



Agriculture and Related Agencies: FY2011 Appropriations

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Summary

The Agriculture appropriations bill provides funding for all of the U.S. Department of Agriculture (USDA) except the Forest Service, plus the Food and Drug Administration (FDA) and, in some cases, the Commodity Futures Trading Commission (CFTC). Appropriations jurisdiction for the CFTC is split between two subcommittees—the House Agriculture Appropriations Subcommittee and the Senate Financial Services Appropriations Subcommittee.

Because no full-year FY2011 appropriation has been enacted, the government has continued to operate under continuing resolutions. To date, six short-term continuing resolutions have been enacted, with the most recent set to expire on April 8, 2011. House and Senate leadership continue to search for a compromise on the FY2011 appropriation. Under the continuing resolutions (most recently P.L. 112-6), the government is operating generally at FY2010 levels, although the two most recent continuing resolutions have begun to reduce FY2010 appropriated levels, including \$532 million in reductions to agricultural accounts.

For the FY2011 Agriculture appropriations bill, no separate floor action and limited formal committee action occurred in the 111th Congress. The full Senate Appropriations Committee reported an Agriculture appropriations bill (S. 3606, S.Rept. 111-221) on July 15, 2010. The House Agriculture Appropriations Subcommittee marked up its draft on June 30, 2010, but the bill did not see full committee action nor was it reported. None of the 12 appropriations bills was enacted in 2010.

In the 112th Congress, the House passed H.R. 1, a full-year continuing resolution for FY2011, by a vote of 235-189 on February 19, 2011. For Agriculture, H.R. 1 would make \$5.3 billion in cuts to discretionary programs (-23%), reducing them from \$23.4 billion in FY2010 to \$18.1 billion for FY2011.

On March 9, 2011, the Senate voted on H.R. 1, but failed to pass it by a vote of 44-56. Later on March 9, 2011, the Senate also voted on a substitute amendment, S.Amdt. 149; it failed by a vote of 42-58. S.Amdt. 149 would have reduced discretionary Agriculture appropriations by \$1.7 billion (-7%) from the FY2010 level of \$23.4 billion to \$21.7 billion.

Many of the reductions in H.R. 1 would return funding to near FY2008 levels or below. For example: discretionary Agriculture-related programs would fall to \$6.44 billion, 12% below FY2010 and 3% below FY2008; discretionary conservation programs would fall to \$857 million, 15% below FY2010 and 9% below FY2008; rural development would fall to \$2.28 billion, 22% below FY2010 and 2.5% below FY2008; foreign assistance would fall to \$1.28 billion, 39% below FY2010 and 13% below FY2008; and CFTC would fall to \$112 million, 34% below FY2010 and nearly equal to FY2008.

In contrast, the Senate's substitute amendment (S.Amdt. 149) generally would have made smaller cuts or held spending constant at FY2010 levels.

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Most Recent Developments

House and Senate leadership continue to search for a compromise on the FY2011 appropriation. In the meantime, the government is operating generally at FY2010 levels under a series of short-term continuing resolutions (most recently P.L. 112-6) that expire on April 8, 2011. This and the previous short-term continuing resolution have begun to reduce FY2010 appropriated levels, though, including reductions to several agricultural accounts.

On February 19, 2011, the House passed H.R. 1, a full-year continuing resolution for FY2011 by a vote of 235-189. For Agriculture, H.R. 1 would make \$5.3 billion in cuts to discretionary programs (-23%), reducing them from \$23.4 billion in FY2010 to \$18.1 billion for FY2011.

On March 9, 2011, the Senate voted on H.R. 1, but failed to pass it by a vote of 44-56. Later on March 9, 2011, the Senate also voted on a substitute amendment, S.Amdt. 149; it failed by a vote of 42-58. S.Amdt. 149 would have reduced discretionary Agriculture appropriations by \$1.7 billion (-7%) from the FY2010 level of \$23.4 billion to \$21.7 billion.

Scope of the Agriculture Appropriations Bill

The Agriculture appropriations bill—formally known as the Agriculture, Rural Development, Food and Drug Administration, and Related Agencies Appropriations Act—provides funding for the following agencies and departments:

- all of the U.S. Department of Agriculture (except the Forest Service, which is funded by the Interior appropriations bill),
- the Food and Drug Administration (FDA) in the Department of Health and Human Services, and
- in the House, the Commodity Futures Trading Commission (CFTC). In the Senate, CFTC appropriations are handled by the Financial Services Appropriations Subcommittee.

Jurisdiction for the appropriations bill rests with the House and Senate Committees on Appropriations, particularly each committee's Subcommittee on Agriculture, Rural Development, Food and Drug Administration, and Related Agencies. These subcommittees are separate from the agriculture authorizing committees—the House Committee on Agriculture and the Senate Committee on Agriculture, Nutrition, and Forestry.

USDA Activities and Relationships to Appropriations Bills

The U.S. Department of Agriculture (USDA) carries out widely varied responsibilities through about 30 separate internal agencies and offices staffed by about 100,000 employees.¹ USDA spending is not synonymous with farm program spending. USDA also is responsible for many

¹ USDA, *FY2011 Budget Summary and Annual Performance Plan*, February 2010, p. 142, at <http://www.obpa.usda.gov/budsum/FY11budsum.pdf>.

activities outside of the Agriculture budget function, such as conservation and nutrition assistance.

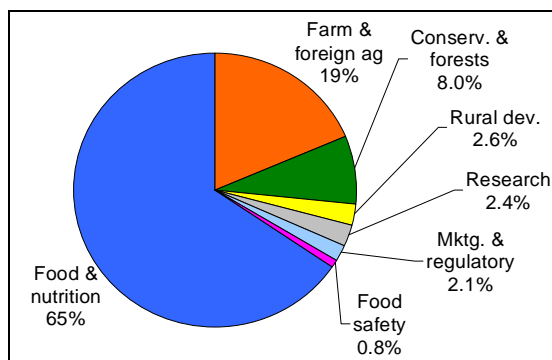
USDA's regular budget authority for FY2010 was \$126.6 billion, excluding supplemental appropriations.² Food and nutrition programs are the largest mission area, with \$83 billion, or 65% of the total, to support the Supplemental Nutrition Assistance Program (SNAP, formerly food stamps), the Women, Infants, and Children (WIC) program, and child nutrition programs (**Figure 1**).

The second-largest USDA mission area, with \$23 billion (19%) in budget authority, is farm and foreign agricultural services. This broad mission area includes the farm commodity price and income support programs of the Commodity Credit Corporation, crop insurance, certain mandatory conservation and trade programs, farm loans, and foreign food aid programs.

Other USDA mission areas include natural resource and environmental programs (8% of the total), rural development (3%), research and education programs (2%), marketing and regulatory programs (2%), and food safety (1%). About 60% of the budget for natural resources programs (the third-largest slice in **Figure 1**) goes to the Forest Service (about \$6 billion), which is funded through the Interior appropriations bill.³ The Forest Service is the only USDA agency not funded through the Agriculture appropriations bill; it also accounts for about one-third of USDA's personnel, with over 36,000 staff years in FY2010.⁴

Figure 1. USDA Budget Authority, FY2010

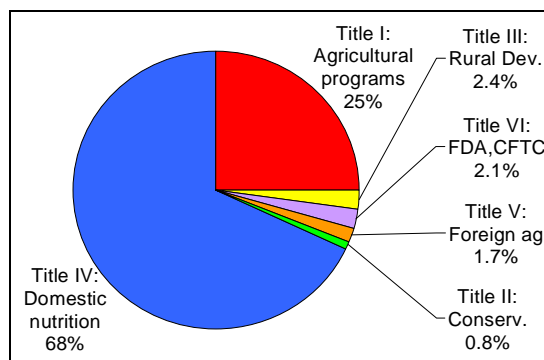
(\$126.6 billion, excluding supplementals)



Source: CRS, using USDA FY2011 Budget Summary, May 2009.

Figure 2. Agriculture and Related Agencies Appropriations, FY2010

(\$121.3 billion, excluding supplementals)



Source: CRS, using S.Rept. 111-221 and **Table 2**.

Notes: Does not show general provisions (-\$0.19 billion net). Total does not include \$400 million of supplemental appropriations included in amounts for FY2010 in S.Rept. 111-221, but does include CFTC.

Comparing USDA's organization and budget data to the Agriculture appropriations bill in Congress is not always easy. USDA defines its programs using "mission areas" that do not

² Ibid., at pp. 134-135.

³ For more on Forest Service appropriations, see CRS Report R41258, *Interior, Environment, and Related Agencies: FY2011 Appropriations*, coordinated by Carol Hardy Vincent.

⁴ USDA, *FY2011 Budget Summary*, at p. 142.

always correspond to categories in the Agriculture appropriations bill (**Figure 2**). Spending may not match up between USDA summaries and the appropriations bill for other reasons. For example:

- Foreign agricultural assistance programs are a separate title in the appropriations bill (Title V in **Figure 2**). Foreign assistance programs are joined with domestic farm support in USDA's "farm and foreign agriculture" mission area (the second-largest slice in **Figure 1**).
- Conversely, USDA has separate mission areas for agricultural research, marketing and regulatory programs, and food safety (three of the smaller slices in **Figure 1**). These are joined with other domestic farm support programs in Title I of the appropriations bill (the second-largest slice in **Figure 2**).

The type of funding (mandatory vs. discretionary) also is important in how it is summarized.

- Conservation in the appropriations bill (Title II in **Figure 2**) includes only discretionary programs. The mandatory funding for conservation programs is included in Title I of the appropriations bill.
- Conversely, USDA's natural resources mission area in **Figure 1** includes both discretionary and mandatory conservation programs (and the Forest Service).

Related Agencies

In addition to the USDA agencies mentioned above, the Agriculture Appropriations Subcommittees have jurisdiction over appropriations for two related agencies:

- The Food and Drug Administration (FDA) of the Department of Health and Human Services (HHS), and
- The Commodity Futures Trading Commission (CFTC, an independent financial markets regulatory agency)—in the House only.

The combined share of FDA and CFTC funding in the overall Agriculture and Related Agencies appropriations bill is about 2% (see Title VI in **Figure 2**).

Jurisdiction over CFTC appropriations is assigned differently in the House and Senate. In the House, appropriations jurisdiction for CFTC remains with the Agriculture Appropriations Subcommittee. In the Senate, jurisdiction moved to the Financial Services Appropriations Subcommittee with the FY2008 appropriations cycle. Prior to 2008, it was with the Senate Agriculture Appropriations Subcommittee. Final placement in recent appropriations acts has alternated annually between the subcommittees. The FY2010 and FY2008 appropriations put CFTC funding in the Agriculture bill; the consolidated FY2009 appropriation put CFTC in the Financial Services bill.

These agencies are included in the Agriculture appropriations bill because of their historical connection to agricultural markets. However, the number and scope of non-agricultural issues has grown at these agencies in recent decades. Some may argue that these agencies no longer belong in the Agriculture appropriations bill. But despite the growing importance of non-agricultural issues, agriculture and food issues are still an important component of FDA's and CFTC's work. At FDA, medical and drug issues have grown in relative importance, but food safety

responsibilities that are shared between USDA and FDA have been in the media during recent years and are the subject of legislation and hearings. At CFTC, the market for financial futures contracts has grown significantly compared with agricultural futures contracts, but volatility in agricultural commodity markets has been a subject of recent scrutiny at CFTC and in Congress.

Discretionary vs. Mandatory Spending

Discretionary and mandatory spending are treated differently in the budget process. Discretionary spending is controlled by annual appropriations acts and consumes most of the attention during the appropriations process. The subcommittees of the House and Senate Appropriations Committees originate bills each year that provide funding and direct activities among discretionary programs.

Eligibility for participation in mandatory programs (sometimes referred to as entitlement programs) is usually written into authorizing laws, and any individual or entity that meets the eligibility requirements is entitled to the benefits authorized by the law. Congress generally controls spending on mandatory programs through authorizing committees that set rules for eligibility, benefit formulas, and other parameters, not through appropriations.

Just under 20% of the Agriculture appropriations bill is for discretionary programs, and the remaining balance of about 80% is classified as mandatory.

Major discretionary programs include certain conservation programs, most rural development programs, research and education programs, agricultural credit programs, the Supplemental Nutrition Program for Women, Infants, and Children (WIC), the Public Law (P.L.) 480 international food aid program, meat and poultry inspection, and food marketing and regulatory programs. The discretionary accounts also include FDA and CFTC appropriations.

The vast majority of USDA's mandatory spending is for food and nutrition programs—primarily the Supplemental Nutrition Assistance Program (SNAP, formerly food stamps) and child nutrition (school lunch)—along with the farm commodity price and income support programs, the federal crop insurance program, and various agricultural conservation and trade programs (nearly all of **Figure 1**'s largest two pie pieces). Some mandatory spending, such as the farm commodity program, is highly variable and driven by program participation rates, economic and price conditions, and weather patterns. Formulas are set in the 2008 farm bill (P.L. 110-246). But in general, mandatory spending has tended to rise over time, particularly as food stamp participation and benefits have risen in recent years because of the recession, rise in unemployment, and food price inflation. See "Historical Trends" in a later section on funding.

Although these programs have mandatory status, many of these accounts receive funding in the annual Agriculture appropriations act. For example, the food stamp and child nutrition programs are funded by an annual appropriation based on projected spending needs. Supplemental appropriations generally are made if these estimates fall short of required spending. The Commodity Credit Corporation operates on a line of credit with the Treasury, but receives an annual appropriation to reimburse the Treasury and to maintain its line of credit.

Outlays, Budget Authority, and Program Levels

In addition to the difference between mandatory and discretionary spending, four other terms are important to understanding differences in discussions about the federal spending: budget authority, obligations, outlays, and program levels.⁵

1. *Budget authority* = How much money Congress allows a federal agency to commit to spend. It represents a limit on funding and is generally what Congress focuses on in making most budgetary decisions. It is the legal basis to incur obligations. Most of the amounts mentioned in this report are budget authority.
2. *Obligations* = How much money agencies commit to spend. Activities such as employing personnel, entering into contracts, and submitting purchase orders.
3. *Outlays* = How much money actually flows out of an agency's account. Outlays may differ from appropriations (budget authority) because, for example, payments on a contract may not flow out until a later year. For construction or delivery of services, budget authority may be committed (contracted) in one fiscal year and outlays may be spread across several fiscal years.
4. *Program level* = Sum of the activities supported or undertaken by an agency. A program level may be much higher than its budget authority for several reasons.
 - User fees support some activities (e.g., food or border inspection).
 - The agency makes loans; for example, a large loan authority (program level) is possible with a small budget authority (loan subsidy) because the loan is expected to be repaid. The appropriated loan subsidy makes allowances for defaults and interest rate assistance.
 - Transfers from other agencies, or funds are carried forward from prior years.

Action on FY2011 Appropriations

For the FY2011 Agriculture appropriations bill, no separate floor action and limited formal committee action occurred in the 111th Congress. The full Senate Appropriations Committee reported an Agriculture appropriations bill (S. 3606, S.Rept. 111-221) on July 15, 2010. The House Agriculture Appropriations Subcommittee marked up its draft on June 30, 2010, but the bill did not see full committee action nor was it reported. **Table 1** summarizes the steps in the passage of the bill in each chamber. In the 112th Congress, both chambers have addressed full-year continuing resolutions, though none has yet been enacted.

The FY2011 Agriculture appropriation is somewhat similar to the FY2009 bill in that neither chamber acted on the Agriculture bill as a stand-alone measure (**Table A-1** in the appendix). Conversely, Agriculture appropriations were enacted as stand-alone bills in FY2010 and FY2006. Omnibus appropriations were as recently as FY2008 and FY2009. FY2007 saw a year-long continuing resolution. **Table A-1** has links to each appropriation and annual CRS report.

⁵ See CRS Report 98-405, *The Spending Pipeline: Stages of Federal Spending*, by Bill Heniff Jr.

House Action

On February 19, 2011, the House passed H.R. 1, a full-year continuing resolution for FY2011 covering all 12 regular appropriations bills (vote of 235-189, **Table 1**). The bill was introduced on February 11, going directly to the floor without formal committee or subcommittee markup. The bill makes \$61 billion in cuts from FY2010 levels across all 12 appropriations bills. For the Agriculture appropriations bill, H.R. 1 makes \$5.3 billion in cuts (-23%) to discretionary programs, reducing them from \$23.4 billion in FY2010 to \$18.1 billion for FY2011.

In the 111th Congress, the House did not move the FY2011 Agriculture appropriations bill beyond subcommittee. The House Agriculture Appropriations Subcommittee marked up the FY2011 Agriculture appropriations bill on June 30, 2010, but the markup did not see full committee action nor was it reported. Thus no full-text version of the bill or report language was made public. The subcommittee, however, did release an eight-page summary by the committee chairwoman⁶ and a funding table of discretionary appropriations at the agency level.⁷

Table 1. Congressional Action on FY2011 Agriculture Appropriations

Subcommittee Markup		House Report	House Vote	Senate Report	Senate Vote	Conf. Report	Conference Report Approval		Public Law
House	Senate						House	Senate	
111th Congress (2009-10)									
6/30/10	July 2010	—	—	7/15/10	—	—	—	—	—
Voice vote	Polled out ^a			S. 3606					
				S.Rept. 111-221					
				Committee vote 17-12					
112th Congress (2011-12)									
—	—	—	2/19/11	—	3/9/11	—	—	—	—
			H.R. 1		S.Amdt. 149 to H.R. 1				
			Vote of 235-189 (passed)		Vote 42-58 (failed)				

Source: CRS.

a. A procedure that permits a bill to advance if subcommittee members independently agree to move it along.

⁶ House Agriculture Appropriations Subcommittee, “Statement of Chairwoman Rosa DeLauro, Subcommittee Markup: Fiscal Year 2011 Agriculture, Rural Development, FDA Appropriations Bill,” June 30, 2010, at <http://delauro.house.gov/release.cfm?id=2860>.

⁷ House Agriculture Appropriations Subcommittee, “Summary Table of FY2011 Markup,” June 30, 2010, at http://www.land-grant.org/docs/FY2011/House_Summary.pdf.

Senate Action

On March 9, 2011, the Senate voted on H.R. 1, but failed to pass it by a vote of 44-56. Later on March 9, 2011, the Senate also voted on a substitute amendment to H.R. 1, S.Amdt. 149. It failed by a vote of 42-58. Both bills were debated on the Senate floor without formal committee or subcommittee action. S.Amdt. 149 would have reduced discretionary Agriculture appropriations by \$1.7 billion (-7%) from the FY2010 level of \$23.4 billion to \$21.7 billion. Negotiations continue on a full-year funding level.

In the 111th Congress, the Senate Appropriations Committee reported its version of the FY2011 Agriculture appropriations bill (S. 3606, S.Rept. 111-221) on July 15, 2010. The full committee bypassed subcommittee action by “polling” the bill out of subcommittee—a procedure that permits a bill to advance if subcommittee members independently agree to move it along.⁸ This expedited committee procedure was formerly uncommon for the Agriculture appropriations bill, but was used for the FY2009 and FY2010 Agriculture appropriations bills as well.

Continuing Resolutions

Because no full-year FY2011 appropriation has been enacted, the government has continued to operate under continuing resolutions. To date, six short-term continuing resolutions have been enacted: P.L. 111-242 (October 1 through December 3, 2010), P.L. 111-290 (through December 18, 2010), P.L. 111-317 (through December 21, 2010), P.L. 111-322 (through March 4, 2011), P.L. 112-4 (through March 18, 2011), and P.L. 112-6 (through April 8, 2011).

The continuing resolutions cover all 12 appropriations bills and were necessary because, in the 111th Congress, the House Appropriations Committee reported only two FY2011 bills, both of which the House passed, and the Senate Appropriations Committee reported 11 of its 12 bills, but with none getting to the floor. The two bills that saw House action were Military Construction and Veterans Affairs; and Transportation and Housing and Urban Development. The only bill *not* reported by the full committee in the Senate was Interior and Environment.⁹

The premise behind most continuing resolutions is that prior-year funding and instructions continue into the current year, unless changed. Mandatory programs, including those in the agricultural appropriations bill are allowed to operate at required levels. The first four CRs (through March 4, 2011) continued discretionary agricultural appropriations at FY2010 levels.

The last two CRs enacted, though, began trimming discretionary appropriations levels. Across all 12 appropriations bills, these two CRs have cut \$10 billion from selected accounts, on an annualized basis, from FY2010 appropriated levels at a rate of \$2 billion per week.^{10 11} For

⁸ For more about polling in the Senate, see CRS Report RS22952, *Proxy Voting and Polling in Senate Committee*, by Christopher M. Davis.

⁹ See the CRS Appropriations Status Table, at <http://www.crs.gov/Pages/appover.aspx>.

¹⁰ House Appropriations Committee press release, “Continuing Resolution Unveiled Today Will Continue Government Operations, Cut Spending,” Feb. 25, 2011, at http://www.appropriations.house.gov/index.cfm?FuseAction=PressReleases.Detail&PressRelease_id=266.

¹¹ House Appropriations Committee press release, “Appropriations Committee Introduces Three Week Continuing Resolution – Bill will Prevent Government Shutdown, Cut \$6 Billion in Spending,” March 11, 2011, at http://www.appropriations.house.gov/index.cfm?FuseAction=PressReleases.Detail&PressRelease_id=273.

Agriculture accounts, the last two CRs have reduced FY2010 appropriated levels by \$532 million (**Table 4**), mostly targeted to accounts that had earmarks in FY2010, though not exclusively (see later discussion in “Reductions in Short-term Continuing Resolutions.”)

The Office of Management and Budget (OMB) allocates funding to departments and agencies under the continuing resolution,¹² but sometimes in a limited way that makes operations more restricted than might otherwise occur when continuing last year’s funding levels.¹³

Detailed Funding Levels

FY2011 Funding Summary

For FY2011, the Administration requested a total of \$132.3 billion for accounts in the Agriculture appropriations bill (including CFTC), 9% higher than the enacted FY2010 appropriation, but mostly because of mandatory spending.¹⁴ For mandatory amounts, the Administration is requesting \$109.1 billion, 11% more than FY2010.¹⁵ The increase in mandatory spending is for domestic nutrition assistance in the food stamp and child nutrition accounts.

For the discretionary amount, the Administration requested \$23.2 billion, which is \$187 million less than (-0.8%) the official FY2010 amount. However, the FY2010 appropriation included two large items that are not in the FY2011 budget: \$350 million of supplemental dairy assistance, and \$173 million for a rural housing program that was replaced by user fees in a FY2010 supplemental appropriation. If these two items totaling \$523 million are excluded from FY2010 for comparison, the Administration’s discretionary request is \$336 million more than the FY2010 adjusted total (+1.5%).

House: H.R. 1

H.R. 1 would provide \$18.1 billion in discretionary appropriations for accounts in the Agriculture appropriations bill, resulting in a \$5.3 billion reduction from FY2010 levels (-23%) (**Table 2**).

¹² Office of Management and Budget, “Apportionment of the Continuing Resolution(s) for Fiscal Year 2011,” September 30, 2010, at <http://www.whitehouse.gov/sites/default/files/omb/assets/bulletins/b10-03.pdf>.

¹³ For more background on agency funding under a continuing resolution, see CRS Report RL34700, *Interim Continuing Resolutions (CRs): Potential Impacts on Agency Operations*, by Clinton T. Brass. For more background on continuing resolutions in a historical context, see CRS Report RL30343, *Continuing Resolutions: Latest Action and Brief Overview of Recent Practices*, by Sandy Streeter.

¹⁴ To facilitate comparison, all totals discussed in this section (unless otherwise indicated) include appropriations for the Commodity Futures Trading Commission (CFTC) regardless of appropriations committee jurisdiction. Final placement of CFTC since FY2008 alternates annually between the Agriculture and Financial Services Subcommittees. For the Senate, where CFTC jurisdiction is in the Financial Services Appropriations Subcommittee, tables in this report note the separate jurisdiction and add CFTC at the bottom to make the totals comparable with the House bills.

¹⁵ These data on the Administration’s request come primarily from congressional sources such as the “Comparative Statement of New Budget Authority” in S.Rept. 111-221. Using a single congressional source improves comparability. However, documents such as USDA’s *FY2011 Budget Explanatory Notes* (February 2010, at http://www.obpa.usda.gov/FY11explan_notes.html) or USDA’s *FY2011 Budget Summary and Annual Performance Plan* (February 2010, at <http://www.obpa.usda.gov/budsum/FY11budsum.pdf>) provide additional details that are not published elsewhere.

Many of the reductions in H.R. 1 would return funding to near FY2008 levels or below. For example: discretionary agriculture-related programs would fall to \$6.44 billion, 12% below FY2010 and 3% below FY2008; discretionary conservation programs would fall to \$857 million, 15% below FY2010 and 9% below FY2008; rural development would fall to \$2.28 billion, 22% below FY2010 and 2.5% below FY2008; foreign assistance would fall to \$1.28 billion, 39% below FY2010 and 13% below FY2008; and CFTC would fall to \$112 million, 34% below FY2010 and nearly equal to FY2008 (**Table 3**). More specifically:

- H.R.1 reduces discretionary agricultural programs by 12% (-\$895 million) from FY2010, including a 72% cut in funding for the Chief Information Officer, 15% cuts in agricultural research, and a 12% cut to Farm Service Agency salaries and expenses. The Food Safety Inspection Service would see a 9% cut, and the Animal and Plant Health Inspection Service an 8% cut (**Table 3**).
- H.R. 1 reduces discretionary conservation programs by 15% (-\$153 million) from FY2010, including a 6% cut to Conservation Operations. Watershed and Flood Prevention, and Resource Conservation and Development funding would be eliminated (consistent with the Administration request), and Watershed Rehabilitation funding would be cut in half.
- H.R. 1 reduces funding for rural development programs by 22% (-\$658 million) from FY2010, including a 15% net reduction in rural housing (-\$209 million), \$196 million cut to rural business development, and a 33% (-\$218 million) cut to rural utilities.
- H.R. 1 reduces funding for discretionary domestic nutrition programs by 10% from FY2010 (-\$762 million), mostly by reducing WIC (Women, Infants and Children) by \$747 million.
- H.R. 1 reduces funding for foreign assistance by 39% from FY2010 (-\$811 million), including a 41% cut to P.L. 480 humanitarian food aid (-\$687 million), and a 52% cut to McGovern-Dole Food for Education (-\$110 million).
- H.R. 1 reduces funding for the Food and Drug Administration (FDA) by 10% from FY2010 (-\$241 million).
- H.R. 1 reduces funding for the Commodity Futures Trading Commission (CFTC) by 34% from FY2010 (-\$57 million).
- H.R. 1 would increase the amount taken from mandatory programs by limiting USDA's ability to implement the programs as intended in the 2008 farm bill. In FY2010, limits on mandatory programs totaled \$511 million; H.R. 1 increases that to \$924 million (+81%). These reductions increase the savings in the bill (see **Table 6**).

Senate: S. Amdt. 149 to H.R. 1

In contrast to H.R. 1, the Senate's substitute amendment for H.R. 1 generally makes smaller cuts or holds spending at FY2010 levels. S.Amdt. 149, would provide \$21.7 billion in discretionary appropriations for accounts in the Agriculture appropriations bill, resulting in a \$1.7 billion reduction from FY2010 levels (-7%). To put the Senate amendment on a comparable level with amounts for Agriculture appropriations in the House, we add CFTC to the Senate subtotal and obtain a \$22.0 billion total, which is \$1.4 billion below FY2010 (-6%).

- S. Amdt. 149 reduces discretionary agricultural programs by 3% (-\$256 million) from FY2010, including 6%-7% cuts in agricultural research, and a 2% cut to Farm Service Agency salaries and expenses. The Food Safety Inspection Service would see a 1% cut, and the Animal and Plant Health Inspection Service a 2% cut.
- S. Amdt. 149 reduces discretionary conservation programs by 13% (-\$133 million), including eliminating funding for Watershed and Flood Prevention (as in the H.R. 1 and the Administration request) and Watershed Rehabilitation. Funding for Resource Conservation and Development would be cut in half.
- S. Amdt. 149 reduces rural development programs by 8% (-\$234 million), including a 12% reduction in rural housing, a 20% reduction in rural business development, and a 3% cut to rural utilities.
- S. Amdt. 149 reduces funding for discretionary domestic nutrition programs by 5%, including a 6% cut to WIC and 1%-2% increases to other discretionary programs.
- S. Amdt. 149 generally holds foreign assistance programs constant at FY2010 levels and has a \$14 million increase in Foreign Agricultural Service salaries and expenses.
- S. Amdt. 149 increases FDA appropriations by 7% (+158 million).
- S. Amdt. 149 increases CFTC appropriations by 69% (+117 million), more than the Administration's request to allow implementation of financial services laws enacted in 2010 (CFTC is part of the Financial Services appropriations bill in the Senate).
- S. Amdt. 149, like H.R. 1, would increase the amount taken from mandatory programs in the farm bill from \$511 in FY2010 to \$610 million in FY2011 (+19%). These reductions increase the savings in the bill (see **Table 6**).

Table 2 summarizes the totals of the FY2011 Agriculture appropriations bill by title or broad program, comparing FY2010 to H.R. 1 and S.Amdt. 149.

Table 3 provides more detail within each title by including accounts and agencies. **Table 3** also shows the Administration's request and appropriations levels for FY2008 since these are often-cited benchmarks for cuts in H.R. 1. Supplemental appropriations are not included in the fiscal year totals because the primary purpose of this report is to compare the regular annual appropriation across years. Supplemental appropriations in agriculture often respond to natural disasters or particular market crises, and thus may not be comparable to the current situation.

Table 4 summarizes reductions to FY2011 levels already enacted in short-term continuing resolutions.

Table 5 shows trends in various measures of agricultural appropriations since 1995. **Table 6** lists reductions to mandatory agricultural programs that are part of the 2008 farm bill.

Table 7 through **Table 11** provide additional details about specific programs that are below the agency level of **Table 3**.

Table 2. Agriculture and Related Agencies Appropriations, by Title: FY2010-FY2011
(budget authority in millions of dollars)

Title in Appropriations Bill	FY2010 P.L. 111-80	FY2011		Change from FY2010 to FY2011			
		House	Senate	House		Senate	
		H.R. 1	S. Amdt. 149	\$	%	\$	%
Agricultural Programs	30,192	29,201	29,839	-991	-3%	-352	-1%
Mandatory	22,855	22,759 ^a	22,759 ^a	-96	-0.4%	-96	-0.4%
Discretionary	7,336	6,442	7,080	-895	-12%	-256	-3%
Conservation Programs	1,009	857	876	-153	-15%	-133	-13%
Rural Development	2,934	2,276	2,700	-658	-22%	-234	-8%
Domestic Food Programs	82,783	95,113	95,476	+12,330	+15%	+12,693	+15%
Mandatory	75,128	88,220 ^a	88,220 ^a	+13,092	+17%	+13,092	+17%
Discretionary	7,655	6,892	7,256	-762	-10%	-399	-5%
Foreign Assistance	2,089	1,278	2,103	-811	-39%	+14	+1%
FDA	2,357	2,116	2,515	-241	-10%	+158	+7%
CFTC (if in agriculture bill) ^b	169	112		-57	-34%		
CFTC (if in financial services bill) ^b			286			+117	+69%
General Provisions	-194	-1,880	-843	-1,687		-650	
Total in agriculture bill (no adjustment for jurisdiction over CFTC)							
Mandatory	97,983	110,979 ^a	110,979 ^a	+12,996	+13%	+12,996	+13%
Discretionary	23,356	18,093	21,687	-5,263	-23%	-1,669	-7%
Total	121,340	129,072	132,667	+7,732	+6%	+11,327	+9%
Totals without CFTC in any column^b							
Discretionary	23,187	17,981	21,687	-5,207	-22%	-1,500	-6%
Total	121,171	128,960 ^a	132,667 ^a	+7,789	+6%	+11,496	+9%
Totals with CFTC in all columns^b							
Discretionary	23,356	18,093	21,973	-5263	-23%	-1,383	-6%
Total	121,340	129,072 ^a	132,953 ^a	+7,732	+6%	+11,613	+10%

Source: CRS, compiled from H.R. 1, and S.Amdt. 149 (unofficial estimates), and P.L. 111-80, P.L. 110-161, S. Rept. 111-221 (for Admin. request), and unpublished appropriations tables.

Notes: na = not available. Does not include supplemental appropriations of \$549 million in FY2010 (\$400million for domestic nutrition, \$150 million for foreign assistance, \$31 million for farm loans, \$18 million for forestry assistance, and offset by a \$50 million reduction in BCAP).

- a. H.R. 1 and S. Amdt. 149 do not specify amounts for mandatory programs, other than stating funds available as necessary; estimates are unofficial appropriations estimates.
- b. CFTC is shown in different ways because of jurisdiction differences to make totals comparable

Table 3. Agriculture and Related Agencies Appropriations, by Agency and Program: FY2008, FY2010, and FY2011 Proposed

(budget authority in millions of dollars)

Agency or Major Program	FY2008	FY2010	FY2011			Change from FY2010 to FY2011			
	P.L. 110-161	P.L. 111-80	Admin.	House	Senate	House		Senate	
			Request (Feb. 2010)	H.R. 1	S. Amdt. 149	\$	%	\$	%
Title I: Agricultural Programs									
Offices of Secretary and Chief Economist	15.5	19.3	15.0	15.1	19.3	-4.2	-22%	0.0	0%
Healthy Food Financing Initiative			35.0						
Chief Information Officer	16.2	61.6	63.7	17.0	61.6	-44.6	-72%	0.0	0%
Office of Inspector General	79.5	88.7	90.3	80.0	88.7	-8.7	-10%	0.0	0%
Buildings, facilities, and rental payments	194.9	293.1	277.9	259.8	261.6	-33.3	-11%	-31.5	-11%
Other Departmental administration offices ^a	131.0	164.1	161.8	138.5	152.5	-25.6	-16%	-11.6	-7%
Under Secretaries (four offices in Title I) ^b	2.5	3.5	3.6	3.5	3.5	0.0	0%	0.0	0%
Research, Education and Economics									
Agric. Research Service	1,167.8	1,250.5	1,199.7	1,065.4	1,158.2	-185.1	-15%	-92.3	-7%
National Institute of Food and Agriculture	1,183.8	1,343.2	1,342.8	1,126.1	1,268.0	-217.1	-16%	-75.2	-6%
Economic Research Service	77.4	82.5	87.2	79.5	82.5	-3.0	-4%	0.0	0%
National Agric. Statistics Service	162.2	161.8	164.7	151.6	156.8	-10.3	-6%	-5.1	-3%
Marketing and Regulatory Programs									
Animal and Plant Health Inspection Service	867.6	909.7	875.3	834.7	889.5	-75.0	-8%	-20.1	-2%
Agric. Marketing Service	114.7	92.5	99.9	83.0	92.5	-9.4	-10%	0.0	0%
Section 32 (permanent + transfers)	1,169.0	1,320.1	1,220.3	1,220.3	1,220.3	-99.8	-8%	-99.8	-8%
Grain Inspection, Packers and Stockyards	38.5	42.0	44.2	40.3	42.4	-1.6	-4%	+0.4	+1%
Food Safety									
Food Safety & Inspection Service	930.1	1,018.5	1,036.9	930.1	1,011.4	-88.4	-9%	-7.1	-1%
Farm and Commodity Programs									
Farm Service Agency Salaries and Exp. ^d	1,435.2	1,574.9	1,690.8	1,382.1	1,551.1	-192.8	-12%	-23.8	-2%

Agency or Major Program	FY2008	FY2010	FY2011			Change from FY2010 to FY2011			
	P.L. 110-161	P.L. 111-80	Admin.	House	Senate	House		Senate	
			Request (Feb. 2010)	H.R. 1	S. Amdt. 149	\$	%	\$	%
FSA Farm Loans: Subsidy Level	148.6	140.6	150.7	147.8	151.2	+7.2	+5%	+10.6	+8%
<i>FSA Farm Loans: Loan Authority^e</i>	3,427.6	5,083.9	4,741.0	4,619.0	4,683.0	-464.9	-9%	-401.0	-8%
Dairy indemnity, mediation, water protect ^c	8.2	10.3	5.2	9.9	9.3	-0.4	-4%	-1.0	-10%
Risk Management Agency Salaries and Exp.	76.1	80.3	83.1	77.2	80.3	-3.1	-4%	0.0	0%
Federal Crop Insurance Corp. ^f	4,818.1	6,455.3	7,613.2	7,613.2 ^g	7,613.2 ^g	+1,158.0	+18%	+1,158.0	+18%
Commodity Credit Corp. ^f	12,983.0	15,079.2	13,925.6	13,925.6 ^g	13,925.6 ^g	-1,153.6	-8%	-1,153.6	-8%
Subtotal									
Mandatory	18,987.0	22,855.4	22,760.0	22,759.1 ^g	22,759.1 ^g	-96.3	-0.4%	-96.3	-0.4%
Discretionary	6,632.9	7,336.1	7,426.9	6,441.6	7,080.4	-894.5	-12%	-255.8	-3%
Subtotal	25,619.9	30,191.6	30,186.9	29,200.7 ^g	29,839.4 ^g	-990.9	-3%	-352.1	-1%
Title II: Conservation Programs									
Conservation Operations	834.4	887.6	923.7	836.0	850.2	-51.6	-6%	-37.4	-4%
Watershed & Flood Prevention	29.8	30.0	0.0	0.0	0.0	-30.0	-100%	-30.0	-100%
Watershed Rehabilitation Program	19.9	40.2	40.5	20.0	0.0	-20.2	-50%	-40.2	-100%
Resource Conservation & Development	50.7	50.7	0.0	0.0	25.0	-50.7	-100%	-25.7	-51%
Under Secretary, Natural Resources	0.7	0.9	2.9 ^h	0.9	0.9	0.0	0%	0.0	0%
Subtotal	937.5	1,009.4	967.2	856.9	876.1	-152.5	-15%	-133.3	-13%
Title III: Rural Development									
Rural Housing Service	881.6	1,424.2	1,250.4	1,215.3	1,251.3	-208.9	-15%	-172.9	-12%
<i>RHS Loan Authority ^e</i>	6,095.4	13,904.7	14,008.6	13,904.3	25,779.9	-0.4	0%	+11,875.2	+85%
Rural Business-Cooperative Service	173.2	140.3	97.0	-55.4	112.7	-195.7	-139%	-27.6	-20%
<i>RBCS Loan Authority ^e</i>	1,265.2	1,215.7	1,096.3	na	na	na	na	na	na
Rural Utilities Service	616.9	653.4	604.7	435.6	631.5	-217.9	-33%	-21.9	-3%
<i>RUS Loan Authority ^e</i>	9,179.5	9,287.2	6,301.3	na	na	na	na	na	na

Agency or Major Program	FY2008	FY2010	FY2011			Change from FY2010 to FY2011			
	P.L. 110-161	P.L. 111-80	Admin.	House	Senate	House		Senate	
			Request (Feb. 2010)	H.R. 1	S. Amdt. 149	\$	%	\$	%
Salaries and Expenses (including transfers)	661.7	715.5	730.1	679.7	703.6	-35.8	-5%	-11.9	-2%
RD Under Secretary	0.6	0.9	0.9	0.9	0.9	0.0	0%	0.0	0%
Subtotal	2,334.0	2,934.3	2,683.1	2,276.0	2,700.1	-658.3	-22%	-234.2	-8%
<i>Subtotal, RD Loan Authority^e</i>	<i>16,540.1</i>	<i>24,407.5</i>	<i>21,406.2</i>	<i>na</i>	<i>na</i>	<i>na</i>	<i>na</i>	<i>na</i>	<i>na</i>
Title IV: Domestic Food Programs									
Child Nutrition Programs [§]	13,901.5	16,855.8	18,158.4	17,312.5	17,312.5	+456.7	+3%	+456.7	+3%
WIC Program	6,020.0	7,252.0	7,603.0	6,504.8	6,852.5	-747.2	-10%	-399.5	-6%
Food Stamp Act Programs [§]	39,782.7	58,278.2	68,206.8	70,907.8	70,907.8	+12,629.6	+22%	+12,629.6	+22%
Commodity Assistance Programs	210.3	248.0	249.6	242.0	251.6	-6.0	-2%	+3.6	+1%
Nutrition Programs Admin.	141.7	147.8	172.1	144.8	150.8	-3.0	-2%	+3.0	+2%
Office of Under Secretary	0.6	0.8	0.8	0.8	0.8	0.0	0%	+0.0	0%
Subtotal									
Mandatory	53,683.2	75,128.0	86,360.2	88,220.3[§]	88,220.3[§]	+13,092.3	+17%	+13,092.3	+17%
Discretionary	6,373.6	7,654.6	8,030.5	6,892.4	7,255.8	-762.2	-10%	-398.8	-5%
Subtotal	60,056.8	82,782.6	94,390.7	95,112.7[§]	95,476.1[§]	+12,330.1	+15%	+12,693.5	+15%
Title V: Foreign Assistance									
Foreign Agric. Service	158.4	180.4	258.8	165.4	194.4	-14.9	-8%	+14.0	+8%
Public Law (P.L.) 480	1,213.5	1,692.8	1,692.8	1,005.8	1,692.8	-687.0	-41%	0.0	0%
McGovern- Dole Food for Education	99.3	209.5	209.5	100.0	209.5	-109.5	-52%	0.0	0%
CCC Export Loan Salaries	5.3	6.8	6.9	6.8	6.8	0.0	0%	0.0	0%
Subtotal	1,476.5	2,089.5	2,168.0	1,278.1	2,103.5	-811.4	-39%	+14.0	+1%
Title VI: FDA & Related Agencies									
Food and Drug Administration	1,716.8	2,357.1	2,516.3	2,116.1	2,515.0	-241.0	-10%	+157.9	+7%
Commodity Futures Trading Commission ⁱ	111.3	168.8	261.0	112.0	—	-56.8	-34%	—	—

Agency or Major Program	FY2008	FY2010	FY2011			Change from FY2010 to FY2011			
	P.L. 110-161	P.L. 111-80	Admin.	House	Senate	House		Senate	
			Request (Feb. 2010)	H.R. 1	S. Amdt. 149	\$	%	\$	%
Title VII: General Provisions									
Limit mandatory programs	-335.0	-511.0	-735.0	-924.0	-610.0	-413.0	+81%	-99.0	+19%
Section 32 rescission	-684.0	-52.5	-50.0	—	—	+52.5	-100%	+52.5	-100%
Other provisions	627.9	380.8	6.5	4.0	7.1	-376.8	-99%	-373.7	-98%
Other rescissions & scorekeeping	-1,098.5	-11.0	-110.6	-960.4	-240.5	-949.4	—	-229.5	—
Subtotal	-1,489.5	-193.7	-889.1	-1,880.4	-843.5	-1,686.7	—	-649.8	—
RECAPITULATION:									
I: Agricultural Programs	25,619.9	30,191.6	30,186.9	29,200.7	29,839.4	-990.9	-3%	-352.1	-1%
Mandatory	18,987.0	22,855.4	22,760.0	22,759.1 §	22,759.1 §	-96.3	-0.4%	-96.3	-0.4%
Discretionary	6,632.9	7,336.1	7,426.9	6,441.6	7,080.4	-894.5	-12%	-255.8	-3%
II: Conservation Programs	937.5	1,009.4	967.2	856.9	876.1	-152.5	-15%	-133.3	-13%
III: Rural Development	2,334.0	2,934.3	2,683.1	2,276.0	2,700.1	-658.3	-22%	-234.2	-8%
IV: Domestic Food Programs	60,056.8	82,782.6	94,390.7	95,112.7 §	95,476.1 §	+12,330.1	+15%	+12,693.5	+15%
Mandatory	53,683.2	75,128.0	86,360.2	88,220.3 §	88,220.3 §	+13,092.3	+17%	+13,092.3	+17%
Discretionary	6,373.6	7,654.6	8,030.5	6,892.4	7,255.8	-762.2	-10%	-398.8	-5%
V: Foreign Assistance	1,476.5	2,089.5	2,168.0	1,278.1	2,103.5	-811.4	-39%	+14.0	+1%
VI: FDA	1,716.8	2,357.1	2,516.3	2,116.1	2,515.0	-241.0	-10%	+157.9	+7%
CFTC in Agriculture appropriations ⁱ	111.3	168.8	—	112.0	—	-56.8	-34%	—	—
CFTC in Financial Services appropriations ⁱ	—	—	261.0	—	286.0	—	—	+117.2	+69%
VII: General Provisions	-1,489.5	-193.7	-889.1	-1,880.4	-843.5	-1,686.7	—	-649.8	—
Total in agriculture bill (no adjustment for jurisdiction over CFTC)									
Mandatory	72,670.2	97,983.4	109,120.1	110,979.4 §	110,979.4 §	+12,996.0	+13%	+12,996.0	+13%
Discretionary	18,093.0	23,356.2	22,902.9	18,092.7	21,687.4	-5,263.5	-23%	-1,668.8	-7%
Total	90,763.2	121,339.6	132,023.1	129,072.1 §	132,666.8 §	+7,732.5	+6%	+11,327.2	+9%

Agency or Major Program	FY2008	FY2010	FY2011			Change from FY2010 to FY2011			
	P.L. 110-161	P.L. 111-80	Admin.	House	Senate	House		Senate	
			Request (Feb. 2010)	H.R. 1	S. Amdt. 149	\$	%	\$	%
Totals without CFTC in any columnⁱ									
Discretionary	17,981.7	23,187.4	22,902.9	17,980.7	21,687.4	-5,206.7	-22%	-1,500.0	-6%
Total	90,652.0	121,170.8	132,023.1	128,960.1 §	132,666.8 §	+7,789.3	+6%	+11,496.0	+9%
Totals with CFTC in all columnsⁱ									
Discretionary	18,093.0	23,356.2	23,163.9	18,092.7	21,973.4	-5,263.5	-23%	-1,382.8	-6%
Total	90,763.2	121,339.6	132,284.1	129,072.1 §	132,952.8 §	+7,732.5	+6%	+11,613.2	+10%

Source: CRS, compiled from H.R. 1, and S.Amdt. 149 (unofficial estimates), and P.L. 111-80, P.L. 110-161, S. Rept. 111-221 (for Admin. request), and unpublished appropriations tables.

Notes: na = not available. Does not include supplemental appropriations of \$2.4 billion in FY2008 (\$1.345 billion for foreign assistance, \$695 million for conservation, \$188 million for rural development, and \$5 million each for APHIS, ARS, and OIG), and \$549 million in FY2010 (\$400million for domestic nutrition, \$150 million for foreign assistance, \$31 million for farm loans, \$18 million for forestry assistance, and offset by a \$50 million reduction in BCAP).

- a. Includes offices for Advocacy and Outreach; Chief Financial Officer; Assistant Secretary and Office for Civil Rights; Assistant Secretary for Administration; Hazardous Materials Mgt.; Dept. Administration; Assistant Secretary for Congressional Relations; Office of Communications; General Counsel; Office of Homeland Security.
- b. Includes four Under Secretary offices: Research, Education and Economics; Marketing and Regulatory Programs; Food Safety; and Farm and Foreign Agriculture.
- c. Includes Dairy Indemnity Program, State Mediation Grants, and Grassroots Source Water Protection Program.
- d. Includes regular FSA salaries and expenses, plus transfers for farm loan program salaries and expenses and farm loan program administrative expenses. However, amounts transferred from the Foreign Agricultural Service for export loans and P.L. 480 administration are included in the originating account.
- e. Loan authority is the amount of loans that can be made or guaranteed with a loan subsidy. Loan authority is not added in the budget authority subtotals or totals.
- f. Commodity Credit Corporation and Federal Crop Insurance Corporation each receive "such sums as necessary." Estimates are used in the appropriations bill reports.
- g. H.R. 1 and S. Amdt. 149 do not specify amounts for mandatory programs, other than stating funds available as necessary; estimates are unofficial estimates.
- h. Includes \$2.021 million for a proposed Office of Ecosystem Services Management.
- i. CFTC is shown in different ways because of jurisdiction differences to make totals comparable.

Reductions in Short-term Continuing Resolutions

Pending final action on a full-year appropriation for FY2011, several short-term continuing resolutions (CRs) have been enacted. Two such CRs in 2011 (P.L. 112-4 and P.L. 112-6) began trimming discretionary appropriations levels. Accounts in the Agriculture appropriations bill have already been reduced from FY2010 appropriated levels by \$532 million (Table 4).

Table 4. Reductions to Agriculture Appropriations in Short-Term CRs

CR and program account	Level allowed		Change from FY2010 to FY2011		
	FY2010 enacted	FY2011 CR	CRs: P.L. 112-4 and P.L. 112-6	H.R. 1	S. Amdt. 149
P.L. 112-4 (2-week CR through March 18)					
Rural broadband loans	29.0	0.0	-29.0	-29.0	-6.6
P.L. 112-6 (3-week CR through April 8)					
Agricultural Research Service: Salaries and Exp. *	1,179.6	1,135.5	-44.1	-114.2	-21.4
Agricultural Research Service: Buildings & Facilities *	70.9	0.0	-70.9	-70.9	-70.9
National Inst. of Food and Agr.: Research and Educ. *	788.2	665.3	-122.9	-140.3	-58.2
National Inst. of Food and Agr.: Extension *	494.9	483.1	-11.8	-41.7	-7.1
Animal & Plant Health Insp. Svc.: Salaries and Exp. *	905.0	880.5	-24.4	-75.0	-20.1
Conservation Operations *	887.6	850.2	-37.4	-51.6	-37.4
Watershed and Flood Prevention Operations *	30.0	0.0	-30.0	-30.0	-30.0
Rural Housing Svc.: Single Family Direct Loans	40.7	70.2	+29.5	29.5	29.5
Rural Housing Svc.: Single Family Guaranteed Loans	172.8	0.0	-172.8	-172.8	-172.8
Rural Cooperative Development Grants *	34.9	31.8	-3.1	-4.6	-0.3
10 individual earmarks in FY10 General Provisions *	14.9	0.0	-14.9	-14.9	-14.9
Subset of 12 reductions to agriculture in CRs			-531.8	-715.5	-410.2

Source: CRS, using H.R. 1, and S.Amdt. 149 (unofficial estimates), P.L. 112-4, P.L. 112-6, and P.L. 111-80.

Note: An asterisk (*) notes reductions in the CR corresponding to the amount of earmarks in the FY2010 appropriation. Reductions in H.R. 1 and S. Amdt. 149 may be different.

Most of the reductions have been targeted to accounts that had earmarks in FY2010 and are noted in the table with an asterisk (*). Regardless of these reductions, however, FY2010 earmarks are not continued and “have no legal effect” as discussed in the section on earmarks. Moreover, reductions in the CR may be only part of the reduction envisioned in H.R. 1 and already more than the reduction that S. Amdt. 149 proposed.

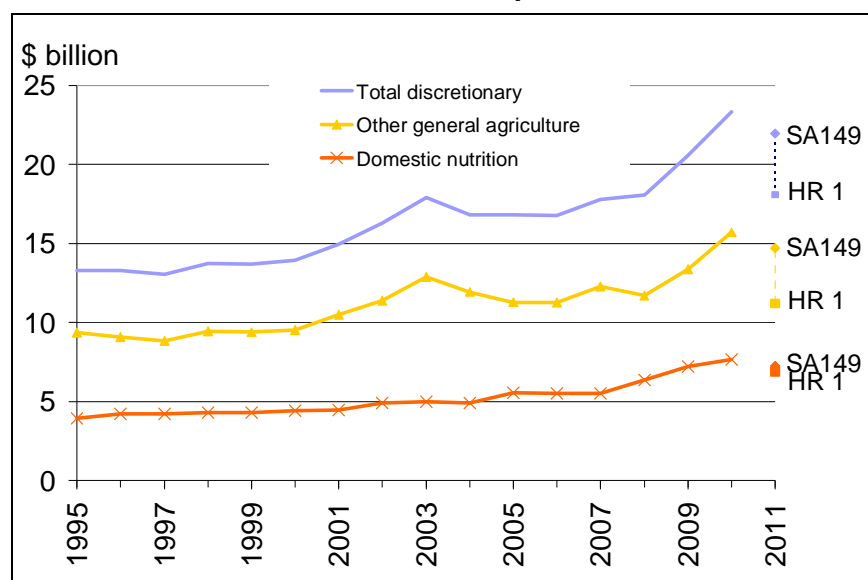
Other accounts are reduced because of policy issues. For example, funding for rural broadband is eliminated, as was envisioned in H.R. 1, and partially reduced in S. Amdt. 149. Budget authority for rural housing guaranteed loans also is eliminated, though not to reduce the program, but because the program is now self-funding after higher fees are being charged to banks (sec. 102 in P.L. 111-212) and appropriations are not necessary in FY2011. In fact, the CR increases budget authority by for the rural housing *direct* loan program, using the reduction from the guaranteed loan program as an offset.

Historical Trends

Agriculture appropriations have increased in absolute terms for more than the past decade, at least through FY2010. This section of the report puts some of that growth in perspective—by type of funding or purpose, and in relation to inflation and other variables. Graphs in this section show enacted appropriations data from FY1995 through FY2010, and a range of possible outcomes for FY2011 using H.R. 1 and S. Amdt. 149.

Figure 3 shows total discretionary appropriations levels in the Agriculture appropriations bill since FY1995. The total amount is divided between the amount spent on discretionary domestic nutrition assistance programs, and other general agriculture programs. For FY2011, the graph shows how much the reductions in H.R. 1 (to \$18.1 billion) or S.Amdt. 149 (to \$22.0 billion, including CFTC) compare to spending in previous years. The range is more noticeable for the general agricultural programs than for domestic nutrition programs.

Figure 3. Discretionary Agricultural Appropriations, FY1995-FY2010 and FY2011 Proposed



Source: CRS. FY2011 pending; H.R. 1 and S. Amdt. 149 are shown.

Notes: Includes regular annual appropriations only for USDA (except the Forest Service), FDA, and CFTC (regardless of where funded). Fiscal year budget authority. Domestic nutrition programs include WIC, commodity assistance programs, and nutrition programs administration.

Over the past 10 years (FY2000 through FY2010), both total mandatory and total discretionary appropriations in the Agriculture appropriations bill have increased at a 5% average annualized rate (**Table 5**). **Figure 4** shows the total budget authority of the Agriculture appropriations bill divided between mandatory and discretionary spending.

As discussed earlier, domestic nutrition programs are the largest component of spending in the Agriculture appropriations bill (68% of the total in FY2010). **Figure 5** shows the same Agriculture bill total as in **Figure 4**, but divided between domestic nutrition programs and other spending. The share going to domestic nutrition programs generally is increasing, rising from 46% in FY2000-FY2001 to 68% in FY2010. Since FY2000, total nutrition program spending has

increased at an average 9% annual rate, compared to a -1% average annual change in outlays for “other general agriculture” spending (the rest of USDA, including the farm commodity programs but excluding the Forest Service, plus FDA and CFTC). But these changes are sensitive to the time period (e.g., the farm commodity programs were unusually high in 2001 because of supplemental payments to farmers). And much of the steady growth in the nutrition programs is outside the control of the appropriations committees and dependent on economic conditions, benefit formulas, and program participation. Nonetheless, nutrition programs increased faster than non-nutrition spending for the 5-, 10-, and 15-year periods ending in FY2011 (**Table 5**).

Table 5. Agriculture and Related Agencies Appropriations: Recent Trends

(fiscal year budget authority in billions of dollars)

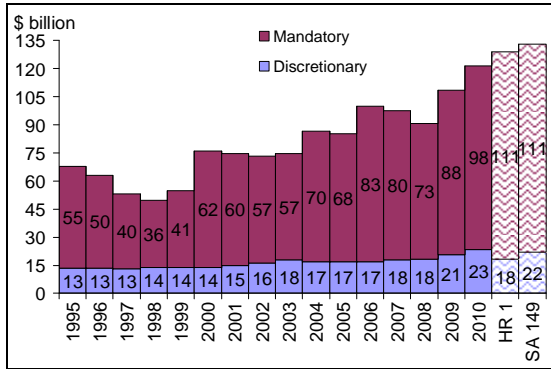
				FY2011		Annualized change from past to FY2010				
	FY2005	FY2009	FY2010	H.R. 1	S.Amdt. 149	FY2009 (1 yr.)	FY2005 (5 yrs.)	FY2000 (10 yrs.)	FY1995 (15 yrs.)	
Total										
Domestic nutrition ^a	52.5	76.2	82.8	95.1	95.5	+9%	+10%	+9%	+5%	
Other general agr. ^b	32.6	32.2	38.6	34.0	37.5	+20%	+3%	-1%	+2%	
Total	85.1	108.4	121.3	129.1	133.0	+12%	+7%	+5%	+4%	
Mandatory										
Domestic nutrition ^a	46.9	68.9	75.1	88.2	88.2	+9%	+10%	+9%	+5%	
Other general agr. ^b	21.4	18.9	22.9	22.8	22.8	+21%	+1%	-3%	+1%	
Total	68.3	87.8	98.0	111.0	111.0	+12%	+7%	+5%	+4%	
Discretionary										
Domestic nutrition ^a	5.6	7.2	7.7	6.9	7.3	+6%	+7%	+6%	+5%	
Other general agr. ^b	11.3	13.4	15.7	11.2	14.7	+17%	+7%	+5%	+4%	
Total	16.8	20.6	23.4	18.1	22.0	+13%	+7%	+5%	+4%	
Percentages of Total										
Mandatory	80%	81%	81%	86%	83%					
Discretionary	20%	19%	19%	14%	17%					
Domestic nutrition ^a	62%	70%	68%	74%	72%					
Other general agr. ^b	38%	30%	32%	26%	28%					

Source: CRS, compiled from annual appropriations tables, and H.R. 1 and S. Amdt. 149 (unofficial estimates).

Notes: Includes regular annual appropriations for all of USDA (except the Forest Service) and the Food and Drug Administration. Excludes supplemental appropriations. Reflects rescissions. For consistency, funding is included for the Commodity Futures Trading Commission, regardless of where it was funded.

- a. The largest domestic nutrition programs are the child nutrition programs, the Supplemental Nutrition Assistance Program (SNAP, formerly food stamps)—both of which are mandatory—and the Supplemental Nutrition Program for Women, Infants, and Children (WIC), which is discretionary.
- b. “Other general agriculture” programs include the rest of USDA (except the Forest Service), FDA, and CFTC. Within that group, mandatory programs include the farm commodity programs, crop insurance, and some conservation and foreign aid/trade programs.

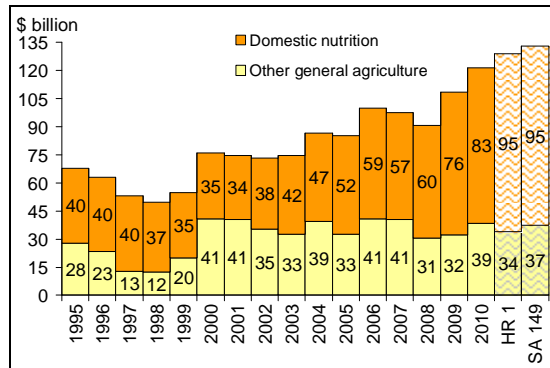
Figure 4. Agriculture Appropriations: Mandatory vs. Discretionary



Source: CRS. FY2011 pending; H.R. 1 and S. Amdt. 149 are shown.

Notes: Includes regular annual appropriations only for USDA (except the Forest Service), FDA, and CFTC (regardless of where funded). Fiscal year budget authority.

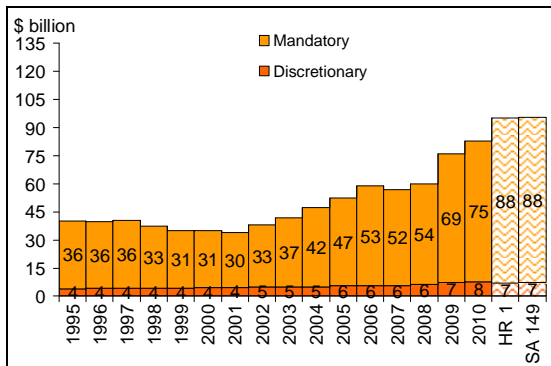
Figure 5. Agriculture Appropriations: Domestic Nutrition vs. Other General Agriculture



Source: CRS. FY2011 pending; H.R. 1 and S. Amdt. 149 are shown.

Notes: The largest domestic nutrition programs are the child nutrition programs, SNAP (food stamps), and WIC. “Other” includes the rest of USDA (except the Forest Service), FDA, and CFTC.

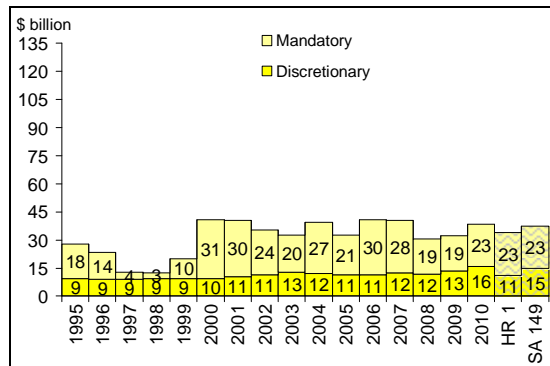
Figure 6. Domestic Nutrition Programs in Agriculture Appropriations: Mandatory vs. Discretionary



Source: CRS. FY2011 pending; H.R. 1 and S. Amdt. 149 are shown.

Notes: Mandatory nutrition programs include SNAP (food stamps) and the child nutrition programs. WIC is the largest discretionary nutrition program.

Figure 7. Other General Agriculture Programs in Agriculture Appropriations: Mandatory vs. Discretionary



Source: CRS. FY2011 pending; H.R. 1 and S. Amdt. 149 are shown.

Notes: Includes all of USDA except nutrition and Forest Service, and FDA and CFTC. Mandatory includes the farm commodity programs, crop insurance, conservation, and trade programs.

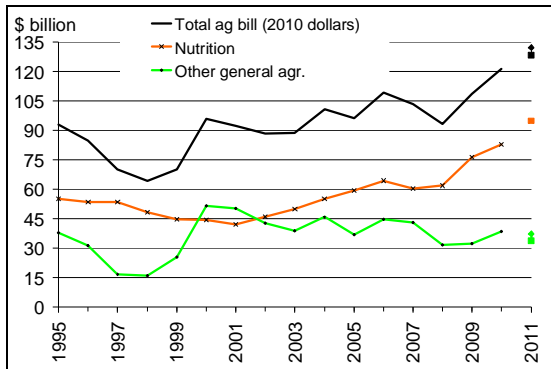
Most nutrition program spending is mandatory spending, primarily in the Supplemental Nutrition Assistance Program (SNAP, formerly food stamps) and child nutrition (school lunch). **Figure 6** takes the orange-colored bars from **Figure 5** (total domestic nutrition programs) and divides them into mandatory and discretionary. Over the past 10 years, mandatory nutrition spending rose at an average rate of 9% per year, while discretionary nutrition increased at an average of 6% per year.

Spending on “other general agriculture” programs is more evenly divided between mandatory and discretionary spending, more variable over time, and generally changing at a slower rate than domestic nutrition spending. **Figure 7** divides the yellow-colored bars in **Figure 5** into mandatory

and discretionary. This subtotal of mandatory spending has shown a -3% average annual change over 10 years, and +1% per year over 15 years, primarily because of market prices and policies in the farm commodity programs. Discretionary spending on this component—arguably where appropriators have the most control—has grown at a 7% annual rate since 2005, but at slower 5% and 4% annual rates over the 10- and 15-year periods, respectively (Figure 7).

The Agriculture appropriations totals can also be viewed in inflation-adjusted terms and in comparison to other economic variables (Figure 8 through Figure 11).

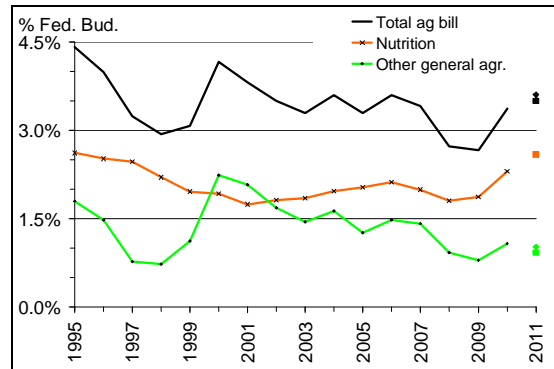
Figure 8. Agriculture Appropriations in Constant (Inflation-adjusted) 2010 Dollars



Source: CRS. FY2011 pending; H.R. 1 and S. Amdt. 149 are shown.

Notes: Adjusted using the GDP Price Deflator from the Bureau of Economic Analysis, National Income and Product Accounts, Table I.1.9.

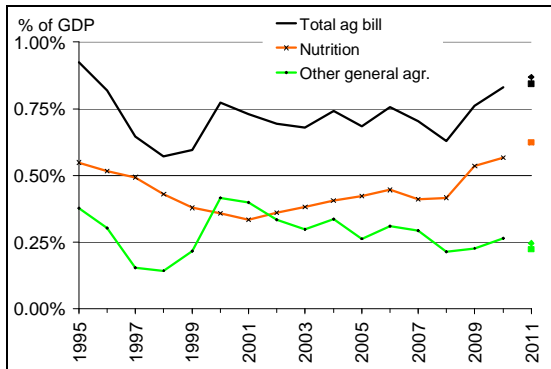
Figure 9. Agriculture Appropriations as a Percentage of Total Federal Budget Authority



Source: CRS. FY2011 pending; H.R. 1 and S. Amdt. 149 are shown.

Notes: Total federal budget authority is from the FY2010 President's Budget, *Historical Tables*, Table 5.

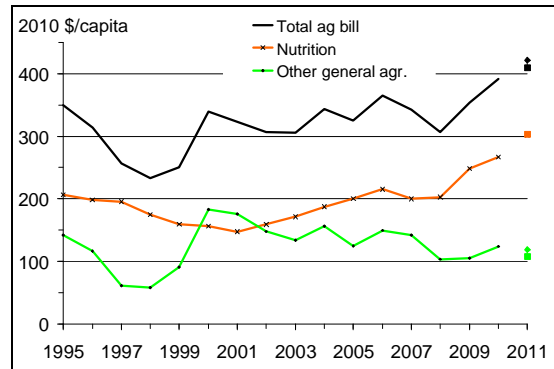
Figure 10. Agriculture Appropriations as a Percentage of GDP



Source: CRS. FY2011 pending; H.R. 1 and S. Amdt. 149 are shown.

Notes: Gross domestic product (GDP) is from the President's Budget, *Historical Tables*, Table 10.1.

Figure 11. Agriculture Appropriations per Capita of U.S. Population



Source: CRS. FY2011 pending; H.R. 1 and S. Amdt. 149 are shown.

Notes: Population figures from U.S. Census Bureau, National Estimates and Projections (published in *Statistical Abstract of the United States*).

If the general level of inflation is subtracted, total Agriculture appropriations still have experienced positive “real” growth—that is, growth above the rate of inflation. The total of the

annual bill has increased at an average annual 2% real rate over the past 10 years (**Figure 8**). Within that total, nutrition programs have increased at a higher average annual real rate of 6%, while other general agriculture programs had a -3% average annual real change over 10 years.

Comparing Agriculture appropriations to the entire federal budget authority, the Agriculture bill's share has declined from 4.4% of the federal budget in FY1995 to 2.7% in FY2009, before rising again to 3.4% in FY2010 (**Figure 9**). The share of the federal budget for nutrition programs has declined (from 2.5% in FY1995 to 1.8% in FY2008), although the increase in FY2010 returns the share (2.3%) to levels last seen in FY1997. The share for the other agriculture programs also has declined from 1.8% in FY1995 and 2.1% in FY2001, to about 1.1% in FY2011.¹⁶

As a percentage of gross domestic product (GDP), Agriculture appropriations have been fairly steady at just under 0.75% of GDP from FY2000-FY2009, but have risen to nearly 0.85% of GDP in FY2010 (**Figure 10**). Nutrition programs have been rising as a percentage of GDP since FY2000 (0.36% in FY2000 to 0.57% in FY2010), while non-nutrition agricultural programs have been declining (0.42% in FY2000 to 0.26% in FY2010).

Finally, on a per capita basis, inflation-adjusted total Agriculture appropriations have risen slightly over the past 10 to 15 years (**Figure 11**). Nutrition programs have risen more steadily on a per capita basis, while the non-nutrition "other" agricultural programs have been more steady over a 15-year period and declining over a 10-year period.

Limits on Mandatory Program Spending

In recent years, appropriators have placed limitations on mandatory spending that was authorized in the farm bill. These limitations are also known as CHIMPS, "changes in mandatory program spending." Mandatory programs usually are not part of the annual appropriations process since the authorizing committees set the eligibility rules and payment formulas in multi-year authorizing legislation (such as the 2008 farm bill). Funding for mandatory programs usually is assumed to be available based on the authorization without appropriations action.

Passage of a new farm bill in 2008 made more mandatory funds available for programs that appropriators or the Administration may want to reduce, either because of policy preferences or jurisdictional issues between authorizers and appropriators.

Historically, decisions over expenditures are assumed to rest with the appropriations committees. The division over who should fund certain agriculture programs—appropriators or authorizers—has roots dating to the 1930s and the creation of the farm commodity programs. Outlays for the farm commodity programs were highly variable, difficult to predict and budget, and based on multi-year programs that resembled entitlements. Thus, a mandatory funding system—the Commodity Credit Corporation (CCC)—was created to remove the unpredictable funding issue from the appropriations process. This separation worked for many decades. But the dynamic changed particularly in the late 1990s and the 2002 farm bill when authorizers began writing farm bills using mandatory funds for programs that typically were discretionary. Appropriators had not funded some of these programs as much as authorizers had desired, and agriculture authorizing committees wrote legislation with the mandatory funding at their discretion. Thus, tension arose

¹⁶ At a more aggregate level, CRS Report RL33074, *Mandatory Spending Since 1962*, and CRS Report RL34424, *Trends in Discretionary Spending*, compare federal spending by various components and against GDP.

over who should fund these typically discretionary activities: authorizers with mandatory funding sources at their disposal, or appropriators having standard appropriating authority. Some question whether the CCC, which was created to fund the hard-to-predict farm commodity programs, should be used for programs that are not highly variable and are more often discretionary.¹⁷

The programs affected by these limits include conservation, rural development, bioenergy, and research programs. The limits have not affected the farm commodity programs or the nutrition assistance programs such as food stamps, both of which are generally accepted by appropriators as legitimate mandatory programs.

Table 6. Reductions in Mandatory Programs in FY2010 and FY2011

(dollars in millions)

Mandatory programs (in 2008 farm bill)	Farm bill authoriza- tion avail. in FY2011	FY2010		FY2011	
		P.L. 111- 80	Admin. Request	H.R. 1	S. Amdt. 149
Conservation programs					
Environmental Quality Incentives Program (sec. 2501)	1,588	-270	-380	-350	-298
Dam Rehabilitation Program (sec. 2803)	165	-165	-165	-165	-165
Wetlands Reserve Program (sec. 2201)	623	—	-142	-119	-30
Farmland Protection Program (sec. 2401)	175	—	-15	—	—
Grasslands Reserve (sec. 2403)	80	—	-14	—	—
Wildlife Habitat Incentive Program (sec. 2602)	85	—	-12	—	—
Agricultural Management Assistance program (sec. 2801)	15	—	-5	—	—
Conservation Stewardship Program (sec. 2301)	872	—	-2	-39	—
Subtotal of 8 conservation programs	3,603	-435	-735	-673	-493
Other					
Fruit and Vegetables in Schools Program (sec. 4304)	150	-76 ^a	—	-117 ^a	-117 ^a
Biomass Crop Assistance Program (sec. 9011)	246 ^b	—	—	-134	—
Total authorization in these 10 mandatory programs	3,999				
Total reduction in mandatory programs		-511	-735	-924	-610

Source: CRS, compiled from H.R. 1, and S.Amdt. 149 (unofficial estimates), P.L. 110-246, CBO data, P.L. 111-80, S. Rept. 111-221 (for Admin. request), and unpublished appropriations tables.

- a. Delays funding from July until October of the same calendar year. This effectively allocates the farm bill's authorization by fiscal year rather than school year—with no reduction in overall support—and results in savings being scored by appropriators.
- b. H.R. 1 would limit BCAP to \$112 million in FY2011, implying \$246 million was available before the \$134 million of reduction was scored.

¹⁷ Summarized from Galen Fountain, Majority Clerk of the Senate Agriculture Appropriations Subcommittee, "Funding Rural Development Programs: Past, Present, and Future," p. 4, at the 2009 USDA Agricultural Outlook Forum, February 22, 2009, at http://www.usda.gov/oce/forum/2009_Speeches/Speeches/Fountain.pdf.

When the appropriators limit mandatory spending, they do not change the authorizing law. Rather, appropriators have put limits on mandatory programs by using appropriations language such as: “None of the funds appropriated or otherwise made available by this or any other Act shall be used to pay the salaries and expenses of personnel to carry out section [...] of Public Law [...] in excess of \$[...].” These provisions usually have appeared in Title VII, General Provisions, of the Agriculture appropriations bill.

For FY2011, H.R. 1 contains \$924 million in reductions from six mandatory programs, and S. Amdt. 149 contains \$610 million in reductions from four mandatory programs. The Administration requested \$735 million in reductions, more than the \$511 million in FY2010 but less than either chamber’s proposal (**Table 6**).

None of these reductions, however, are as large as the reductions during the height of the 2002 farm bill period (2002-2008) that reached \$1.5 billion in FY2006 from a larger suite of programs. Since appropriators had consistently limited various mandatory programs in the 2002 farm bill, authorizers in the agriculture committees chose to reduce or eliminate those programs when savings needed to be scored during budget reconciliation in FY2005. Nonetheless, enactment of the 2008 farm bill—with a host of new and reauthorized mandatory conservation, research, rural development, and bioenergy programs—created new possibilities for appropriators to continue to limit mandatory programs.¹⁸

Earmarks

Congress adopted earmark disclosure rules in 2007 that require appropriations acts to disclose “earmarks and congressionally directed spending items.”¹⁹ The disclosure—self-identified by Congress—includes the agency, project, amount, and requesting Member(s). Prior to FY2008, earmark lists were subject to agency or analyst definitions as to what constituted an earmark.

Earmarks specified in the explanatory statement accompanying the final version of the bill generally are not considered to have the same force of law as if they were in the text of the law itself. But in the past, executive branch agencies usually have followed such directives since, when they testify before Congress, they do not wish to explain why congressional directives were not followed. Beginning in FY2009 appropriations acts, appropriations earmarks became more formal by being incorporated, at least by reference, in the text of the bill.²⁰

For FY2010, Congress disclosed 462 earmarks for Agriculture and Related Agencies, down by 59 earmarks from FY2009 (-11%) and down 161 earmarks (-26%) from FY2008. The total value of these earmarks was \$355.4 million, down 6% from the value in FY2009 and down 12% from the value in FY2008. Agriculture is eighth among the 12 appropriations bills by the number of earmarks, and tenth by the value of earmarks.²¹

¹⁸ For more background on reductions in mandatory programs, see CRS Report R41245, *Reductions in Mandatory Agriculture Program Spending*, by Jim Monke and Megan Stubbs.

¹⁹ For background, see CRS Report RL34462, *House and Senate Procedural Rules Concerning Earmark Disclosure*.

²⁰ For example, the bill text in the enacted FY2009 and FY2010 Agriculture appropriation states, “[\$X for an agency], of which \$Y shall be for the purposes, and in the amounts, specified in the table titled ‘Congressionally-designated Projects’ in the statement of managers to accompany this Act.”

²¹ The number and amount of earmarks in each of the 12 appropriations bills for FY2008 to FY2010—as well as earmarks as a percentage of total appropriations, and a delineation of Presidential vs. Members-only earmarks—is (continued...)

Three USDA agencies—the Agricultural Research Service (ARS), the National Institute of Food and Agriculture (NIFA), and the Natural Resources Conservation Service (NRCS)—account for nearly 90% of the earmarks for Agriculture and Related Agencies. The number of earmarks has declined steadily since FY2008 for agriculture, and the value of earmarks has generally declined also. The median FY2010 project size was \$422,500.

For FY2011, the short-term continuing resolutions have cancelled the effect of the FY2010 earmarks; that is, in the language of the continuing resolutions, FY2010 earmarks “have no legal effect.”²² This statement is true regardless of the FY2011 funding available to an agency or program that administered the earmarks. All of the agricultural programs with earmarks in FY2010 were reduced in the last short-term CR (P.L. 112-6) by the amount of FY2010 earmarks (that is, many of the reductions listed in **Table 4** correspond to the amount of FY2010 earmarks).

Although the FY2010 disclosure lists were printed in the explanatory statements and thus alone would not have the force of law, the FY2010 appropriations acts incorporated the earmarks into the law by specific reference.²³ The “no legal effect” language in the CRs makes all of the earmarks nonbinding (nonstatutory) in FY2011; agencies are not legally required to continue to fund earmarks, regardless whether funding was reduced. Nonetheless, agencies retain discretion to allocate funding under regular program rules, and could decide to fund projects that received earmarks in FY2010—not necessarily because of earmark instructions, but for other criteria.

Selected USDA Programs

The following tables compare the effect of H.R. 1 and S. Amdt. 149 within three USDA mission areas for which additional information was available beyond the agency level shown in **Table 3**. These include the agricultural research mission area, farm loan programs, and rural development.

(...continued)

available in CRS Report R40976, *Earmarks Disclosed by Congress: FY2008-FY2010 Regular Appropriations Bills*, by Carol Hardy Vincent and Jim Monke.

²² Sec. 168 [of P.L. 111-242, as amended by P.L. 112-4]. “Any language specifying an earmark in an appropriations Act for fiscal year 2010, or in a committee report or joint explanatory statement accompanying such an Act, shall have no legal effect with respect to funds appropriated by this Act. For purposes of this section, the term ‘earmark’ means a congressional earmark or congressionally directed spending item, as defined in clause 9(e) of rule XXI of the Rules of the House of Representatives and paragraph 5(a) of rule XLIV of the Standing Rules of the Senate.”

²³ For example, an appropriations bill would state an amount for an agency, followed by, “of which \$X shall be for the purposes, and in the amounts, specified in the table titled ‘Congressionally Designated Projects’ in the statement of managers to accompany this Act.” This incorporation by reference began in FY2009 and was a congressional response to a George W. Bush Administration policy (Executive Order 13457) that agencies should not honor earmarks that were not in the text of the bill (see CRS Report RL34648, *Bush Administration Policy Regarding Congressionally Originated Earmarks: An Overview*).

Table 7. Research, Education and Economics Appropriations, FY2010-FY2011
(budget authority in millions of dollars)

	FY2010		FY2011		Change from FY2010 to FY2011			
	P.L. 111-80	Admin. Request	H.R. 1	S. Amdt. 149	House		Senate	
					\$	%	\$	%
Agricultural Research Service	1,250.5	1,199.7	1,065.4	1,158.2	-185.1	-15%	-92.3	-7%
National Institute of Food and Agriculture (NIFA)								
Research and Education	788.2	838.7	648.0	730.0	-140.3	-18%	-58.2	-7%
Extension	494.9	479.2	453.3	487.8	-41.7	-8%	-7.1	-1%
Integrated Activities	60.0	24.9	24.9	50.2	-35.1	-58%	-9.8	-16%
Subtotal, NIFA	1,343.2	1,342.8	1,126.1	1,268.0	-217.1	-16%	-75.2	-6%
Economic Research Service	82.5	87.2	79.5	82.5	-3.0	-4%	0.0	0%
National Agric. Statistics Service	161.8	164.7	151.6	156.8	-10.3	-6%	-5.1	-3%
Total: Research, Education, and Economics mission areas	2,838.0	2,794.4	2,422.6	2,665.5	-415.5	-15%	-172.6	-6%

Source: CRS, compiled from H.R. 1, and S.Amdt. 149 (unofficial estimates), P.L. 111-80, S. Rept. 111-221 (for Admin. request), and unpublished appropriations tables.

Table 8. USDA Farm Loans: Budget and Loan Authority, FY2010-FY2011

(dollars in millions)

FSA Farm Loan Program	FY2010				FY2011				Change from Regular FY2010 to FY2011	
	Regular Appropriation P.L. 111-80		Supplemental Appropriation (P.L. 111-212)		House H.R. 1		Senate S. Amdt. 149		H.R. 1	S. Amdt. 149
	Budget Authority	Loan Authority	Budget Authority	Loan Authority	Budget Authority	Loan Authority	Budget Authority	Loan Authority	Loan Authority	Loan Authority
Farm ownership loans										
Direct	27	650	—	—	33	475	33	475	-175	-175
Guaranteed	6	1,500	1	300	6	1,500	6	1,500	0	0
Farm operating loans										
Direct	47	1,000	17	350	55	900	58	950	-100	-50
Guaranteed (unsubsidized)	35	1,500	6	250	35	1,500	35	1,500	0	0
Guaranteed (interest assistance)	24	170	7	50	20	144	20	144	-26	-26
Conservation loans										
Direct	1.1	75	—	—	0	0	0	0	-75	-75
Guaranteed	0.3	75	—	—	0	0	0	0	-75	-75
Indian tribe land acquisition	0	4	—	—	0	0	0	4	-4	0
Indian highly fractured land loans	0.8	10	—	—	0	0	0.2	10	-10	0
Boll weevil eradication loans	0	100	—	—	0	100	0	100	0	0
Subtotal, FSA Farm Loan Program	141	5,084	31	950	148	4,619	151	4,683	-465	-401
Salaries and expenses	313	—	—	—	306	—	313	—	—	—
Administrative expenses	8	—	1	—	13	—	8	—	—	—
Total, FSA Farm Loan Program	462	5,084	32	950	466	4,619	472	4,683	-465	-401

Source: CRS, compiled from H.R. 1, and S.Amdt. 149 (unofficial estimates), P.L. 111-80, P.L. 111-212, and unpublished appropriations tables.

Notes: Budget authority reflects the cost of making loans, such as interest subsidies and default. Loan authority reflects the amount of loans that FSA may make or guarantee.

Table 9. Rural Housing Service Appropriations, FY2010-FY2011

(budget authority in millions of dollars)

Program	FY2010		FY2011		Change from FY2010 to FY2011			
	P.L. 111-80	Admin. Request	H.R. 1	S. Amdt. 149	House		Senate	
					\$	%	\$	%
Rural Housing Insurance Fund (RHIF) programs								
Administrative expenses (transfer)	468.6	454.4	454.4	458.3	-14.2	-3%	-10.3	-2%
Single family direct loans (sec. 502)	40.7	75.1	70.2	70.2	+29.5	+72%	+29.5	+72%
<i>Loan authority</i>	1,121.5	1,200.0	1,121.5	1,121.5	0.0	0%	0.0	0%
Single family guaranteed loans	172.8	0.0 ^a	0.0 ^a	0.0 ^a	-172.8	-100%	-172.8	-100%
<i>Loan authority</i>	12,000.0	12,000.0	12,000.0	24,000.0	0.0	0%	+12,000.0	+100%
Other RHIF programs ^b	25.4	52.2	43.5	30.4	+18.1	+71%	+5.0	+20%
<i>Loan authority</i>	254.5	279.8	254.1	129.7	-0.4	0%	-124.8	-49%
Subtotal, RHIF	707.5	581.7	568.1	558.9	-139.4	-20%	-148.6	-21%
<i>Loan authority</i>	13,376.0	13,479.8	13,375.6	25,251.2	-0.4	0%	+11,875.2	+89%
Other housing programs								
Rental assistance (sec. 521)	968.6	959.6	950.6	953.7	-18.0	-2%	-14.9	-2%
Other rental assistance ^c	11.4	6.0	5.0	11.0	-6.4	-56%	-0.4	-4%
Multifamily housing revitalization	43.2	18.0	16.4	40.8	-26.8	-62%	-2.4	-6%
Mutual & self-help housing grants	41.9	37.0	37.0	37.0	-4.9	-12%	-4.9	-12%
Rural housing assistance grants	45.5	40.4	40.4	40.4	-5.1	-11%	-5.1	-11%
Farm labor housing: Grants	9.9	9.9	9.9	9.9	0.0	0%	0.0	0%
Farm labor housing: Loan subsidy	9.9	10.5	9.9	9.9	0.0	0%	0.0	0%
<i>Loan authority</i>	27.3	27.3	27.3	27.3	0.0	0%	0.0	0%
Rural Community Facilities Program								
Community Facilities: Grants	20.4	29.6	20.4	20.4	0.0	0%	0.0	0%
Community Facilities: Direct loans	3.9	3.9	3.9	3.9	0.0	0%	0.0	0%
<i>Loan authority</i>	295.0	295.0	295.0	295.0	0.0	0%	0.0	0%
Community Facilities: Guarantees	6.6	8.2	6.6	6.6	0.0	0%	0.0	0%
<i>Loan authority</i>	206.4	206.4	206.4	206.4	0.0	0%	0.0	0%
Rural community dev. initiative	6.3	0.0	0.0	6.3	-6.3	-100%	0.0	0%
Economic impact initiative grants	13.9	0.0	0.0	7.0	-13.9	-100%	-6.9	-50%
Tribal college grants	4.0	0.0	0.0	4.0	-4.0	-100%	0.0	0%
Subtotal, Rural Comm. Facil.	55.0	41.7	32.5	48.1	-22.5	-41%	-6.9	-13%
<i>Loan authority</i>	501.4	501.4	501.4	501.4	0.0	0%	0.0	0%

Program	FY2010		FY2011		Change from FY2010 to FY2011			
	P.L. 111-80	Admin. Request	H.R. 1	S. Amdt. 149	House		Senate	
					\$	%	\$	%
Total, Rural Housing Service (Table 3)								
Budget authority	1,892.8	1,704.8	1,669.7	1,709.6	-223.1	-12%	-183.2	-10%
Less transfer of salaries & exp.	-468.6	-454.4	-454.4	-458.3	+14.2	-3%	+10.3	-2%
Total, Rural Housing Service	1,424.2	1,250.4	1,215.3	1,251.3	-208.9	-15%	-172.9	-12%
Loan authority	13,904.7	14,008.6	13,904.3	25,779.9	-0.4	0%	+11,875.2	+85%

Source: CRS, compiled from H.R. 1, and S.Amdt. 149 (unofficial estimates), P.L. 111-80, S. Rept. 111-221 (for Admin. request), and unpublished appropriations tables.

Notes: Loan authority is the amount of loans that can be made and is not added to budget authority totals.

- a. The defunding of appropriations for this loan guarantee program does not reflect a reduction in loan authority. It became self-funding in 2010 after enactment of higher loan guarantee fees being charged to banks (sec. 102 of P.L. 111-212)
- b. Includes Sec. 504 housing repair, Sec. 515 rental housing, Sec. 524 site loans, Sec. 538 multi-family housing guarantees, single and multi-family housing credit sales, and Sec. 523 self-help housing land development,
- c. Sec. 502(c)(5)(D) eligible households, Sec. 515 new construction, and farm labor housing new construction.

Table 10. Rural Business-Cooperative Service Appropriations, FY2010-FY2011

(budget authority in millions of dollars)

Program	FY2010	FY2011			Change from FY2010 to FY2011			
	P.L. 111-80	Admin. Request	H.R. 1	S. Amdt. 149	House		Senate	
					\$	%	\$	%
Rural Business Program Account	97.1	81.5	84.5	89.2	-12.6	-13%	-7.9	-8%
Guaranteed Business & Ind. Loans	52.9	40.3	na	na	na	na	na	na
<i>Loan authority</i>	993.0	942.0	na	na	na	na	na	na
Rural business enterprise grants	38.7	38.7	na	na	na	na	na	na
Rural business opportunity grants	2.5	2.5	na	na	na	na	na	na
Delta regional authority grants	3.0	0.0	3.0	3.0	0.0	0%	0.0	0%
Rural Development Loan Fund Program								
Administrative expenses (transfer)	4.9	5.0	4.9	4.9	0.0	0%	0.0	0%
Loan subsidy	8.5	14.0	8.5	8.5	0.0	0%	0.0	0%
<i>Loan authority</i>	33.5	36.4	21.9	21.9	-11.6	-35%	-11.6	-35%
Rural Econ. Dev.: <i>Loan authority</i>	33.1	33.1	21.9	21.9	-11.1	-34%	-11.1	-34%
Rural cooperative development grants	34.9	40.1	30.3	34.6	-4.6	-13%	-0.3	-1%
Rural Microenterprise Inv.: Grants	2.5	0.9	1.7	0.0	-0.8	-32%	-2.5	-100%
Loan subsidy	2.5	6.9	1.7	0.0	-0.8	-32%	-2.5	-100%
<i>Loan authority</i>	11.8	23.5	na	na	na	na	na	na
Rural Energy for America: Grants	19.7	34.0	19.7	19.7	0.0	0%	0.0	0%
Loan subsidy	19.7	5.3	5.3	5.3	-14.3	-73%	-14.3	-73%
<i>Loan authority</i>	144.2	11.5	na	na	na	na	na	na
Biorefinery Assistance: Loan subsidy	0.0	17.3	0.0	0.0	0.0		0.0	
<i>Loan authority</i>	0.0	49.9	0.0	0.0	0.0		0.0	
Total, Rural Business-Cooperative Service (Table 3)								
Budget authority	189.7	205.0	156.5	162.1	-33.2	-17%	-27.6	-15%
Less transfer salaries & exp.	-4.9	-5.0	-4.9	-4.9	0.0	0%	0.0	0%
Rescission: cushion of credit	-44.5	-103.0	-207.0	-44.5	-162.5	+365%	0.0	0%
Total, Rural Bus.-Coop Svc.	140.3	97.0	-55.4	112.7	-195.7	-139%	-27.6	-20%
<i>Loan authority</i>	<i>1,215.7</i>	<i>1,096.3</i>	<i>na</i>	<i>na</i>	<i>na</i>	<i>na</i>	<i>na</i>	<i>na</i>

Source: CRS, compiled from H.R. 1, and S.Amdt. 149 (unofficial estimates), P.L. 111-80, S. Rept. 111-221 (for Admin. request), and unpublished appropriations tables.

Notes: Loan authority is the amount of loans that can be made and is not added to budget authority totals.

Table 11. Rural Utilities Service Appropriations, FY2010-FY2011

(budget authority in millions of dollars)

Program	FY2010		FY2011			Change from FY2010 to FY2011			
	P.L. 111-80	Admin. Request	H.R. 1	S. Amdt. 149	House		Senate		
					\$	%	\$	%	
Rural Water and Waste Disposal Program									
Loan subsidy and grants	568.7	534.4	405.6	556.2	-163.2	-29%	-12.5	-2%	
<i>Direct loan authority</i>	1,022.2	1,036.3	na	na	na	na	na	na	
<i>Guaranteed loan authority</i>	75.0	75.0	na	na	na	na	na	na	
Rural Electric and Telecommunication Loans									
Administrative expenses (transfer)	40.0	38.4	38.4	38.4	-1.6	-4%	-1.6	-4%	
<i>Telecommunication loan authority</i>	690.0	690.0	na	na	na	na	na	na	
<i>Electricity loan authority</i>	7,100.0	4,100.0	na	na	na	na	na	na	
Distance Learning, Telemedicine, Broadband									
Distance learning and telemedicine	37.8	30.0	16.6	35.0	-21.2	-56%	-2.8	-7%	
Broadband: Grants	18.0	18.0	13.4	18.0	-4.6	-26%	0.0	0%	
Broadband: Direct loan subsidy	29.0	22.3	0.0	22.3	-29.0	-100%	-6.6	-23%	
<i>Direct loan authority</i>	400.0	400.0	0.0	na	-400.0	-100%	na	na	
Subtotal, Rural Utilities Service (Table 3)									
Budget authority	693.4	643.1	473.9	669.9	-219.4	-32%	-23.5	-3%	
Less transfer salaries & exp.	-40.0	-38.4	-38.4	-38.4	+1.6	-4%	+1.6	-4%	
Total, Rural Utilities Service	653.4	604.7	435.6	631.5	-217.9	-33%	-21.9	-3%	
<i>Loan authority</i>	<i>9,287.2</i>	<i>6,301.3</i>	<i>na</i>	<i>na</i>	<i>na</i>	<i>na</i>	<i>na</i>	<i>na</i>	

Source: CRS, compiled from H.R. 1, and S.Amdt. 149 (unofficial estimates), P.L. 111-80, S. Rept. 111-221 (for Admin. request), and unpublished appropriations tables.

Notes: Loan authority is the amount of loans that can be made and is not added to budget authority totals.

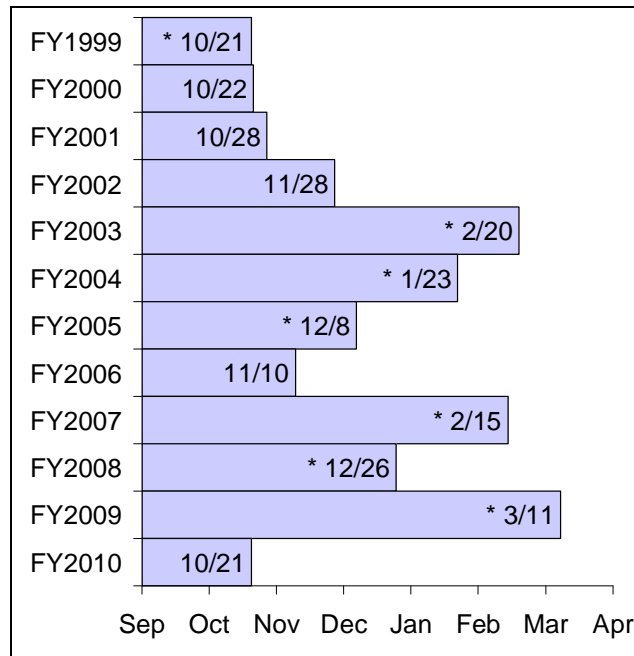
Appendix.

Table A-I. Timeline of Enactment of Agriculture Appropriations, FY1999-FY2011

Fiscal Year	House-passed	Senate-passed	Enacted	Appropriations vehicle	Public Law	CRS Report
1999	6/24/1998	7/16/1998	10/21/1998	Omnibus	P.L. 105-277	98-201
2000	6/8/1999	8/4/1999	10/22/1999	Agriculture	P.L. 106-78	RL30201
2001	7/11/2000	7/20/2000	10/28/2000	Agriculture	P.L. 106-387	RL30501
2002	7/11/2001	10/25/2001	11/28/2001	Agriculture	P.L. 107-76	RL31001
2003	—	—	2/20/2003	Omnibus	P.L. 108-7	RL31301
2004	7/14/2003	11/6/2003	1/23/2004	Omnibus	P.L. 108-199	RL31801
2005	7/13/2004	—	12/8/2004	Omnibus	P.L. 108-447	RL32301
2006	6/8/2005	9/22/2005	11/10/2005	Agriculture	P.L. 109-97	RL32904
2007	5/23/2006	—	2/15/2007	Year-long CR	P.L. 110-5	RL33412
2008	8/2/2007	—	12/26/2007	Omnibus	P.L. 110-161	RL34132
2009	—	—	3/11/2009	Omnibus	P.L. 111-8	R40000
2010	7/9/2009	8/4/2009	10/21/2009	Agriculture	P.L. 111-80	R40721
2011	—	—	—	—	—	—

Source: CRS.

Figure A-I. Timeline of Enactment of Agriculture Appropriations, FY1999-FY2010



Source: CRS.

Notes: An asterisk (*) denotes an omnibus appropriation. FY2007 was a year-long continuing resolution.

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