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AN ASSESSMENT OF LOW-INCOME
AND
MINORITY GROUP PROBLEMS
IN
SOUTH CAROLINA



ABSTRACT

TITLE: An Assessment of Low-Income and Minority Group Problems in South Carolina

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ABSTRACT: This report is an updated examination of low-income and minority group problems in South Carolina, and is a summary assessment of the State's responses to these problems. Since low-income and minority groups comprise such a substantial portion of the State's population, these problems are not easily separated from the State's problems generally.

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FOREWORD

As do all states, South Carolina has many problems which stem from the low income levels of many of its families. Something like one-fourth of the State's population can be fairly classed as poor, about thirty percent are black and blacks comprise about three-fifths of the impoverished.

The State has long recognized that these problems exist and, particularly during the past decade, the State Government has mounted a series of actions aimed at improving conditions for all of the people it serves. How effective these efforts have been cannot be measured even approximately until detailed information from the 1970 Census becomes available.

But, what the low-income and minority group problems are and what the State Governments responses to them are (and have been) can be summarized. That is the purpose of this paper. No claim is made that so complex a subject is dealt with adequately or without bias here.

INTRODUCTION

INTRODUCTION

In the past decade, the South Carolina State Government's responses to the problems of its low-income and minority group citizens have been directed at root causes. The central thrust has been economic development and industrialization to provide jobs and to raise the tax base to support the improvement of the many public services needed. The State can point with justifiable pride to a year-by-year new peak of capital investment in the State and a sky-rocketing index of manufacturing employment. Despite the successes, however, it appears that there may not yet be enough jobs of the right kind in the right places. This is hinted at by 1970 Census reports which show that the State's population grew in the decade at only about half the rate anticipated which means that migration continued at higher rates than expected.

The migration of rural residents - many with inadequate skills to compete in the urban labor market - into many of the nation's larger cities has also created serious social and economic problems for the recipient areas. Needless to say, it is desirable to stem this flow, if possible, by improving living conditions and providing job opportunities in the nation's predominantly rural areas such as the South Carolina Coastal Plains Area.

It is eminently clear that the State Government well understands that economic development does not occur where there is no capacity to sustain it. This understanding has been (and is being) made manifest in the many supportive and complementary facilities and services brought into being by the State, especially during the past decade. Perhaps the clearest and most discussed example of this is the State's technical education system. That system is, in the simplest of terms, clear evidence of the central significance of the State's commitment to and its investments in the development of its human resources as a means of stimulating State development generally.

But, the technical education investment by no means stands alone. The encouragement of educational excellence generally and the increasing investments made by the State in the public school system, in higher education, in adult and vocational education and in the educational communications fields are equally significant.

But, education and training investments are not the only development stimulants used by the State. Important though they are, they represent only a part of the State's efforts to build its capacity for development. Investments in health and welfare programs; in highways, ports and criminal justice programs; and in the many other important State activities are all essential ingredients in the State development process.

All of these (and many other actions only hinted at) are viewed as State responses to the problems and deficiencies which have plagued the State's low-income and minority groups. The main problems are economic, educational, health (especially nutritional), housing and locational. The problems of low income arise from a lack of jobs which resulted from a rapid shift from an agricultural economy to one rapidly industrializing. Educational attainments sufficient for agriculture no longer suffice, and the attitudes which accepted lack of education, early school drop-outs and a general illiteracy have limited the quick attainment of needed industrial mobility. Health, housing, nutrition and other social services from an economic development viewpoint are as important as they are from a personal viewpoint since they strengthen the human resources available to provide a workforce for which jobs are created. Locational difficulties are common nationally in rural, low-income, or minority-group areas and involve both a lack of mobility (willingness to "go where the job is") and a lack of transportation for the poor from where they live to where job training, employment, health and social services may be provided.

The very identification of deficiencies for some of the people in the State is an important step toward providing a solution. The progress-minded administrations of the Sixties have encouraged State Government departments and agencies to continue to plan and rationalize their actions toward solving the problems of the State. In doing so, the problems of South Carolina's low-income and minority citizens are being resolved.

PROBLEMS

LOW-INCOME AND MINORITY GROUPS
--an updated definition

As considered here, the low-income (or "poor") family group includes those below the Federally-designated poverty level, those partially supported from public welfare, and those unable to buy the necessities of life with the income they do receive. Some are the working poor with large families, some are the non-poor who nevertheless are part of the welfare case load, some are the recently-unemployed who need new jobs. Roughly 65% of this group are black which shows that not all blacks are poor and that not all poor are black. However, about 50% of the State's blacks, compared to about 20% of the non-blacks, can be classed as being poor.

There are still locations in South Carolina where most of the population is Negro, as was the case for the whole State early in the century. Statewide, the 1960 U. S. Census of Population showed about 31% of those listed in South Carolina as non-white, with less than two percent of these classed as other than Negro. Data from the 1970 Census also shows about 31% of the population as Negro. The term "minority group," therefore, is used somewhat loosely here to designate black South Carolinians and the problem of discrimination is considered in its application to this group.

There are, of course, several reasons for low income besides discrimination, such as size of family, living location, sex, lack of education or mental or physical skill, physical and health disability, poor work attitude and lack of specific job training for new employment once an existing employment opportunity becomes obsolete. Many low-income families and individuals have several of these conditions simultaneously, such as ill-health, age, lack of education and obsolete skills.

At the outset, it must be said that there is no question but that South Carolina has numerous problems associated with its low-income and minority groups. The State and its citizens have become increasingly aware of these problems and have taken positive actions to overcome them. Progress has been made, but not all difficulties have been overcome, nor will they be in the near future. No really meaningful attack on these conditions can be made without sorting them out so as to deal with each individually, but the correction of only one or a few of these conditions will not eliminate the whole low-income problem. Details on these questions for South Carolina will be considered but the following broader approach will set the stage for that discussion.

Dimensions

This treatment started with the acknowledgment of low-income and minority group problems, but how bad are these in South Carolina? Income levels are such that the State Economic Opportunity Office estimates that nearly one-fourth of South Carolina's people are poor - nearly 600,000 in a population of approximately 2.6 million. This breaks down as follows:

TABLE 1

	<u>Total Population</u>	<u>Total Poor</u>	<u>Urban Poor</u>	<u>Rural Poor</u>
S. C. (Non-white)	2,590,516 (796,086)	594,938 (383,777)	223,233 (133,682)	371,705 (250,095)

The breakdown for selected counties with heavy non-white concentrations is as follows:

TABLE 2

<u>COUNTY</u>	<u>TOTAL</u>			<u>NON-WHITE</u>		
	<u>Population</u>	<u>Poor</u>	<u>% Poor</u>	<u>Population</u>	<u>Poor</u>	<u>% Poor</u>
Calhoun	10,780	4,598	43%	6,519	N/A	N/A
Clarendon	25,604	12,672	50%	15,893	"	"
Dillon	28,838	11,783	41%	12,213	"	"
Jasper	11,885	4,526	38%	6,790	"	"
Lee	18,323	8,488	46%	10,967	"	"
Williamsburg	34,243	16,485	48%	20,887	"	"
STATE	2,590,516	594,938	23%	796,086	N/A	48%

Comprising the highest percentage (35.5%) of the poverty are some 210,966 black, rural, non-farm dwellers.

Income Levels

The inhabitants of South Carolina receive substantially lower incomes than do residents of the nation as a whole. In 1959 (the last year for which Census information is currently available on the subject), the State had a median income of \$3,821; the comparable national figure was \$5,660. Per capita income in South Carolina was \$2,731, or 73.9% of the national average of \$3,698. The rate of increase in per capita income for South Carolina has been accelerating in recent years, but still lags greatly behind most other states.

The State contains several "pockets" of acute income problems. Twelve counties within the Area have 1969 per capita incomes which are still less than the \$2,161 national average of ten years ago. Lee County with a per capita income of \$1,422 in 1969 is the lowest in the Area, with Jasper (\$1,515) Clarendon (\$1,523), Williamsburg (\$1,571), and Dorchester (\$1,646) Counties following in that order respectively. It should be emphasized that agricultural employment in those counties ranges from 11.2 to 33.0 percent and the average wage earned per farm laborer in 1969 was \$1,223 in South Carolina, according to the U.S.D.A. Statistical Reporting Service.

Census information indicates that on a national level, incomes among non-whites are generally much lower than among whites. Census figures also indicate that as a general rule the ratio of non-white to white income increases with the level of education. Non-whites with high school educations earn about 68.7 percent of their white counterparts' income. With a college education, non-whites earn about 78.6 percent of the white income equivalent to that educational level. This may be considered especially valid in the South and the Coastal Plains Area of South Carolina in particular.

Sales Management magazine provides income estimates after 1959, although these are not strictly comparable to census measures. For example, the "effective buying income" (EBI) includes net cash income plus income in kind (payments in non-cash goods and services) and imputed income (e.g., food consumed on the farm and imputed rent of owner-occupied housing). In 1970, the State's per household EBI was \$8,860, compared to the nation's \$10,565. The State shows a greater percentage increase over the 1969 estimates - 5.9 percent as compared to 5.1 percent for the nation. The 1970 per capita EBI for the State was \$2,520 or 76.1 percent of the nation's \$3,308.

Another Sales Management measure is cash income - the money income remaining after all income taxes, excluding the income in kind and imputed income. In 1970, 24.4 percent of the State's households received cash incomes of less than \$3,000, as compared to 16.9 percent nationally. Only 27.1 percent of the State's households had cash incomes over \$10,000 as compared to 35.1 percent nationally. However, many of the State's families particularly the poorer ones, depend on income in kind and/or imputed income. Thus, a strict categorization of some of these families based solely on cash income is not always valid in South Carolina.

In the end, regardless of the deficiencies of any or all of the income measures, it is clear that a disproportionate number of the State's population have been, and continue to be, living on subsistence and poverty-level incomes. Because of these conditions, the State's citizens have been unable to develop the public infrastructure of schools, hospitals, roads, public utilities and services and other amenities necessary to serve their own needs or to attract high-wage business and industry.

Increased wage rates in new and traditional economic activities have paralleled the recent diversification trends in South Carolina. Increased

efforts to develop the State's human resources will upgrade the labor force and improve substantially the economic condition of the State in the future.

State records through April of 1972 indicate 56,622 public welfare assistance cases covering 131,393 people. This represents an alarming increase of 23.3% since March of 1970. This past school year, over 85,000 children from families with incomes of poverty level were provided school lunches under Title I of the Elementary and Secondary Education Act. (This figure is approximately half of the actual number, as Title I is now used only as a supplement to U.S.D.A. funds for school lunches.) Unemployment rates in the spring of 1972 leveled off at 4.4%.

The Aged - A Special Case

It is redundant to stress that poverty in South Carolina is rural, black, and young. As evidence, about three-fifths of South Carolina's poor are black; of the total of 594,938 poor, almost 64% live in rural surroundings. Figures for 1970 are unavailable, but in 1960, 56% of the total poor were under age 22. More depressing is the fact that 13.3% of the State's poor are over 65. This represents an increase of 66.3% over 1960.

Many of the younger people have been the out-migrants of the 1960's. Older people have generally remained. Their number is estimated to have increased by 36,400 between 1960 and 1970, according to the South Carolina Interagency Council on Aging, and is projected to keep on increasing along the same trend. It is these older South Carolinians who are often "boxed in" and unable to relocate, train for a job, or break out of ill-health, poor attitudes, and lack of education. They are not uniformly distributed among the 46 counties of the State. Certain counties have only a fraction of one percent of their population in the aged category and are expected to have only decreasing numbers. Other counties have much larger proportions (Charleston 7.1%, Greenville 9.4%, Richland 7.8%) which are expected to increase.

ASSESSMENT AND DEVELOPMENT STRATEGY

The State of South Carolina and its Chief Executive, Governor John C. West, realize the problems confronting the low-income and minority groups in the Palmetto State. In his State of the State message on January 12, 1972, Governor West made the following points:

The past year has seen South Carolina focus new attention, and gain new insight, into two major areas of human need - nutrition and housing. It has become increasingly clear that, while there are specific isolated cases of hunger in South Carolina, the acute problem is malnutrition. As a basic part of our program to eliminate this deficiency, I recommend an additional \$1 million above the Budget and Control Board's recommendations for administration of the Food Stamp program. Such an increase would double the number of households served from 83,800 to 167,000 and increase the value of food stamps disbursed from \$83 million to \$174.5 million. In such a way, we hope to reach approximately 614,000 persons, still short of the total number eligible, but far more than we have served in the past.

Conquering malnutrition, of course, requires a combination of money and knowledge; Therefore, I re-emphasize the importance of educational programs, including the utilization of the excellent program of Clemson Extension Service which is now in 29 counties. In addition, I urge continued and expanded support of the school lunch program, along with a serious study of a school breakfast program in every school at a cost every child can afford.

The State Housing Authority, which you created last year, has addressed itself to the many-faceted problem of helping provide more and better homes for all citizens. Basically, the authority's efforts are two-fold: (1) to stimulate and encourage the private sector to build to meet existing needs; (2) to initiate and encourage low-rent housing developments in the counties where such programs do not exist. I am encouraged by the progress in these areas and recommend that the Housing Authority be empowered by this General Assembly to establish minimum standards for habitable housing units, with specific regard to sanitation and plumbing. Through such action, it would be my hope that by law, as of July 1, 1973, the day of the outdoor privy in South Carolina will be gone forever.

Aside from this, the Governor has developed and adopted a Statewide Development Program for Human Resources. The primary goals are to improve the condition, to enhance the quality, and to effect the more efficient utilization of the State's human resources. Specifically, the objectives are to:

Raise the income level to at least the national average by 1980.

Reduce the unemployment rate as low as the national rate or below.

Provide adequate career opportunities commensurate with individual skills to stem the out-migration of residents, particularly those in the prime working age groups and those with educational, job and business skills.

Education and Manpower Training

Reduce the drop-outs by at least 50 percent by 1975.

Further develop and institute the year-round school concept as one effort to reduce the high number of drop-outs and failures.

Reduce the number of students repeating first grade from the present 15 percent to a maximum of 5 percent by 1975.

Establish a State-supported program of public kindergartens available to all five-year-old children by 1975.

Measurably improve basic verbal and quantitative skills of in-school students by 1975.

Develop an adequate educational program for youth with physical, mental or emotional handicapping conditions by 1975.

Increase State aid to teachers to raise salaries to levels that will retain and attract quality educators.

Explore the entire subject of financing methods for public education.

Provide an adequate occupational training program for all secondary students who choose it by 1975.

Increase the percentage of students enrolled in post high school institutions to at least 75 percent of those graduating from high school by 1975.

Increase Adult Basic and High School Education enrollment from 40,000 to 80,000 by 1976.

Develop a planned comprehensive system for the establishment of new and the continuation of existing public two-year post-secondary institutions.

Provide the opportunity for learning beyond the secondary school level for all who need and seek it.

Reduce the socio-economic barriers to higher education.

Improve the efficiency and quality of higher education.

Encourage research and creativity within higher education.

Better utilize the resources of higher education in public services.

Preserve a strong non-public sector of higher education.

Health

Provide the medical facilities and services necessary to adequately serve existing and anticipated population levels and to facilitate development of a comprehensive health care delivery and maintenance system that will bring State health indices to at least national levels.

Correct the lack of adequate medical personnel to at least the level of national ratios of medical personnel to population served through such actions as re-examination of physician admission policies and expanded training facilities.

Eliminate malnutrition and hunger in the State by 1974.

Expand the Food Stamp Program from 83,000 to 167,000 households (approximately 614,000 persons) in 1972-1973.

Expand the School Lunch Program and seriously examine the establishment of a School Breakfast Program in every school at a cost every child can afford.

Housing

Ensure the provision of adequate housing in a suitable living environment for all citizens of the State.

Concentrate efforts to secure housing for disadvantaged, low-income, and rural residents as soon as possible.

Correct plumbing deficiencies in all sound dwellings that are otherwise standard.

TABLE 3

Median Family Income Projections
South Carolina and South Carolina Counties

	1959 Actual	Annual % Growth 1959-66	1966 Estimate	% Growth 1966-70	1970 Actual	Estimated % Growth 1970-75	1975 Estimate
United States	\$5,417	4.6	\$7,439	32.4	\$9,867	10.4	\$10,897
South Carolina	3,821	6.3	5,848	30.4	7,621	29.4	9,861
County 1: Abbeville	3,641	6.5	5,657	34.8	7,635	29.3	9,878
County 2: Aiken	4,913	5.6	7,195	21.2	8,712	31.7	11,473
County 3: Allendale	2,188	8.5	3,875	51.2	5,872	25.9	7,396
County 4: Anderson	4,191	6.2	6,386	26.8	8,102	39.9	10,819
County 5: Bamberg	2,380	8.0	4,079	39.2	5,687	36.8	7,783
County 6: Barnwell	3,266	7.0	5,246	33.2	6,997	33.3	9,331
County 7: Beaufort	3,597	6.5	5,589	18.0	6,590	48.0	9,759
County 8: Berkeley	3,367	7.0	5,408	27.6	6,912	36.6	9,443
County 9: Calhoun	1,766	9.0	3,229	68.4	5,441	18.1	6,425
County 10: Charleston	4,518	5.9	6,749	19.6	8,068	37.5	11,095
County 11: Cherokee	3,686	6.5	5,728	34.4	7,708	29.7	10,002
County 12: Chester	3,700	6.5	5,751	28.8	7,410	35.5	10,042
County 13: Chesterfield	2,811	7.5	4,666	44.8	6,759	28.0	8,616
County 14: Clarendon	1,945	8.5	3,443	29.2	4,458	53.6	6,853
County 15: Colleton	2,462	8.0	4,219	38.4	5,834	38.0	8,052
County 16: Darlington	3,231	7.0	5,187	35.6	7,030	31.3	9,229
County 17: Dillon	2,356	8.0	4,037	39.2	5,618	37.1	7,704
County 18: Dorchester	3,031	7.5	5,028	46.4	7,360	23.8	9,115
County 19: Edgefield	2,595	8.0	4,447	40.8	6,267	32.9	8,331
County 20: Fairfield	2,730	7.5	4,529	28.0	5,797	44.2	8,254
County 21: Florence	3,232	7.0	5,190	42.0	7,363	25.4	9,234
County 22: Georgetown	3,160	7.0	5,074	25.2	6,357	44.6	9,198
County 23: Greenville	4,754	5.6	6,961	26.0	8,775	30.4	11,445
County 24: Greenwood	4,175	6.2	6,361	32.4	8,424	27.9	10,776
County 25: Hampton	2,487	8.0	4,263	32.4	5,646	40.0	7,986
County 26: Horry	3,019	7.5	5,007	21.6	6,101	48.7	9,076
County 27: Jasper	2,401	8.0	4,114	28.0	5,261	46.5	7,707
County 28: Kershaw	3,538	6.5	5,499	50.0	8,258	16.3	9,602
County 29: Lancaster	4,482	5.9	6,695	28.0	8,561	28.5	11,005
County 30: Laurens	4,145	6.2	6,316	27.2	8,044	33.5	10,702
County 31: Lee	1,680	9.0	3,072	65.2	5,084	25.3	6,371
County 32: Lexington	4,461	5.9	6,664	31.2	8,756	25.0	10,953
County 33: Marion	2,307	8.0	3,953	44.8	5,725	31.7	7,542
County 34: Marlboro	2,465	8.0	4,224	47.6	6,236	26.9	7,914
County 35: McCormick	2,639	8.0	4,522	20.8	5,458	53.0	8,354
County 36: Newberry	3,341	7.0	5,366	39.6	7,504	24.8	9,368
County 37: Oconee	3,721	6.5	5,782	30.4	7,553	33.6	10,096
County 38: Orangeburg	2,603	8.0	4,460	33.2	5,943	38.6	8,239
County 39: Pickens	4,503	5.9	5,727	20.4	8,114	26.2	11,056
County 40: Richland	4,572	5.9	6,829	25.2	8,542	31.4	11,226
County 41: Saluda	2,965	7.5	4,918	34.0	6,599	35.1	8,916
County 42: Spartanburg	4,228	5.9	6,315	25.6	7,924	35.0	10,701
County 43: Sumter	3,267	7.0	5,247	22.0	6,407	45.6	9,334
County 44: Union	4,115	6.2	6,271	23.6	7,752	37.0	10,626
County 45: Williamsburg	1,631	9.0	2,981	63.2	4,870	26.7	6,069
County 46: York	4,318	5.9	6,450	30.0	8,399	28.6	10,807

Sources: U.S. -- 1959, 1966, and 1970, U.S. Bureau of Census, Current Population Reports.
 South Carolina -- 1959-60 and 1970 Census of Population; 1966, Campus Facilities Associates.
 Projections -- Campus Facilities Associates.

TABLE 4

1970 South Carolina Population
By Counties - Age 65 & Over

County	1970 Census	% Distribution 1970	1980 Estimate	% Distribution 1980
Abbeville	2,121	1.11	1,953	0.84
Aiken	6,318	3.31	8,564	3.64
Allendale	937	0.49	1,052	0.45
Anderson	9,227	4.83	12,438	5.29
Bamberg	1,470	0.77	1,309	0.56
Barnwell	1,602	.84	1,940	0.83
Beaufort	2,286	1.20	2,796	1.19
Berkeley	2,302	1.21	1,978	0.84
Calhoun	1,083	0.57	864	0.37
Charleston	13,638	7.14	17,368	7.39
Cherokee	3,232	1.69	3,543	1.51
Chester	2,760	1.45	2,912	1.24
Chesterfield	2,765	1.45	3,325	1.42
Clarendon	2,021	1.06	1,871	0.80
Colleton	2,582	1.35	2,513	1.07
Darlington	3,966	2.08	4,574	1.95
Dillon	2,146	1.12	2,243	0.95
Dorchester	1,978	1.04	3,080	1.31
Edgefield	1,346	0.71	1,247	0.53
Fairfield	1,859	0.97	2,386	1.02
Florence	6,218	3.26	8,430	3.59
Georgetown	2,316	1.21	3,010	1.28
Greenville	17,989	9.42	26,119	11.11
Greenwood	4,270	2.24	5,956	2.53
Hampton	1,453	0.76	2,261	0.96
Horry	4,998	2.62	6,003	2.55
Jasper	1,010	0.53	806	0.34
Kershaw	2,721	1.42	4,017	1.71
Lancaster	3,159	1.65	2,887	1.23
Laurens	4,272	2.24	3,970	1.69
Lee	1,473	0.77	1,158	0.49
Lexington	5,382	2.82	7,537	3.21
McCormick	753	0.39	897	0.38
Marion	2,491	1.30	3,546	1.51
Marlboro	2,231	1.17	2,523	1.07
Newberry	3,345	1.75	3,889	1.66
Oconee	3,546	1.86	5,736	2.44
Orangeburg	5,771	3.02	7,421	3.16
Pickens	4,449	2.33	4,989	2.12
Richland	14,901	7.80	16,724	7.12
Saluda	1,503	0.79	992	0.42
Spartanburg	14,519	7.60	18,597	7.91
Sumter	4,833	2.53	5,993	2.55
Union	2,773	1.45	3,072	1.31
Williamsburg	2,624	1.37	2,667	1.14
York	6,321	3.31	7,842	3.34
TOTAL	190,960	100.00	235,000	100.00

Source: 1970 Census, Projections made by Office of Planning.