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Agriculture and Related Agencies: FY2011 Appropriations

Updated July 29, 2011

Congressional Research Service
https://crsreports.congress.gov
R41475

CRS REPORT
Prepared for Members and
Committees of Congress

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.

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 have made $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.

On April 15, 2011, a final, full-year continuing resolution was enacted as Division B of the Department of Defense appropriation, P.L. 112-10. Seven short-term continuing resolutions (CRs) were enacted in between, some with spending reductions, to prevent a government shutdown before the final agreement was reached for the full-year continuing resolution.

P.L. 112-10 provides $19.9 billion of discretionary funding for Agriculture appropriations, a 15% reduction (-$3.4 billion) from FY2010 levels. Mandatory appropriations for farm programs and domestic nutrition increased a net 7% to $105.1 billion. Thus, the total Agriculture appropriation (mandatory plus discretionary) for FY2011 is $125.0 billion, 3% greater than FY2010.

Discretionary agriculture-related programs fell to $6.89 billion, 6% below FY2010; discretionary conservation programs fell to $889 million, 12% below FY2010; rural development fell to $2.64 billion, 11% below FY2010; discretionary nutrition assistance fell to $7.13 billion, 7% below FY2010; and foreign assistance fell to $1.89 billion, 9% below FY2010. FDA increased to $2.46 billion, 4% above FY2010, and CFTC increased to $202 million, 20% above FY2010.

Cuts to individual agricultural agencies' operating budgets would have been even bigger had it not been for usually large amounts of rescissions of unobligated prior-year balances and limitations on mandatory farm bill programs. Of the $3.4 billion total reduction in discretionary appropriations from FY2010, about half of the cut was the increase in the amount of rescissions and farm bill limitations.

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

USDA's budget authority for FY2010 was $126.6 billion, before 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]

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

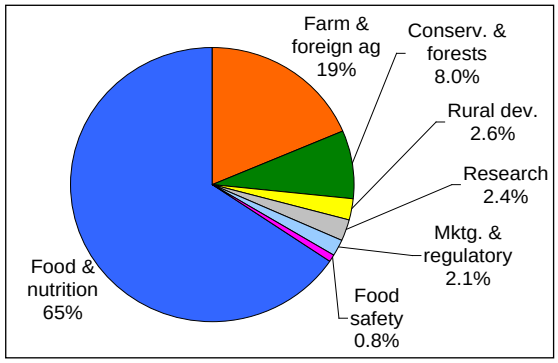
[2] Ibid., at pp. 134-135.

[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.

Figure 1. USDA Budget Authority, FY2010

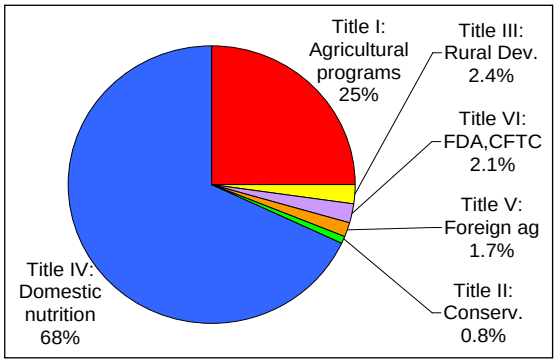
($126.6 billion, excluding supplementals)



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

- Foreign agricultural assistance is a separate title in the appropriations bill (Title V in **Figure 2**). Foreign assistance is joined with domestic farm support in USDA's "farm and foreign agriculture" mission area (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 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

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

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. In the 112th Congress, a full-year continuing resolution (P.L. 112-10) was enacted with many line-item changes on April 15, 2011. **Table 1** summarizes the steps in the passage of the bill in each chamber.

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 Voice vote	July 2010 Polled out[a]	—	—	7/15/10 S. 3606 S.Rept. 111-221 Committee vote 17-12	—	—	—	—	—
112th Congress (2011-12)									
—	—	—	2/19/11 H.R. 1 Vote of 235-189 (passed)	—	3/9/11 S.Amdt. 149 to H.R. 1 Vote 42-58 (failed)	4/11/11 Title II of Division B of H.R. 1473	4/14/11 Vote of 260-167	4/14/11 Vote 81-19	4/15/11 P.L. 112-10

Source: CRS.

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

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 used 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.

House Action

On April 11, 2011, the House passed H.R. 1473, a Defense appropriation and full-year continuing resolution for the other 11 appropriations bills (vote of 260-167, **Table 1**).

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). The bill was introduced on February 11, going directly to the floor without formal committee or subcommittee markup.

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 chairwoman[6] and a funding table of discretionary appropriations at the agency level.[7]

Senate Action

On April 14, 2011, the Senate passed H.R. 1473 (vote of 81-19). The President signed the bill on April 15, 2011 (P.L. 112-10).

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.

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

Seven short-term continuing resolutions were enacted after October 1, 2010, to continue funding the government before the final agreement was reached: 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), P.L. 112-6 (through April 8, 2011), and P.L. 112-8 (through April 15, 2011).

The continuing resolutions covered 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 fifth and sixth CRs, though, began trimming discretionary appropriations levels. Across all 12 appropriations bills, these two CRs cut $10 billion from selected accounts, on an annualized

[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.

[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.

basis, from FY2010 appropriated levels at a rate of $2 billion per week.[10] For Agriculture accounts, these two CRs reduced FY2010 appropriated levels by $532 million (**Table 4**), mostly though not exclusively targeted to accounts that had earmarks in FY2010 (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,[11] but sometimes in a limited way that makes operations more restricted than might otherwise occur when continuing last year's funding levels.[12]

Detailed Funding Levels

FY2011 Funding Summary

Administration Request

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.[13] For mandatory amounts, the Administration requested $109.1 billion, 11% more than FY2010.[14] The increase in mandatory spending was 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 was $336 million more than the FY2010 adjusted total (+1.5%).

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[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; 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.

[11] 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.

[12] 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.

[13] 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.

[14] 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.

Full-Year Continuing Resolution

P.L. 112-10 provided $19.9 billion in discretionary appropriations for accounts in the Agriculture appropriations bill, resulting in a $3.4 billion reduction from FY2010 levels (-15%) (**Table 2**). Discretionary agriculture-related programs fell to $6.89 billion, 6% below FY2010; discretionary conservation programs fell to $889 million, 12% below FY2010; rural development fell to $2.64 billion, 11% below FY2010; discretionary nutrition assistance fell to $7.13 billion, 7% below FY2010; and foreign assistance fell to $1.89 billion, 9% below FY2010. CFTC increased to $202 million, 20% above FY2010 (**Table 3**).

Table 2 summarizes the totals of the FY2011 Agriculture appropriations bill by title or broad program. **Table 3** provides more detail within each title by including accounts and agencies. **Table 3** also shows the Administration's request and the Senate-reported bill in the 111th Congress. 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.

Table 2. Agriculture and Related Agencies Appropriations, by Title: FY2008-FY2011
(budget authority in millions of dollars)

	FY2008	FY2010	FY2011			Change from FY2010 to FY2011	
Title in Appropriations Bill	**P.L. 110-161**	**P.L. 111-80**	**House H.R. 1**	**S.Amdt. 149**	**P.L. 112-10**	**$**	**%**
Agricultural Programs	25,620	30,192	29,045	29,684	29,490	-701	-2%
Mandatory	18,987	22,855	22,605	22,605	22,605	-251	-1%
Discretionary	6,633	7,336	6,441	7,079	6,885	-451	-6%
Conservation Programs	938	1,009	857	876	889	-120	-12%
Rural Development	2,334	2,979	2,463	2,726	2,638	-341	-11%
Domestic Food Programs	60,057	82,783	89,419	89,782	89,655	+6,872	+8%
Mandatory	53,683	75,128	82,527	82,527	82,527	+7,399	+10%
Discretionary	6,374	7,655	6,892	7,256	7,128	-526	-7%
Foreign Assistance	1,476	2,089	1,278	2,103	1,891	-198	-9%
FDA	1,717	2,357	2,116	2,515	2,457	+100	+4%
CFTC (if in agriculture bill) [a]	111	169	112				
CFTC (if in financial services bill) [a]				286	202	+33	+20%
General Provisions	-1,490	-238	-2,087	-888	-1,972	-1,734	+728%
Total in Agriculture bill (no adjustment for jurisdiction over CFTC)							
Mandatory	72,670	97,983	105,131	105,131	105,131	+7,148	+7%
Discretionary	**18,093**	**23,356**	**18,072**	**21,668**	**19,918**	**-3,439**	**-15%**
Total	90,763	121,340	123,203	126,799	125,049	+3,709	+3%
Totals without CFTC in any column (Senate basis)[a]							
Discretionary	17,982	23,187	17,960	21,668	19,918	-3,270	-14%
Total	90,652	121,171	123,091	126,799	125,049	+3,878	+3%
Totals with CFTC in all columns (House basis)[a]							
Discretionary	18,093	23,356	18,072	21,954	20,120	-3,236	-14%

	FY2008	FY2010	FY2011			Change from FY2010 to FY2011	
Title in Appropriations Bill	**P.L. 110-161**	**P.L. 111-80**	**House H.R. 1**	**S.Amdt. 149**	**P.L. 112-10**	**$**	**%**
Total	90,763	121,340	123,203	127,085	125,251	+3,912	+3%

Source: CRS, compiled from P.L. 112-10, H.Rept. 112-101, unofficial estimates of H.R. 1 and S.Amdt. 149, P.L. 111-80, P.L. 110-161, and unpublished appropriations tables.

Notes: na = not available. Regular appropriations only; does not include supplemental appropriations of $2.393 billion in FY2008, and $549 million in FY2010.

a. CFTC is shown in different ways because of subcommittee jurisdiction differences between the House and Senate to make totals comparable.

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

(budget authority in millions of dollars)

	FY2008	FY2010	FY2011					Change from FY2010 to FY2011	
Agency or Major Program	**P.L. 110-161**	**P.L. 111-80**	**Admin. Feb. 2010**	**S. 3606 July 2010**	**House H.R. 1**	**S.Amdt. 149**	**P.L. 112-10**	**$**	**%**
Title I: Agricultural Programs									
Offices of Secretary and Chief Economist	15.5	19.3	15.0	19.4	15.1	19.3	17.6	-1.8	-9%
Healthy Food Financing Initiative			35.0	15.0				0.0	
Chief Information Officer	16.2	61.6	63.7	63.7	17.0	61.6	39.9	-21.7	-35%
Office of Inspector General	79.5	88.7	90.3	89.7	80.0	88.7	88.5	-0.2	0%
Buildings, facilities, and rental payments	194.9	293.1	277.9	269.2	259.8	261.6	246.5	-46.6	-16%
Other Departmental administration offices[a]	131.0	164.1	161.8	152.8	138.5	152.5	145.6	-18.5	-11%
Under Secretaries (four offices in Title I)[b]	2.5	3.5	3.6	3.5	3.5	3.5	3.5	0.0	0%
Research, Education and Economics									
Agricultural Research Service	1,167.8	1,250.5	1,199.7	1,260.8	1,065.4	1,158.2	1,133.2	-117.3	-9%
National Institute of Food and Agriculture	1,183.8	1,343.2	1,342.8	1,310.5	1,126.1	1,268.0	1,214.8	-128.4	-10%
Economic Research Service	77.4	82.5	87.2	83.7	79.5	82.5	81.8	-0.7	-1%
National Agricultural Statistics Service	162.2	161.8	164.7	163.7	151.6	156.8	156.4	-5.4	-3%
Marketing and Regulatory Programs									
Animal and Plant Health Inspection Service	867.6	909.7	875.3	931.3	834.7	889.5	866.8	-42.9	-5%
Agric. Marketing Service	114.7	92.5	99.9	99.4	83.0	92.5	87.9	-4.6	-5%
Section 32 (permanent+transfers)	1,169.0	1,320.1	1,220.3	1,220.3	1,065.0	1,065.0	1,065.0	-255.1	-19%
Grain Inspection, Packers & Stockyards	38.5	42.0	44.2	44.2	40.3	42.4	40.3	-1.7	-4%
Food Safety									
Food Safety & Inspection Service	930.1	1,018.5	1,036.9	1,047.2	930.1	1,011.4	1,006.5	-12.0	-1%
Farm and Commodity Programs									

Agency or Major Program	FY2008 P.L. 110-161	FY2010 P.L. 111-80	FY2011 Admin. Feb. 2010	FY2011 S. 3606 July 2010	FY2011 House H.R. 1	FY2011 S.Amdt. 149	FY2011 P.L. 112-10	Change from FY2010 to FY2011 $	Change from FY2010 to FY2011 %
Farm Service Agency: Salaries and Exp.[c]	1,435.2	1,574.9	1,690.8	1,664.4	1,382.1	1,551.1	1,521.2	-53.7	-3%
FSA Farm Loan Program: Subsidy Level	148.6	140.6	150.7	187.5	147.8	151.2	147.7	+7.1	+5%
FSA Farm Loans: Loan Authority[d]	*3,427.6*	*5,083.9*	*4,741.0*	*5,423.9*	*4,619.0*	*4,683.0*	*4,642.0*	*-442.0*	*-9%*
Dairy indemnity, mediation, water protect.[e]	8.2	10.3	5.2	11.2	9.9	9.3	9.3	-1.0	-10%
Risk Management Agency Salaries & Exp.	76.1	80.3	83.1	83.1	77.2	80.3	78.8	-1.5	-2%
Federal Crop Insurance Corporation[f]	4,818.1	6,455.3	7,613.2	7,613.2	7,613.2	7,613.2	7,613.2	+1,158.0	+18%
Commodity Credit Corporation[f]	12,983.0	15,079.2	13,925.6	13,925.6	13,925.6	13,925.6	13,925.6	-1,153.6	-8%
Subtotal									
Mandatory	**18,987.0**	**22,855.4**	**22,760.0**	**22,760.0**	**22,604.7**	**22,604.7**	**22,604.7**	**-250.7**	**-1%**
Discretionary	**6,632.9**	**7,336.1**	**7,426.9**	**7,499.7**	**6,440.7**	**7,079.5**	**6,885.4**	**-450.7**	**-6%**
Subtotal	**25,619.9**	**30,191.6**	**30,186.9**	**30,259.7**	**29,045.4**	**29,684.2**	**29,490.1**	**-701.5**	**-2%**
Title II: Conservation Programs									
Conservation Operations	834.4	887.6	923.7	929.0	836.0	850.2	870.5	-17.1	-2%
Watershed & Flood Prevention	29.8	30.0	0.0	24.4	0.0	0.0	0.0	-30.0	-100%
Watershed Rehabilitation Program	19.9	40.2	40.5	40.5	20.0	0.0	18.0	-22.2	-55%
Resource Conservation & Development	50.7	50.7	0.0	50.7	0.0	25.0	0.0	-50.7	-100%
Under Secretary, Natural Resources	0.7	0.9	2.9 [g]	0.9	0.9	0.9	0.9	0.0	0%
Subtotal	**937.5**	**1,009.4**	**967.2**	**1,045.5**	**856.9**	**876.1**	**889.4**	**-120.1**	**-12%**
Title III: Rural Development									
Rural Housing Service	881.6	1,424.2	1,230.1	1,274.2	1,195.6	1,231.6	1,224.0	-200.2	-14%
RHS Loan Authority[d]	*6,095.4*	*13,904.7*	*13,981.3*	*25,982.8*	*13,904.3*	*25,779.9*	*25,750.7*	*+11,846.0*	*+85%*
Rural Business-Cooperative Service	173.2	184.8	200.0	178.9	151.6	157.2	127.8	-56.9	-31%
RBCS Loan Authority[d]	*1,265.2*	*1,215.7*	*1,096.3*	*1,083.1*	*na*	*na*	*952.2*	*-263.5*	*-22%*

Agency or Major Program	FY2008 P.L. 110-161	FY2010 P.L. 111-80	FY2011 Admin. Feb. 2010	FY2011 S. 3606 July 2010	FY2011 House H.R. 1	FY2011 S.Amdt. 149	FY2011 P.L. 112-10	Change from FY2010 to FY2011 $	Change from FY2010 to FY2011 %
Rural Utilities Service	616.9	653.4	604.7	660.9	435.6	632.2	596.7	-56.7	-9%
RUS Loan Authority[d]	*9,179.5*	*9,287.2*	*6,301.3*	*9,327.2*	*na*	*na*	*9,163.3*	*-123.9*	*-1%*
Salaries and Expenses (including transfers)	661.7	715.5	730.1	735.3	679.7	703.6	688.3	-27.2	-4%
RD Under Secretary	0.6	0.9	0.9	0.9	0.9	0.9	0.9	0.0	0%
Subtotal	**2,334.0**	**2,978.8**	**2,765.7**	**2,850.2**	**2,463.3**	**2,725.5**	**2,637.8**	**-341.0**	**-11%**
Subtotal, RD Loan Authority[d]	***16,540.1***	***24,407.5***	***21,378.9***	***36,393.2***	***na***	***na***	***35,866.1***	***+11,458.6***	***+47%***
Title IV: Domestic Food Programs									
Child Nutrition Programs	13,901.5	16,855.8	18,158.4	18,161.1	17,319.9	17,319.9	17,319.9	+464.1	+3%
WIC Program	6,020.0	7,252.0	7,603.0	7,252.0	6,504.8	6,852.5	6,734.0	-518.0	-7%
Food Stamp Act Programs	39,782.7	58,278.2	68,206.8	68,209.5	65,206.7	65,206.7	65,206.7	+6,928.5	+12%
Commodity Assistance Programs	210.3	248.0	249.6	261.6	242.0	251.6	246.1	-1.9	-1%
Nutrition Programs Administration	141.7	147.8	172.1	166.6	144.8	150.8	147.5	-0.3	0%
Office of Under Secretary	0.6	0.8	0.8	0.8	0.8	0.8	0.8	0.0	0%
Subtotal									
Mandatory	**53,683.2**	**75,128.0**	**86,360.2**	**86,365.7**	**82,526.6**	**82,526.6**	**82,526.6**	**+7,398.6**	**+10%**
Discretionary	**6,373.6**	**7,654.6**	**8,030.5**	**7,686.0**	**6,892.4**	**7,255.8**	**7,128.5**	**-526.1**	**-7%**
Subtotal	**60,056.8**	**82,782.6**	**94,390.7**	**94,051.7**	**89,419.0**	**89,782.4**	**89,655.1**	**+6,872.5**	**+8%**
Title V: Foreign Assistance									
Foreign Agric. Service	158.4	180.4	258.8	219.8	165.4	194.4	185.6	+5.3	+3%
Public Law (P.L.) 480	1,213.5	1,692.8	1,692.8	1,692.8	1,005.8	1,692.8	1,499.8	-193.0	-11%
McGovern-Dole Food for Education	99.3	209.5	209.5	209.5	100.0	209.5	199.1	-10.4	-5%
CCC Export Loan Salaries	5.3	6.8	6.9	6.9	6.8	6.8	6.8	0.0	0%
Subtotal	**1,476.5**	**2,089.5**	**2,168.0**	**2,129.0**	**1,278.1**	**2,103.5**	**1,891.3**	**-198.2**	**-9%**
Title VI: FDA & Related Agencies									

Agency or Major Program	FY2008 P.L. 110-161	FY2010 P.L. 111-80	FY2011 Admin. Feb. 2010	FY2011 S. 3606 July 2010	FY2011 House H.R. 1	FY2011 S.Amdt. 149	FY2011 P.L. 112-10	Change from FY2010 to FY2011 $	Change from FY2010 to FY2011 %
Food and Drug Administration	1,716.8	2,357.1	2,516.3	2,516.3	2,116.1	2,515.0	2,457.0	+99.9	+4%
Commodity Futures Trading Commission[h]	111.3	168.8	261.0		112.0			+33.5	+20%
Title VII: General Provisions									
Limit mandatory farm bill programs	-335.0	-511.0	-735.0	-657.0	-924.0	-610.0	-924.0	-413.0	+81%
Section 32 rescission	-684.0	-52.5	-50.0	-50.0				+52.5	-100%
Other appropriations	627.9	380.8	6.5	36.4	4.0	7.1	33.2	-347.6	-91%
Other rescissions, reductions & scorekeeping	-1,098.5	-55.5	-213.6	-148.1	-1,167.4	-285.0	-1,081.0	-1,025.5	+1848%
Subtotal	**-1,489.5**	**-238.2**	**-992.1**	**-818.8**	**-2,087.4**	**-887.9**	**-1,971.8**	**-1,733.6**	**+728%**
RECAPITULATION:									
I: Agricultural Programs	25,619.9	30,191.6	30,186.9	30,259.7	29,045.4	29,684.2	29,490.1	-701.5	-2%
Mandatory	18,987.0	22,855.4	22,760.0	22,760.0	22,604.7	22,604.7	22,604.7	-250.7	-1%
Discretionary	6,632.9	7,336.1	7,426.9	7,499.7	6,440.7	7,079.5	6,885.4	-450.7	-6%
II: Conservation Programs	937.5	1,009.4	967.2	1,045.5	856.9	876.1	889.4	-120.1	-12%
III: Rural Development	2,334.0	2,978.8	2,765.7	2,850.2	2,463.3	2,725.5	2,637.8	-341.0	-11%
IV: Domestic Food Programs	60,056.8	82,782.6	94,390.7	94,051.7	89,419.0	89,782.4	89,655.1	+6,872.5	+8%
Mandatory	53,683.2	75,128.0	86,360.2	86,365.7	82,526.6	82,526.6	82,526.6	+7,398.6	+10%
Discretionary	6,373.6	7,654.6	8,030.5	7,686.0	6,892.4	7,255.8	7,128.5	-526.1	-7%
V: Foreign Assistance	1,476.5	2,089.5	2,168.0	2,129.0	1,278.1	2,103.5	1,891.3	-198.2	-9%
VI: FDA	1,716.8	2,357.1	2,516.3	2,516.3	2,116.1	2,515.0	2,457.0	+99.9	+4%
CFTC in Agriculture appropriations[h]	111.3	168.8			112.0				
CFTC in Financial Services appropriations[h]			261.0	286.0		286.0	202.3	+33.5	+20%
VII: General Provisions	-1,489.5	-238.2	-992.1	-818.8	-2,087.4	-887.9	-1,971.8	-1,733.6	+728%
Total in Agriculture bill (no adjustment for jurisdiction over CFTC)									

Agency or Major Program	FY2008 P.L. 110-161	FY2010 P.L. 111-80	FY2011 Admin. Feb. 2010	FY2011 S. 3606 July 2010	FY2011 House H.R. 1	FY2011 S.Amdt. 149	FY2011 P.L. 112-10	Change from FY2010 to FY2011 $	Change from FY2010 to FY2011 %
Mandatory	**72,670.2**	**97,983.4**	**109,120.1**	**109,125.6**	**105,131.3**	**105,131.3**	**105,131.3**	**+7,147.9**	**+7%**
Discretionary	**18,093.0**	**23,356.1**	**22,882.6**	**22,908.0**	**18,072.1**	**21,667.5**	**19,917.5**	**-3,438.6**	**-15%**
Total	**90,763.2**	**121,339.6**	**132,002.7**	**132,033.6**	**123,203.4**	**126,798.8**	**125,048.9**	**+3,709.3**	**+3%**
Totals without CFTC in any column (Senate basis)[h]									
Discretionary	**17,981.7**	**23,187.3**	**22,882.6**	**22,908.0**	**17,960.1**	**21,667.5**	**19,917.5**	**-3,269.8**	**-14%**
Total	90,652.0	121,170.8	132,002.7	132,033.6	123,091.4	126,798.8	125,048.9	+3,878.1	+3%
Totals with CFTC in all columns (House basis)[h]									
Discretionary	**18,093.0**	**23,356.1**	**23,143.6**	**23,194.0**	**18,072.1**	**21,953.5**	**20,119.8**	**-3,236.3**	**-14%**
Total	90,763.2	121,339.6	132,263.7	132,319.6	123,203.4	127,084.8	125,251.1	+3,911.6	+3%

Source: CRS, compiled from P.L. 112-10, H.Rept. 112-101, unofficial estimates of H.R. 1 and S.Amdt. 149, S. 3606, 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 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.

d. Loan authority is the amount of loans that can be made or guaranteed with a loan subsidy, which covers preferential interest rates and repayment projections. The loan authority amount is not added in the budget authority subtotals or totals.

e. Includes Dairy Indemnity Program, State Mediation Grants, and Grassroots Source Water Protection Program.

f. Commodity Credit Corporation and Federal Crop Insurance Corporation each receive "such sums as necessary." Estimates are used in the appropriations bill reports.

g. Includes $2.021 million for a proposed Office of Ecosystem Services Management.

h. CFTC is shown in different ways because of jurisdiction differences to make totals comparable.

Reductions in Short-Term Continuing Resolutions

Before final agreement was reached on the full-year appropriation, seven short-term continuing resolutions (CRs) were enacted. Two of these, P.L. 112-4 and P.L. 112-6, began trimming discretionary appropriations levels in order secure votes for passage. Accounts in the Agriculture appropriations bill were reduced below FY2010 appropriated levels by $532 million, although not all of these cuts were maintained in the final full-year CR. The subset of 12 accounts cut in the short-term CRs were reduced by a smaller $481 million in the full-year CR. (**Table 4**).

Table 4. Reductions to Agriculture Appropriations in Short-Term CRs
(budget authority in millions of dollars)

	Level allowed			Final CR >,=,< Short-term CRs	Change from FY2010 to FY2011	
	FY2010 P.L. 111-80	FY2011 short-term CRs	Final CR P.L. 112-10		Short-term CRs	Final CR
P.L. 112-4 (2-week CR beg. 3/5/11)						
Rural broadband loans	29.0	0.0	22.3	>	-29.0	-6.7
P.L. 112-6 (3-week CR beg. 3/19/11)						
Agricultural Res. Svc.: Salaries and Exp. *	1,179.6	1,135.5	1,133.2	<	-44.1	-46.4
Agricultural Res. Svc.: Build. & Facilities *	70.9	0.0	0.0	=	-70.9	-70.9
Nat'l. Inst. of Food & Agr.: Res. & Educ. *	788.2	665.3	698.7	>	-122.9	-89.5
Nat'l. Inst. of Food & Agr.: Extension *	494.9	483.1	479.1	<	-11.8	-15.8
Animal & Plant Health Insp.: Sal. & Exp. *	905.0	880.5	863.3	<	-24.4	-41.7
Conservation Operations *	887.6	850.2	870.5	>	-37.4	-17.1
Watershed and Flood Prevention Ops. *	30.0	0.0	0.0	=	-30.0	-30.0
Rural Housing Svc.: Single Fam. Direct	40.7	70.2	70.1	<	+29.5	+29.3
Rural Housing Svc.: Single Fam. Guar.	172.8	0.0	0.0	=	-172.8	-172.8
Rural Coop. Development Grants *	34.9	31.8	30.2	<	-3.1	-4.7
10 individual earmarks (in Title VII) *	14.9	0.0	0.0	=	-14.9	-14.9
Subset of 12 accts. in short-term CRs	**4,648.5**	**4,116.7**	**4,167.4**	**>**	**-531.8**	**-481.1**

Source: CRS, compiled from P.L. 112-10, P.L. 112-4, P.L. 112-6, and P.L. 111-80.

Note: An asterisk (*) notes reductions in the short-term CRs correspond to the amount of earmarks in the FY2010 appropriation, as highlighted in the Appropriations Committee press release (March 11, 2011) at http://www.appropriations.house.gov/index.cfm?FuseAction=PressReleases.Detail&PressRelease_id=273.

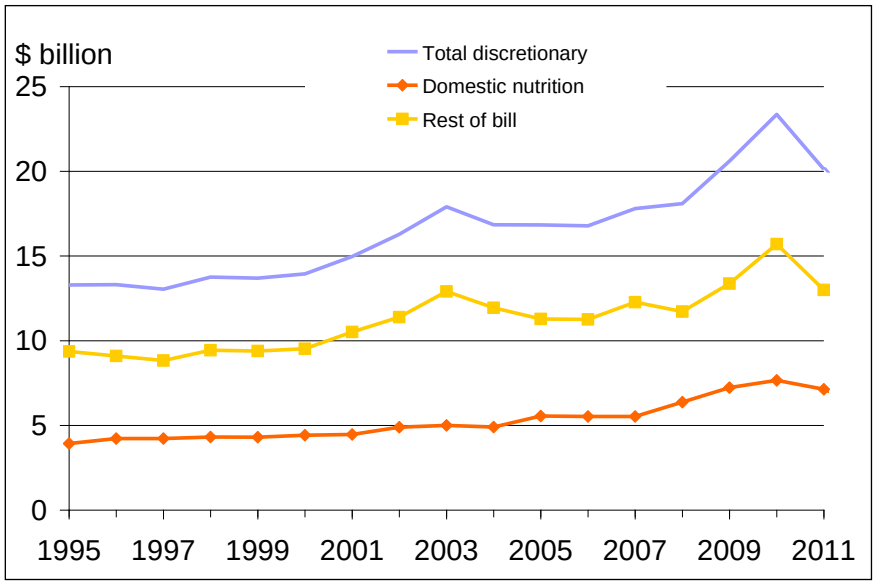
Most of the reductions in the short-term CR were targeted to accounts that had earmarks in FY2010 and are noted in the **Table 4** with an asterisk (*). Regardless of these reductions, however, all FY2010 earmarks are not continued and "have no legal effect," as discussed in the section on earmarks. Other accounts were reduced because of policy issues. For example, funding for rural broadband was targeted in H.R. 1, eliminated in the short-term CR, but ultimately reduced by a smaller amount in the full-year CR. Budget authority for rural housing guaranteed loans also was eliminated, though not to cancel 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).

Historical Trends

After years of growth, Agriculture appropriations peaked in absolute terms in FY2010. This section offers perspective on type of funding (mandatory or discretionary), purpose (nutrition vs. other), relationship to inflation, and other variables over the period FY1995 through FY2011.

Figure 3 shows total discretionary appropriations levels in the Agriculture appropriations bill. The total amount is divided between discretionary domestic nutrition assistance programs and the rest of the bill. Over the past 10 years (FY2001 through FY2011), the total of the Agriculture appropriations bill has increased at a 5.3% average annualized rate (Table 5).

Figure 3. Discretionary Agriculture Appropriations, FY1995-FY2011



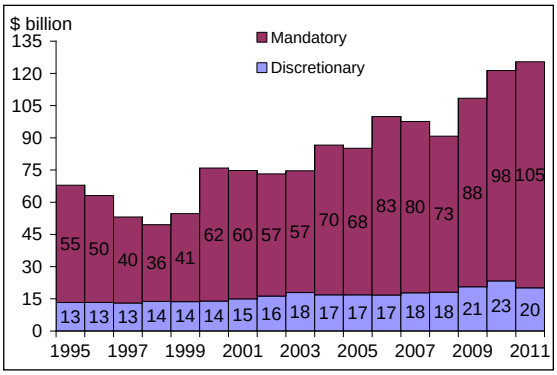
Source: CRS.
Notes: Includes only regular annual appropriations for USDA (except the Forest Service), FDA, and CFTC (regardless of jurisdiction). Fiscal year budget authority. The label "Domestic nutrition" includes WIC, commodity assistance programs, and nutrition programs administration.

Figure 4 shows the Agriculture appropriations bill total divided between mandatory and discretionary spending. Mandatory appropriations have increased at 5.8% average annualized rate, and discretionary appropriations have increased at a 3.0% average annualized rate.

Figure 5 shows the same bill total as in Figure 4, but divided between domestic nutrition and other program spending. The share going to domestic nutrition generally is increasing, rising from 46% in FY2000 to 72% in FY2011 (Table 6). Since FY2001, total nutrition spending has increased at an average 10% annual rate, compared to a -1.3% average annual change for the "rest of the bill" (the rest of USDA but excluding the Forest Service, plus FDA and CFTC). Although sensitive to time periods and economic conditions, nutrition program spending has increased faster than non-nutrition spending for the most recent 5-, 10-, and 15-year periods (Table 5).

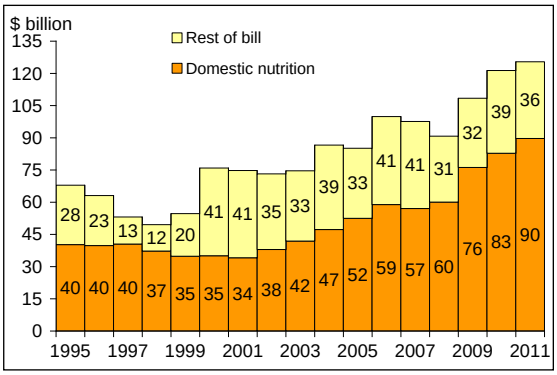
Most nutrition program spending is mandatory spending, primarily in the Supplemental Nutrition Assistance Program (SNAP, formerly food stamps) and child nutrition (school lunch). Figure 6 takes the orange-colored bars from Figure 5 (total domestic nutrition programs) and divides them into mandatory and discretionary. Over the past 10 years, mandatory nutrition spending rose at an average rate of 10.8% per year, while the discretionary portion increased at about 4.8% per year.

Figure 4. Agriculture Appropriations: Mandatory vs. Discretionary



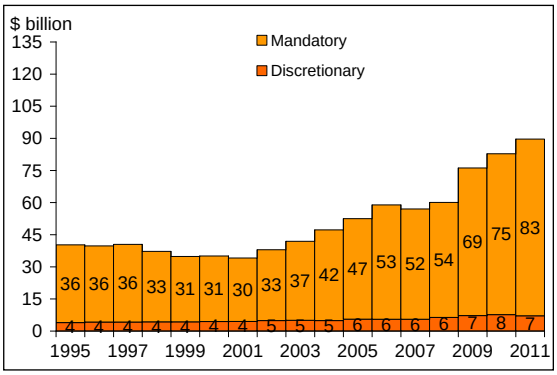
Source: CRS.
Notes: Includes regular annual appropriations only for USDA (except the Forest Service), FDA, and CFTC (regardless of where funded). Fiscal year budget authority.

Figure 5. Agriculture Appropriations: Domestic Nutrition vs. Rest of Bill



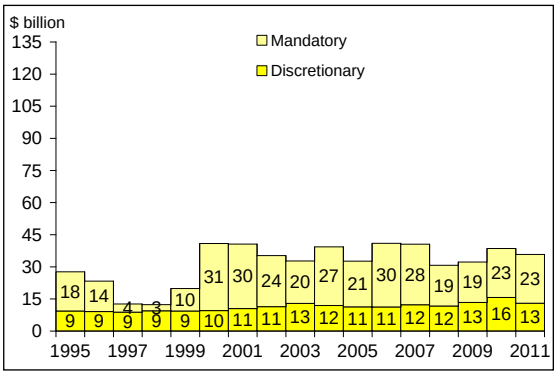
Source: CRS.
Notes: The largest domestic nutrition programs are the child nutrition programs, SNAP (food stamps), and WIC. "Other" includes the rest of USDA (except the Forest Service), FDA, and CFTC.

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



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

Figure 7. Non-nutrition Programs (Rest of Bill) in Agriculture Appropriations: Mandatory vs. Discretionary



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

Spending on the non-nutrition programs in the bill is more evenly divided between mandatory and discretionary spending, more variable over time, and generally changing at a slower rate than nutrition spending. **Figure 7** divides the yellow-colored bars in **Figure 5** into mandatory and discretionary. This subtotal of mandatory spending has shown a -2.8% average annual change over 10 years, and +3.1% per year over 15 years. Discretionary spending on this component—arguably where appropriators have the most control—has grown at a 2.9% annual rate since 2006, and was reduced by 17% in the most recent year compared to a 6.9% one-year reduction in discretionary nutrition appropriations (**Table 5**).

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

Table 5. Agriculture Appropriations: Percentage Changes over Time

	Annualized change from the past to FY2011							
	Based on Nominal Value				Based on Real Value (2011 $)			
	FY2010 (1 yr.)	FY2006 (5 yrs.)	FY2001 (10 yrs.)	FY1996 (15 yrs.)	FY2010 (1 yr.)	FY2006 (5 yrs.)	FY2001 (10 yrs.)	FY1996 (15 yrs.)
Discretionary total	**-13.9%**	**+3.7%**	**+3.0%**	**+2.8%**	**-15.0%**	**+1.9%**	**+0.8%**	**+0.7%**
Domestic nutrition [a]	-6.9%	+5.2%	+4.8%	+3.6%	-8.1%	+3.4%	+2.6%	+1.5%
Rest of bill [a]	-17.3%	+2.9%	+2.1%	+2.4%	-18.3%	+1.2%	0.0%	+0.4%
Mandatory total	**+7.3%**	**+4.8%**	**+5.8%**	**+5.1%**	**+5.9%**	**+3.0%**	**+3.6%**	**+3.0%**
Domestic nutrition	+9.8%	+9.1%	+10.8%	+5.8%	+8.4%	+7.2%	+8.4%	+3.7%
Rest of bill	-1.1%	-5.3%	-2.8%	+3.1%	-2.4%	-6.9%	-4.9%	+1.1%
Total bill	**+3.2%**	**+4.6%**	**+5.3%**	**+4.7%**	**+1.9%**	**+2.8%**	**+3.1%**	**+2.6%**
Domestic nutrition	+8.3%	+8.8%	+10.1%	+5.6%	+6.9%	+6.9%	+7.8%	+3.5%
Rest of bill	-7.7%	-2.8%	-1.3%	+2.9%	-8.9%	-4.4%	-3.4%	+0.8%

Source: CRS.

Notes: Includes regular annual appropriations for all of USDA (except the Forest Service), the Food and Drug Administration, and—for consistency—the Commodity Futures Trading Commission (regardless of jurisdiction). Excludes supplemental appropriations. Reflects rescissions.

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.

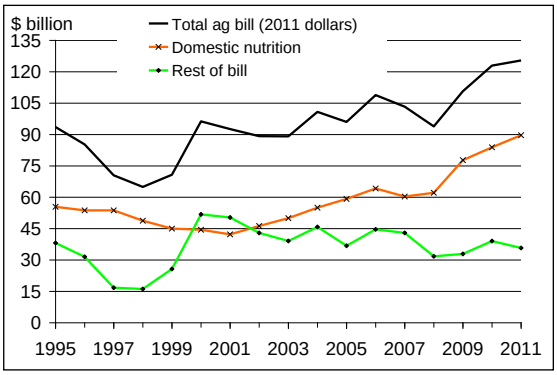
b. "Rest of bill" includes the non-nutrition remainder of USDA (except the Forest Service), FDA, and CFTC. Within that group, mandatory programs include the farm commodity programs, crop insurance, and some conservation and foreign aid/trade programs.

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 (Table 6). The total of the annual bill has increased at an average annual 3.1% real rate over the past 10 years (Figure 8). Within that total, nutrition programs have increased at a higher average annual real rate of 7.8%, while the rest of the bill had a -3.4% 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 about 3.4% in FY2010-FY2011 (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-FY2011 returns the share (2.5%) 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 1.0% in FY2011.[15]

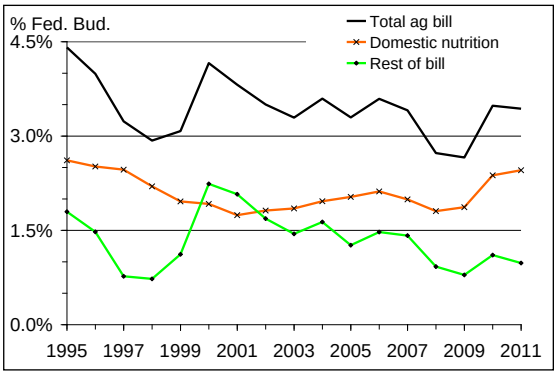
[15] At a more aggregate level, CRS Report RL33074, *Mandatory Spending Since 1962*, and CRS Report RL34424, *Trends in Discretionary Spending*, compare federal spending by various components and against GDP.

Figure 8. Agriculture Appropriations in Inflation-adjusted 2011 Dollars



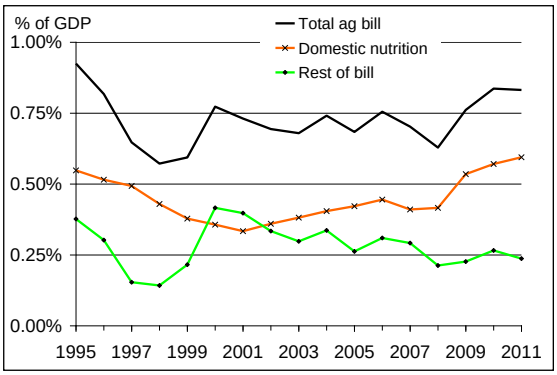
Source: CRS.
Notes: Adjusted with the GDP Price Index, FY2012 President's Budget, *Historical Tables,* Table 10.1.

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



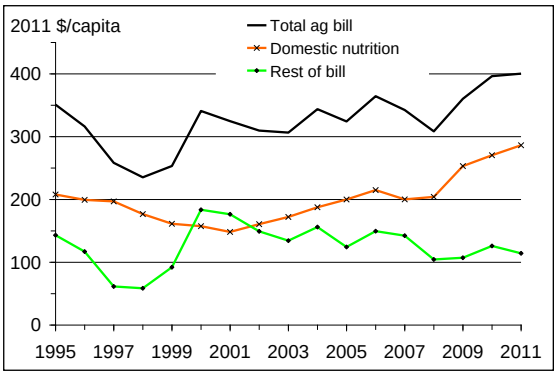
Source: CRS.
Notes: Total federal budget authority, FY2012 President's Budget, *Historical Tables,* Table 5.1.

Figure 10. Agriculture Appropriations as a Percentage of GDP



Source: CRS.
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.
Notes: Population figures from Census Bureau, U.S. Population Projections, and *Statistical Abstract of the United States*.

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 about 0.83% of GDP in FY2010-FY2011 (**Figure 10**). Nutrition programs have been rising as a percentage of GDP since FY2000 (0.33% in FY2001 to 0.59% in FY2011), while non-nutrition agricultural programs have been declining (0.42% in FY2000 to 0.24% in FY2011).

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.

Table 6. Agriculture Appropriations: Trends and Benchmarks, 1996-2011

(fiscal year budget authority in billions of dollars, except as noted)

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Nominal appropriation																
Discretionary total	13.31	13.04	13.75	13.69	13.95	14.97	16.28	17.91	16.84	16.83	16.78	17.81	18.09	20.60	23.36	20.12
Domestic nutrition [a]	4.22	4.22	4.31	4.31	4.42	4.46	4.89	5.00	4.90	5.55	5.53	5.52	6.37	7.23	7.65	7.13
Rest of bill [b]	9.09	8.82	9.44	9.39	9.53	10.51	11.39	12.91	11.94	11.28	11.25	12.29	11.72	13.37	15.70	12.99
Mandatory total	49.78	40.08	35.80	41.00	61.95	59.77	56.91	56.70	69.75	68.29	83.07	79.80	72.67	87.80	97.98	105.13
Domestic nutrition	35.54	36.27	32.91	30.51	30.63	29.66	33.06	36.89	42.36	46.94	53.37	51.51	53.68	68.92	75.13	82.53
Rest of bill	14.23	3.81	2.89	10.48	31.33	30.12	23.86	19.82	27.38	21.36	29.70	28.29	18.99	18.88	22.86	22.60
Total bill	63.09	53.12	49.55	54.69	75.90	74.74	73.19	74.61	86.59	85.13	99.85	97.61	90.76	108.40	121.34	125.25
Domestic nutrition	39.76	40.49	37.22	34.82	35.04	34.12	37.95	41.89	47.26	52.49	58.89	57.03	60.06	76.16	82.78	89.66
Rest of bill	23.33	12.63	12.33	19.87	40.85	40.63	35.24	32.72	39.32	32.64	40.95	40.58	30.71	32.25	38.56	35.60
Percentages of Total																
1. Mandatory	79%	75%	72%	75%	82%	80%	78%	76%	81%	80%	83%	82%	80%	81%	81%	84%
2. Discretionary	21%	25%	28%	25%	18%	20%	22%	24%	19%	20%	17%	18%	20%	19%	19%	16%
1. Domestic nutrition	63%	76%	75%	64%	46%	46%	52%	56%	55%	62%	59%	58%	66%	70%	68%	72%
2. Rest of bill	37%	24%	25%	36%	54%	54%	48%	44%	45%	38%	41%	42%	34%	30%	32%	28%
Economic benchmarks for comparison																
GDP ($ billions) [c]	7,718	8,212	8,663	9,208	9,821	10,225	10,544	10,980	11,686	12,446	13,225	13,896	14,439	14,237	14,508	15,080
U.S. budget authority [d]	1,581	1,643	1,692	1,777	1,825	1,959	2,090	2,266	2,408	2,583	2,780	2,863	3,326	4,077	3,485	3,651
Population (million) [e]	269.7	272.9	276.1	279.3	282.4	285.3	288.0	290.7	293.3	296.0	298.8	301.7	304.5	307.2	310.2	313.2
GDP price index [c]	83.42	84.95	86.03	87.17	88.89	90.99	92.49	94.42	96.84	100.00	103.42	106.54	108.98	110.43	111.27	112.75
Inflation-adjusted 2011 dollars (real dollars)																
Discretionary total	17.99	17.31	18.02	17.71	17.69	18.55	19.84	21.38	19.61	18.98	18.29	18.85	18.72	21.03	23.67	20.12
Domestic nutrition	5.70	5.60	5.65	5.57	5.60	5.53	5.96	5.97	5.70	6.26	6.02	5.85	6.59	7.39	7.76	7.13
Rest of bill	12.29	11.71	12.37	12.14	12.08	13.02	13.88	15.41	13.90	12.72	12.27	13.00	12.12	13.65	15.91	12.99

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Mandatory total	67.28	53.19	46.92	53.03	78.58	74.06	69.38	67.71	81.20	77.00	90.56	84.45	75.18	89.64	99.29	105.13
Domestic nutrition	48.04	48.14	43.13	39.47	38.85	36.75	40.30	44.05	49.32	52.92	58.18	54.51	55.54	70.37	76.13	82.53
Rest of bill	19.24	5.05	3.79	13.56	39.74	37.32	29.08	23.66	31.88	24.08	32.38	29.94	19.64	19.27	23.16	22.60
Total bill	85.27	70.50	64.94	70.74	96.27	92.62	89.22	89.10	100.81	95.98	108.86	103.30	93.90	110.68	122.95	125.25
Domestic nutrition	53.74	53.74	48.78	45.03	44.45	42.28	46.26	50.02	55.03	59.18	64.21	60.35	62.13	77.76	83.88	89.66
Rest of bill	31.53	16.76	16.16	25.70	51.82	50.34	42.96	39.07	45.78	36.80	44.65	42.95	31.77	32.92	39.07	35.60
Economic benchmarks for comparison																
Total bill	4.0%	3.2%	2.9%	3.1%	4.2%	3.8%	3.5%	3.3%	3.6%	3.3%	3.6%	3.4%	2.7%	2.7%	3.5%	3.4%
Domestic nutrition	2.5%	2.5%	2.2%	2.0%	1.9%	1.7%	1.8%	1.8%	2.0%	2.0%	2.1%	2.0%	1.8%	1.9%	2.4%	2.5%
Rest of bill	1.5%	0.8%	0.7%	1.1%	2.2%	2.1%	1.7%	1.4%	1.6%	1.3%	1.5%	1.4%	0.9%	0.8%	1.1%	1.0%
Economic benchmarks for comparison																
Total bill	0.82%	0.65%	0.57%	0.59%	0.77%	0.73%	0.69%	0.68%	0.74%	0.68%	0.75%	0.70%	0.63%	0.76%	0.84%	0.83%
Domestic nutrition	0.52%	0.49%	0.43%	0.38%	0.36%	0.33%	0.36%	0.38%	0.40%	0.42%	0.45%	0.41%	0.42%	0.53%	0.57%	0.59%
Rest of bill	0.30%	0.15%	0.14%	0.22%	0.42%	0.40%	0.33%	0.30%	0.34%	0.26%	0.31%	0.29%	0.21%	0.23%	0.27%	0.24%
Economic benchmarks for comparison																
Total bill	316	258	235	253	341	325	310	306	344	324	364	342	308	360	396	400
Domestic nutrition	199	197	177	161	157	148	161	172	188	200	215	200	204	253	270	286
Rest of bill	117	61	59	92	184	176	149	134	156	124	149	142	104	107	126	114

Source: CRS.

Notes: Includes regular annual appropriations for all of USDA (except the Forest Service), the Food and Drug Administration, and—for consistency—the Commodity Futures Trading Commission (regardless of jurisdiction). Excludes supplemental appropriations. Reflects rescissions.

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. "Rest of bill" includes the non-nutrition remainder 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.

c. OMB, *Budget of the United States Government*, "Historical Tables," Table 10.1, at http://www.whitehouse.gov/omb/budget/Historicals.

d. OMB, *Budget of the United States Government*, "Historical Tables," Table 5.1, total federal budget authority.

e. Census Bureau, U.S. Population Projections, at http://www.census.gov/population/www/projections/index.html, and *Statistical Abstract of the United States.*

Limits on Mandatory Program Spending and Other Rescissions

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 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.[16]

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.

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.

[16] 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.

Table 7. Reductions in Mandatory Farm Bill Programs in FY2010 and FY2011

(dollars in millions)

	FY2010	FY2011				
Program in 2008 farm bill	**P.L. 111-80**	**Admin. Request**	**House H.R. 1**	**Senate S. Amdt. 149**	**Final CR P.L. 112-10**	**Farm bill authoriza-tion avail. in FY2011**
Conservation programs						
Environmental Quality Incentives Program	-270	-380	-350	-298	-350	1,588
Dam Rehabilitation Program	-165	-165	-165	-165	-165	165
Wetlands Reserve Program		-142	-119	-30	-119	623
Conservation Stewardship Program		-2	-39		-39	872
Farmland Protection Program		-15				175
Grasslands Reserve		-14				80
Wildlife Habitat Incentive Program		-12				85
Agricultural Management Assistance		-5				15
Subtotal conservation	**-435**	**-735**	**-673**	**-493**	**-673**	**3,603**
Other						
Fruit and vegetables in schools	-76 [a]		-117 [a]	-117 [a]	-117 [a]	150
Biomass Crop Assistance Program			-134		-134	246 [b]
Total authorization in these 10 programs						**3,999**
Total reduction in these farm bill programs	**-511**	**-735**	**-924**	**-610**	**-924**	

Source: CRS, compiled from P.L. 112-10, H.R. 1, and S.Amdt. 149, P.L. 110-246, P.L. 111-80, S.Rept. 111-221 (for Admin. request), and CBO data.

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 reduction was scored.

For FY2011, P.L. 112-10 contains $924 million in reductions from six mandatory programs (the same as proposed in H.R. 1 and more than in S.Amdt. 149). The final FY2010 reduction in farm bill programs of $924 million is 81% higher than the FY2010 amount (**Table 7**).[17]

In addition to the reductions to these farm bill programs, the FY2011 appropriation also makes unusually large rescissions to unobligated balances in other program accounts (e.g., building accounts and rural broadband) that totaled over $1 billion. These are often one-time savings from cancelling unobligated budget authority that in some cases may no longer have been spent.

In total, the FY2011 appropriation contains $2 billion in rescissions and savings from farm bill limitations (Title VII in **Table 3**). These cuts were used to meet the discretionary budget allocation and avoid deeper cuts to regular discretionary accounts. Of the $3.4 billion total

[17] For more background on reductions in mandatory programs, see CRS Report R41245, *Reductions in Mandatory Agriculture Program Spending*.

reduction in discretionary programs, about half of the cut ($1.7 billion) was the increase in the amount of rescissions and farm bill limitations.

Earmarks

Congress adopted earmark disclosure rules in 2007 that require appropriations acts to disclose "earmarks and congressionally directed spending items."[18] 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.[19]

For FY2011, the final, full-year CR contains no earmark disclosure lists. Moreover, the short-term CRs were the first to cancel the effect of the FY2010 earmarks. That is, the language of short-term CR P.L. 112-4 said that the FY2010 earmarks "have no legal effect."[20] 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). As discussed and shown in **Table 4**, however, some accounts were not held to that initial level of reduction.

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 merit- or formula-based criteria.

Selected USDA Programs

The following tables compare the effect of the FY2011 appropriation within three USDA program areas at a more detailed level than in **Table 3**. These include the agricultural research mission area (**Table 8**), farm loan programs (**Table 9**), and rural development mission area (**Table 10**) and its three agencies (**Table 11** through **Table 13**).

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

[19] 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." 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*).

[20] 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."

Table 8. Research, Education and Economics Appropriations, FY2008-FY2011

(budget authority in millions of dollars)

	FY2008	FY2010	FY2011				Change from FY2010 to FY2011	
Agency or Major Program	**P.L. 110-161**	**P.L. 111-80**	**Admin. Request**	**House H.R. 1**	**S.Amdt. 149**	**P.L. 112-10**	**$**	**%**
Agric. Research Service	**1,167.8**	**1,250.5**	**1,199.7**	**1,065.4**	**1,158.2**	**1,133.2**	**-117.3**	**-9%**
National Institute of Food and Agriculture (NIFA)								
Research and Education	668.3	788.2	838.7	648.0	730.0	698.7	-89.5	-11%
AFRI	190.8	262.5	428.8	227.8	280.0	264.5	+2.0	+1%
Hatch Act	195.8	215.0	215.0	221.8	253.9	236.3	+21.3	+10%
Evans-Allen	41.1	48.5	48.5	51.0	51.0	50.9	+2.4	+5%
McIntire-Stennis	24.8	29.0	29.0	34.8	32.0	32.9	+3.9	+13%
Extension	453.3	494.9	479.2	453.3	487.8	479.1	-15.8	-3%
Smith-Lever(b)&(c)	274.7	297.5	297.5	267.7	302.2	293.9	-3.6	-1%
Smith-Lever(d)	97.5	101.3	98.9	n/a	n/a	n/a	n/a	n/a
Integrated Activities	55.9	60.0	24.9	24.9	50.2	36.9	-23.1	-38%
Subtotal, NIFA	**1,183.8**	**1,343.2**	**1,342.8**	**1,126.1**	**1,268.0**	**1,214.8**	**-128.4**	**-10%**
Economic Research Service	**77.4**	**82.5**	**87.2**	**79.5**	**82.5**	**81.8**	**-0.7**	**-1%**
Nat'l Ag. Statistics Service	**162.2**	**161.8**	**164.7**	**151.6**	**156.8**	**156.4**	**-5.4**	**-3%**
Total, Research, Education and Economics mission area	**2,591.2**	**2,838.0**	**2,794.4**	**2,422.6**	**2,665.4**	**2,586.3**	**-251.7**	**-9%**

Source: CRS, compiled from P.L. 112-10, H.Rept. 112-101, unofficial estimates of H.R. 1 and S.Amdt. 149, P.L. 111-80, S.Rept. 111-221 (for Admin. request), and unpublished appropriations tables.

Table 9. USDA Farm Loans: Budget and Loan Authority, FY2010-FY2011

(dollars in millions)

	FY2010				FY2011		Change			
	Regular Appropriation P.L. 111-80		Supplemental Appropriation (P.L. 111-212)		Full-Year Continuing Resolution P.L. 112-10		FY2010 (Regular)to P.L. 112-10		FY2010 (Regular + Supplemental) to P.L. 112-10	
FSA Farm Loan Program	**Budget Authority**	**Loan Authority**	**Budget Authority**	**Loan Authority**	**Budget Authority**	**Loan Authority**	**Budget Authority**	**Loan Authority**	**Budget Authority**	**Loan Authority**
Farm ownership loans										
Direct	27	650	—	—	33	475	+6.4	-175	+6.4	-175
Guaranteed	6	1,500	1	300	6	1,500	+0.2	0	-1.0	-300
Farm operating loans										
Direct	47	1,000	17	350	58	950	+10.1	-50	-6.5	-400
Guaranteed (unsubsidized)	35	1,500	6	250	35	1,500	-0.1	0	-6.0	-250
Guaranteed (interest assistance)	24	170	7	50	17	122	-7.0	-48	-14.0	-98
Conservation loans										
Direct	1.1	75	—	—	0	0	-1.1	-75	-1.1	-75
Guaranteed	0.3	75	—	—	0	0	-0.3	-75	-0.3	-75
Indian tribe land acquisition	0	4	—	—	0	4	0.0	0	0.0	0
Indian highly fractured land loans	0.8	10	—	—	0	0	-0.8	-10	-0.8	-10
Boll weevil eradication loans	0	100	—	—	0	100	0.0	0	0.0	0
Subtotal, FSA Farm Loan Program	**141**	**5,084**	**31**	**950**	**148**	**4,651**	**+7.4**	**-433**	**-23.2**	**-1,383**
Salaries and expenses	313	—	—	—	306	—	-7.6	—	-7.6	—
Administrative expenses	8	—	1	—	8	—	0.0	—	-1.0	—
Total, FSA Farm Loan Program	**462**	**5,084**	**32**	**950**	**461**	**4,651**	**-0.2**	**-433**	**-31.8**	**-1,383**

Source: CRS, compiled from P.L. 111-80, P.L. 111-212, P.L. 112-10, 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 10. Rural Development Appropriations, by Agency, FY2010-FY2011

(budget authority in millions of dollars)

	FY2010	FY2011				Change from FY2010 to FY2011	
Program	**P.L. 111-80**	**Admin. Request**	**House H.R. 1**	**S. Amdt. 149**	**P.L. 112-10**	**$**	**%**
Undersecretary Rural Development	0.9	0.9	0.9	0.9	0.9	0.0	0%
Salaries and expenses (direct)	202.0	232.3	182.0	202.0	191.6	-10.4	-5%
Transfers from RHS, RBCS, RUS	513.5	497.8	497.7	501.6	496.7	-16.8	-3%
Subtotal, salaries & exp.	**715.5**	**730.1**	**679.7**	**703.6**	**688.3**	**-27.2**	**-4%**
Rural Housing Service	1,424.2	1,230.1	1,195.6	1,231.6	1,224.0	-200.2	-14%
Rural Business-Cooperative Service	184.8	200.0	151.6	157.2	127.8	-56.9	-31%
Rural Utilities Service	653.4	604.7	435.6	632.2	596.7	-56.7	-9%
Total, Rural Development	**3,694.3**	**3,495.8**	**3,143.0**	**3,429.1**	**3,326.1**	**-368.2**	**-10%**

Source: CRS, compiled from P.L. 112-10, H.Rept. 112-101, unofficial estimates of H.R. 1 and S.Amdt. 149, P.L. 111-80, S.Rept. 111-221 (for Admin. request), and unpublished appropriations tables.

Table 11. Rural Housing Service Appropriations, FY2010-FY2011

(budget authority in millions of dollars)

	FY2010	FY2011				Change from FY2010 to FY2011	
Program	**P.L. 111-80**	**Admin. Request**	**House H.R. 1**	**S. Amdt. 149**	**P.L. 112-10**	**$**	**%**
Rural Housing Insurance Fund (RHIF) programs							
Administrative expenses (transfer)	468.6	454.4	454.4	458.3	453.5	-15.1	-3%
Single family direct loan (sec. 502)	40.7	75.1	70.2	70.2	70.1	+29.3	+72%
Loan authority	*1,121.5*	*1,200.0*	*1,121.5*	*1,121.5*	*1,121.4*	*-0.1*	*0%*
Single family guaranteed loans [a]	172.8	0.0	0.0	0.0	0.0	-172.8	-100%
Loan authority	*12,000.0*	*12,000.0*	*12,000.0*	*24,000.0*	*24,000.0*	*+12,000.0*	*+100%*
Other RHIF programs [b]	45.1	52.2	43.5	30.4	71.3	+26.2	+58%
Loan authority [b]	*281.8*	*279.8*	*254.1*	*129.7*	*171.0*	*-110.8*	*-39%*
Subtotal, RHIF	**727.2**	**581.7**	**568.1**	**558.9**	**575.2**	**-152.1**	**-21%**
Loan authority	***13,403.3***	***13,479.8***	***13,402.9***	***25,278.5***	***25,292.4***	***+11,889.1***	***+89%***
Other housing programs							
Rental assistance (sec. 521)	968.6	959.6	950.6	953.7	948.7	-19.9	-2%
Other rental assistance [c]	11.4	6.0	5.0	11.0	5.0	-6.4	-56%
Multifamily housing revitalization	43.2	18.0	16.4	40.8	29.9	-13.3	-31%
Mutual & self-help housing grants	41.9	37.0	37.0	37.0	36.9	-4.9	-12%

Program	FY2010 P.L. 111-80	FY2011 Admin. Request	FY2011 House H.R. 1	FY2011 S. Amdt. 149	FY2011 P.L. 112-10	Change from FY2010 to FY2011 $	Change from FY2010 to FY2011 %
Rural housing assistance grants	45.5	40.4	40.4	40.4	40.3	-5.2	-11%
Rural Community Facilities Program							
Community Facilities: Grants	20.4	29.6	20.4	20.4	15.0	-5.4	-27%
Community Facilities: Direct loans	3.9	3.9	3.9	3.9	3.9	0.0	0%
Loan authority	*295.0*	*295.0*	*295.0*	*295.0*	*290.5*	*-4.4*	*-1%*
Community Facilities: Guarantees	6.6	8.2	6.6	6.6	6.6	0.0	0%
Loan authority	*206.4*	*206.4*	*206.4*	*206.4*	*167.7*	*-38.7*	*-19%*
Rural community dev. initiative	6.3	0.0	0.0	6.3	5.0	-1.3	-100%
Economic impact initiative grants	13.9	0.0	0.0	7.0	7.0	-6.9	-50%
Tribal college grants	4.0	0.0	0.0	4.0	4.0	0.0	-100%
Subtotal, Rural Comm. Facil.	**55.0**	**41.7**	**32.5**	**48.1**	**41.4**	**-13.6**	**-25%**
Loan authority	***501.4***	***501.4***	***501.4***	***501.4***	***458.3***	***-43.1***	***-9%***
Total, Rural Housing Service (Table 3)							
Budget authority	1,892.8	1,684.5	1,649.9	1,689.9	1,677.5	-215.3	-11%
Less transfer salaries & exp.	-468.6	-454.4	-454.4	-458.3	-453.5	+15.1	-3%
Total, Rural Housing Service	**1,424.2**	**1,230.1**	**1,195.6**	**1,231.6**	**1,224.0**	**-200.2**	**-14%**
Loan authority	***13,904.7***	***13,981.3***	***13,904.3***	***25,779.9***	***25,750.7***	***+11,846.0***	***+85%***

Source: CRS, compiled from P.L. 112-10, H.Rept. 112-101, unofficial estimates of H.R. 1 and S.Amdt. 149, 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) and therefore no longer needs an appropriation.

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, Sec. 523 self-help housing land development, and farm labor housing,

c. Sec. 502(c)(5)(D) eligible households, Sec. 515 new construction, and farm labor housing new construction.

Table 12. Rural Business-Cooperative Service Appropriations, FY2010-FY2011

(budget authority in millions of dollars)

	FY2010	FY2011				Change from FY2010 to FY2011	
Program	**P.L. 111-80**	**Admin. Request**	**House H.R. 1**	**S. Amdt. 149**	**P.L. 112-10**	**$**	**%**
Rural Business Program			**84.5**	**89.2**			
Guar. Bus. & Ind. (B&I) Loans	52.9	40.3	na	na	44.9	-8.0	-15%
Loan authority	*993.0*	*942.0*	*na*	*na*	*889.1*	*-103.9*	*-10%*
Rural bus. enterprise grants	38.7	38.7	na	na	34.9	-3.8	-10%
Rural bus. opportunity grants	2.5	2.5	na	na	2.5	0.0	0%
Delta regional authority grants	3.0	0.0	3.0	3.0	3.0	0.0	0%
Rural Development Loan Fund Program							
Admin. expenses (transfer)	4.9	5.0	4.9	4.9	4.9	0.0	0%
Loan subsidy	8.5	14.0	8.5	8.5	7.4	-1.1	-13%
Loan authority	*33.5*	*36.4*	*21.9*	*21.9*	*19.2*	*-14.4*	*-43%*
Rural Econ. Dev.: *Loan authority*	*33.1*	*33.1*	*21.9*	*21.9*	*33.1*	*0.0*	*0%*
Rural coop. development grants	34.9	40.1	30.3	34.6	30.2	-4.7	-13%
Rural Microenterprise Inv.: Grants	2.5	0.9	1.7	0.0	0.0	-2.5	-100%
Loan subsidy	2.5	6.9	1.7	0.0	0.0	-2.5	-100%
Loan authority	*11.8*	*23.5*	*na*	*0.0*	*0.0*	*-11.8*	*-100%*
Rural Energy for America: Grants	19.7	34.0	19.7	19.7	2.5	-17.2	-87%
Loan subsidy	19.7	5.3	5.3	5.3	2.5	-17.2	-87%
Loan authority	*144.2*	*11.5*	*na*	*na*	*10.8*	*-133.4*	*-93%*
Biorefinery Assist.: Loan subsidy	0.0	17.3	0.0	0.0	0.0	0.0	0%
Loan authority	*0.0*	*49.9*	*0.0*	*0.0*	*0.0*	*0.0*	*0%*
Total, Rural Business-Cooperative Service (Table 3)							
Budget authority	189.7	205.0	156.5	162.1	132.8	-56.9	-30%
Less transfer salaries & exp.	-4.9	-5.0	-4.9	-4.9	-4.9	+0.0	0%
Total	**184.8**	**200.0**	**151.6**	**157.2**	**127.8**	**-56.9**	**-31%**
Loan authority	***1,215.7***	***1,096.3***	***na***	***na***	***952.2***	***-263.5***	***-22%***

Source: CRS, compiled from P.L. 112-10, H.Rept. 112-101, unofficial estimates of H.R. 1 and S.Amdt. 149, 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. H.R. 1 and S.Amdt. 149 often did not specify loan authority.

Table 13. Rural Utilities Service Appropriations, FY2010-FY2011

(budget authority in millions of dollars)

	FY2010	FY2011				Change from FY2010 to FY2011	
Program	**P.L. 111-80**	**Admin. Request**	**House H.R. 1**	**S. Amdt. 149**	**P.L. 112-10**	**$**	**%**
Rural Water and Waste Disposal Program							
Loan subsidy and grants	568.7	534.4	405.6	556.2	527.9	-40.8	-7%
Direct loan authority	*1,022.2*	*1,036.3*	*na*	*na*	*898.3*	*-123.9*	*-12%*
Guaranteed loan authority	*75.0*	*75.0*	*na*	*na*	*75.0*	*0.0*	*0%*
Rural Electric and Telecommunication Loans							
Admin. expenses (transfer)	40.0	38.4	38.4	38.4	38.3	-1.7	-4%
Telecommunication loan authority	*690.0*	*690.0*	*na*	*na*	*690.0*	*0.0*	*0%*
Guar. underwriting loan subsidy				0.7	0.7	+0.7	
Electricity loan authority	*7,100.0*	*4,100.0*	*na*	*na*	*7,100.0*	*0.0*	*0%*
Distance Learning, Telemedicine, Broadband							
Distance learning & telemedicine	37.8	30.0	16.6	35.0	32.4	-5.3	-14%
Broadband: Grants	18.0	18.0	13.4	18.0	13.4	-4.6	-26%
Broadband: Direct loan subsidy	29.0	22.3	0.0	22.3	22.3	-6.7	-23%
Direct loan authority	*400.0*	*400.0*	*0.0*	*na*	*400.0*	*0.0*	*0%*
Subtotal, Rural Utilities Service (Table 3)							
Budget authority	693.4	643.1	473.9	670.6	635.0	-58.4	-8%
Less transfer salaries & exp.	-40.0	-38.4	-38.4	-38.4	-38.3	+1.7	-4%
Total, Rural Utilities Service	**653.4**	**604.7**	**435.6**	**632.2**	**596.7**	**-56.7**	**-9%**
Loan authority	***9,287.2***	***6,301.3***	***na***	***na***	***9,163.3***	***-123.9***	***-1%***

Source: CRS, compiled from P.L. 112-10, H.Rept. 112-101, unofficial estimates of H.R. 1 and S.Amdt. 149, 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. H.R. 1 and S.Amdt. 149 often did not specify loan authority.

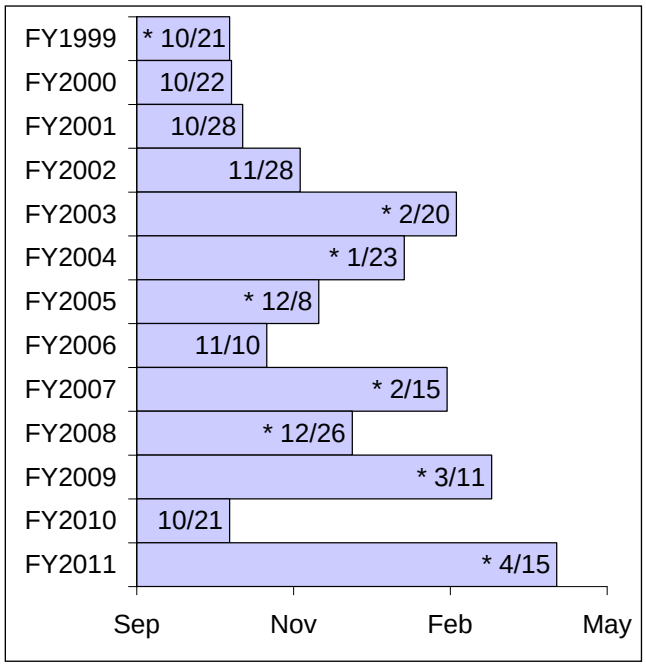
Appendix.

Table A-1. 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	—	—	4/15/2011	Year-long CR	P.L. 112-10	R41475

Source: CRS.

Figure A-1. Timeline of Enactment of Agriculture Appropriations, FY1999-FY2011



Source: CRS.

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

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