



# Moving Appalachia Forward

*Appalachian Regional Commission*

*Strategic Plan*

**2005–2010**



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# Moving Appalachia Forward

*Appalachian Regional Commission  
Strategic Plan*

**2005–2010**

*October 1, 2004*

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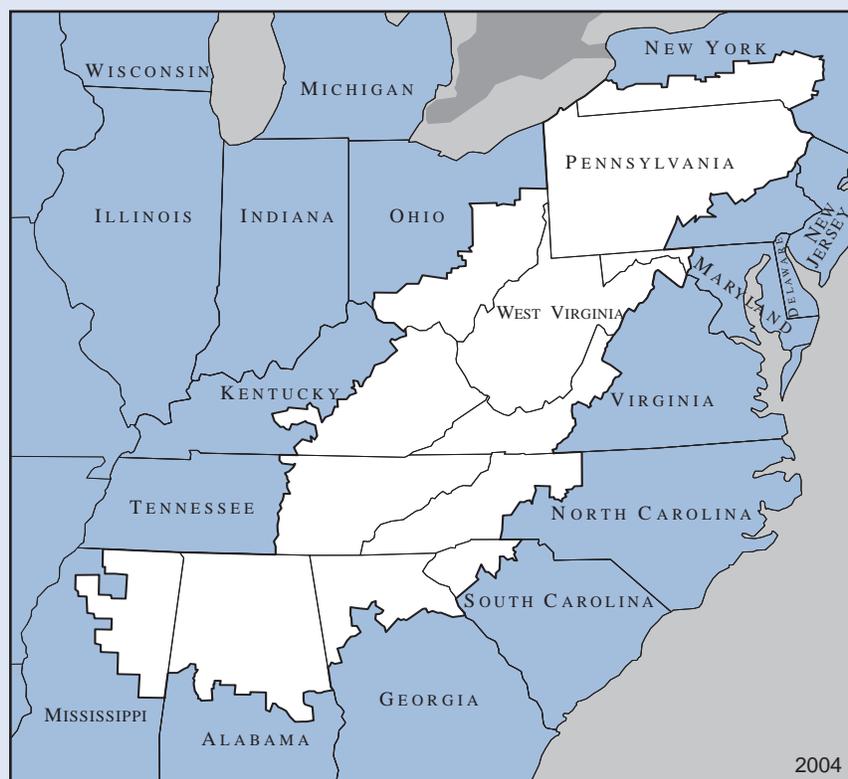
[www.arc.gov](http://www.arc.gov)

## Appalachian Regional Commission

The Appalachian Regional Commission (ARC) is a regional economic development agency representing a unique partnership of federal, state, and local government. Established by an act of Congress in 1965, the Commission is composed of the governors of the 13 Appalachian states and a federal co-chair, who is appointed by the president. Local participation is provided through multi-county local development districts with boards made up of elected officials, businesspeople, and other local leaders. Each year Congress appropriates funds, which ARC allocates among its member states. The governors draw up annual state Appalachian strategies and select for ARC approval projects to implement them. ARC projects include a safe and efficient highway system; education, job-training, and health-care programs; water and sewer systems; housing; and other essentials of comprehensive economic development.

## Appalachia

Appalachia, as defined in the legislation from which the Appalachian Regional Commission derives its authority, is a 200,000-square-mile region that follows the spine of the Appalachian Mountains from southern New York to northern Mississippi. It includes all of West Virginia and parts of 12 other states: Alabama, Georgia, Kentucky, Maryland, Mississippi, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Tennessee, and Virginia.



# Contents

<b><i>Preface</i></b>	<b><i>iv</i></b>
<b><i>Highlights</i></b>	<b><i>v</i></b>
<b><i>Introduction</i></b>	<b><i>1</i></b>
Accomplishments and Challenges	3
Development of a New Strategic Plan	3
Guiding Principles and Regional Development Roles	4
Challenges to Implementing the Strategic Plan	4
<b><i>Strategic Plan for Appalachia, 2005–2010</i></b>	<b><i>5</i></b>
<b>General Goal 1:</b> Increase job opportunities and per capita income in Appalachia to reach parity with the nation.	5
<b>General Goal 2:</b> Strengthen the capacity of the people of Appalachia to compete in the global economy.	9
<b>General Goal 3:</b> Develop and improve Appalachia’s infrastructure to make the Region economically competitive.	12
<b>General Goal 4:</b> Build the Appalachian Development Highway System to reduce Appalachia’s isolation.	15
<b>Regional Priorities</b>	17
<b><i>Delivering Results and Measuring Performance</i></b>	<b><i>18</i></b>
Performance Measures	18
Performance Goals	18
Human Resources	19
Program Management	19
Communication	20
<b><i>Appendices</i></b>	<b><i>21</i></b>
<b>Appendix A:</b> Strategic Planning Process Overview	23
<b>Appendix B:</b> ARC Organizational Structure	26
<b>Appendix C:</b> Program Evaluations and Research Used in Preparing the Strategic Plan	32

## Preface

Now more than ever, the Appalachian Regional Commission has a key role in helping the people of Appalachia who are building a better future: creating jobs, building infrastructure to foster business and community growth and to connect the Region with national and international markets, and developing an educated, healthy workforce prepared to participate fully in the global economy.

Appalachia has made significant progress in addressing its historical challenges, but ARC's mission has not yet been completed. In fiscal year 2004, over 90 counties were still classified as severely distressed. Increased global competition and technological change have resulted in job losses and restructuring in many key Appalachian industries. Because of its rugged terrain and high proportion of rural residents, Appalachia is at risk of falling behind in the implementation and use of modern technology and telecommunications, a necessary component of competitiveness in today's economy.

In this time of national economic recovery and rapid change in the way business is conducted worldwide, ARC is working to ensure that Appalachia's leaders and citizens have the capacity, capability, and resources they need to build and strengthen their local economies. The Commission's structure as a federal-state-local partnership and as a regional agency makes it uniquely suited to help guide and foster the local efforts required for change.

This strategic plan is a guide for ARC to take targeted and measurable action toward its vision of bringing Appalachia into full economic parity with the nation. It outlines goals and objectives that provide clear guidance for priorities and a basis for annual evaluation. It calls for alignment of resources to maximize results and for performance measurement that ensures the ARC partnership is effective and accountable. It creates a framework for building on past accomplishments to help move Appalachia forward.

## **Highlights**

### ***ARC's Vision for Appalachia***

Appalachia will achieve socioeconomic parity with the nation.

### ***ARC's Mission***

ARC's mission is to be a strategic partner and advocate for sustainable community and economic development in Appalachia.

### ***General Goals***

- 1: Increase job opportunities and per capita income in Appalachia to reach parity with the nation.
- 2: Strengthen the capacity of the people of Appalachia to compete in the global economy.
- 3: Develop and improve Appalachia's infrastructure to make the Region economically competitive.
- 4: Build the Appalachian Development Highway System to reduce Appalachia's isolation.

### ***Ten-Year Performance Goals***

Assuming ARC's annual funding remains at the current level, the Commission is committed to the following ten-year performance goals:

- 200,000 jobs will be created or retained.
- 200,000 households will be served with new or improved water and sewer infrastructure.
- 200,000 citizens of the Region will benefit from enhanced education and job-related skills.
- 250 miles of the Appalachian Development Highway System will be opened to traffic (based on the current level of transportation funding from the U.S. Congress).



# I N T R O D U C T I O N



The Appalachian Regional Commission (ARC) was established by Congress in 1965 to address the profound economic and social problems in the Appalachian Region that made it a “region apart” from the rest of the nation. In passing the Appalachian Regional Development Act, Congress established a mandate to focus attention and resources on reducing the socioeconomic gap between the Appalachian Region and the nation through a variety of activities, including advocacy, regional planning, research, and grant making.

The Commission’s 2002 reauthorization extended ARC’s nonhighway programs through fiscal year 2006 and continued the Commission’s work in providing basic infrastructure and health care, and developing local leadership. It also established the Interagency Coordinating Council on Appalachia to maximize the benefits of federal investments in the Region, authorized programs in telecommunications,

entrepreneurship, and job-skills training, and reinforced ARC’s commitment to economically distressed counties and areas in Appalachia by mandating that at least half of Commission nonhighway project dollars go to activities that benefit these counties and areas.

The Appalachian Regional Commission’s unique structure is designed to ensure an active federal-state-local partnership. There are 14 Commission members: the governors of the 13 Appalachian states and a federal co-chair. Each year the 13 governors elect one of their peers to serve as the states’ co-chair of the Commission. The federal co-chair has one vote and the 13 governors share one vote on Commission decisions. All program strategies, allocations, and other policy matters must be approved by both a majority of the governors and the federal co-chair. This consensus model ensures close collaboration between the federal and state partners in carrying out ARC’s mission. Local participation is provided through multi-county local development districts, with

boards made up of elected officials, businesspeople, and other local leaders.

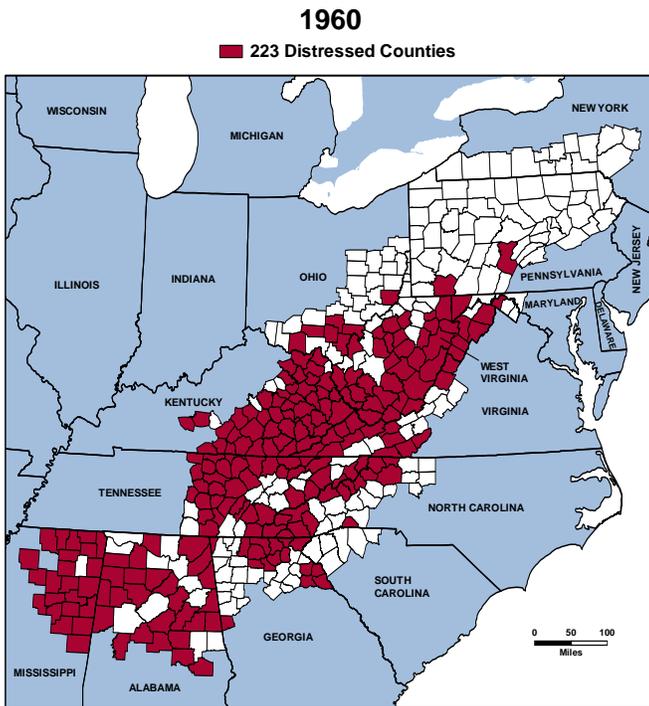
Because of its partnership approach, ARC is able to identify and help fund innovative grassroots initiatives that might otherwise languish. In many cases, ARC functions as a predevelopment agency, providing modest initial project funding that is unavailable from other sources. This modest investment leverages other funds, particularly private funds.

Unlike economic development agencies that are primarily categorical grant makers, the Commission performs advocacy, regional planning, and research activities in combination with its special grant programs. No other entity has this regional mandate for Appalachia.

ARC serves as an advocate for the Region by forming partnerships with nonprofits and other agencies; convening regional and subregional forums; identifying regional initiatives and grant priorities for ARC funding support; setting policies that guide investment of flexible ARC funds, and participating in the work of the Interagency Coordinating Council on Appalachia, which is chaired by the ARC federal co-chair.

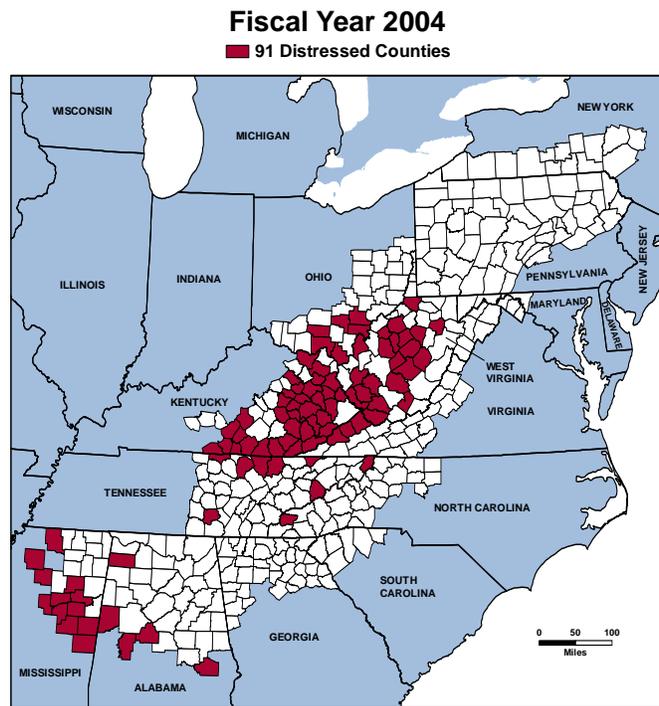
Research and regional planning activities include developing a knowledge base of problems and opportunities that supports the work of regional leaders; examining the effectiveness of alternate approaches; supporting strategic planning activities in the states; and partaking in public policy development that benefits the Region.

### *Distressed Counties in Appalachia*



**Definition of Distress in 1960:**  
Distressed counties have an unemployment rate that is at least 1.5 times the U.S. average of 5.1 percent; a per capita market income that is two-thirds or less of the U.S. average of \$1,639; and a poverty rate that is at least 1.5 times the U.S. average of 22.1 percent; OR they have 2 times the U.S. poverty rate and qualify on the unemployment or income indicator.

**Data Sources:**  
Unemployment: Census data from USDA Economic Research Service, 1960.  
Income: U.S. Department of Commerce, Bureau of the Census, 1960.  
Poverty: Office of Economic Opportunity data from USDA Economic Research Service, 1960.



**Definition of Distress in Fiscal Year 2004:**  
Distressed counties have a three-year average unemployment rate that is at least 1.5 times the U.S. average of 4.3 percent; a per capita market income that is two-thirds or less of the U.S. average of \$25,676; and a poverty rate that is at least 1.5 times the U.S. average of 12.4 percent; OR they have 2 times the U.S. poverty rate and qualify on the unemployment or income indicator.

**Data Sources:**  
Unemployment: U.S. Department of Labor, Bureau of Labor Statistics, 1999–2001.  
Income: U.S. Department of Commerce, Bureau of Economic Analysis, 2000.  
Poverty: U.S. Department of Commerce, Bureau of the Census, 2000.

These unique planning and advocacy activities vastly multiply the influence and shape of ARC's grant programs.

## Accomplishments and Challenges

In the mid 1960s, one in three Appalachians lived in poverty and per capita income was 23 percent lower than the U.S. average. In the previous decade nearly 2 million more people had left the Region than had moved into it. Since then, the Appalachian Region has experienced broad socioeconomic improvements, the result of many macroeconomic and social factors, including ARC's activities. For example, the Commission's efforts have helped:

- Cut the Region's poverty rate in half;
- Reduce the infant mortality rate by two-thirds;
- Double the percentage of adults age 25 and older with a high school diploma;
- Create over 400 rural health-care facilities;
- Construct over 2,400 miles of new highways;
- Provide water and sewer services to over 800,000 households;
- Create over 1.6 million new jobs in addition to 766,000 generated by the Appalachian Development Highway System (ADHS); and
- Cut the number of severely distressed counties from 223 in 1960 to 91 in fiscal year 2004.

Although Appalachia has seen clear and substantial progress since the early days of the Commission's work, the majority of the Region's communities still do not enjoy the same economic vitality and living conditions that the rest of the country does. The Region continues to battle economic distress, concentrated areas of high poverty, high unemployment rates, educational disparities, high rates of disease, and population outmigration.

## Development of a New Strategic Plan

In November 2003, ARC formally launched a comprehensive strategic planning process to help guide economic and community development work in the Appalachian Region for the six years beginning in fiscal year 2005. In the first phase of the process, Commission partners gathered information and input by conducting a comprehensive review of socioeconomic changes in the Region; researching key development issues; holding consultations with ARC state partners and advisory councils; and conducting five field forums across the Region and in Washington, D.C., with citizens, representatives of private, public, and nonprofit organizations, and local development district officials. Approximately 1,000 citizens participated in these field forums. In the second phase, information from phase one was synthesized, and ARC partners identified key issues and prioritized development strategies and activities. The third phase encompassed consensus building.

This process resulted in a strategic plan that defines ARC's vision and mission and outlines four general goals:

### ***ARC's Vision for Appalachia***

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### ***General Goals***

1. Increase job opportunities and per capita income in Appalachia to reach parity with the nation.
2. Strengthen the capacity of the people of Appalachia to compete in the global economy.

3. Develop and improve Appalachia’s infrastructure to make the Region economically competitive.
4. Build the Appalachian Development Highway System to reduce Appalachia’s isolation.

See Appendix A for more information on the strategic planning process. See Appendix C for program evaluations and research used in preparing the strategic plan.

## Guiding Principles and Regional Development Roles

To meet its mission, ARC will rely on the following guiding principles:

- Promote homegrown solutions.
- Create sustainable economic development.
- Act as a strategic partner.
- Serve as a catalyst for change.
- Seed innovation.
- Support inclusive local decision making.
- Become a clearinghouse for ideas.
- Capitalize on existing assets.
- Encourage life-long learning.

These principles underlie ARC’s four regional development roles: advocate, knowledge builder, investor, and partner.

- **Advocate.** ARC is an advocate for the Region with federal and state agencies, nonprofits, and other organizations. This advocacy produces increased levels of technical assistance, funding, and policy attention.
- **Knowledge Builder.** ARC’s knowledge base uniquely positions the agency to provide focus on problems and development opportunities. ARC builds expert knowledge through research, regional forums, advisory councils, and community meetings.
- **Investor.** ARC creates economic opportunities in the Region by making its funds available for seed capital, gap funding, and investments in innovative programs. In addition, the Commission leverages

over eight times the amount of its investment by attracting other investors.

- **Partner.** The ARC development approach is based on a unique federal-state-local government partnership that expedites project development and solves problems that cannot be addressed by one level of government alone.

ARC’s guiding principles and regional development roles provide the necessary framework for successfully implementing the Commission’s new strategic plan. This approach underlies ARC’s strategy to invest in people; in basic infrastructure, including highways; and in job creation.

## Challenges to Implementing the Strategic Plan

ARC can effectively and efficiently implement its FY 2005–2010 strategies and achieve its performance goals, assuming that it obtains sufficient resources to carry out its planned activities. However, several external factors might affect ARC’s ability to achieve its goals.

- Economic downturns, which generally hit deeper in the Appalachian Region and last longer, could adversely impact achievement of ARC’s performance goals.
- Government regulations and policies could influence ARC efforts to achieve the performance goals.
- ARC is a partnership of 13 states and the federal government that works in concert with 72 local development districts. Budget constraints and policy redirection within the Appalachian states and local development districts can hinder the pursuit of ARC goals.
- Inconsistent or inadequate funding would impact ARC’s ability to implement its strategic plan.
- Unanticipated demographic shifts in the Appalachian Region, such as an increase in population aging and high levels of settlement by people with low educational attainment and language skills, could affect achievement of ARC’s performance goals.



**General Goal 1:**  
 Increase Job Opportunities and Per Capita Income in  
 Appalachia to Reach Parity with the Nation

Changes to the Region's economic base present significant opportunities and challenges to Appalachia. The new economy offers opportunities for the Region in knowledge-based industries and sectors such as services and health care. At the same time, shifting demands present challenges to traditional manufacturing, mining, and agriculture.

In partnership with other agencies, ARC will help local and state leaders diversify local economies, support entrepreneurship, increase domestic and global markets, and foster new technologies in order to address job shifts throughout the Region. In addition, ARC will encourage local leaders to build on the opportunities presented by Appalachian highway corridors and to examine heritage, cultural, and recreational assets that can create job opportunities while preserving the character of the Region's communities.

**Strategic Objective 1.1:**  
**Foster Civic Entrepreneurship**

As a community or region seeks to develop a healthy, competitive, and sustainable economy, it needs to build the capacity of three interdependent elements: individual leaders, organizations, and the community as a whole. Leadership development skills; broad citizen involvement; strategic planning processes; and collaborations among business, government, nonprofit, and philanthropic organizations contribute to a sense of empowerment and sustained economic well-being. These activities foster broad-based civic engagement and support strategic readiness to take advantage of economic opportunities.

**Selected Strategies:**

- Support the development of broad-based leadership structures and transformative institutions for change, such as community development foundations and

community development financial institutions.

- Build the capacity to collaborate among government, business, and nonprofit and philanthropic sectors by increasing skills in consensus building, communication, networking, knowledge and understanding of economic and social trends, and other elements of civic capacity.
- Support strategic planning initiatives for local organizations and agencies to capitalize on economic development opportunities.
- Encourage partnerships and promote regional efforts in economic development.
- Provide training and consultation services to local governments and nonprofit organizations engaged in economic development.

### **Strategic Objective 1.2: Diversify the Economic Base**

For Appalachia to compete in the global economy, the Region must expand efforts to diversify its economic base to provide new employment opportunities.

Prosperity and stability for Appalachian communities will depend on their ability to find new business and

economic opportunities that can build on the Region's strengths while diversifying its base.

#### ***Selected Strategies:***

- Encourage the establishment and development of workforce training programs, entrepreneurial development, and export creation, and the promotion of technological advances and technology-related businesses and services.
- Expand efforts to modernize and strengthen existing businesses.
- Develop new businesses that can expand the economic foundation of the Region.
- Raise awareness about economic development tools communities can use to strengthen and diversify their economic base.

### **Strategic Objective 1.3: Enhance Entrepreneurial Activity in the Region**

Locally owned businesses play an important role in creating sustainable local economies and improving the quality of life in Appalachian communities, especially in economically distressed areas. Many communities need assistance in developing support for business incubators and providing entrepreneurial training and financial services.

#### ***Selected Strategies:***

- Improve access to investment capital for local businesses by developing new venture capital funds, subordinated debt funds, and micro-credit lending programs.
- Educate current and future entrepreneurs through new training programs in middle schools, high schools, and community colleges.
- Nurture new businesses by creating technical assistance networks through business incubators, business associations, and private-sector resources.



## Strategic Objective 1.4: Develop and Market Strategic Assets for Local Economies

A recognized way of strengthening communities and their economies is through the identification and development of local cultural, heritage, and natural assets. This approach to development recognizes and builds on indigenous resources, experience,



wisdom, skills, and capacity in Appalachian communities. Creating local homegrown economic opportunity is central to this asset-based approach. Appalachia's arts, crafts, music, and heritage resources and its natural and recreational assets can be leveraged for the economic benefit of the Region.

### **Selected Strategies:**

- Identify local and regional assets for development.
- Create strategies that help existing and new local

businesses capitalize on indigenous assets.

- Support efforts to maximize the economic benefits of the Appalachian heritage tourism and crafts industries through awareness and marketing opportunities.

## Strategic Objective 1.5: Increase the Domestic and Global Competitiveness of the Existing Economic Base

Many Appalachian communities have embraced not only new domestic business development strategies but also global strategies that promote increased international business activity in order to be competitive. By helping local firms find new markets at home and abroad, communities can assist in job creation. Foreign direct investment is another effective approach that can generate additional job opportunities and help communities enhance their competitive advantage.

### **Selected Strategies:**

- Support research opportunities in global and domestic development.
- Support technical assistance and ongoing business consultation to help medium and small businesses connect to national and international markets.
- Promote foreign direct investment in Appalachia.

## Strategic Objective 1.6: Foster the Development and Use of Innovative Technologies

Information technology represents an important opportunity to close the job gap in Appalachia through high-value-added industries such as telecommunications and computing services. Appalachian communities should partner with federal and private-sector research labs, research universities, and other technology organizations to help create and retain technology-related jobs.

### **Selected Strategies:**

- Assist in the creation of telecommunications and computing enterprises.
- Provide assistance for expanding existing high-technology operations in the Region.
- Promote partnerships with and leverage research opportunities generated by government-sponsored and private-sector research labs.
- Expand and create technology research initiatives in the Region's colleges and universities.
- Increase support for public-sector science and technology programs.
- Support the commercialization of new technologies developed by federal labs, universities, and other sources.

### **Strategic Objective 1.7: Capitalize on the Economic Potential of the Appalachian Development Highway System**

The ADHS presents perhaps the greatest community and economic development opportunity in the Region. To maximize its potential, programs and activities must be designed to capitalize on the system's connectivity.

### **Selected Strategies:**

- Support local and regional economic and community development initiatives that effectively use completed sections of the ADHS.
- Encourage strategic planning to help direct and select appropriate development along future segments of the system.
- Promote cooperative projects and programs between economic development officials and highway officials.





## **General Goal 2:** Strengthen the Capacity of the People of Appalachia to Compete in the Global Economy

In order to compete in the twenty-first-century economy, the people of Appalachia must have the skills and knowledge required to develop, staff, and manage globally competitive businesses. In addition, the Region's communities must provide adequate health care in order to keep existing businesses and develop new ones.

ARC will continue to support local efforts to make all of the Region's citizens productive participants in the global economy. The Commission's focus will be to address a range of educational issues, such as workforce skills, early childhood education, dropout prevention, and improved college attendance; and health issues, such as the recruitment and retention of health-care professionals in areas with documented shortages and the promotion of better health through wellness and preventive measures. In addition, ARC will develop partnerships with other organizations to

address the high incidence of life-threatening diseases in the Region.

### **Strategic Objective 2.1: Foster Civic Entrepreneurship**

Appalachia needs to develop strong leaders, organizations, and communities to promote the Region's competitiveness. Capacity-building activities that strengthen collaborative relationships among communities, agencies, and individuals, that encourage innovative and achievable first steps, and that provide an increase in awareness of, and dialogue on, strategic opportunities contribute to improved community responsibility and use of resources.

#### **Selected Strategies:**

- Establish and maintain collaborative relationships between training institutions and businesses to improve workforce readiness.

- Strengthen school-based civic education through service learning and youth community development efforts.
- Support greater involvement of young people in community activities such as tutoring, peer mediation, and serving on advisory boards.
- Promote community-based dialogue and management of critical local health issues.

## Strategic Objective 2.2: Enhance Workforce Skills through Training

As the changing global economy affects Appalachian communities and businesses, many adults in the Region find it difficult to retain their jobs or seek new ones without significant retraining and additional education. Most new jobs are in sectors that require a higher level of education. To respond to new economic opportunities and weather economic uncertainty, workers must continually build skills and experience.



### **Selected Strategies:**

- Support the development of new workforce training and vocational education programs.
- Create innovative ways to re-tool the skills of the Region’s workforce.
- Support the expansion and modernization of existing workforce training and vocational education programs.

## Strategic Objective 2.3: Increase Access to Quality Child Care and Early Childhood Education

Access to quality child care fosters the development of children and enables their parents and guardians to take advantage of job opportunities. In addition, studies have shown that the benefits of high-quality early childhood education programs, especially for children from low-income families, last at least into early adulthood. Many families in Appalachia often do not have the resources, in terms of finances or time, to take full advantage of such services.

### **Selected Strategies:**

- Support efforts to initiate and expand early childhood education programs.
- Support local and regional efforts to increase access to early childhood education programs.
- Support efforts to increase access to quality child care.

## Strategic Objective 2.4: Increase Educational Attainment and Achievement

Research has shown that high levels of educational attainment and achievement are associated with better health for individuals and their children, longer life expectancies, and higher salaries. While progress has been made in improving levels of educational attainment and achievement in Appalachia, resources are still needed to close a widening gap in educational

attainment between the Appalachian Region and the rest of the nation. To strengthen Appalachia's economic competitiveness, more Appalachians need to graduate from high school and continue with post-secondary education at community colleges, universities, or professional schools.



#### **Selected Strategies:**

- Support local and regional efforts to better prepare students, out-of-school youths, and adults for post-secondary-level training.
- Maintain support for and seek expansion of the Appalachian Higher Education Network and other programs that increase college-going rates.
- Support dropout prevention programs.

### **Strategic Objective 2.5: Provide Access to Health-Care Professionals**

Activities and policies that improve the supply and distribution of Appalachia's professional health-care workforce (physicians, nurse practitioners, psychologists, dentists, medical technicians, etc.) can help ensure that health care is comprehensive, affordable, and

tailored to the specific needs of each community. Many communities in remote areas of the Region find it difficult to recruit and retain health-care professionals.

#### **Selected Strategies:**

- Support local efforts to expand access to health-care programs and recruit health-care professionals through the J-1 Visa Waiver Program and other programs.
- Support educational institutions that train health-care professionals.
- Provide support to primary-care systems.

### **Strategic Objective 2.6: Promote Health through Wellness and Prevention**

Appalachia suffers from disproportionately high rates of chronic diseases such as cardiovascular disease, cancer, and diabetes. This has a significant adverse effect on workforce participation and productivity, and impedes opportunity for economic growth. Education on positive health behaviors is key to developing a stronger workforce and ensuring the long-term viability of the Region.

#### **Selected Strategies:**

- Promote nutrition education, physical activity, and early screening as a means of eliminating or reducing the incidence of obesity, diabetes, cancer, and heart disease.
- Support programs that help eliminate drug and/or alcohol abuse.
- Encourage the development of initiatives and investments that promote healthy lifestyles.



### **General Goal 3:** Develop and Improve Appalachia's Infrastructure to Make the Region Economically Competitive

In order to compete in the global economy, Appalachia must have the infrastructure necessary for economic development, including water and sewer systems, telecommunications systems, and efficient connections to global transportation networks. But barriers such as rugged terrain and low population density have hindered the Region from developing adequate infrastructure.

ARC will address the lack of adequate water and sewer systems and telecommunications systems and services in the Region, and will build partnerships to address the critical issue of intermodal connections to improve access to the global market.

#### **Strategic Objective 3.1: Foster Civic Entrepreneurship**

Developing the regional infrastructure necessary to make Appalachia competitive requires a cadre of visionary leaders and effective organizations that are

able to strategically mobilize communities toward their goals.

#### ***Selected Strategies:***

- Build the organizational capacity required to meet increasing demands related to technology, environmental standards, and changing revenue sources.
- Provide training, consultation, and financial support for local leaders and organizations to build their capacity to address infrastructure challenges.
- Support partnerships and regional efforts among local and state governments, nonprofit agencies, and citizens engaged in infrastructure development.
- Encourage water and wastewater infrastructure development through “self-help” projects that use the skills and commitment of local communities.
- Support strategic planning initiatives for local organizations and agencies to capitalize on economic development opportunities created by the Appalachian Development Highway System.

### **Strategic Objective 3.2: Build and Enhance Basic Infrastructure**

Communities must have adequate water and wastewater treatment systems and decent, affordable housing to sustain businesses, generate jobs, protect public health, and ensure a basic standard of living for residents. Many Appalachian communities continue to lack this basic infrastructure, compromising the Region's ability to pursue basic development activities. Investing in basic infrastructure is an investment in the wellness, as well as the economic potential, of Appalachia.

#### ***Selected Strategies:***

- Make strategic investments that leverage federal, state, private, and local capital for the development and improvement of water and wastewater systems.
- Support continued efforts to expand the Region's stock of safe, affordable housing.

### **Strategic Objective 3.3: Increase the Accessibility and Use of Telecommunications Technology**

Communities across the Appalachian Region, especially those in rural or economically distressed areas, face serious challenges in taking advantage of new information, computing, and telecommunications technologies that have the potential to expand their economic development horizons. Changing regulations have resulted in access issues for rural communities and reluctance on the part of service providers to make capital investments in less-dense areas where it is more difficult to generate adequate returns on investments.

#### ***Selected Strategies:***

- Make strategic investments in telecommunications infrastructure to increase local and regional connectivity.
- Help citizens learn to use information technologies

to access distance-learning opportunities and to identify markets and consumer groups.

- Promote the adoption of e-commerce methods by existing and new businesses.
- Support telemedicine applications for communities.
- Encourage the use of telecommunications applications for use in education and government initiatives.
- Provide planning assistance for telecommunications development that coincides with other public infrastructure development.

### **Strategic Objective 3.4: Build and Enhance Environmental Assets**

Cleaning up defunct industrial sites, promoting environmentally sensitive industries, and providing responsible stewardship and use of Appalachia's natural assets can play a vital part in putting the Region on an equal economic footing with the rest of the nation. This includes the reclamation of former industrial sites and mine-impacted lands for viable use.

#### ***Selected Strategies:***

- Raise awareness of and leverage support for the reclamation and reuse of brownfields properties in industrial areas and mine-impacted communities.
- Encourage eco-industrial development that can responsibly take advantage of the Region's natural-resource assets.
- Support regional planning and economic development policies that promote good stewardship of the Region's natural resources.

### **Strategic Objective 3.5: Promote the Development of an Intermodal Transportation Network**

In the twenty-first century, growth and prosperity depend on the ability to develop intermodal transportation systems with fast, efficient, and dependable access to worldwide suppliers and markets.

Appalachian communities and businesses must continue to strengthen support for intermodal

transportation strategies designed to improve access to Appalachia's transportation network (including aviation, local transit systems, railway systems, and inland waterways) as well as to increase the responsiveness of that network to the needs of businesses, communities, and residents.

***Selected Strategies:***

- Provide funding for studies on enhancing economic development opportunities presented by intermodalism.
- Support analysis of strategic locations for inland ports.
- Help create the organizations required to move intermodal connectivity forward.
- Sponsor regional forums to discuss the potential for intermodal development.

- Construct access roads that link economic development opportunities to the Appalachian Development Highway System and other major highways.





## **General Goal 4:** Build the Appalachian Development Highway System to Reduce Appalachia's Isolation

**F**or Appalachia to compete economically with communities across the nation, it must have a safe and efficient transportation system connecting it to national transportation networks. Because of its difficult terrain, Appalachia was largely bypassed by the national interstate highway system, leaving the Region with a network of winding, two-lane roads, which presented a major barrier to development. When ARC was established, Congress, recognizing the importance of overcoming the Region's geographic isolation, authorized the construction of an interstate-quality highway system in Appalachia. The Appalachian Development Highway System (ADHS) was created, and is being built, to enhance economic development opportunities in the Region by providing access to markets for goods, to jobs for workers, to health care for patients, and to education for students.

The strong partnership of ARC, the U.S. Department of Transportation, and state departments of transporta-

tion will continue to oversee the planning and construction of the Appalachian Development Highway System. ARC will work to identify and overcome barriers to the timely completion of the ADHS.

### **Strategic Objective 4.1: Foster Civic Entrepreneurship**

Long-term strategic planning by local and regional leadership is critical to taking full advantage of the economic and community-building opportunities presented by existing and planned ADHS corridors. New outreach and awareness efforts are needed to help communities fully integrate the ADHS into their economic development planning.

#### **Selected Strategies:**

- Support local and multi-jurisdictional forums to promote communication and mutual understanding, and resolution of the barriers to completing the remaining ADHS miles.

- Encourage collaboration among state departments of transportation, the U.S. Department of Transportation, and other state and federal agencies involved in the Region’s economic development.

### Strategic Objective 4.2: Promote On-Schedule Completion of the ADHS

Timely completion of the ADHS is an essential step toward fostering economic growth and enabling Appalachia to become a significant contributor to the national economy. When completed, the system will connect the 13 states in the Region with nationwide and global economic opportunities.

#### Selected Strategies:

- Work with federal and state departments of transportation to identify and overcome barriers to the development of ADHS sections in the location-study phase.
- Assist federal and state departments of transportation in solving design problems and moving ADHS

sections to the construction phase.

- Support efforts to obligate the maximum amount of the annual appropriation for ADHS construction, and work with state departments of transportation to accelerate construction of the final phases of the highway system.
- Promote a development approach for the ADHS that preserves the cultural and natural resources of the Region while enhancing economic opportunity.

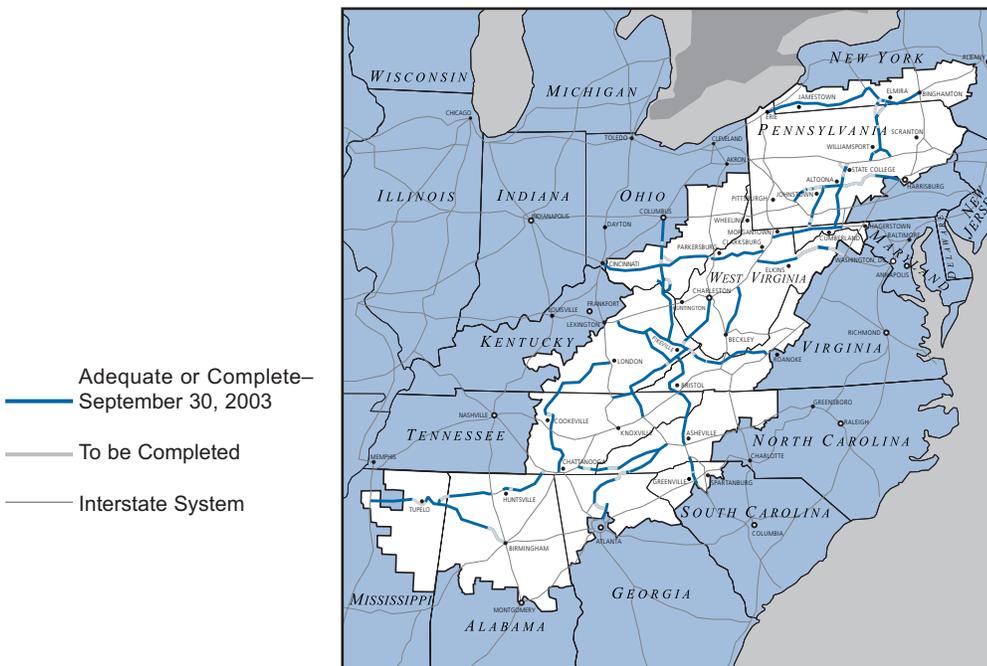
### Strategic Objective 4.3: Coordinate Work on ADHS State-Line Crossings

Completing the ADHS in a timely manner will require close coordination of activities on those segments of the system that cross state lines.

#### Selected Strategy:

- Coordinate technical information, funding disbursements, and construction scheduling between adjoining states to facilitate completion of state-line crossings of ADHS corridors.

## Status of the Appalachian Development Highway System

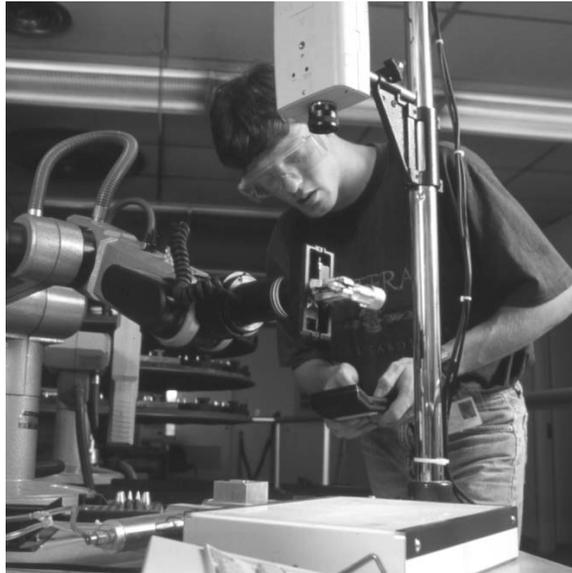




## Regional Priorities

In consultation with its partners, ARC may identify a limited number of strategic objectives annually as regional priorities. Regional priorities can reflect the need to redouble efforts in one or more goal areas to meet the Commission’s ten-year performance goals. The regional priority status can support and promote innovation in a particular goal area, or use ARC resources to focus on a sector of unique opportunity or underperformance.

Regional priorities support the strategic plan by coordinating a concerted effort by the 13 Appalachian states and federal government to address an area of critical importance. The designation of a strategic objective as a regional priority can involve the allocation of additional resources to that strategic objective. The targeted resources may be special advisory councils with the charge to develop region-wide activities, or regional priority status may involve the use of special funds earmarked for a specific strategic objective.



## Performance Measures

As an investor in grassroots economic development, ARC's performance is in large measure dependent on the achievements of its local, state, and regional partners. To measure its effectiveness, ARC will look at the following four areas of performance:

- **Leverage.** ARC will measure additional public and private financial and technical support attracted by Commission investments.
- **Jobs.** ARC will gauge its involvement in job-generating programs by both the quantity and the quality of jobs created.
- **Employability.** ARC will measure improvements in high school graduation rates, increases in college attendance and graduation rates, the number of participants completing workforce training programs, and the number of children served in early childhood education programs.
- **Infrastructure Development and Connectivity.** ARC will look at the number of citizens served;

connections made between modes of transportation, particularly between railways and highways; and highway miles opened to traffic.

## Performance Goals

Assuming ARC's annual funding remains at the current level, the Commission is committed to the following six-year and ten-year performance goals:

### Six-Year Performance Goals

- 120,000 jobs will be created or retained.
- 120,000 households will be served with new or improved water and sewer infrastructure.
- 120,000 citizens of the Region will benefit from enhanced education and job-related skills.
- 150 miles of the Appalachian Development Highway System will be opened to traffic (based on the current level of transportation funding from the U.S. Congress).

### Ten-Year Performance Goals

- 200,000 jobs will be created or retained.
- 200,000 households will be served with new or improved water and sewer infrastructure.
- 200,000 citizens of the Region will benefit from enhanced education and job-related skills.
- 250 miles of the Appalachian Development Highway System will be opened to traffic (based on the current level of transportation funding from the U.S. Congress).

The Appalachian Regional Commission tracks the programs it supports and reports its findings regarding performance on a yearly basis. ARC's current performance and accountability report can be found on the ARC Web site at [www.arc.gov](http://www.arc.gov).

### Human Resources

ARC is composed of the governors of the 13 Appalachian states and a presidential appointee representing the federal government. The governors elect one of their members each year to serve as the states' co-chair; the federal representative serves as the federal co-chair.

Each year, the governors develop state Appalachian strategies, including projects for ARC funding that will help carry out these strategies, and submit them to the Commission. The strategies are reviewed and approved at a meeting of all the governors and the federal co-chair.

After the states submit project applications to ARC, they are reviewed by ARC's program analysts. The process is completed when the federal co-chair reviews each project and formally approves it.

To meet its strategic objectives, the Appalachian Regional Commission relies on experienced, professional staff to deliver the following five critical skill sets:

- **Networking and Grassroots Empowerment.** Providing stakeholders with access to critical partners and essential organizational support.
- **Technical Expertise.** Guiding leaders in the Region through infrastructure and program development and delivery.
- **Leadership and Advocacy.** Representing the priorities of the Region to state and federal leaders.
- **Oversight, Management, and Quality Control.** Ensuring a high-quality result.
- **Communication.** External and internal communication of ARC plans, programs, and activities.

Federal and Commission staff are centrally located in Washington, D.C., to deliver services to the entire Region. State-funded staff are located in each of the 13 Appalachian states, with a regional representative located in Washington, D.C. Provision of staff by each of the states exhibits their commitment to the ARC partnership. This unique partnership serves to reduce the federal overhead expenses of operating the program while concentrating efforts on high-quality program management.

### Program Management

ARC is committed to an administrative structure that encourages the highest-quality performance and supports the greatest amount of organizational flexibility. ARC manages programs and activities by providing staff focus in the following five areas:

- **Support to Local Development Districts.** ARC staff provide support and services to the local development districts, including information and technical assistance for planning and grant making, professional development training, and administration. See Appendix B for a directory of the local development districts.
- **Program Support.** ARC staff implement programs in partnership with federal and local organizations. Upon request, ARC staff provide technical assis-

tance to partners on infrastructure, human resource development, and organizational capacity building.

- **Planning and Research.** ARC staff assist stakeholders by reviewing relevant state strategies, collecting data, and assisting with the creation of performance measures. ARC planners and researchers evaluate projects, manage the research portfolio for the Commission, and collect and analyze data to assess the effectiveness of the ARC strategic plan.
- **Outreach.** ARC staff provide communications support both internally and externally, to stakeholders and strategic decision makers; support ARC-sponsored events and meetings; and create and support regional councils, working groups, and task forces to focus on specific regionwide challenges and opportunities.
- **Finance and Administration.** ARC staff perform all financial management, accounting, and budget support functions for the organization; maintain the grants management information system and other information technology operations; manage the ARC Web site, publications, and other administrative functions; and handle procurement and supply.

## Communication

In order to ensure the implementation of the ARC strategic plan, the Commission will communicate the goals, objectives, and strategies of the plan throughout the agency and to the regional partners. Communication within the agency will involve an ongoing process of sharing the challenges and opportunities of moving the Region to national socioeconomic parity. ARC will communicate the new plan and strategies to the regional partners through newsletters, conferences, Commission meetings, and local development district workshops. This will be an ongoing process, with regular reporting at conferences and events.

ARC staff will be accountable for monitoring and communicating progress in achieving the mission, goals, and objectives.

# Appendices

## *Appalachian Regional Commission Strategic Plan*

### 2005–2010

<b>Appendix A:</b> Strategic Planning Process Overview	23
<b>Appendix B:</b> ARC Organizational Structure	26
<b>Appendix C:</b> Program Evaluations and Research Used in Preparing the Strategic Plan	32



## Strategic Planning Process Overview

ARC's nine-month strategic planning process encompassed three phases: discovery, synthesis, and consensus. The process included extensive participation by Appalachian citizens, the federal co-chair, the Appalachian governors' ARC alternates, representatives of the Region's 72 local development districts, and other key stakeholders, including congressional staff, members of local governments, community development corporations, and local business groups.

### **Phase I—Discovery and Listening: Socioeconomic Review, Consultations, and Field Forums**

#### ***Socioeconomic Review***

A socioeconomic review was prepared by the Commission, providing an overview of critical challenges and opportunities facing the Appalachian Region. Topics included demographic and socioeconomic trends in Appalachia, transportation infrastructure, health, education, water and wastewater systems, information and telecommunications technology, and trends in national and regional economic distress. In addition, 50 issue papers were developed to provide background for discussion during subsequent stages of the strategic planning process.

#### ***Consultations***

Two consultations, one in Maryland and one in West Virginia, brought together experts on key issues affecting the Region for presentations and discussions on a wide range of regional development challenges and opportunities. The federal co-chair, the Appalachian governors' ARC alternates, officials from the Appalachian states and local development districts, and other key stakeholders participated.

#### ***Field Forums***

Five public field forums provided an opportunity for citizen input on local and regional issues and concerns. The forums encouraged participation and feedback and offered attendees the opportunity to engage in discussion, provide written comment, and participate in electronic voting on regional issues. Forums were held in Dalton, Georgia; State

College, Pennsylvania; Ashland, Kentucky; Kingsport, Tennessee; and at the annual conference of the Development District Association of Appalachia (DDAA) in Arlington, Virginia. More than 1,000 citizens participated in the forums, which provided a diverse group of stakeholders with an organized and inclusive way to express opinions and offer insights into the challenges facing Appalachia's future development.

### **Phase II—Synthesis: Analysis and Program Review**

The Commission analyzed input from the two consultations and five field forums to identify critical issues for Appalachia. Staff conducted a review of current programs and examined recent ARC grant, advocacy, and technical assistance activities to provide a programmatic and policy context for the strategic planning process. This phase included discussions on ARC's roles in investing in the Region and high-priority activities for the Commission.

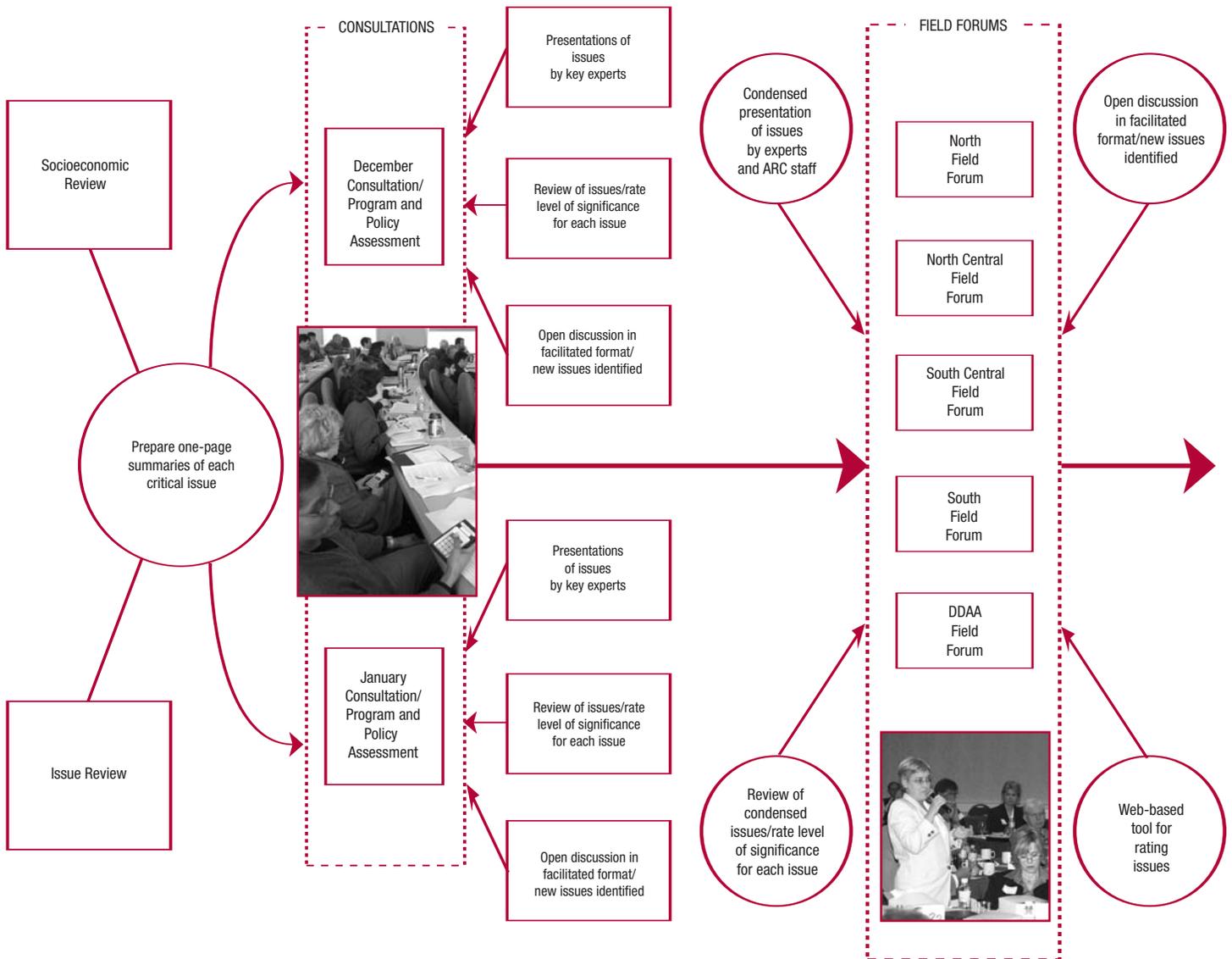
### **Phase III—Consensus: Development of the Plan**

The Commission met to develop and prioritize investment strategies, initiatives, and activities for inclusion in the new strategic plan. This led to the development of an updated vision for the Region and a reinvigorated mission and regional framework for action, including general goals, strategic objectives, and an approach for identifying regional priorities.

The ARC 2005–2010 strategic plan was adopted by the federal co-chair and the 13 Appalachian governors in the fall of 2004. It outlines the Commission's approach to investing in the Region's future and reinforces ARC's commitment to its role as strategic partner and advocate for sustainable community and economic development in Appalachia.

# STRATEGIC PLANNING PROCESS

## Phase I: Discovery and Listening



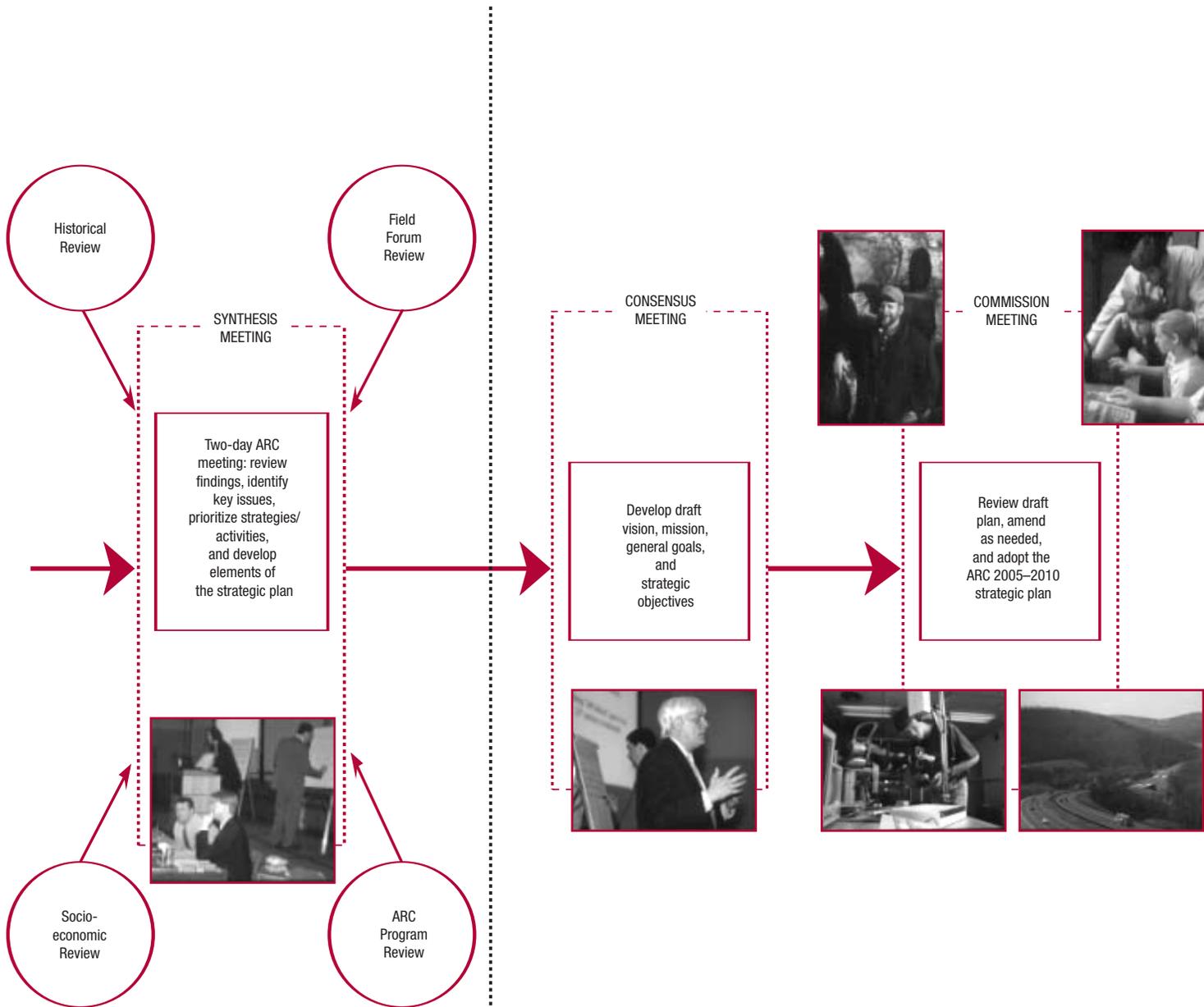
NOVEMBER 2003

DECEMBER 2003–JANUARY 2004

FEBRUARY–APRIL 2004



Phase II: Synthesis of Phase One Results | Phase III: Consensus and Strategic Plan Adoption



MAY–JUNE 2004 | JULY–AUGUST 2004

## ARC Organizational Structure

### The Partnership Model

The Appalachian Regional Commission has 14 members: the governors of the 13 Appalachian states and a federal co-chair, who is appointed by the president and confirmed by the Senate. Each year one governor is elected by his or her peers to serve as the states' co-chair. The partnership nature of ARC is evident in its policy making: the governors and the federal co-chair share responsibility for determining all policies and making spending decisions. The federal co-chair has one vote, and the 13 governors share one vote, on all Commission decisions. Accordingly, all program strategies, allocations, and other policy must be approved by both a majority of the governors and the federal co-chair. This consensus model ensures close collaboration between the federal and state partners in carrying out the mission of the agency. It also gives the Commission a character that distinguishes it from typical federal executive agencies and departments.

An alternate federal co-chair, who is also appointed by the president and confirmed by the Senate, has authority to act as the federal co-chair in his or her absence. Each governor appoints an alternate who oversees state ARC business and serves as the state-level point of contact for those seeking ARC assistance. Grassroots participation in implementing ARC programs is provided through local development districts, multi-county agencies with boards made up of elected officials, businesspeople, and other local leaders. (A list of local development districts in Appalachia begins on page 28.)

In all, there are only 11 federal employees of the Commission, including the federal co-chair's staff and the staff of the Office of Inspector General.

The Commission members appoint an executive director to serve as the chief executive, administrative, and fiscal officer. The executive director and staff are not federal employees. Fifty percent of the cost for the Commission's staff and other administrative activities is paid by the federal government; 50 percent is paid by the 13 Appalachian states. The 48

Commission staff are charged with serving both the federal and the state members impartially in carrying out ARC programs and activities, and they provide the technical program management, planning and research, legal support, and financial/administrative management necessary to conduct these programs and activities.

### Intergovernmental Cooperation

ARC's program authority encompasses a full range of federal domestic activities, including enterprise development, education and training, health care, export promotion, telecommunications, water and sewer infrastructure, and highway construction. Because of its limited appropriation, the Commission has always emphasized collaboration with public and private resources to accomplish its mission. ARC funding and technical assistance help communities leverage private and state funds, as well as other federal funds. ARC's highly flexible funds are often referred to as "glue money," which, although often a small part of projects, helps make them possible.

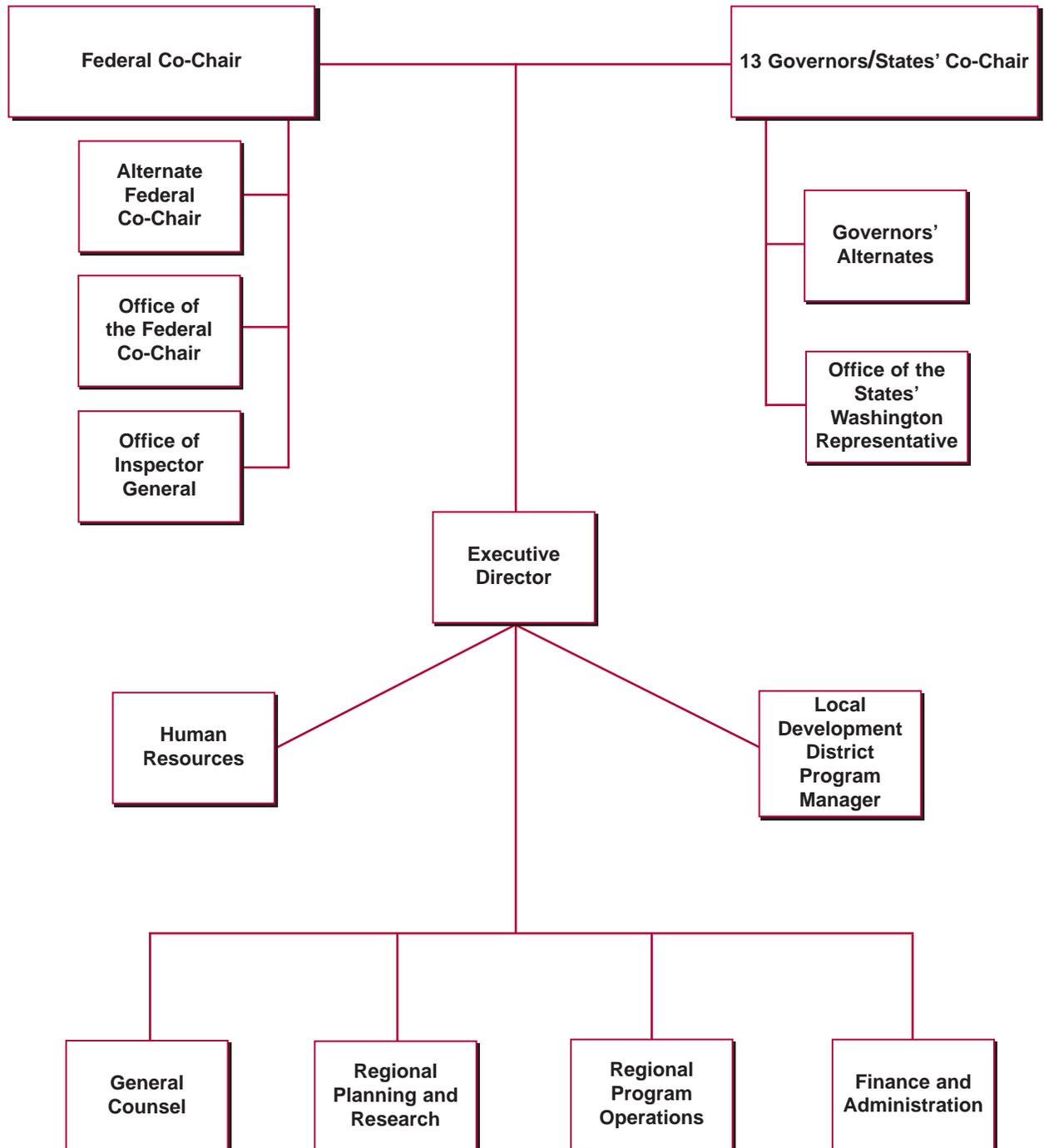
A special provision of the Appalachian Regional Development Act authorizes ARC to operate in part as a supplemental grant program. This authority allows ARC funds to be used to increase the allowable participation under federal grant programs, enabling grantees to participate in programs for which they would otherwise be ineligible. In addition, it involves appropriate federal entities to ensure not only program coordination but also compliance with all applicable laws, such as environmental and labor requirements. Accordingly, about half of past ARC grants have been administered under agreements with up to a dozen federal agencies, mainly the Economic Development Administration, USDA Rural Development, the U.S. Department of Housing and Urban Development, and the Federal Highway Administration. Other agreements have involved such agencies as the Army Corps of Engineers and the U.S. Departments of Energy, Labor, and Health and Human Services.

ARC has also joined with a range of national and regional foundations in special projects and initiatives over the years.

## ARC Organization Chart

Federal Representative = 1 VOTE

13 Appalachian Governors = 1 VOTE



## Local Development Districts in the Appalachian Region

### ALABAMA

#### 1A/Northwest Alabama Council of Local Governments

P.O. Box 2603  
Muscle Shoals, Alabama 35662  
256/389-0500  
*ARC Counties: Colbert, Franklin,  
Lauderdale, Marion, Winston*

#### 1B/North Central Alabama Regional Council of Governments

P.O. Box C  
Decatur, Alabama 35602  
256/355-4515  
*ARC Counties: Cullman, Lawrence,  
Morgan*

#### 1C/Top of Alabama Regional Council of Governments

115 Washington Street, SE  
Huntsville, Alabama 35801-4883  
256/533-3330  
*ARC Counties: De Kalb, Jackson,  
Limestone, Madison, Marshall*

#### 1D/West Alabama Regional Commission

4200 Highway 69, North, Suite 1  
Northport, Alabama 35473-3505  
205/333-2990  
*ARC Counties: Bibb, Fayette, Hale,  
Lamar, Pickens, Tuscaloosa*

#### 1E/Regional Planning Commission of Greater Birmingham

1731 First Avenue North, Suite 200  
Birmingham, Alabama 35203  
205/251-8139  
*ARC Counties: Blount, Chilton,  
Jefferson, St. Clair, Shelby, Walker*

#### 1F/East Alabama Regional Planning and Development Commission

P.O. Box 2186  
Anniston, Alabama 36202  
256/237-6741  
*ARC Counties: Calhoun, Chambers,  
Cherokee, Clay, Cleburne, Coosa,  
Etowah, Randolph, Talladega,  
Tallapoosa*

#### 1H/Central Alabama Regional Planning and Development Commission

125 Washington Avenue, Third Floor  
Montgomery, Alabama 36104  
334/262-4300  
*ARC County: Elmore*

#### 1I/South Central Alabama Development Commission

5900 Carmichael Place  
Montgomery, Alabama 36117  
334/244-6903  
*ARC County: Macon*

### GEORGIA

#### 2A/Coosa Valley Regional Development Center

P.O. Box 1793  
Rome, Georgia 30162-1793  
706/295-6485  
*ARC Counties: Bartow, Catoosa,  
Chattooga, Dade, Floyd, Gordon,  
Haralson, Paulding, Polk, Walker*

#### 2B/Georgia Mountains Regional Development Center

P.O. Box 1720  
Gainesville, Georgia 30503  
770/538-2626  
*ARC Counties: Banks, Dawson,  
Forsyth, Franklin, Habersham, Hall,  
Hart, Lumpkin, Rabun, Stephens,  
Towns, Union, White*

#### 2C/Chattahoochee-Flint Regional Development Center

P.O. Box 1600  
Franklin, Georgia 30217  
706/675-6721  
*ARC Counties: Carroll, Heard*

#### 2D/Atlanta Regional Commission

40 Courtland Street, NE  
Atlanta, Georgia 30303  
404/463-3100  
*ARC Counties: Cherokee, Douglas,  
Gwinnett*

#### 2E/Northeast Georgia Regional Development Center

305 Research Drive  
Athens, Georgia 30605-2795  
706/369-5650  
*ARC Counties: Barrow, Elbert,  
Jackson, Madison*

#### 2F/North Georgia Regional Development Center

503 West Waugh Street  
Dalton, Georgia 30720  
706/272-2300  
*ARC Counties: Fannin, Gilmer, Murray,  
Pickens, Whitfield*

### KENTUCKY

#### 3A/Buffalo Trace Area Development District

P.O. Box 460  
Maysville, Kentucky 41056  
606/564-6894  
*ARC Counties: Fleming, Lewis*

#### 3B/FIVCO Area Development District

3000 Louisa Street  
Catlettsburg, Kentucky 41129  
606/739-5191  
*ARC Counties: Boyd, Carter, Elliott,  
Greenup, Lawrence*

#### 3C/Bluegrass Area Development District

699 Perimeter Drive  
Lexington, Kentucky 40517  
859/269-8021  
*ARC Counties: Clark, Estill, Garrard,  
Lincoln, Madison, Powell*

#### 3D/Gateway Area Development District

P.O. Box 1070  
Owingsville, Kentucky 40360  
606/674-6355  
*ARC Counties: Bath, Menifee,  
Montgomery, Morgan, Rowan*

#### 3E/Big Sandy Area Development District

100 Resource Drive  
Prestonsburg, Kentucky 41653  
606/886-2374  
*ARC Counties: Floyd, Johnson,  
Magoffin, Martin, Pike*

#### 3F/Lake Cumberland Area Development District, Inc.

P.O. Box 1570  
Russell Springs, Kentucky 42642  
270/866-4200  
*ARC Counties: Adair, Casey, Clinton,  
Cumberland, Green, McCreary,  
Pulaski, Russell, Wayne*

**3H/Cumberland Valley Area  
Development District**

P.O. Box 1740  
London, Kentucky 40743-1740  
606/864-7391  
*ARC Counties: Bell, Clay, Harlan,  
Jackson, Knox, Laurel, Rockcastle,  
Whitley*

**3I/Kentucky River Area  
Development District**

917 Perry Park Road  
Hazard, Kentucky 41701-9545  
606/436-3158  
*ARC Counties: Breathitt, Knott, Lee,  
Leslie, Letcher, Owsley, Perry, Wolfe*

**3J/Barren River Area Development  
District**

P.O. Box 90005  
Bowling Green, Kentucky 42102-9005  
270/781-2381  
*ARC Counties: Edmonson, Hart,  
Monroe*

**MARYLAND**

**4A/Tri-County Council for Western  
Maryland, Inc.**

113 Baltimore Street, Suite 300  
Cumberland, Maryland 21502  
301/777-2158  
*ARC Counties: Allegany, Garrett,  
Washington*

**MISSISSIPPI**

**5A/Northeast Mississippi Planning  
and Development District**

P.O. Box 600  
Booneville, Mississippi 38829  
662/728-6248  
*ARC Counties: Alcorn, Benton,  
Marshall, Prentiss, Tippah, Tishomingo*

**5B/Three Rivers Planning and  
Development District**

P.O. Box 690  
Pontotoc, Mississippi 38863  
662/489-2415  
*ARC Counties: Calhoun, Chickasaw,  
Itawamba, Lee, Monroe, Pontotoc,  
Union*

**5C/Golden Triangle Planning  
and Development District**

P.O. Box 828  
Starkville, Mississippi 39760-0828  
662/324-7860  
*ARC Counties: Choctaw, Clay,  
Lowndes, Noxubee, Oktibbeha,  
Webster, Winston*

**5D/East Central Planning and  
Development District**

P.O. Box 499  
Newton, Mississippi 39345  
601/683-2007  
*ARC County: Kemper*

**5E/North Central Planning  
and Development District**

711B South Applegate  
Winona, Mississippi 38967  
662/283-2675  
*ARC Counties: Montgomery,  
Yalobusha*

**5F/North Delta Planning  
and Development District**

P.O. Box 1488  
Batesville, Mississippi 38606-1488  
662/561-4100  
*ARC County: Panola*

**NEW YORK**

**6A/Southern Tier West Regional  
Planning and Development Board**

Center for Regional Excellence  
4039 Route 219, Suite 200  
Salamanca, New York 14779  
716/945-5301  
*ARC Counties: Allegany, Cattaraugus,  
Chautauqua*

**6B/Southern Tier Central Regional  
Planning and Development  
Board**

145 Village Square  
Painted Post, New York 14870  
607/962-5092  
*ARC Counties: Chemung, Schuyler,  
Steuben*

**6C/Southern Tier East Regional  
Planning Development Board**

375 State Street  
Binghamton, New York 13901-2385  
607/724-1327  
*ARC Counties: Broome, Chenango,  
Cortland, Delaware, Otsego,  
Schoharie, Tioga, Tompkins*

**NORTH CAROLINA**

**7A/Southwestern North Carolina  
Planning and Economic  
Development Commission**

P.O. Drawer 850  
Bryson City, North Carolina 28713  
828/488-9211  
*ARC Counties: Cherokee, Clay,  
Graham, Haywood, Jackson, Macon,  
Swain*

**7B/Land-of-Sky Regional Council**

25 Heritage Drive  
Asheville, North Carolina 28806-1914  
828/251-6622  
*ARC Counties: Buncombe, Henderson,  
Madison, Transylvania*

**7C/Isothermal Planning and  
Development Commission**

P.O. Box 841  
Rutherfordton, North Carolina 28139  
828/287-2281  
*ARC Counties: McDowell, Polk,  
Rutherford*

**7D/High Country Council of  
Governments**

P.O. Box 1820  
Boone, North Carolina 28607  
828/265-5434  
*ARC Counties: Alleghany, Ashe, Avery,  
Mitchell, Watauga, Wilkes, Yancey*

**7E/Western Piedmont Council of  
Governments**

P.O. Box 9026  
Hickory, North Carolina 28603  
828/322-9191  
*ARC Counties: Alexander, Burke,  
Caldwell*

**7I/Northwest Piedmont Council  
of Governments**

400 West Fourth Street, Suite 400  
Winston-Salem, North Carolina 27101  
336/761-2111  
*ARC Counties: Davie, Forsyth, Stokes,  
Surry, Yadkin*

**OHIO**

**8A/Ohio Valley Regional  
Development Commission**

9329 SR 220 East, Suite A  
Waverly, Ohio 45690-9012  
740/947-2853  
*ARC Counties: Adams, Brown,  
Clermont, Gallia, Highland, Jackson,  
Lawrence, Pike, Ross, Scioto, Vinton*

**8B/Buckeye Hills–Hocking  
Valley Regional Development  
District**

Route 1, Box 299D  
Marietta, Ohio 45750  
740/374-9436  
*ARC Counties: Athens, Hocking,  
Meigs, Monroe, Morgan, Noble, Perry,  
Washington*

**8C/Ohio Mid-Eastern  
Governments Association**

P.O. Box 130  
Cambridge, Ohio 43725  
740/439-4471  
*ARC Counties: Belmont, Carroll,  
Columbiana, Coshocton, Guernsey,  
Harrison, Holmes, Jefferson,  
Muskingum, Tuscarawas*

**PENNSYLVANIA**

**9A/Northwest Pennsylvania  
Regional Planning and  
Development Commission**

395 Seneca Street  
Oil City, Pennsylvania 16301  
814/677-4800  
*ARC Counties: Clarion, Crawford, Erie,  
Forest, Lawrence, Mercer, Venango,  
Warren*

**9B/North Central Pennsylvania  
Regional Planning and  
Development Commission**

651 Montmorenci Avenue  
Ridgway, Pennsylvania 15853  
814/773-3162  
*ARC Counties: Cameron, Clearfield,  
Elk, Jefferson, McKean, Potter*

**9C/Northern Tier Regional  
Planning and Development  
Commission**

312 Main Street  
Towanda, Pennsylvania 18848  
570/265-9103  
*ARC Counties: Bradford, Sullivan,  
Susquehanna, Tioga, Wyoming*

**9D/Northeastern Pennsylvania  
Alliance**

1151 Oak Street  
Pittston, Pennsylvania 18640-3795  
570/655-5581  
*ARC Counties: Carbon, Lackawanna,  
Luzerne, Monroe, Pike, Schuylkill,  
Wayne*

**9E/Southwestern Pennsylvania  
Commission**

425 Sixth Avenue, Suite 2500  
Pittsburgh, Pennsylvania 15219-1819  
412/391-5590  
*ARC Counties: Allegheny, Armstrong,  
Beaver, Butler, Fayette, Greene,  
Indiana, Washington, Westmoreland*

**9F/Southern Alleghenies  
Planning and Development  
Commission**

541 58th Street  
Altoona, Pennsylvania 16602-1193  
814/949-6520  
*ARC Counties: Bedford, Blair,  
Cambria, Fulton, Huntingdon,  
Somerset*

**9G/SEDA–Council of Governments**

201 Furnace Road  
Lewisburg, Pennsylvania 17837  
570/524-4491  
*ARC Counties: Centre, Clinton,  
Columbia, Juniata, Lycoming,  
Mifflin, Montour, Northumberland,  
Perry, Snyder, Union*

**SOUTH CAROLINA**

**10A/South Carolina Appalachian  
Council of Governments**

P.O. Drawer 6668  
Greenville, South Carolina 29606  
864/242-9733  
*ARC Counties: Anderson, Cherokee,  
Greenville, Oconee, Pickens,  
Spartanburg*

**TENNESSEE**

**11A/Upper Cumberland  
Development District**

1225 South Willow Avenue  
Cookeville, Tennessee 38506-4194  
931/432-4111  
*ARC Counties: Cannon, Clay,  
Cumberland, De Kalb, Fentress,  
Jackson, Macon, Overton, Pickett,  
Putnam, Smith, Van Buren, Warren,  
White*

**11B/East Tennessee Development  
District**

P.O. Box 19806  
Knoxville, Tennessee 37939-2806  
865/584-8553  
*ARC Counties: Anderson, Blount,  
Campbell, Claiborne, Cocke, Grainger,  
Hamblen, Jefferson, Knox, Loudon,  
Monroe, Morgan, Roane, Scott, Sevier,  
Union*

**11C/First Tennessee  
Development District**

207 N. Boone Street, Suite 800  
Johnson City, Tennessee 37604-5699  
423/928-0224  
*ARC Counties: Carter, Greene,  
Hancock, Hawkins, Johnson, Sullivan,  
Unicoi, Washington*

**11D/South Central Tennessee  
Development District**

P.O. Box 1346  
Columbia, Tennessee 38402-1346  
931/381-2040  
*ARC Counties: Coffee, Franklin*

**11E/Southeast Tennessee Development District**  
P.O. Box 4757  
Chattanooga, Tennessee 37405-0757  
423/266-5781  
*ARC Counties: Bledsoe, Bradley, Grundy, Hamilton, Marion, McMinn, Meigs, Polk, Rhea, Sequatchie*

**VIRGINIA**

**12A/LENOWISCO Planning District Commission**  
P.O. Box 366  
Duffield, Virginia 24244  
276/431-2206  
*ARC Counties: Lee, Scott, Wise; and city of Norton*

**12B/Cumberland Plateau Planning District Commission**  
P.O. Box 548  
Lebanon, Virginia 24266  
276/889-1778  
*ARC Counties: Buchanan, Dickenson, Russell, Tazewell*

**12C/Mount Rogers Planning District Commission**  
1021 Terrace Drive  
Marion, Virginia 24354  
276/783-5103  
*ARC Counties: Bland, Carroll, Grayson, Smyth, Washington, Wythe; and cities of Bristol and Galax*

**12D/New River Valley Planning District Commission**  
6580 Valley Center Drive, Box 21  
Radford, Virginia 24141  
540/639-9313  
*ARC Counties: Floyd, Giles, Montgomery, Pulaski; and city of Radford*

**12E/Roanoke Valley–Alleghany Regional Commission**  
P.O. Box 2569  
Roanoke, Virginia 24010  
540/343-4417  
*ARC Counties: Alleghany, Botetourt, Craig; and city of Covington*

**12F/Central Shenandoah Planning District Commission**  
112 MacTanly Place  
Staunton, Virginia 24401  
540/885-5174  
*ARC Counties: Bath, Highland, Rockbridge; and cities of Buena Vista and Lexington*

**WEST VIRGINIA**

**13A/Region 1–Planning and Development Council**  
P.O. Box 1442  
Princeton, West Virginia 24740  
304/431-7225  
*ARC Counties: McDowell, Mercer, Monroe, Raleigh, Summers, Wyoming*

**13B/Region 2–Planning and Development Council**  
P.O. Box 939  
Huntington, West Virginia 25701  
304/529-3357  
*ARC Counties: Cabell, Lincoln, Logan, Mason, Mingo, Wayne*

**13C/Region 3–B-C-K-P Regional Intergovernmental Council**  
315 D Street  
South Charleston, West Virginia 25303  
304/744-4258  
*ARC Counties: Boone, Clay, Kanawha, Putnam*

**13D/Region 4–Planning and Development Council**  
425 Main Street, Suite A  
Summersville, West Virginia 26651  
304/872-4970  
*ARC Counties: Fayette, Greenbrier, Nicholas, Pocahontas, Webster*

**13E/Region 5–Mid Ohio Valley Regional Council**  
P.O. Box 247  
Parkersburg, West Virginia 26102  
304/422-4993  
*ARC Counties: Calhoun, Jackson, Pleasants, Ritchie, Roane, Tyler, Wirt, Wood*

**13F/Region 6–Planning and Development Council**  
7003-C Mountain Park Drive  
White Hall, West Virginia 26554  
304/366-5693  
*ARC Counties: Doddridge, Harrison, Marion, Monongalia, Preston, Taylor*

**13G/Region 7–Planning and Development Council**  
4 West Main Street  
Buckhannon, West Virginia 26201-2297  
304/472-6564  
*ARC Counties: Barbour, Braxton, Gilmer, Lewis, Randolph, Tucker, Upshur*

**13H/Region 8–Planning and Development Council**  
P.O. Box 849  
Petersburg, West Virginia 26847  
304/257-2448  
*ARC Counties: Grant, Hampshire, Hardy, Mineral, Pendleton*

**13I/Region 9–Eastern Panhandle Regional Planning and Development Council**  
121 W. King Street  
Martinsburg, West Virginia 25401  
304/263-1743  
*ARC Counties: Berkeley, Jefferson, Morgan*

**13J/Region 10–Bel-O-Mar Regional Council and Interstate Planning Commission**  
P.O. Box 2086  
Wheeling, West Virginia 26003  
304/242-1800  
*ARC Counties: Marshall, Ohio, Wetzel; and Belmont County, Ohio*

**13K/Region 11–B-H-J Metropolitan Planning Commission**  
124 North Fourth Street, Second Floor  
Steubenville, Ohio 43952  
304/797-9666  
*ARC Counties: Brooke, Hancock; and Jefferson County, Ohio*

## Program Evaluations and Research Used in Preparing the Strategic Plan

ARC has a long history of using program evaluations to measure program effectiveness and identify areas for improvement. These evaluations, plus Commission research, were used in the development of the strategic plan. Each year, one of the Commission's strategic goals is selected for review and analysis. The reviews are conducted by qualified independent, third-party organizations (e.g., private firms, universities) whose work is conducted under professional standards to ensure independence, relevance, and quality. Evaluations focus on the extent to which projects have achieved, or contribute to the achievement of, their objectives. Particular emphasis is placed on assessing the utility and validity of the output and outcome measures. ARC's research activities focus on new program areas, problems and concerns of citizens, and the root causes of economic distress. In recent years, the following evaluations have been published:

1. *Evaluation of the Appalachian Regional Commission's Community Capacity-Building Projects*. Westat Corporation, July 2004.
2. *Evaluation of the Appalachian Regional Commission's Telecommunications Projects: 1994-2000*. Westat Corporation, June 2003.
3. *Evaluation of the Appalachian Regional Commission's Vocational Education and Workforce Training Projects*. Westat Corporation, January 2002.
4. *Evaluation of the Appalachian Regional Commission's Educational Projects: Final Report (Vol. 1)*. Westat Corporation, March 2001.
5. *Collected Case Study Evaluations of the Appalachian Regional Commission's Educational Projects (Vol. 2)*. Westat Corporation, March 2001.
6. *Evaluation of the Early Stages of the Appalachian Regional Commission's Entrepreneurship Initiative*. Regional Technology Strategies, March 2001; revised December 2001.
7. *Evaluation of the Appalachian Regional Commission's Infrastructure and Public Works Program Projects*. Brandow Company and Economic Development Research Group, June 2000.
8. *Appalachian Development Highways Economic Impact Studies*. Wilbur Smith Associates, July 1998.

Research reports published in recent years include the following:

1. *Housing and Commuting Patterns in Appalachia*. Mark Mather, Population Reference Bureau, January 2004.
2. *Appalachia at the Millennium: An Overview of Results from Census 2000*. Kelvin M. Pollard, Population Reference Bureau, June 2003.
3. *An Analysis of the Financial Conditions of Health Care Institutions in the Appalachian Region and their Economic Impacts*. Jeffrey Stensland, Curt Mueller, and Janet Sutton, Project HOPE, December 2002.
4. *Regional Technology Assets and Opportunities: The Geographic Clustering of High-Tech Industry, Science and Innovation in Appalachia*. Edward Feser, Harvey Goldstein, Henry Renski, and Catherine Renault, Office of Economic Development, University of North Carolina at Chapel Hill, August 2002.

5. *Links to the Future: The Role of Information and Telecommunications Technology in Appalachian Economic Development*. Michael Oden and Sharon Strover with Nobuya Inagaki, Martha Arosemena, Jeremy Gustafson, and Chris Lucas, University of Texas, June 2002; updated June 2004.
6. *Comparing Electricity Deregulation in California and Pennsylvania: Implications for the Appalachian Region*. Timothy J. Considine and Andrew N. Kleit, Center for Economic and Environmental Risk Assessment, Pennsylvania State University, January 2002.
7. *Analysis of Business Formation, Survival, and Attrition Rates of New and Existing Firms and Related Job Flows in Appalachia*. The Brandow Company, October 2001.
8. *An Assessment of Labor Force Participation Rates and Underemployment in Appalachia*. David H. Bradley, Stephen A. Herzenberg, and Howard Wial, Keystone Research Center, August 2001.
9. *Handbook for Assessing Economic Opportunities from Appalachian Development Highways*. Economic Development Research Group and Cambridge Systematics, March 2001.
10. *A Study on the Current Economic Impacts of the Appalachian Coal Industry and its Future in the Region*. Mark Berger, Eric Thompson, Steven Allen, and Jonathan Roenker, Center for Business and Economic Research, University of Kentucky, March 2001.
11. *Recent Trends in Poverty in the Appalachian Region: The Implications of the U.S. Census Bureau Small Area Income and Poverty Estimates on the ARC Distressed Counties Designation*. Roger Hammer, Applied Population Laboratory, University of Wisconsin, August 2000.
12. *An Analysis of the Economic Development Role of Business Associations and Other Intermediary Organizations Serving Appalachian Industries* (Vol. 1). Lynn McCormick, Hunter College at the City University of New York, April 2000.
13. *Appalachian Migration Patterns, 1975–1980 and 1985–1990*. Phillip J. Obermiller, Appalachian Center, University of Kentucky, and Steven R. Howe, University of Cincinnati, March 2000.
14. *Progress and Challenges in Reducing Economic Distress in Appalachia: An Analysis of National and Regional Trends Since 1960*. Lawrence E. Wood and Gregory A. Bischak, Appalachian Regional Commission, January 2000.
15. *Demographic Diversity and Economic Change in Appalachia*. Diane K. McLaughlin, Daniel T. Lichter, and Stephen A. Matthews with Glynis Daniels and James Cameron, Population Research Institute, Pennsylvania State University, July 1999.
16. *Foundation Funding in the Appalachian Region in the 1990s: Patterns, Trends, and Prospects*. Greg Bischak, Appalachian Regional Commission, March 1999.
17. *Building on Past Experiences: Creating a New Future for Distressed Counties*. Amy K. Glasmeier and Kurtis G. Fuellhart, Institute for Policy Research and Evaluation, Pennsylvania State University, January 1999.
18. *The Economic Impact of Tobacco Production in Appalachia*. Lawrence E. Wood, Appalachian Regional Commission, November 1998.
19. *Exports, Competitiveness, and Synergy in Appalachian Industry Clusters*. Stuart A. Rosenfeld, Regional Technology Strategies, February 1997.
20. *Socio-Economic Review of Appalachia, Appalachia Then and Now: An Update of "The Realities of Deprivation" Reported to the President in 1964*. Andrew M. Isserman, West Virginia University, November 1996.

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Page 11: Ken Murray

Page 12: Thomas Arledge

Page 14: Ann Hawthorne

Page 15: West Virginia Division of Highways

Page 18: Chuck Wyrstok

Page 24 (left to right): Keith Witt, Ken Murray

Page 25, top row: Ann Hawthorne

Page 25, bottom row (left to right): Linda Spillers, Linda Spillers, Chuck Wyrstok, Ann Hawthorne

*Moving Appalachia Forward: Appalachian Regional Commission Strategic Plan, 2005–2010* is available online at **[www.arc.gov](http://www.arc.gov)**.





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