must be made of the region's resources and plans must be developed to harness those resources effectively; detailed planning must go forward on the development highway system, taking into account the proposed location of other facilities such as new water projects, training and retraining centers and other needed public facilities; and the individual projects called for in this report can be placed into a perspective of priority.

Therefore, the Commission recommends the establishment of an interim organization which would resemble, in membership, the President's Appalachian Regional Commission; a membership comprised of representatives of the several States and the several Federal agencies most involved in the study just completed by PARC.

IN CONCLUSION . . .

This report concludes at a point of departure, for it marks not the end of an effort but its beginning.

The facts of the Appalachian condition presented here are not new; they have only been updated. In 1902 and again in 1935 the Federal Government published extensive reports of this region. In 1961 an analysis of the region was published by the Conference of Appalachian Governors. In 1962, a fully documented study of Southern Appalachia was published under private sponsorship. Over this 62-year span, the conditions described in each report are discouragingly similar; their recurrence in these studies is the chronicle of a region bypassed. The present report departs from the studies cited above in one important regard: it not only describes problems, but proposes specific solutions and funding to meet them.

The Commission believes that solutions to these problems can be found—indeed, must be found, since time has shown that its passage alone does not solve but only deepens them. It is no less evident, from experience, that the unique tangle of problems in Appalachia calls for a uniquely tailored program and that neither the States alone nor the Federal Government alone are adequate to this challenge which involves them both so closely.

Recognizing that it is essential to *begin*, the Commission has recommended that the Federal, State, and local governments act in concert, within a framework which permits their cooperation and encourages private initiative. This, it feels, is the only possibly successful approach.

To determine *where* this concerted action should begin, the Commission has focused its attention upon the region's priority problems. It has proposed programs to attack these central strands of the regional knot, and it considers them essential. But still, they are simply a first step.

Further progress, further study will suggest new actions which must be taken and the Commission has proposed a mechanism which can evolve and implement new programs and perfect new techniques.

The recommendations embodied in the report are not, then, The Plan for Appalachia. The Commission does not, in fact, foresee the emergence of a single plan for Appalachia at any time in the future. In the years ahead, the Appalachian program will be many programs, unified only by their singleness of focus: the introduction of Appalachia and its people into fully active membership in the American society.

APPENDIX A

PRESIDENT'S APPALACHIAN REGIONAL COMMISSION COUNTY LIST

The Appalachian region as defined for the President's Appalachian Regional Commission consists of 340 counties. This appendix contains a list of those counties by State.

In order to increase the applicability of published statistics, 12 additional counties were added to make the region more nearly comparable to U.S. Census statistical reporting units of State Economic Areas which are in the region. A State Economic Area is a county or group of counties which have similar social and economic characteristics, distinct from characteristics of adjoining counties, which comprise other SEA's. These additional counties were included in all compilations in order to assure comparability among all statistics.

The county list which follows is the definition of the region as currently demarcated by the Governors of the Appalachian States. The regional boundary was shifted in North Carolina. The counties of Davie, Forsyth, and Yadkin were added, and Cleveland County was deleted from the region. The data in this report does not reflect this boundary shift except in the following county list and maps contained in this report.

POPULATION—APPALACHIA COUNTIES—1960

(Figures in thousands)

ALABAMA	
State total	3, 266. 7
Population of counties in Appalachia	1, 884. 4
Bibb	14. 4
Blount	25. 4
Calhoun	95. 9
Chambers	37. 8
Cherokee	16. 3
Chilton	25. 7
Clay	12. 4
Cleburne	10. 9
Colbert	46. 5
Coosa	10. 7
Cullman	45. 6
De Kalb	41. 4
Elmore	30. 5
Etowah	97. 0
Fayette	16. 1
Franklin	22. 0
Jackson	36. 7
ALABAMA—Continued	
Jefferson	634. 9
Lawrence	24. 5
Limestone	36. 5
Madison	117. 3
Marion	21. 8
Marshall	48. 0
Morgan	60. 5
Randolph	19. 5
St. Clair	25. 4
Shelby	32. 1
Talladega	65. 5
Tallapoosa	35. 0
Tuscaloosa	109. 0
Walker	54. 2
Winston	14. 9
GEORGIA	
State total	3, 943. 1
Population of counties in Appalachia	674. 7

POPULATION—APPALACHIA COUNTIES—1960—Continued

GEORGIA—Continued

Banks	6.5
Barrow	14.5
Bartow	28.3
Carroll	36.5
Catoosa	21.1
Chattooga	20.0
Cherokee	23.0
Dade	8.7
Dawson	3.6
Douglas	16.7
Fannin	13.6
Floyd	69.1
Forsyth	12.1
Franklin	13.3
Gilmer	8.9
Gordon	19.2
Gwinnett	43.5
Habersham	18.1
Hall	49.7
Haralson	14.5
Heard	5.3
Jackson	18.5
Lumpkin	7.2
Madison	11.2
Murray	10.4
Paulding	13.1
Pickens	8.9
Polk	28.0
Rabun	7.5
Stephens	18.4
Towns	4.5
Union	6.5
Walker	45.3
White	6.9
Whitfield	42.1

KENTUCKY

State total	3,038.2
Population of counties in Appalachia	853.5
Adair	14.7
Bath	9.1
Bell	35.3
Boyd	52.2
Breathitt	15.5
Carter	20.8
Casey	14.3
Clay	20.7
Clinton	8.9
Cumberland	7.8
Elliott	6.3
Estill	12.5
Floyd	41.6
Garrard	9.7
Greenup	29.2
Harlan	51.1
Jackson	10.7
Johnson	19.7
Knott	17.4
Knox	25.3
Laurel	24.9
Lawrence	12.1
Lee	7.4
Leslie	10.9
Letcher	30.1
Lewis	13.1
Lincoln	16.5
McCreary	12.5
Madison	33.5
Magoffin	11.1
Martin	10.2
Menifee	4.3
Morgan	11.1
Owsley	5.4
Perry	35.0
Pike	68.3
Powell	6.7
Pulaski	34.4
Rockcastle	12.3
Rowan	12.8
Russell	11.1
Wayne	14.7
Whitley	25.8
Wolfe	6.5

MARYLAND

State total	3,100.7
Population of counties in Appalachia	195.8
Allegany	84.2
Garrett	20.4
Washington	91.2

NORTH CAROLINA

State total	4,556.2
Population of counties in Appalachia	939.4
Alexander	15.6
Alleghany	7.7
Ashe	19.8
Avery	12.0
Buncombe	130.1
Burke	52.7
Caldwell	49.6
Cherokee	16.3
Clay	5.5
Davie	16.7
Forsyth	189.4
Graham	6.4
Haywood	39.7
Henderson	36.1
Jackson	17.8
McDowell	26.7
Macon	14.9
Madison	17.2
Mitchell	13.9
Polk	11.4
Rutherford	45.0
Stokes	22.3
Surry	48.2
Swain	8.4
Transylvania	16.4
Watauga	17.5
Wilkes	45.3
Yadkin	22.8
Yancey	14.0

OHIO

State total	9,706.4
Population of counties in Appalachia	743.9
Adams	20.0
Athens	47.0
Belmont	83.9
Brown	25.2
Clermont	80.5
Gallia	26.1
Guernsey	38.6
Highland	29.7
Hocking	20.2
Jackson	29.4
Lawrence	55.4
Meigs	22.1
Monroe	15.3
Morgan	12.7
Noble	11.0
Pike	19.4
Ross	61.2
Scioto	84.2
Vinton	10.3
Washington	51.7

PENNSYLVANIA

State total	11,319.4
Population of counties in Appalachia	5,931.9
Allegheny	1,628.6
Armstrong	79.5
Beaver	207.0
Bedford	42.5
Blair	137.3
Bradford	54.9

PENNSYLVANIA—Continued

Butler	114.7
Cambria	203.3
Cameron	7.6
Carbon	52.9
Centre	78.6
Clarion	37.4
Clearfield	81.5
Clinton	37.6
Columbia	53.5
Crawford	78.0
Elk	37.3
Erie	250.7
Fayette	169.3
Forest	4.5
Fulton	10.6
Greene	39.4
Huntingdon	39.5
Indiana	75.4
Jefferson	46.8
Juniata	15.9
Lackawanna	234.5
Lawrence	113.0
Luzerne	347.0
Lycoming	109.4
McKean	54.5
Mercer	127.5
Mifflin	44.3
Monroe	39.6
Montour	16.7
Northumberland	104.1
Perry	26.6
Pike	9.1
Potter	16.5
Schuylkill	173.0
Snyder	25.9
Somerset	77.5
Sullivan	6.3
Susquehanna	33.1
Tioga	36.6
Union	25.6
Venango	65.3
Warren	45.6
Washington	217.3
Wayne	28.2
Westmoreland	353.6
Wyoming	16.8

TENNESSEE

State total	3,567.1
Population of counties in Appalachia	1,599.0
Anderson	60.0
Bledsoe	7.8
Blount	57.5
Bradley	38.3
Campbell	27.9
Carter	41.6
Claiborne	19.1
Clay	7.3
Cocke	23.4
Coffee	28.6
Cumberland	19.1
DeKalb	10.8
Fentress	13.3
Franklin	25.5
Grainger	12.5
Greene	42.2
Grundy	11.5
Hamblen	33.1
Hamilton	238.0
Hancock	7.8
Hawkins	30.5
Jackson	9.2
Jefferson	21.5
Johnson	10.8
Knox	250.5
Loudon	23.8
McMinn	33.7
Macon	12.2
Marion	21.0
Meigs	5.1
Monroe	23.3

TENNESSEE—Continued

Morgan	14.3
Overton	14.7
Pickett	4.4
Polk	12.2
Putnam	29.2
Rhea	15.9
Roane	39.1
Scott	15.4
Sequatchie	5.9
Sevier	24.3
Smith	12.1
Sullivan	114.1
Unicoi	15.1
Union	8.5
Van Buren	3.4
Warren	23.1
Washington	64.8
White	15.6

VIRGINIA

State total	3,966.9
Population of counties in Appalachia	456.7
Alleghany	12.1
Bath	5.3
Bland	6.0
Botetourt	16.7
Buchanan	36.7
Carroll	23.2
Craig	3.4
Dickenson	20.2
Floyd	10.5
Giles	17.2
Grayson	17.4
Highland	3.2
Lee	25.8
Pulaski	27.3
Russell	26.3
Scott	25.8
Smyth	31.1
Tazewell	44.8
Washington	38.1
Wise	43.6
Wythe	22.0

WEST VIRGINIA

State total	1,860.0
Population of counties in Appalachia	1,860.0
Barbour	15.5
Berkeley	33.8
Boone	28.7
Braxton	15.2
Brooke	28.9
Cabell	108.2
Calhoun	8.0
Clay	11.9
Doddridge	7.0
Fayette	61.7
Gilmer	8.0
Grant	8.3
Greenbrier	34.4
Hampshire	11.7
Hancock	39.6
Hardy	9.3
Harrison	77.9
Jackson	18.5
Jefferson	18.7
Kanawha	252.9
Lewis	19.7
Lincoln	20.3
Logan	61.6
McDowell	71.4
Marion	63.7
Marshall	38.0
Mason	24.5
Mercer	68.2
Mineral	22.4
Mingo	39.7
Monongalia	55.6

POPULATION—APPALACHIA COUNTIES—1960—Continued

WEST VIRGINIA—Continued		WEST VIRGINIA—Continued	
Monroe	11.6	Roane	15.7
Morgan	8.4	Summers	15.6
Nicholas	25.4	Taylor	15.0
Ohio	68.4	Tucker	7.7
Pendleton	8.1	Tyler	10.0
Pleasants	7.1	Upshur	18.3
Pocahontas	10.1	Wayne	39.0
Preston	27.2	Webster	13.7
Putnam	23.6	Wetzel	19.3
Raleigh	77.8	Wirt	4.4
Randolph	26.3	Wood	78.3
Ritchie	10.9	Wyoming	34.8

Appendix B

Mileage Estimates for Appalachian Developmental Highway System

State	Miles[1]
Georgia	93
Kentucky	482
Maryland	129
North Carolina	142
Pennsylvania	412
Tennessee	328
Virginia	137
West Virginia	466
Totals	2,189

Cost Estimate for Local Access Roads

9 States[2]	500	$50,000,000

[1] Includes mileage improved to adequate standards.
[2] The cost of local access roads in Alabama are included in these estimates.

Appendix C

Selected Data on the Appalachian Region

TABLE OF CONTENTS

Appendix C

This appendix is designed to provide additional detailed data on the socioeconomic measures referred to in the main body of the report. The main purpose is to reveal the range of values within the Appalachian region by State or smaller areas as the case may be.

Most of the information shown in this appendix was developed by the staff of the Center for Regional Economic Studies of the University of Pittsburgh from published sources. The Office of the Deputy Assistant Secretary of Commerce, Mr. Edgar S. Dunn, Jr., was particularly helpful with data on employment trends. The Department of Agriculture provided some of the information on housing and the Bureau of the Budget on Government expenditures in the region.

Tables C–1 and C–2 contain the data which demonstrate the consistently low level of incomes in Appalachia as compared to the United States as a whole. Figures are shown for four classes of areas:

1. Metropolitan areas
2. Nonmetropolitan urban areas
3. Nonmetropolitan rural nonfarm areas
4. Nonmetropolitan rural farm areas

Table C–1 shows that the median income in every metropolitan area in Appalachia is below the median income of metropolitan areas in the United States. The range is from 4,274 in Tuscaloosa to 5,954 in Pittsburgh with the U.S. figure at 6,324.

Table C–2 gives the figures for the nonmetropolitan areas of Appalachia. The unit of area is the Census State Economic Area. For each such area, the table provides separate figures for the urban, rural nonfarm, and rural-farm components. At the top is the U.S. average for each component.

There are 7 urban components in Appalachia with median income levels above the U.S. average; 9 rural-nonfarm components and 12 rural farm components in Appalachia share the same distinction. The combined population of all these areas is 2.57 million out of a total of 9.1 million who live in nonmetropolitan areas. Of the 2.57 million, 1.93 million live in Pennsylvania.

TABLE C–1.—*Median Family Income in Appalachian Metropolitan Areas, 1960*

Standard metropolitan statistical area	Median income	Standard metropolitan statistical area	Median income
Altoona	5,141	Huntsville	5,426
Asheville	4,419	Johnstown	4,574
Birmingham	5,103	Knoxville	4,908
Charleston	5,862	Pittsburgh	5,954
Chattanooga	4,958	Scranton	4,896
Erie	5,736	Tuscaloosa	4,274
Gadsden	4,387	Wheeling	5,162
Huntington-Ashland	4,977	Wilkes-Barre-Hazelton	4,722
METROPOLITAN APPALACHIA [1]			5,287
METROPOLITAN UNITED STATES			6,324

[1] The median family income for metropolitan Appalachia is a population-weighted average of the median incomes on this table.

Source: Compiled from U.S. Bureau of the Census Reports, 1960.

TABLE C-2.—*Median Family Incomes for Nonmetropolitan Appalachian State Economic Areas, by Urban, Rural Nonfarm and Rural Farm, 1960*

Area		Median family income		
		Urban	Rural	
			Non-Farm	Farm
Alabama SEA	1	5,239	3,327	2,320
	2	4,205	2,765	2,157
	3	4,435	3,787	2,907
	4	4,461	3,130	2,472
	5	3,992	2,741	2,033
Georgia SEA	1	4,616	4,042	[1] 3,250
	2	4,668	3,035	2,212
	3	4,262	3,659	2,897
Kentucky SEA	5	3,301	2,134	1,748
	8	4,774	2,391	1,880
	9	4,065	2,196	1,733
Maryland SEA	1	5,289	[1] 4,502	[1] 3,221
North Carolina SEA	1	4,796	3,268	2,095
	2	4,629	3,775	3,045
Ohio SEA	7	[1] 5,779	[1] 5,281	[1] 3,334
	8	5,156	4,133	[1] 3,337
Pennsylvania SEA	1	[1] 5,760	[1] 5,429	[1] 4,567
	2	[1] 5,368	[1] 4,643	[1] 4,103
	3	[1] 5,478	[1] 5,174	[1] 4,338
	4	5,040	[1] 4,376	[1] 3,979
	5	[1] 5,594	[1] 4,558	[1] 3,584
	6	4,747	[1] 4,718	[1] 4,019
Tennessee SEA	6	4,124	2,686	2,023
	7	3,595	2,391	2,257
	8	4,543	3,582	2,395
Virginia SEA	1	4,213	3,004	1,972
	2	4,417	3,391	2,412
	3	5,089	3,947	[1] 3,198
West Virginia SEA	1	[1] 6,242	[1] 5,189	[1] 3,238
	2	4,968	3,306	2,594
	3	[1] 5,332	4,095	2,938
	4	4,845	3,863	2,934
	5	4,672	3,180	2,531
	6	4,969	4,226	[1] 3,770
APPALACHIAN REGION [2]		4,961	3,797	2,624
UNITED STATES		5,296	4,303	3,061

[1] Indicates median is above the corresponding U.S. median.
[2] The median family incomes for the Appalachian Region are population weighted averages of the median incomes for the Appalachian State Economic Areas as shown on this table.

Source: Compiled from the U.S. Bureau of the Census Reports, 1960.

TABLE C-3.—*Rates of Unemployment by Kind of Area, 1960*

	Appalachia	Balance of United States
METROPOLITAN AREAS	7.1	4.9
NONMETROPOLITAN AREAS	7.2	5.1
Urban	6.3	5.3
Rural, nonfarm	8.5	6.1
Rural, farm	4.6	2.8

Source: Compiled from U.S. Bureau of the Census Reports, 1960.

Table C-4.—*Distribution of Family Income, 1960, Appalachia and the Balance of United States*

State or region	All families	Percent families with income:	
		Less than $3,000	$10,000 and over
Appalachian portion of:			
Alabama	513,921	36.7	8.3
Georgia	170,598	37.3	5.1
Kentucky	209,007	57.3	3.6
Maryland	51,143	24.2	9.2
North Carolina	194,729	40.2	5.3
Ohio	187,264	29.5	7.5
Pennsylvania	1,530,250	19.5	11.4
Tennessee	405,606	39.0	7.2
Virginia	137,518	42.5	5.0
West Virginia	462,078	32.6	8.4
TOTAL APPALACHIA	3,862,114	30.7	8.7
Metropolitan	1,591,432	20.8	12.3
Nonmetropolitan	2,270,682	37.5	6.2
BALANCE OF UNITED STATES	41,266,279	20.5	15.6
Metropolitan	27,028,958	14.8	19.2
Nonmetropolitan	14,237,321	31.3	8.9

Source: Compiled from U.S. Bureau of the Census Reports, 1960.

Table C-5.—*Per Capita Income, Appalachia and Balance of United States, 1960*

State	Appalachian portion	Rest of State	Total State
Alabama	1,254	1,231	1,246
Georgia	1,194	1,393	1,359
Kentucky	841	1,519	1,321
Maryland	1,589	2,031	2,002
North Carolina	1,169	1,269	1,251
Ohio	1,396	2,003	1,956
Pennsylvania	1,680	2,047	1,854
Tennessee	1,257	1,369	1,318
Virginia	1,008	1,698	1,598
West Virginia	1,378	1,378	1,378
TOTAL APPALACHIA			1,405
BALANCE OF UNITED STATES			1,901

Source: Compiled from U.S. Bureau of the Census Reports, 1960.

TABLE C-6.—*Number of Unemployed and Rate of Unemployment, Appalachia and Balance of United States, 1950 and 1960*

Appalachia	1960		1950	
	Total civilian unemployed	Unemployment rate	Total civilian unemployed	Unemployment rate
Alabama	41,688	5.8	28,824	4.2
Georgia	12,083	4.8	8,933	3.9
Kentucky	20,425	8.8	10,426	3.6
Maryland	5,622	7.9	5,599	8.0
North Carolina	13,553	4.8	8,168	3.1
Ohio	19,609	7.9	11,989	5.2
Pennsylvania	172,014	7.9	134,717	6.2
Tennessee	34,358	6.0	23,187	4.4
Virginia	12,098	6.9	7,681	4.1
West Virginia	49,018	8.3	31,456	4.8
TOTAL APPALACHIA	380,468	7.1	270,980	5.1
BALANCE OF THE UNITED STATES	3,124,359	5.0	2,575,335	4.8

Source: Compiled from U.S. Bureau of the Census Reports, 1950 and 1960.

TABLE C-7.—*Percent of Population, 14 Years and Older, in Labor Force, 1960*

Area	Percent civilians, 14 years and over, in labor force		
	Males	Females	Both sexes
ALABAMA	73.6	32.2	52.0
Appalachia	73.4	31.1	51.2
Balance of State	73.8	34.4	53.0
GEORGIA	76.8	37.6	56.4
Appalachia	74.8	34.7	54.1
Balance of State	77.2	38.2	56.9
KENTUCKY	71.7	27.1	49.0
Appalachia	60.8	18.0	39.2
Balance of State	76.0	30.6	52.9
MARYLAND	80.0	36.2	57.6
Appalachia	75.0	28.5	50.9
Balance of State	80.4	36.8	58.1
NORTH CAROLINA	76.1	37.5	56.3
Appalachia	71.9	33.6	52.0
Balance of State	76.9	38.3	57.2
OHIO	78.7	32.9	55.0
Appalachia	69.8	25.7	47.4
Balance of State	79.5	33.5	55.7
PENNSYLVANIA	76.6	33.3	54.0
Appalachia	74.6	29.8	51.3
Balance of State	78.8	37.1	56.9
TENNESSEE	74.0	32.8	52.6
Appalachia	72.4	30.5	50.7
Balance of State	75.3	35.4	55.8
VIRGINIA	77.8	34.0	55.7
Appalachia	68.1	24.9	46.2
Balance of State	79.5	35.6	57.3
WEST VIRGINIA	67.8	24.3	45.4
TOTAL APPALACHIA	72.0	28.7	49.6
BALANCE OF UNITED STATES	77.92	35.02	55.86

Source: Compiled from the U.S. Bureau of the Census Reports.

TABLE C-8.—*Employment in Major Industry Groups for the Appalachian Region, 1950 and 1960*

Industry[1]	Employment		Percent change
	1950	1960	
Agriculture	706,250	335,742	−52.5
Mining	462,341	191,255	−58.6
Construction	270,692	286,060	+5.7
Manufacturing	1,394,302	1,592,135	+14.2
Services	2,179,430	2,534,138	+16.3
ALL INDUSTRIES	5,013,015	4,939,330	−1.5

Comparable percent change figures for the balance of the United States as follows:

Agriculture	−35.6	Construction	+10.8
Mining	− 1.0	Services	+28.1
Manufacturing	+20.6	ALL INDUSTRIES	+17.1

[1] Components of the major industry groups are:

Major industry group	*Component industries*
AGRICULTURE	Agriculture. Forestry and fisheries.
MINING	Mining.
CONTRACT CONSTRUCTION	Contract Construction.
MANUFACTURING	Furniture, and lumber and wood products. Primary metal industries. Fabricated metal industries (including not specified metal). Machinery, except electrical. Electrical machinery, equipment, and supplies. Motor vehicles and motor vehicle equipment. Transportation equipment, except motor vehicles. Other durable goods. Food and kindred products. Textile mill products. Apparel and other fabricated textile products. Printing and publishing and allied products. Chemical and allied products. Other nondurable goods (including not specified manufacturing).
SERVICES	Railroad and railway express service. Trucking service and warehousing. Other transportation. Communications. Utilities and sanitary services. Wholesale trade. Food and dairy products stores. Eating and drinking places. Other retail trade. Finance, insurance, and real estate. Business services. Repair services. Private households. Other personal services. Entertainment and recreation services. Educational services: Government and private. Welfare, religious, and nonprofit membership organizations. Hospitals. Other professional and related services. Public administration. Industry not reported.

Source: Compiled from U.S. Bureau of the Census Reports, 1950 and 1960.

TABLE C–9.—*Employment in Major Industry Groups, Appalachia, by State, 1950 and 1960*

(Employment in thousands)

Industry	Alabama 1950	Alabama 1960	Georgia 1950	Georgia 1960	Kentucky 1950	Kentucky 1960
Agriculture	141.9	55.7	53.1	21.1	92.5	40.3
Mining	26.9	10.9	1.6	1.6	58.1	26.9
Construction	34.7	46.1	11.9	16.9	12.5	11.4
Manufacturing	159.1	202.6	77.6	100.1	23.1	24.2
Services	290.3	374.1	74.4	101.2	93.6	92.7
ALL INDUSTRIES	652.9	689.4	218.5	240.8	279.9	195.5
	Maryland 1950	**Maryland 1960**	**North Carolina 1950**	**North Carolina 1960**	**Ohio 1950**	**Ohio 1960**
Agriculture	5.2	3.6	65.0	30.8	43.5	20.7
Mining	1.5	0.7	1.5	1.8	12.2	5.8
Construction	3.5	4.1	15.3	17.5	11.8	14.7
Manufacturing	20.0	20.4	77.4	103.7	47.1	64.4
Services	34.1	37.7	94.7	115.1	96.2	116.5
ALL INDUSTRIES	64.4	66.5	253.9	268.9	210.8	222.1

Industry	Pennsylvania 1950	Pennsylvania 1960	Tennessee 1950	Tennessee 1960
Agriculture	100.3	63.5	104.1	55.6
Mining	186.6	60.0	12.8	7.3
Construction	103.5	100.4	35.6	36.3
Manufacturing	712.5	744.2	128.3	166.0
Services	937.3	1,053.6	218.3	272.8
ALL INDUSTRIES	2,040.3	2,021.7	499.1	538.1
	Virginia 1950	**Virginia 1960**	**West Virginia 1950**	**West Virginia 1960**
Agriculture	38.9	20.7	61.8	23.9
Mining	26.8	17.1	134.3	59.1
Construction	9.6	9.4	32.1	29.2
Manufacturing	30.6	40.8	118.5	125.7
Services	58.6	69.4	282.0	301.1
ALL INDUSTRIES	164.5	157.4	628.8	539.1

Figures may not add up to totals due to rounding.

Source: Complied from U.S. Bureau of the Census published reports.

TABLE C–10.—*Percent Change in Employment in Manufacturing Industries for Appalachia and United States, 1950–60*

	Appalachian region	Total United States
Furniture, lumber and wood products	–12.5	–10.8
Primary metal industries	–0.8	3.4
Fabricated metals industries	69.3	52.5
Electric machine equipment and supplies	42.5	72.7
Machinery, except electrical	25.6	25.1
Motor vehicles and motor vehicle equipment	67.3	–1.7
Transportation equipment (except motor vehicles)	133.3	100.8
Other durable goods	6.5	27.1
Food and kindred products	39.1	23.0
Apparel and other fabricated textile products	41.0	8.7
Printing, publishing and allied products	38.9	32.2
Chemical and allied products	34.0	35.6
Other nondurable goods	13.0	5.9
Textile mill products	–10.0	–22.3

Source: Compiled from U.S. Bureau of the Census published reports.

TABLE C–11.—*Distribution of Employment by Major Industries in the Appalachian Region, 1950 and 1960*

Industry group	Percent employment in each group	
	1950	1960
All employment	100.0	100.0
Agriculture	14.1	6.8
Mining	9.2	3.9
Contract construction	5.4	5.8
Manufacturing	27.8	32.2
Services	43.5	51.3

Source: Compiled from U.S. Bureau of Census published reports.

Table C–12.—*Population of Appalachia, by State, and Balance of United States, by type of Residence, 1950 and 1960*

Appalachian portion of—	Total population	Percent of total population			
		Urban	Rural		
			Total	Non-farm	Farm
Alabama:					
1960	2,077,496	54.9	45.1	33.6	11.5
1950	1,954,649	45.1	54.9	25.4	29.5
Georgia:					
1960	675,024	27.8	72.2	60.1	12.1
1950	619,766	23.3	76.7	36.9	39.8
Kentucky:					
1960	886,113	17.9	82.1	59.2	22.9
1950	1,041,242	15.0	85.0	39.9	45.1
Maryland:					
1960	195,808	45.3	54.7	48.3	6.4
1950	189,701	44.4	55.6	43.8	11.8
North Carolina:					
1960	776,828	23.0	77.0	58.3	18.7
1950	762,229	21.2	78.8	37.4	41.4
Ohio:					
1960	743,860	34.9	65.1	52.6	12.5
1950	676,715	32.6	67.4	39.0	28.4
Pennsylvania:					
1960	5,932,025	63.0	37.0	33.2	3.8
1950	5,784,652	62.6	37.3	29.1	8.2
Tennessee:					
1960	1,607,689	42.6	57.4	40.9	16.5
1950	1,529,762	37.7	62.3	30.5	31.8
Virginia:					
1960	572,950	23.0	77.0	58.8	18.2
1950	599,028	18.7	81.2	46.5	34.7
West Virginia:					
1960	1,860,421	38.2	61.8	55.3	6.5
1950	2,005,552	34.6	65.4	44.9	20.5
TOTAL APPALACHIA:					
1960	15,328,214	47.5	52.5	42.8	9.7
1950	15,163,296	43.9	56.1	33.6	22.4
BALANCE OF UNITED STATES:					
1960	163,997,457	72.0	28.0	20.8	7.3
1950*	136,162,502	66.2	33.8	19.3	14.4

*Includes Alaska and Hawaii in 1950, but rural farm and nonfarm data were not available separately for those areas. Rural data for those areas are treated as part of nonfarm data.

Source: Compiled from U.S. Bureau of Census published reports.

TABLE C–13.—*Percent Change in Population by Type of Residence, Appalachia and Balance of United States, 1950 to 1960*

State or region	Urban	Rural		
		Total	Nonfarm	Farm
Appalachian portion of:				
Alabama	+29.5	−12.8	+40.3	−58.6
Georgia	+29.8	+2.6	+77.5	−67.0
Kentucky	+1.6	−17.8	+26.2	−56.8
Maryland	+5.2	+1.6	+14.0	−44.3
North Carolina	+10.7	−0.4	+58.9	−55.0
Ohio	+17.5	+6.2	+48.3	−51.6
Pennsylvania	+3.1	+1.6	+17.1	−53.3
Tennessee	+18.8	−3.2	+41.1	−45.6
Virginia	+17.4	−9.4	+20.9	−49.9
West Virginia	+2.4	−12.3	+14.2	−70.6
APPALACHIA	+9.4	−5.4	+28.6	−56.3
BALANCE OF UNITED STATES	+30.8	(*)	+29.3	−39.1

*Increase of less than ½ of 1 percent.

Source: Compiled from U.S. Bureau of Census published reports.

TABLE C–14.—*Educational Levels of Persons 25 Years Old and Over for Appalachia, by States and Balance of United States, Metropolitan and Nonmetropolitan, 1960*

State or region	Persons 25 years old and over	Percent completed		
		Less than 5 years schooling	4 years of high school or more	4 years of college or more
Appalachian portion of—				
Alabama	1,083,026	15.0	30.1	5.8
Georgia	351,144	17.7	22.8	3.7
Kentucky	434,175	22.1	17.4	3.0
Maryland	111,969	7.7	31.9	4.4
North Carolina	414,301	16.3	28.8	5.0
Ohio	407,444	7.1	33.3	4.0
Pennsylvania	3,443,354	7.2	38.4	5.7
Tennessee	857,720	15.9	28.5	5.5
Virginia	293,481	19.2	23.6	4.0
West Virginia	999,731	11.0	30.6	5.2
TOTAL APPALACHIA	8,396,345	11.6	32.3	5.2
Metropolitan	3,660,966	9.1	38.2	6.5
Nonmetropolitan	4,735,379	13.4	28.0	4.3
BALANCE OF UNITED STATES	91,041,739	8.0	41.8	7.9
Metropolitan	60,251,979	6.9	44.6	9.0
Nonmetropolitan	30,789,760	10.3	36.5	5.8

Source: Compiled from U.S. Bureau of Census published reports.

TABLE C–15.—*Taxable Property Values, 1961: Some Comparisons of Assessed Value of Property Subject to Local General Property Taxation Between Appalachia and Non-Appalachia by State and United States, Metropolitan and Nonmetropolitan*

(Taxable property values: 1961)

Area	Total assessed value (thousands of dollars)	Per capita [1] assessed value
ALABAMA: (Appalachia)	$2,042,317	$983
Metropolitan	1,214,519	1,268
Nonmetropolitan	827,798	740
Balance of State	980,050	824
GEORGIA: (Appalachia)	324,235	480
Metropolitan	47,696	536
Nonmetropolitan	276,539	472
Balance of State	2,906,627	889
KENTUCKY: (Appalachia)	753,652	851
Metropolitan	72,781	1,400
Nonmetropolitan	680,871	816
Balance of State	3,443,773	1,600
MARYLAND; (Appalachia)	471,448	2,405
Metropolitan	----	----
Nonmetropolitan	471,448	2,405
Balance of State	8,740,650	3,009
NORTH CAROLINA; (Appalachia)	1,230,835	1,584
Metropolitan	220,642	1,697
Nonmetropolitan	1,010,193	1,561
Balance of State	7,712,212	2,041
OHIO: (Appalachia)	1,900,185	2,554
Metropolitan	308,659	2,221
Nonmetropolitan	1,591,526	2,631
Balance of State	27,455,178	3,063
PENNSYLVANIA: (Appalachia)	7,023,047	1,184
Metropolitan	5,062,958	1,385
Nonmetropolitan	1,960,089	861
Balance of State	8,281,993	1,537
TENNESSEE: (Appalachia)	1,293,033	804
Metropolitan	716,314	1,182
Nonmetropolitan	576,719	576
Balance of State	2,589,493	1,322
VIRGINIA: (Appalachia)	426,424	744
Metropolitan	----	----
Nonmetropolitan	426,424	744
Balance of State	6,535,506	1,933
WEST VIRGINIA: (Appalachia)	4,011,338	2,157
Metropolitan	1,554,504	2,703
Nonmetropolitan	2,456,834	1,912
TOTAL APPALACHIA	19,476,514	1,271
Metropolitan	9,198,073	1,482
Nonmetropolitan	10,278,441	1,127
BALANCE OF UNITED STATES	336,239,486	2,050
Metropolitan	237,062,927	2,222
Nonmetropolitan	99,177,559	1,730

[1] Based on 1960 Census of Population.

Source: Compiled from U.S. Bureau of Census published reports.

Table C–16.—*Receipts From Retail Trade, Automotive Dealers, and Selected Service Businesses in Appalachia and Balance of United States, 1958*

Appalachian region		Retail sales		Automotive dealers		Selected services [1]	
Appalachian portion of States	Population	Total $000	Per capita	Total $000	Per capita	Total $000	Per capita
Alabama	2,042,084	1,644,121	805	287,180	141	162,738	80
Georgia	666,896	470,828	706	87,297	131	37,779	57
Kentucky	818.922	479,812	586	82,391	101	41,598	51
Maryland	195,808	216,378	1,105	35,093	179	18,024	92
North Carolina	764,819	606,247	793	112,250	147	59,952	78
Ohio	743,875	658,050	885	112,012	151	45,872	62
Pennsylvania	5,915,375	5,938,837	1,004	969,196	164	726,081	122
Tennessee	1,498,158	1,304,353	871	235,068	157	140,124	94
Virginia	552,266	406,804	737	79,784	145	33,840	61
West Virginia	1,860,421	1,607,094	864	268,820	145	179,327	96
APPALACHIA	15,052,624	13,332,524	885	2,269,091	151	1,445,335	96
BALANCE OF UNITED STATES	164,264,551	187,037,854	1,140	29,635,541	180	31,060,258	189

[1] The selected services included in the tabulations are made up of establishments in the following groups:

SIC No.	Description
70	Hotels, roominghouses, camps, and other lodging places.
72	Personal services.
73	Miscellaneous business services.
75	Automobile repair, automobile services, and garages.
76	Miscellaneous repair services.
78	Motion pictures.
79	Amusement and recreation services, except motion pictures.

The data presented for the above groups exclude information on administrative offices, warehouses, and other auxiliary units which serve establishments of the same organization.

Source: *City County Data Book—1962.*

TABLE C-17.—*Savings in Time Bank Deposits and Savings and Loan Associations for Appalachia and Balance of United States, 1960*

Appalachian area	Time bank deposits [1]		Savings capital deposits [2]		Combined deposits	
	$000	Per capita	$000	Per capita	$000	Per capita
Alabama	205,013	100	319,247	156	524,260	257
Georgia	79,946	120	102,473	154	182,419	274
Kentucky	100,168	122	51,901	63	152,069	186
Maryland	79,161	404	49,318	252	128,479	656
North Carolina	105,412	138	181,659	238	287,071	375
Ohio	183,435	247	185,578	250	369,013	496
Pennsylvania	3,078,527	520	1,480,432	250	4,558,959	771
Tennessee	378,454	253	278,982	186	657,436	439
Virginia	221,040	400	42,092	762	263,132	476
West Virginia	420,915	226	193,055	104	613,970	330
APPALACHIA	4,852,071	322	2,884,737	192	7,736,808	514
BALANCE OF UNITED STATES	93,720,498	571	57,378,975	349	151,099,473	920

[1] *Time Bank Deposits:* Include deposits of individuals, partnerships, and corporations, however consist mainly of savings deposits of individuals subject to 30-days notice, and other deposits which may not be withdrawn in less than 30 days. Figures are as of June 15, 1960.

[2] *Savings Capital:* Consist only of savings and investments of the public (excludes first mortgage loans) in savings and loan associations which are members of the Federal Home Loan Bank System. Figures are as of Dec. 31, 1960.

Source: *City County Data Book, 1962.*

TABLE C-18.—*Condition of Housing in the Appalachian Region, and the balance of United States—1960*

[Number in thousands]

Area	Condition of housing						Total
	Sound		Deteriorating		Dilapidated		
	Number	Percent	Number	Percent	Number	Percent	
APPALACHIAN REGION[1]	3,418	73.4	888	19.1	350	7.5	4,655
Urban	1,898	80.8	339	14.4	112	4.8	2,348
Rural	1,520	65.9	549	23.8	238	10.3	2,307
Nonfarm	1,302	66.6	449	22.9	205	10.5	1,956
Farm	218	62.1	100	28.6	33	9.4	351
BALANCE OF UNITED STATES:	43,933	81.9	7,188	13.4	2,542	4.7	53,663
Urban	32,901	85.7	4,228	11.0	1,279	3.3	38,409
Rural	11,031	72.3	2,960	19.4	1,263	8.3	15,254
Nonfarm	8,763	72.8	2,242	18.7	1,034	8.6	12,039
Farm	2,268	70.6	718	22.3	229	7.1	3,215

[1] Excludes Appalachian Ohio.

Source: Compiled from U.S. Bureau of the Census published reports.

TABLE C–19.—*Value of Owner-Occupied Nonfarm Housing in Appalachia and Balance of United States, 1960*

Area	Number [1] (*thousand*)	Percentage of owner-occupied housing valued at					Median value (*dollars*)
		Less than $5,000	$5,000–$7,400	$7,500–$9,900	$10,000–$14,900	$15,000 and over	
APPALACHIAN REGION [2]	2, 183	24. 3	19. 2	15. 2	22. 6	18. 6	8, 600
Urban	1, 244	14. 1	17. 9	17. 1	27. 2	23. 7	10, 200
Rural nonfarm	938	37. 7	21. 0	12. 7	16. 6	12. 0	6, 500
BALANCE OF UNITED STATES	26, 172	12. 2	12. 2	13. 5	29. 1	33. 0	11, 900
Urban	19, 871	7. 3	10. 3	13. 5	31. 7	37. 2	12, 900
Rural nonfarm	6, 301	27. 4	18. 2	13. 6	21. 3	19. 5	8, 300

[1] Includes only owner-occupied urban and rural nonfarm units having only 1 housing unit in the property and no business.
[2] Excludes Appalachian Ohio.

Source: Compiled from U.S. Bureau of Census published reports.

TABLE C–20.—*Recipients and Payments From Public Assistance Programs Supported by the Federal Government in Appalachia and Balance of United States, June 1963*

	Appalachia	Balance of United States	Appalachia as percent of the total United States
Total public assistance payments:			
June 1963 [a]	$33, 634, 400	$347, 987, 200	8. 81
Per capita [b]	$2. 19	$2. 12	
Total public assistance recipients:			
June 1963 [a]	907, 710	6, 697, 504	11. 94
Percent of total population receiving aid [b]	5. 92	4. 08	
Public assistance programs, June 1963 [a], by type:			
Aid to families with dependent children:			
Payments	$13, 436, 300	$108, 341, 700	11. 03
Families receiving aid	131, 540	831, 146	13. 66
Percent of total families receiving aid [b]	3. 40	2. 01	
Children receiving aid	392, 418	2, 559, 967	13. 29
Percent of total persons under 18 years of age receiving aid [b]	7. 01	4. 36	
Old age assistance:			
Payments	$12, 752, 300	$156, 398, 700	7. 54
Persons receiving aid	203, 371	1, 995, 545	9. 25
Percent of total aged, age 65 and over receiving aid [b]	14. 21	13. 50	
Medical assistance to the aged:			
Payments [c]	$1, 495, 100	$25, 117, 900	5. 62
Persons receiving aid [c]	16, 246	120, 090	11. 92
Percent of total persons age 65 and over receiving aid [b]	1. 14	0. 81	
Aid to the permanently and totally disabled:			
Payments	$2, 924, 500	$31, 608, 600	8. 47
Persons receiving aid	52, 061	409, 477	11. 28
Percent of total population receiving aid [b]	0. 34	0. 25	
Aid to the blind:			
Payments	$1, 283, 200	$6, 715, 300	16. 04
Persons receiving aid	18, 933	79, 452	19. 24
Percent of total population receiving aid [b]	0. 12	0. 05	
General assistance:			
Payments [d]	$1, 743, 000	$19, 805, 000	8. 09
Families receiving aid [d]	32, 371	742, 629	4. 18
Percent of total families receiving aid [b]	0. 84	1. 80	

[a] Kentucky data included in Appalachian figures are for December 1962.
[b] Based on 1960 U.S. census data (8.5% of the U.S. population, 8.6% of the total U.S. families, 8.1% of the total persons under 18 years of age and 8.8% of total persons age 65 and over resided in Appalachia in 1960).
[c] There were 29 States with MAA programs in June 1963, including Alabama, Kentucky, Maryland, Pennsylvania, Tennessee, and West Virginia in Appalachia.
[d] Appalachian data presented here are under-representative of the total Appalachian participation, due to the exclusion of data from Kentucky. Kentucky data were not available in a form which would allow the derivation of separate data for the Appalachian part of the State. This also explains the low percentage of the total families receiving general assistance.

Source: Published and unpublished reports of the Department of Health, Education, and Welfare and the U.S. Bureau of the Census.

TABLE C–21.—*Percent Change in Total Population and by Select Age Groups, Appalachia and Balance of United States, 1950 to 1960*

State or region	Total	Under 18 years	18–64 years	65 years and over
Appalachian portion of:				
Alabama	6.3	9.4	0.9	36.4
Metropolitan	16.9	29.1	7.0	47.2
Nonmetropolitan	−1.4	−3.0	−4.0	29.4
Georgia	8.9	8.5	6.4	32.2
Metropolitan	25.9	30.7	20.2	41.6
Nonmetropolitan	6.7	5.7	4.5	31.0
Kentucky	−14.9	−15.7	−18.9	25.5
Metropolitan	4.4	9.4	−1.8	33.1
Nonmetropolitan	−15.9	−16.8	−19.9	25.0
Maryland [1]	3.2	9.2	−2.9	23.1
North Carolina	1.9	−1.9	0.5	36.1
Metropolitan	4.6	10.0	−3.5	47.6
Nonmetropolitan	1.4	−3.8	1.4	33.6
Ohio	9.9	20.7	3.1	12.3
Metropolitan	1.8	10.3	−5.4	14.7
Nonmetropolitan	12.0	23.3	5.3	11.8
Pennsylvania	2.5	15.4	−6.9	24.7
Metropolitan	4.1	19.8	−5.6	30.1
Nonmetropolitan	−0.2	9.2	−7.4	17.4
Tennessee	5.1	4.8	2.0	33.3
Metropolitan	11.1	19.6	3.4	42.3
Nonmetropolitan	1.8	−2.2	1.2	28.9
Virginia [1]	−4.4	−7.9	−5.1	25.1
West Virginia	−7.2	−5.1	−12.6	24.5
Metropolitan	3.4	11.1	−4.1	32.3
Nonmetropolitan	−11.3	−10.5	−16.1	21.7
APPALACHIA	1.1	5.8	−5.1	26.7
Metropolitan	6.6	19.9	−3.1	33.2
Nonmetropolitan	−2.4	−1.5	−6.4	22.7
BALANCE OF UNITED STATES	20.4	40.9	8.6	32.3

[1] There are no metropolitan counties in the Appalachian portions of Maryland and Virginia.

Source: Compiled from U.S. Bureau of Census published reports.

TABLE C–22.—*Net Migration From Appalachia by State, 1950–60*

State	Net migration, 1950–60	
	Total State	Appalachian portion of State
Alabama	−368,442	−191,827
Georgia	−213,569	−53,656
Kentucky	−389,730	−367,333
Maryland	+319,978	−14,751
North Carolina	−327,987	−106,722
Ohio	+408,576	−18,068
Pennsylvania	−475,286	−529,112
Tennessee	−272,605	−172,426
Virginia	+14,722	−113,079
West Virginia	−446,711	−446,711
Total	−1,751,054	−2,013,635

Source: Compiled from U.S. Bureau of the Census published reports.

APPENDIX D

Persons Participating in Studies Conducted by the President's Appalachian Regional Commission

PRIME CONSULTANT—CENTER FOR REGIONAL ECONOMIC STUDIES
UNIVERSITY OF PITTSBURGH

BENJAMIN CHINITZ, Project Director
DONALD CRANE, Assistant to Project Director
HERBERT AURBACH
MARGERY BOICHEL
HERBERT CHESLER
EDWARD COOKE
MATTHEW HOLDEN, Jr.
MICHAEL KUPERSANIN
ALBERT MARTIN

HIGHWAY AND TRANSPORTATION TEAMS

Federal

LOWELL K. BRIDWELL (Chairman), Assistant to the Under Secretary for Transportation, Department of Commerce
S. E. RIDGE (Vice Chairman), Bureau of Public Roads
JAMES N. ADLER, PARC
JOHN KOHL, Housing and Home Finance Agency
S. T. HITCHCOCK, Bureau of Public Roads
COLE MORROW, Federal Aviation Agency
B. L. NUPP, Office of Under Secretary for Transportation, Department of Commerce
E. G. PLOWMAN, Deputy Under Secretary for Transportation, Department of Commerce
W. G. SUTTON, Corps of Engineers

State

Alabama: ROBERT KENDALL, Assistant State Highway Director, Montgomery
Georgia: JIM GILLIS, Director, State Highway Department, Atlanta
Kentucky:
HENRY WARD, Commissioner, Highway Department, Frankfort
PHIL L. SWIFT, Commissioner, Aeronautics Department, Frankfort
Maryland:
JOHN B. FUNK, Chairman, State Roads Commission, Baltimore
HARRY A. BOSWELL, Jr., Chairman, Maryland Economic Development Commission
North Carolina: BILLY ROSE, Advance Planning Department, State Highway Commission, Raleigh
Pennsylvania:
Highways
HENRY D. HARRAL, Secretary of Highways, Highway Department, North Office Building, Harrisburg
CARL W. WILD, Deputy Secretary for Planning, Highway Department, Harrisburg
Pennsylvania—Continued
F. A. PITKIN, Executive Director, Pennsylvania State Planning Board, State Capitol, Harrisburg.
Airports
JOHN W. MACFARLANE, Executive Director, Pennsylvania Aeronautics Commission
Navigational Streams
MAURICE K. GODDARD, Secretary of Forests and Waters, Harrisburg
Tennessee: DAVID PACK, Department of Highways, Highway Building, Nashville
Virginia: HERBERT R. PERKINSON, Jr., Assistant Traffic and Planning Engineer, Department of Highways, Richmond
West Virginia:
BURL SAWYERS, Road Commissioner, Charleston
EVERETT L. PARRISH, Commissioner of Aeronautics, Charleston
WAYNE C. FLETCHER, C & O Railway, Huntington

HIGHWAY AND TRANSPORTATION SUBTEAMS

Highways
S. T. HITCHCOCK (Chairman), Bureau of Public Roads
H. L. ADKINS, Bureau of Public Roads
J. P. BOWKER, Bureau of Public Roads
F. H. GREEN, Bureau of Public Roads
T. J. KENNEDY, Bureau of Public Roads
A. L. MATHERS, Bureau of Public Roads
F. I. THIEL, Bureau of Public Roads
Highways—Continued
D. C. BAYLISS, National Park Service, Department of Interior
L. R. BROWN, Bureau of Outdoor Recreation, Department of Interior
J. F. FORSYTH, Resources Program Staff, Department of Interior
C. T. SULLIVAN, Forest Service, Department of Agriculture

HIGHWAY AND TRANSPORTATION SUBTEAMS—Continued

Waterways

W. G. SUTTON (Chairman), Corps of Engineers

ALBERT DYKES, Corps of Engineers

E. W. HASSELL, Office of Under Secretary for Transportation, Department of Commerce

NATHAN WAY, TVA, Knoxville

Railways

B. L. NUPP (Chairman), Office of Under Secretary for Transportation, Department of Commerce

THOMAS HUNTER, Department of Interior

FRITZ KAHN, Interstate Commerce Commission

JOSEPH POTTER, Department of Agriculture

Air

COLE MORROW (Chairman), Federal Aviation Agency

WATER RESOURCES TEAM

Federal

IRWIN REISLER (Chairman), Corps of Engineers

ROBERT GIDEZ, Corps of Engineers

KNOWLAND PLUCKNETT, Water and Power Division, Department of Interior

GORDON EBERSOLE, Resources Program Staff, Department of Interior

DOUGLAS WOODWARD, Geological Survey, Department of Interior

Alternate: HUGH HUDSON, Geological Survey, Interior

HOLLIS WILLIAMS, Department of Agriculture

GENE BUIE, Department of Agriculture

GILBERT VARNEY, Forest Service, Department of Agriculture, Philadelphia

KEITH KRAUSE, Public Health Service, HEW

NATHAN WAY, TVA, Knoxville

State

Alabama: CLAUDE KELLEY, Director of Conservation, Montgomery

Georgia: JACK MINTER, Executive Director, Department of Industry and Trade, Atlanta

Kentucky:

J. O. MATLICK, Comissioner of Conservation, Frankfort

MINOR CLARK, Commissioner of Fish and Wildlife Resources Department, Frankfort

STEPHEN WAKEFIELD, Director, Division of Flood Control, Frankfort

JAMES B. CLAYPOOL, Director, Division of Soil and Water Resources, Frankfort

Maryland: HERBERT M. SACHS, Resources Planner, State Planning Department, Baltimore

North Carolina: COLONEL HARRY BROWN, Director, Department of Water Resources, Raleigh

Pennsylvania: MAURICE K. GODDARD, Secretary of Forests and Waters, Education Building, Harrisburg

Tennessee: HAROLD MILLER, State Planning Commission, Central Services Building, Nashville

Virginia: MARVIN SUTHERLAND, Director, Department of Conservation and Economic Development, Richmond

West Virginia:

BERN WRIGHT, Chief, Division of Water Resources, Department of Natural Resources, Charleston

WARDEN M. LANE, Director, Department of Natural Resources, Charleston

CARROLL GREENE, Chairman, State Soil Conservation Committee, Department of Agriculture, Charleston

J. P. KUYKENDALL, Chief Officer, State Soil Conservation Commission, Charleston

PHYSICAL RESOURCES TEAM

Cochairmen

JAMES L. SUNDQUIST, Deputy Under Secretary of Agriculture (Timber, Agriculture)

DANIEL OGDEN, Jr., Department of the Interior (Recreation, Coal, Power)

FOREST RESOURCES SUBTEAM

Federal

HAMILTON K. PYLES (Chairman), Forest Service, Department of Agriculture

WILLIAM H. EVANS, Agricultural Stabilization and Conservation Service, Department of Agriculture

RICHARD M. HAUSLER, Rural Electrification Administration, Department of Agriculture

BUIS INMAN, Economic Research Service (Agriculture)

Federal—Continued

JOHN M. LOVERN, Farmers Home Administration (Agriculture)
THEODORE B. PLAIR, Soil Conservation Service (Agriculture)
JOB SAVAGE, Farmer Cooperative Service (Agriculture)
B. RALPH STAUBER, Statistical Reporting Service (Agriculture)
A. E. ETHERINGTON, Small Business Administration
ULYSES S. ST. ARNOLD, Resources Program Staff (Interior)
CHARLES H. STODDARD, Bureau of Land Management (Interior)
ED ZAICLICZ, Bureau of Land Management (Interior)

State

Alabama: R. C. BAMBERG, Uniontown
Georgia: ROBERT STEUBING, Director, Planning Division, Department of Industry and Trade, Atlanta
Kentucky:
GENE BUTCHER, Director, Forestry Division, Frankfort
HARROD B. NEWLAND, Director, Division of Wood Utilization, Frankfort
Maryland: Dr. PAXTON MARSHALL, Agricultural Economist, University of Maryland, College Park
North Carolina: FRED CLARIDGE, Director, Forestry Division, Department of Conservation and Development, Raleigh
Pennsylvania: MAURICE K. GODDARD, Secretary of Forests and Waters, Harrisburg
Tennessee: Dr. W. D. BISHOP, Assistant Director, Agricultural Extension Service, University of Tennessee, Knoxville
Virginia: MARVIN SUTHERLAND, Director, Department of Conservation and Economic Development, Richmond
West Virginia: WALTER GUMBEL, Chairman, Governor's Conference on Wood Utilization, Charleston

AGRICULTURE SUBTEAM

Federal

DAVID J. HUMPHREY (Chairman), Office of Rural Development, Department of Agriculture
E. L. BAUM, Economic Research Service (Agriculture)
G. F. BURKS, Forest Service (Agriculture)
R. M. HAUSLER, Rural Electrification Administration (Agriculture)
L. E. JUERS, Agricultural Marketing Service (Agriculture)
H. L. MANWARING, Agricultural Stabilization and Conservation Service (Agriculture)
C. W. MCDOUGALL, Federal Extension Service (Agriculture)
J. K. SAVAGE, Farmers Cooperative Service (Agriculture)
ODOM STEWART, Farmers Home Administration (Agriculture)
JOHN L. WELLS, Budget and Finance (Agriculture)
H. R. WILLIAMS, Soil Conservation Service (Agriculture)

USDA PERSONNEL WORKING ON AGRICULTURAL REPORT IN APPALACHIAN REGION

KENNETH MYERS, Pennsylvania State University
ROBERT COLTRANE, West Virginia University
ANTHONY PAVLICK, West Virginia University
LONNIE TALBERT, North Carolina State College
GWYN SUTHERLAND, North Carolina State College
A. J. WALRATH, Virginia Polytechnic Institute
P. L. STRICKLAND, Auburn University
W. C. MCARTHUR, University of Georgia

State

Alabama: R. C. BAMBERG, Uniontown
Georgia: ROBERT STEUBING, Director, Planning Division, Department of Industry and Trade, Atlanta
Kentucky:
Dr. WILLIAM SEAY, Dean, College of Agriculture, University of Kentucky, Lexington
Dr. AUBREY BROWN, Head, Agriculture Economics Department, University of Kentucky, Lexington
Kentucky:
MANCIL J. VINSON, Assistant Commissioner, Department of Agriculture, Frankfort
Maryland: Dr. PAXTON MARSHALL, Agricultural Economist, University of Maryland, College Park
North Carolina: Dr. C. E. BISHOP, Head, Agricultural Economics Department, North Carolina State and University of North Carolina at Raleigh

State

Pennsylvania:
- LELAND H. BULL, Secretary of Agriculture, South Office Building, Harrisburg
- Dr. JOHN FREY, Director of Land and Water Resources Institute, Pennsylvania State University, University Park

Tennessee: Dr. W. D. BISHOP, Assistant Director, Agricultural Extension Service, University of Tennessee, Knoxville

Virginia: Dr. HAROLD N. YOUNG, Director, Agricultural Experiment Station, Virginia Polytechnic Institute, Blacksburg

West Virginia:
- JOHN T. JOHNSON, Commissioner of Agriculture, Charleston
- HOMER EVANS, Agricultural Economist, West Virginia University, Morgantown

RECREATION SUBTEAM

Federal

WILLIAM W. WELLS (Chairman), Bureau of Outdoor Recreation, Department of the Interior

DUDLEY C. BAYLISS, National Park Service (Interior)

THOMAS A. SCHRADER, Bureau of Sport Fisheries and Wildlife (Interior)

F. HOWARD FORSYTH, Resources Program Staff (Interior)

ROBERT S. CRITES, Farmers Home Administration (Agriculture)

RICHARD J. COSTLEY, Forest Service (Agriculture)

LAURENCE HUGHES, Office of Rural Area Development (Agriculture)
- Alternate: GEORGE BRADLEY, Rural Area Development

LLOYD E. PARTAIN, Soil Conservation Service (Agriculture)

DONALD CURTIS, Corps of Engineers
- Alternate: HAROLD BLAKEY, Corps of Engineers

State

Alabama: LEONARD BEARD, Director, State Planning and Industrial Development Board, Montgomery

Georgia: ROBERT STEUBING, Director, Planning Division, Department of Industry and Trade, Atlanta

Kentucky:
- Miss CATTIE LOU MILLER, Commissioner, Public Information Department, Frankfort
- EDWARD V. FOX, Commissioner, Department of Parks, Frankfort
- W. L. KNIGHT, Director, Division of Tourist and Travel, Department of Public Information, Frankfort
- THOMAS J. NELSON, Director of Parks Planning, Department of Parks, Frankfort

Maryland: Dr. L. EUGENE CRONIN, Director, Natural Resources Institute, University of Maryland, State Office Building, Annapolis

North Carolina: RALPH ANDREWS, Director, Recreation Commission, Raleigh

Pennsylvania:
- JOHN K. TABOR, Secretary of Commerce, Harrisburg
- ROBERT SHOEMAKER, Director, Bureau of Vacation and Travel, Department of Commmerce, Harrisburg
- JAMES E. HERTZ, Recreation Specialist, Department of Commerce, Harrisburg
- ALBERT M. DAY, Executive Director, Fish Commission, Harrisburg
- M. J. GOLDEN, Executive Director, Game Commission, Harrisburg

Tennessee: WILLIAM SCHRIVER, Regional Director, State Staff Division for Industrial Development, Knoxville

Virginia: MARVIN SUTHERLAND, Director, Department of Conservation and Economic Development, Richmond

West Virginia: KERMIT MCKEEVER, Director of State Parks, Department of Natural Resources, Charleston

SUBTEAM ON COAL AND OTHER MINERAL RESOURCES

Federal

T. REED SCOLLON (Chairman), Bureau of Mines, Department of Interior

WARREN H. DONNELLY, Atomic Energy Commission

GORDON K. EBERSOLE, Resources Program Staff (Interior)

JAMES FLANNERY, Water Supply and Pollution Control, Public Health Service (HEW)

LOUIS C. GOTTSCHALK, Soil Conservation Service (Agriculture)

Subteam on Coal and Other Mineral Resources

Federal—Continued

ROBERT LAURENCE, Geological Survey (Knoxville, Tenn.)
Alternate: HAROLD KIRKEMO, Geological Survey (Interior)

WAYNE A. MCCURDY, Office of Coal Research (Interior)

THOMAS SCHESSLER, Forest Service, Department of Agriculture, Philadelphia

JOHN M. VALLANCE, Atomic Energy Commission

State

Alabama: LEONARD BEARD, Director, State Planning and Industrial Development Board, Montgomery

Georgia: ROBERT STEUBING, Director, Planing Division, Department of Industry and Trade, Atlanta

Kentucky: DAMON W. HARRISON, Director, Economic Research, Department of Commerce, Frankfort

Maryland: Dr. L. EUGENE CRONIN, Director, Natural Resources Institute, University of Maryland, State Office Building, Annapolis

North Carolina: Dr. J. L. STUCKEY, Department of Conservation and Development, Raleigh

Pennsylvania: H. BEECHER CHARMBURY, Secretary of Mines and Mineral Industries, State Capitol, Harrisburg

Tennessee: WILLIAM SCHRIVER, Regional Director, State Staff Division for Industrial Development, Knoxville

Virginia: MARVIN SUTHERLAND, Director, Department of Conservation and Economic Development, Richmond

West Virginia: ELMER WORKMAN, Acting Director, Department of Mines, Charleston

Power Subteam

Federal

MILTON CHASE (Chairman), Office of Assistant Secretary, Water and Power Development, Department of the Interior

DONALD CURTIS, Corps of Engineers
Alternate: FRED THRALL, Corps of Engineers

WARREN H. DONNELLY, Atomic Energy Commission

GORDON K. EBERSOLE, Resources Program Staff (Interior)

THOMAS W. HUNTER, Bureau of Mines (Interior)

ARTHUR F. PROFFIT, Electric Resources and Requirements, Federal Power Commission

JOHN RIXSE, Rural Electrification Administration (Agriculture)

JOHN M. VALLANCE, Atomic Energy Commission

State

Alabama: LEONARD BEARD, Director, State Planning and Industrial Development Board, Montgomery

Georgia: ROBERT STEUBING, Director, Planning Division, Department of Industry and Trade, Atlanta

Kentucky: DAMON W. HARRISON, Director, Economic Research, Department of Commerce, Frankfort

Maryland: Dr. L. EUGENE CRONIN, Director, Natural Resources Institute, University of Maryland, State Office Building, Annapolis

North Carolina: LEROY M. KEEVER, Electrical Engineer, Utilities Commission, Raleigh

Pennsylvania: MAURICE K. GODDARD, Secretary of Forests and Waters, Harrisburg

Tennessee: WILLIAM SCHRIVER, Regional Director, State Staff Division for Industrial Development, Knoxville

Virginia: MARVIN SUTHERLAND, Director, Department of Conservation and Economic Development, Richmond

West Virginia: HUGH STILLMAN, Appalachian Power Company, Huntington

HUMAN RESOURCES TEAMS

Cochairmen

EARL T. KLEIN, Office of Manpower, Automation and Training, Department of Labor (Education, Manpower and Training)

WILLIAM J. PAGE, Jr., Office of Field Administration, Department of Health, Education, and Welfare (Education, Health and Welfare)

Education and Training Subteam

Federal

Dr. ROY DUGGER (Chairman), Office of Education, Department of Health, Education, and Welfare

GEORGE DAVIS, Office of Education, HEW

MARY ELLIS, Office of Education, HEW

SHERRILL MCMILLEN, Office of Education, HEW

Dr. ROY MINNIS, Office of Education, HEW

Federal—Continued

ELLIOTT FRENCH, Bureau of Apprenticeship and Training, Department of Labor

LESTER RINDLER, Bureau of Employment Security, Department of Labor

KEN VALLIS, Office of Manpower, Automation and Training (Labor)

J. L. PATRICK, Office of Rural Development, Department of Agriculture

WENDELL METCALF, Small Business Administration

JAMES CALLISON, Social Security Administration, HEW

ANNE GOULD, Area Redevelopment Administration, HEW

DONALD BEATTY, Bureau of Employment Security, Department of Labor

Dr. WAYNE REED, Office of Education, HEW

RUA VAN HORNE, Office of Education, HEW

DON TWIFORD, Office of Education, HEW

Dr. W. R. BOCHELMAN, Office of Education, HEW

Dr. GEORGE COLLINS, Office of Education, HEW

Dr. THOMAS CLEMENTS, Office of Education, HEW

Dr. EVERETT WEITZELL, Department of Agriculture

State

Alabama: JACK GILES, Director, Department of Industrial Relations, Montgomery

Georgia: ROBERT STEUBING, Director, Planning Division, Department of Industry and Trade, Atlanta

Kentucky:

- WENDELL P. BUTLER, Superintendent of Public Instruction, Frankfort
- Dr. ADRON DORAN, President, Morehead State College, Morehead
- E. P. HILTON, Head, Vocational Training Bureau, Department of Education, Frankfort
- Dr. A. A. PAGE, Mount Sterling

Maryland: JAMES L. REID, Director of Vocational Education, Maryland State Department of Education, Baltimore

North Carolina: Dr. CHARLES F. CARROLL, Superintendent, Department of Public Instruction, Raleigh

Pennsylvania: Dr. CHARLES H. BOEHM, Superintendent, Department of Public Instruction, Education Building, Harrisburg

Tennessee: CHARLES DUNN, State Director, Trade Industrial Education Vocational Division, Department of Education, Cordell Hull Building, Nashville

Virginia: Dr. WILLIAM MCFARLANE, Director, Council on Higher Education, Finance Building, Richmond

West Virginia:

- FRED W. EBERLE, State Department of Education, Charleston
- REX SMITH, State Superintendent of Schools, Charleston

MANPOWER SUBTEAMS

SUBTEAM ON INFORMATION, RESOURCES AND REQUIREMENT

Federal

SIGMUND S. BERKMAN (Chairman), Office of Manpower, Automation and Training, Department of Labor

HAROLD KUPTZIN, Bureau of Employment Security (Labor)

NORMAN MEDVIN, Bureau of Employment Security (Labor)

MARTIN ZIEGLER, Bureau of Employment Security (Labor)

M. L. UPCHURCH, Department of Agriculture

JOSEPH EPSTEIN, Office of Manpower, Automation and Training (Labor)

WILLIAM J. MILLIGAN, Office of Manpower, Automation and Training

HERMAN TRAVIS, Office of Manpower, Automation and Training

JOSEPH FINERTY, Bureau of Labor Statistics (Labor)

STUART FELDMAN, PARC

SUBTEAM ON EMPLOYMENT SERVICES

Federal

ROBERT FODOR (Chairman), Bureau of Employment Security, Department of Labor

NORMAN HARVEY, Bureau of Employment Security

PHIL BECK, Department of Agriculture

S. T. WARRINGTON, Department of Agriculture

MARTIN MORGAN, Bureau of Employment Security

NORMAN MCGOUCH, Bureau of Employment Security

RAY EHRLE, Bureau of Employment Security

CLYDE GLEASON, Bureau of Employment Security

R. E. ABBOTT, Bureau of Employment Security

BERT LEWIS, Bureau of Employment Security

GEORGE SMITH, Bureau of Employment Security

SUBTEAM ON EMPLOYMENT SERVICES—Continued

State

Alabama: JACK GILES, Director, Department of Industrial Relations, Montgomery

Georgia: ROBERT STEUBING, Director, Planning Division, Department of Industry and Trade, Atlanta

Kentucky:

EARLE V. POWELL, Commissioner, Department of Economic Security, Frankfort

J. E. DESHAZER, Director, Division of Employment Security, Frankfort

Maryland: HARRY P. HAMMAN, Department of Employment Security, Baltimore

North Carolina: Col. HENRY E. KENDALL, Chairman, Employment Security Commission, Raleigh

Pennsylvania: Dr. CHARLES H. BOEHM, Superintendent, Department of Public Instruction, Harrisburg

Tennessee: HENRY R. BURKITT, Employment Service Director, Department of Employment Security, Cordell Hull Building, Nashville

Virginia: Dr. WILLIAM MCFARLANE, Director, Council on Higher Education, Finance Building, Richmond

West Virginia:

CLEMENT R. BASSETT, Commissioner of Employment Security, Charleston

LAWRENCE BARKER, Commissioner of Labor, Charleston

HEALTH AND WELFARE SUBTEAMS

SUBTEAM ON HEALTH

Federal

Dr. ANDREW P. SACKETT (Chairman), Deputy Chief, Division of Commmunity Health Services (HEW)

Dr. CATHERINE BAINE, Deputy Chief, Children's Bureau, Welfare Administration (HEW)

Dr. TROIS JOHNSON, Associate Regional Health Director, Community Health Services, New York Regional Office

Dr. GEORGE MOORE, Associate Regional Health Director, Community Health Services, Charlottesville, Va.

Dr. HERBERT HUDGINS, Associate Regional Health Director, Community Health Services, Atlanta Regional Office

Dr. MADELINE E. MORCY, Regional Medical Director, Social Security Administration, Charlottesville, Va.

SUBTEAM ON WELFARE

Federal

JAMES CALLISON (Chairman), Office of the Commissioner, Welfare Administration, Department of Health, Education, and Welfare

Mrs. GRACE BELL, Bureau of Family Services, Welfare Administration (HEW)

Mrs. JANE BUTLER, Children's Bureau, Welfare Administration (HEW)

Miss MARCELLE CLARK, Bureau of Family Services, Welfare Administration (HEW)

WILLIAM ESHELMAN, Vocational Rehabilitation Administration (HEW)

GODFREY FRANKEL, Office of Aging, Welfare Administration (HEW)

ISRAEL GERVER, Office of Juvenile Delinquency and Youth Development, Welfare Administration

PAUL HOWARD, Vocational Rehabilitation Administration (HEW)

Mrs. ELIZABETH HIGHT, Department of Agriculture

HEALTH AND WELFARE

State

Alabama: JACK GILES, Director, Department of Industrial Relations, Montgomery

Georgia: ROBERT STEUBING, Director, Planning Division, Department of Industry and Trade, Atlanta

Kentucky:

FELIX JOYNER, Administrator, Health and Welfare Agency, Frankfort

Dr. RUSSELL E. TEAGUE, Commissioner of Health, Frankfort

Maryland: HARRY P. HAMMAN, Department of Employment Security, Balitmore

North Carolina:

Dr. J. W. R. NORTON, Director, State Board of Health, Raleigh

R. EUGENE BROWN, Acting Commissioner, Department of Public Welfare, Raleigh

Pennsylvania:

ARLIN M. ADAMS, Secretary of Public Welfare, Harrisburg

Dr. CHARLES L. WILBAR, Secretary of Health, Department of Health, Harrisburg

SUBTEAM ON EMPLOYMENT SERVICES—Continued

State

Alabama: JACK GILES, Director, Department of Industrial Relations, Montgomery

Georgia: ROBERT STEUBING, Director, Planning Division, Department of Industry and Trade, Atlanta

Kentucky:

- EARLE V. POWELL, Commissioner, Department of Economic Security, Frankfort
- J. E. DESHAZER, Director, Division of Employment Security, Frankfort

Maryland: HARRY P. HAMMAN, Department of Employment Security, Baltimore

North Carolina: Col. HENRY E. KENDALL, Chairman, Employment Security Commission, Raleigh

Pennsylvania: Dr. CHARLES H. BOEHM, Superintendent, Department of Public Instruction, Harrisburg

Tennessee: HENRY R. BURKITT, Employment Service Director, Department of Employment Security, Cordell Hull Building, Nashville

Virginia: Dr. WILLIAM MCFARLANE, Director, Council on Higher Education, Finance Building, Richmond

West Virginia:

- CLEMENT R. BASSETT, Commissioner of Employment Security, Charleston
- LAWRENCE BARKER, Commissioner of Labor, Charleston

HEALTH AND WELFARE SUBTEAMS

SUBTEAM ON HEALTH

Federal

Dr. ANDREW P. SACKETT (Chairman), Deputy Chief, Division of Commmunity Health Services (HEW)

Dr. CATHERINE BAINE, Deputy Chief, Children's Bureau, Welfare Administration (HEW)

Dr. TROIS JOHNSON, Associate Regional Health Director, Community Health Services, New York Regional Office

Dr. GEORGE MOORE, Associate Regional Health Director, Community Health Services, Charlottesville, Va.

Dr. HERBERT HUDGINS, Associate Regional Health Director, Community Health Services, Atlanta Regional Office

Dr. MADELINE E. MORCY, Regional Medical Director, Social Security Administration, Charlottesville, Va.

SUBTEAM ON WELFARE

Federal

JAMES CALLISON (Chairman), Office of the Commissioner, Welfare Administration, Department of Health, Education, and Welfare

Mrs. GRACE BELL, Bureau of Family Services, Welfare Administration (HEW)

Mrs. JANE BUTLER, Children's Bureau, Welfare Administration (HEW)

Miss MARCELLE CLARK, Bureau of Family Services, Welfare Administration (HEW)

WILLIAM ESHELMAN, Vocational Rehabilitation Administration (HEW)

GODFREY FRANKEL, Office of Aging, Welfare Administration (HEW)

ISRAEL GERVER, Office of Juvenile Delinquency and Youth Development, Welfare Administration

PAUL HOWARD, Vocational Rehabilitation Administration (HEW)

Mrs. ELIZABETH HIGHT, Department of Agriculture

HEALTH AND WELFARE

State

Alabama: JACK GILES, Director, Department of Industrial Relations, Montgomery

Georgia: ROBERT STEUBING, Director, Planning Division, Department of Industry and Trade, Atlanta

Kentucky:

- FELIX JOYNER, Administrator, Health and Welfare Agency, Frankfort
- Dr. RUSSELL E. TEAGUE, Commissioner of Health, Frankfort

Maryland: HARRY P. HAMMAN, Department of Employment Security, Balitmore

North Carolina:

- Dr. J. W. R. NORTON, Director, State Board of Health, Raleigh
- R. EUGENE BROWN, Acting Commissioner, Department of Public Welfare, Raleigh

Pennsylvania:

- ARLIN M. ADAMS, Secretary of Public Welfare, Harrisburg
- Dr. CHARLES L. WILBAR, Secretary of Health, Department of Health, Harrisburg

State—Continued

Tennessee: HENRY R. BURKITT, Employment Service Director, Department of Employment Security, Nashville

Virginia:

Dr. WILLIAM MCFARLANE, Director, Council on Higher Education, Richmond

Dr. MACK I. SHANHOLTZ, State Health Commissioner, Richmond

West Virginia: Dr. N. H. DYER, Director, Department of Health, Charleston

COMPREHENSIVE PROGRAM DEVELOPMENT TEAM

Federal

RICHARD H. KRAFT (Chairman), PARC

GEORGE BASICH, Council of State Governments, 1025 Connecticut Avenue NW.

E. L. BAUM, Economic Research Service, Department of Agriculture

NORMAN BECKMAN, Assistant Director, Advisory Commission on Intergovernmental Relations

SIGMUND S. BERKMAN, Office of Manpower, Automation and Training, Department of Labor

HOWARD FORSYTH, Resources Program Staff, Department of Interior

ROBERT GIDEZ, Civil Works Office, Corps of Engineers

HAZEL GUFFEY, Bureau of the Budget

DAVID J. HUMPHREY, Office of Rural Development, Department of Agriculture

SAM KIMBALL, Department of Health, Education and Welfare

IRWIN REISLER, Civil Works Office, Corps of Engineers

ROSS SHEARER, Director, Financial and Management Services, Department of Labor

RALPH WIDNER (Senator Joseph Clark's Office)

State

Alabama: JACK GILES, Director, Department of Industrial Relations, Montgomery

Georgia: ROBERT STEUBING, Director, Planning Division, Department of Industry and Trade, Atlanta

Kentucky: JOHN D. WHISMAN, Administrator, Area Program Office, Frankfort

Maryland:

SAUL I. STERN, Chairman, State Planning Commission, Baltimore

RICHARD A. GUCKER, Chief, Local Planning, State Planning Commission, Baltimore

North Carolina: GEORGE M. STEPHENS, Jr., Special Assistant to the Governor, Raleigh

Pennsylvania: F. A. PITKIN, Executive Director, Pennsylvania State Planning Board, Capitol, Harrisburg

Tennessee: LINZY D. ALBERT, Director, State Planning Commission, Central Services Building, Nashville

Virginia: RICHARD C. DYNES, Assistant Director, Planning Division, Division of Industrial Development and Planning, Richmond

West Virginia:

RALPH L. HOTTEL, Director, Planning and Research Division, Department of Commerce, Charleston

JAMES W. HARRIS, Executive Assistant to Senator Jennings Randolph

PERRY WOOFTER, Executive Assistant to Senator Robert C. Byrd

DON C. POTTER, President, Monongahela Power Co., Fairmont

U.S. GOVERNMENT PRINTING OFFICE : 1964 O—726-824