COMMITTEE REPORT

March 3, 2022

**H. 4866**

Introduced by Reps. Chumley, Burns, Magnuson, Long, Kirby, Henegan, Rivers, W. Newton, Cobb‑Hunter, Govan, Pendarvis, Forrest, Jones, Trantham, Oremus, Ligon, Haddon, Allison, Nutt, B. Cox, S. Williams, Atkinson, M.M. Smith, McGinnis, Bryant, Gilliam, Henderson‑Myers, Ballentine, Herbkersman, Hill, Hiott, Hixon, D.C. Moss, Sandifer, Thayer, Wooten and Garvin

S. Printed 3/3/22--H.

Read the first time January 26, 2022.

**THE COMMITTEE ON AGRICULTURE, NATURAL**

**RESOURCES AND ENVIRONMENTAL AFFAIRS**

To whom was referred a Joint Resolution (H. 4866) to provide a three‑year pilot program establishing rural public school-based community canneries where members of the general public may bring locally‑grown produce to be canned for their, etc., respectfully

**REPORT:**

That they have duly and carefully considered the same and recommend that the same do pass with amendment:

Amend the bill, as and if amended, SECTION 1, by striking subsections (A) and (B) and inserting:

/ (A) The State Board of Education, in conjunction with the Food Systems and Safety Program of the Clemson University Cooperative Extension Service (Clemson Extension Service), shall plan, develop, institute, and oversee a pilot program of three public school-based community canning sites where members of the general public may bring locally-grown produce to be canned for their personal use. The purpose of this program is to enable families to safely preserve and store food grown by them for personal consumption through the use of:

(1) research-based information, procedures, and instruction concerning canning food; and

(2) industrial grade equipment and related supplies that allow faster processing of fruits and vegetables on a larger scale than can be done at home.

(B) The State Board of Education and Clemson Extension Service shall cause the public school-based community canneries to be pilot tested in three selected school districts from 2023 through 2026, and shall provide community training programs for food preservation using canning. Use of the canning facilities and canning supplies must be provided to the community with limits on the amount available for each family as determined appropriate by the State Board and Clemson Extension Service. Community members wishing to use the facilities must be required to sign an agreement stating that they will not sell any of the food that they can at the cannery. Each cannery must maintain schedules of times at which the canning facilities are available to the public and also shall maintain records related to the use of the facilities as the State Board and the Clemson Extension Service considers appropriate. /

Renumber sections to conform.

Amend title to conform.

DAVID R. HIOTT for Committee.

**STATEMENT OF ESTIMATED FISCAL IMPACT**

**Explanation of Fiscal Impact**

**State Expenditure**

This joint resolution requires the Board, in conjunction with the Clemson Extension Service, to plan, develop, institute, and oversee a pilot program of three rural public school-based community canning sites where members of the general public may bring locally grown produce to be canned for their personal use. The pilot program will begin in 2023 and will end in 2026, and must provide community training programs for food preservation using canning. Use of the canning facilities and canning supplies must be provided to the community with limits on the amount available for each family. The Board and Clemson Extension Service must report on the performance of each cannery and make recommendations regarding whether the program should be continued and expanded through permanent legislation before January 1, 2026.

However, the bill does not specify who will be responsible for the cost of providing the space and procuring the necessary equipment for the sites. SCDE provided an estimate of the potential cost as did some local school districts, which vary widely. We have provided these estimates below. The potential impact will depend on the locations chosen and who is responsible for the costs.

**State Department of Education.** SCDE indicates that overseeing the pilot program will have no expenditure impact on the agency since the responsibilities can be accomplished within existing appropriations. However, if the agency is responsible for building the cannery sites and purchasing equipment and supplies, the agency would experience a $115,000 increase in general fund expenses for each site. Of this amount, $100,000 would be a one-time expense per site for the building, and $15,000 would be an ongoing expense per site for equipment. Therefore, this resolution could increase general fund expenses of SCDE by $345,000 in FY 2022-23 and $45,000 in FY 2024-25 and FY 2025-26 if the agency is responsible for the building and equipment.

**Clemson University.** Clemson Extension Service reports that community canneries are traditionally open to the public two to three days per week during the summer and fall months of July through November when harvests are more plentiful. They are staffed by one cannery manager and two to three support staff. The manager and support staff need various skills to operate the cannery efficiently and effectively, including bookkeeping and accounting, business management, maintenance and repair of equipment, purchasing and supply, sales, public relations, and technical expertise in preparing and thermal processing acid, acidified and low acid foods, food regulation, and nutrition. Cannery staff will be required to successfully complete a Better Process Control School course for acidified and low acid foods, a basic Hazard Analysis and Critical Control Points course, and a Good Manufacturing Practices/Sanitation course.

Clemson Extension Service further reports that operating one community cannery would require 60 percent of an FTE for each employed staff member as a result of the normal cannery schedule. Clemson estimates salaries and fringe for one manager and three staff will be approximately $70,000 annually for one cannery location. These employees will also require the necessary specialized training to operate the cannery, which will result in a non-recurring expense of $10,000 per cannery location. Thus, total salary, fringe, and training costs for implementing three community canneries will be approximately $240,000 in the first year of the program. Clemson anticipates yearly training and travel expenses will total approximately $20,000 annually among all three cannery locations in the two final years of the program. Thus, total yearly expenses will decrease to $230,000. Therefore, this joint resolution will increase expenses for Clemson University Public Service Activities by $240,000 in FY 2023-24 and $230,000 in FY 2024-25 and FY 2025-26. If a fee is charged as discussed below, this fee revenue would offset part of the expenses, and Clemson would need general fund appropriations in order to address the required staffing expenses of $210,000 in FY 2023-24 and $200,000 in FY 2024-25 and FY 2025-26 to offset the remaining expenses. However, if a fee is not charged, Clemson would need general fund appropriations of $240,000 in FY 2023-24 and $230,000 in FY 2024-25 and FY 2025-26.

**State Revenue**

This joint resolution requires the Board, in conjunction with the Clemson Extension Service, to develop and oversee a pilot program of three rural public school-based community canning sites.

Clemson Extension Service reports that typically, community canneries charge a fee of $0.35 per jar that is processed and $0.90 per can, where the community member provides the jar and the cannery provides the can. Clemson indicates that if each community cannery proposed by this resolution processed 200 jars and 200 cans each day that they are open, yearly income would be approximately $10,000. Therefore, three cannery locations could result in an other funds revenue increase for Clemson University Public Service Activities by approximately $30,000 in FY 2022-23 through FY 2025-26 if the agency charged the traditional fees for services provided by the community canneries.

**Local Expenditure**

As noted above, this joint resolution requires the Board, in conjunction with the Clemson Extension Service, to develop and oversee a pilot program of three rural public school-based community canning sites.

The local school districts indicate that if they are responsible for providing the building and equipment for the cannery sites, expenses could increase by an amount up to $828,700 over the three-year pilot program period depending on the type of building, equipment, number of employees, and additional insurance that may be required. Further, the impact will depend on the locations chosen and who is responsible for the costs.

Frank A. Rainwater, Executive Director

Revenue and Fiscal Affairs Office

**A** **JOINT RESOLUTION**

TO PROVIDE A THREE‑YEAR PILOT PROGRAM ESTABLISHING RURAL PUBLIC SCHOOL‑BASED COMMUNITY CANNERIES WHERE MEMBERS OF THE GENERAL PUBLIC MAY BRING LOCALLY‑GROWN PRODUCE TO BE CANNED FOR THEIR PERSONAL USE, TO PROVIDE RELATED RESPONSIBILITIES OF THE STATE BOARD OF EDUCATION AND CLEMSON EXTENSION AGENCY.

Whereas, public school‑based community canneries developed in the Southeastern United States and South Carolina in the 1920s, and experienced increased popularity in the Depression and World War II when “victory gardens” became a commonplace means for families to provide fruits and vegetables for their personal use in times of limited resources; and

Whereas, while such community canneries continue to thrive in Georgia and other states, they ceased to function in South Carolina, depriving communities of an efficient means to provide healthful food for their personal use; and

Whereas, the Food Systems and Safety Program of the Clemson University Cooperative Extension Service offers robust food preservation programs to the public, including the “Carolina Canning” program to help promote an understanding of canning as a means for preserving foods; and

Whereas, an initiative that would not only provide community instruction in food preservation using canning methods promoted by the Carolina Canning program but also the facilities and supplies needed to preserve locally grown food for personal use would further the desirable goal of helping South Carolinians provide and maintain supplies of nutritious food and enjoy the rewards of the fruits of their labors long after growing seasons end. Now, therefore:

Be it enacted by the General Assembly of the State of South Carolina:

SECTION 1. (A) The State Board of Education, in conjunction with the Food Systems and Safety Program of the Clemson University Cooperative Extension Service (Clemson Extension Service), shall plan, develop, institute, and oversee a pilot program of three rural public school‑based community canning sites where members of the general public may bring locally‑grown produce to be canned for their personal use. The purpose of this program is to enable families to safely preserve and store food grown by them for personal consumption through the use of:

(1) research‑based information, procedures, and instruction concerning canning food; and

(2) industrial grade equipment and related supplies that allow faster processing of fruits and vegetables on a larger scale than can be done at home.

(B) The State Board of Education and Clemson Extension Service shall cause the public school‑based community canneries to be pilot tested in three selected rural school districts from 2023 through 2026, and shall provide community training programs for food preservation using canning. Use of the canning facilities and canning supplies must be provided to the community with limits on the amount available for each family as determined appropriate by the State Board and Clemson Extension Service. Community members wishing to use the facilities must be required to sign an agreement stating that they will not sell any of the food that they can at the cannery. Each cannery must maintain schedules of times at which the canning facilities are available to the public and also shall maintain records related to the use of the facilities as the State Board and the Clemson Extension Service considers appropriate.

(C) Before January 1, 2026 the State Board of Education and Clemson Extension Service shall report on the performance of each cannery and make recommendations regarding whether the program should be continued and expanded through the permanent enactment of legislation for that purpose.

SECTION 2. This joint resolution takes effect upon approval of the Governor.

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