

# THE COMMUNITY LEADER'S LETTER

NEWS & VIEWS FOR SOUTH CAROLINA'S  
GRASSROOTS LEADERS



## REAPPORTIONMENT MEANS COUNTIES MAY NOT HAVE RESIDENT LEGISLATORS

*In furtherance of Clemson University's land-grant mission, the Community & Economic Development Program at Clemson provides access for community leaders in South Carolina to expertise in all branches of knowledge on the university campus.*

Population changes and U.S. Department of Justice requirements for reapportionment mean that many South Carolina counties may be left with no resident member of the state General Assembly. After reapportionment, the traditional notion of a county legislative delegation will be harder to keep alive in South Carolina.

For generations, local government in South Carolina counties was effectively vested in the county delegations. Until passage of the so-called *Home Rule* amendment to the

state constitution in 1975, the annual budget for each county was enacted as a *Supply Bill* by the General Assembly. Before 1962, when the U.S. Supreme Court rendered its decision in *Baker v. Carr* requiring that both houses of state legislatures be apportioned on the basis of population, each of the state's 46 counties was assigned a resident senator and at least one house member. Nothing much of any significance took place in any county without the approval of the legislative delegation.

In theory, at least, the Home

Rule amendment of 1975 changed all that. But old ways of doing things do not die quickly, and the habit of looking to the delegation for leadership in dealing with purely local matters has continued to shape attitudes in South Carolina. Many voters continue to hold legislators responsible for the managing of local government, and many legislators are jealous of the traditional prerogatives of the county delegation.

Now, at last, the legislative delegation as a force in local government may be about to pass into history. The South Carolina General Assembly must be reapportioned to bring it in line with the population counts from the 1990 Census. The U.S. Department of Justice, which oversees reapportionment under federal civil rights laws, has been unwilling to allow county lines to be a consideration in drawing boundaries for

PROBABLE NUMBER OF ASSURED RESIDENT HOUSE (H) & SENATE (S) MEMBERS  
S.C. GENERAL ASSEMBLY AFTER REAPPORTIONMENT, BY COUNTY, 1991

	H	S		H	S		H	S		H	S
Abbeville	0	0	Chester	0	0	Hampton	0	0	Oconee	2	0
Aiken	3	0	Chesterfield	1	0	Horry	5	1	Orangeburg	1	0
Allendale	0	0	Colleton	0	0	Jasper	0	0	Pickens	3	1
Anderson	4	1	Darlington	0	0	Kershaw	1	0	Richland	8	2
Bamberg	0	0	Dillon	1	0	Lancaster	2	0	Saluda	0	0
Barnwell	0	0	Dorchester	3	0	Laurens	1	0	Spartanburg	8	3
Berkeley	4	0	Edgefield	0	0	Lee	0	0	Sumter	1	1
Beaufort	2	1	Fairfield	0	0	Lexington	5	1	Union	1	0
Calhoun	0	0	Florence	2	0	Marion	1	0	Williamsburg	0	0
Charleston	9	2	Greenville	9	4	McCormick	0	0	York	4	1
Clarendon	0	0	Greenwood	1	0	Marlboro	0	0			
Cherokee	1	0	Georgetown	1	0	Newberry	1	0			

(Continued p 4)

ECONOMIC BRIEF NO. 4

**Business Location Linked to**

**Profits**

*Why do businesses locate where they do?*

There is an adage among economic development professionals that the three most important things affecting a community's economic growth are location, location, and location. So what do economists know about why businesses locate where they do?

In general, businesses tend to select locations that maximize profits. Yet the type of location that maximizes profits for one kind of business will not necessarily do so for another kind.

Resource-oriented industries, tend to locate near to the source of their materials. Market oriented businesses lo-

fy location preference of industries focuses upon the stage of an industry's development. Infant industries usually are born in urban areas because the development of any new product requires scientific and technical expertise most likely to be concentrated in urban centers or around large research universities. Sometimes infant industries spin-off from old industries, as did Texize in Greenville.

An infant industry surviving into adolescence may require less scientific and technical expertise. But production processes are still to be worked out and marketing distribution systems developed. Because the tasks workers face are apt to be different from day-to-day, adolescent industries need a large, varied pool of skilled workers plus access to financial and marketing talent not commonly found in abundance in rural areas and small towns.

A mature industry has well-defined, standard-

ized products that can be produced in large volume on assembly lines, for example, the automobile, textile, and apparel industries. Such industries can prosper if they have a good supply of relatively cheap, docile labor and good access to transportation systems and energy grids. Much of South Carolina's economic growth since World War II has been associated with a growing concentration of relatively mature industries in small towns and rural counties

Reductions in transportation costs and improved worldwide communications have created opportunities for mature industries, such as those that are the backbone of the South Carolina economy to seek out profit-maximizing sites overseas. In the competition for mature industries, communities are almost always in a bidding war with other communities over labor costs. Sometimes communities can offset higher labor costs with tax breaks and other subsidies. Yet if the labor cost differences are as great as between many U.S. and developing countries, there may be no feasible set of subsidies that will be sufficient to attract and hold a mature industry.

With resource industries becoming a smaller

*Resource-oriented industries process heavy or voluminous raw materials in ways that reduce weight and/or volume. Examples: smelters, sawmills, paper mills. Market-oriented industries increase the weight or volume of materials. Example: soft drink bottlers.*

*Footloose industries are neither resource* cate near their customers. A third group of industries called footloose industries seeks out sites where labor or land costs are low or where environmental and cultural amenities make for pleasant living.

Another way to classi-

# Get Right With the Flag by Displaying It According to the United States Flag Code

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It can be embarrassing to have your respected legislator appear on the wrong side of the U.S. flag when making a public speech on a patriotic occasion. This breach of flag etiquette does happen, and the probability of error has increased with the frequent display of the flag during the patriotic fervor generated by the Persian Gulf war.

Community leaders are often involved in sponsoring and arranging public gatherings at schools, courthouses, churches, and other prominent locations. It is not unusual for the question to arise as to where to place the U.S. flag on the speaker's platform. Does it go on the left or the right of the speaker, or does the speaker go on the left or the right of the flag, and how does one determine left from right? If the community leader doesn't automatically know the answer, a discussion will follow, and opinions may vary. The result could be the appearance of your local hero "wrong-siding" the flag on national television during a Fourth of July celebration.

The reason for the misunderstanding about proper placement of the U.S. flag on a speaker's platform is that before 1976 the rules were different, depending on wheth-

er the flag was displayed in a church or in a public auditorium. In 1976, the bicentennial year, Congress amended the U.S. flag code to provide one answer for all occasions.

"When displayed from a staff in a church or public auditorium, the flag of the United States of America should hold the position of superior prominence, in advance of the audience and in the position of honor at the clergyman's or speaker's right as he (she) faces the audience. Any other flag so displayed should be placed on the left of the clergyman or speaker or the right of the audience" (Title 36, United States Code, 175(k), July 7,

1976).

The observance of this one protocol would correct an estimated 91 percent of all unintentional breaches of flag eti-



qu бере. If you are interested in other provisions of the 1976 amended code, the U.S. Code is available at or through your public library.

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## Higher Education Pays

Increasingly, the dividing line between the middle class and the poor is determined by education. In a high-tech economy, post high school education is becoming essential for those hoping to enjoy a middle-class life-style.

A recent article (Dec. 13, 1990) in the *Wall Street Journal* provides specific information on the average monthly earnings of Americans with various levels of education. In 1987, high school graduates with no postsecondary education earned \$921 per month. Those with some college or postsecondary vocational education earned \$1,088. Persons with associate degrees averaged \$1,458 per month, and with bachelor's degrees averaged \$1,829.

The bottom line: a person with a bachelor's degree can, on average, expect to earn about twice as much as those who enter the work force directly out of high school.

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## REAPPORTIONMENT LEAVES MANY SC COUNTIES WITHOUT RESIDENT SENATOR OR HOUSE MEMBER

(From p 1)

The Community Leader's Letter is printed four times a year. It is the newsletter of the Community & Economic Development Program at Clemson University, a joint program of the Strom Thurmond Institute, the Cooperative Extension Service, and the South Carolina Agricultural Experiment Station. The program's offices are located in the Institute's facility on the Clemson University campus.

James Hite, Interim Program Coordinator  
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Persons wishing to be added to the newsletter mailing list or seeking information about the program can call

new legislative districts. While final action has not been taken on reapportionment, the plans that seem most likely to be adopted in South Carolina will leave 35 counties without any assurance of having a resident senator and 18 counties without any assurance of having a resident member of the state House of Representatives [see the accompanying table].

To be assured of a senator or house member, a county must contain at least one senate or house district wholly within its boundaries. Anderson County, for example, is expected to be divided among four or five senate districts, and may end up with as many senators. But only one of these projected senate districts lies wholly within Anderson County. So Anderson

cannot be sure that it will have more than one resident senator in Columbia.

Many of the other counties that have no assurance of a resident legislator will end up with one or more, depending upon the outcome of elections. Yet it seems likely that after all the electoral dust has settled, a quarter of so of South Carolina's counties (mostly rural ) will be represented in Columbia by someone who lives in another county. While those nonresident legislators will have political incentives to listen to the concerns of their constituents in every part of their districts, they may not be inclined to spend much time sitting as a member of several county delegations. Nor are people in one county likely to be comfortable with their purely local

affairs being decided by legislators who live in other counties.

With many counties left without a resident legislator, responsibility for local affairs in fact, as well as in law, now will have to be assumed by county councils, municipal councils, school district boards, boards of special purpose districts, and other local officials. That situation raises two questions: Now that local governments can no longer realistically look to Columbia to solve their problems, do they have the will to accept responsibility for finding their own solutions? Do they have the authority to do what must be done to implement solutions once they have been found? In many of the state's rural counties, we are about to find out.

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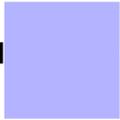
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