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# Agriculture and Related Agencies: FY2014 Appropriations

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## Summary

The annual 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 even-numbered fiscal years, the Commodity Futures Trading Commission (CFTC).

The FY2014 Agriculture and Related Agencies appropriations bill was included as Division A of the FY2014 Consolidated Appropriations Act, an omnibus appropriation that was enacted on January 17, 2014 (P.L. 113-76). It provides \$20.880 billion of discretionary funding for agricultural and related programs. This is \$1.165 billion (+5.9%) more than the post-sequestration amount for FY2013.

The appropriation also carries mandatory spending totaling \$124.6 billion, primarily for nutrition assistance, crop insurance, and farm commodity programs, but these generally are determined by authorizing legislation such as the farm bill. The total Agriculture appropriation with discretionary and mandatory authority is \$145 billion in FY2014.

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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 (USDA) except the Forest Service, which is funded in 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, the Financial Services bill contains CFTC appropriations. In even-numbered fiscal years, CFTC appears in the enacted Agriculture appropriation.

Jurisdiction over the Agriculture appropriations bill is with the House and Senate Committees on Appropriations, and their respective Subcommittees on Agriculture, Rural Development, Food and Drug Administration, and Related Agencies. The Agriculture appropriations bill includes both mandatory and discretionary spending, although most of the attention and decision making during the appropriations process is on discretionary spending. Amounts needed for mandatory programs—under the jurisdiction of authorizing committees—generally are advanced without change, based on action by the authorizing committees in the farm bill. See **Appendix A** for more on the scope of the bill and appropriations terms such as mandatory and discretionary spending.

## Action on FY2014 Appropriations

The FY2014 Agriculture and Related Agencies appropriations bill was included as Division A of the FY2014 Consolidated Appropriations Act, an omnibus appropriation that included all twelve appropriations subcommittee bills (**Table 1**). The omnibus bill was filed on January 13, 2014, passed in each chamber, and signed by the President on January 17, 2014 (P.L. 113-76).

The final FY2014 appropriation became possible after the budget agreement in December 2013 (the Bipartisan Budget Act of 2013, P.L. 113-67) set a total government-wide discretionary spending amount of \$1.012 trillion.<sup>1</sup> This amount is not expected to require any budget sequestration in FY2014.<sup>2</sup>

Subcommittee allocations subsequently were determined by the Appropriations committees in developing the omnibus appropriation, of which the Agriculture subcommittees allocated \$20.880 billion. This is \$1.165 billion (+5.9%) more than the post-sequestration amount for FY2013, after adjusting for the alternating placement of CFTC between the Agriculture and Financial Services appropriations bills. Mandatory spending amounts also are carried in the bill, totaling \$124.6 billion, but generally are determined by authorizing legislation such as the farm bill. The total Agriculture appropriation in FY2014, therefore, is \$145 billion. **Table 2** summarizes the amounts in the appropriations bill, by title and for major agencies, and compares them to prior years.

<sup>1</sup> CRS Report R43338, *Congressional Action on FY2014 Appropriations Measures*.

<sup>2</sup> CBO Estimate of Discretionary Appropriations for Fiscal Year 2014, at <http://cbo.gov/sites/default/files/cbofiles/attachments/hr3547.pdf>.

When FY2014 began, there was no appropriation. From October 1-16, 2013, there was a “funding gap” (a 16-day government shutdown)<sup>3</sup> before a continuing resolution (P.L. 113-46) was enacted that funded the government through January 15, 2014. A second, three-day continuing resolution (P.L. 113-73) was needed to complete the omnibus appropriation.

**Table I. Congressional Action on FY2014 Agriculture Appropriations**

Subcommittee		Committee		Initial Passage		Conference Agreement			Public Law
House	Senate	House	Senate	House	Senate	Report	House	Senate	
6/5/2013	6/18/2013	6/13/2012	6/20/2013	—	—	1/13/2014	1/15/2014	1/16/2014	1/17/2014
Draft <sup>a</sup>	Voice vote	H.R. 2410	S. 1244	Rule passed		Report <sup>b</sup>	H.R. 3547	H.R. 3547	P.L. 113-76
Voice vote		H.Rept. 113-116	S.Rept. 113-46	235-187	H.Res. 274		Vote of 359-67	Vote of 72-26	
		Voice vote	Vote of 23-6	No action on bill					

**Source:** CRS.

- The House subcommittee posted a draft of the bill before markup at <http://appropriations.house.gov/uploadedfiles/bills-113hr-sc-ap-fy2014-agriculture-subcommitteedraft.pdf>.
- The joint explanatory statement for Division A is available at <http://rules.house.gov/bill/113/hr-3547-sa>.

## House Action

The Agriculture Subcommittee of the House Appropriations Committee marked up its FY2014 appropriations bill by voice vote on June 5, 2013. The full House Appropriations Committee reported the bill (H.R. 2410) by voice vote<sup>4</sup> on June 13, 2013, and officially reported the bill on June 18. In preparation for floor action, an open rule for the bill was passed on the floor June 26, 2014, but floor proceedings for the bill did not occur. In the Senate, the Appropriations Committee approved its version of the bill (S. 1244) on June 20, 2013, and officially reported it on June 27. Floor proceeding for the stand-alone bill did not occur.

The House-reported bill would have reduced discretionary Agriculture appropriations to \$19.45 billion, a reduction of \$265 million from FY2013 levels, after adjusting for the alternating placement of CFTC in Financial Services and Agriculture appropriations bills. The bill was \$516 million below the Administration’s request for FY2014.

## Senate Action

The Agriculture Subcommittee of the Senate Appropriations Committee approved its FY2014 bill on June 18, 2013. The full Senate Appropriations Committee reported the bill (S. 1244) by a 23-6 vote on June 20, 2013. Floor proceeding for the stand-alone bill did not occur.

<sup>3</sup> CRS Report RS20348, *Federal Funding Gaps: A Brief Overview*.

<sup>4</sup> Amendments adopted in full committee are available at <http://appropriations.house.gov/uploadedfiles/fy14agricultureadopted.pdf>. Votes taken in full committee markup are available at [http://appropriations.house.gov/UploadedFiles/06.13.13\\_-\\_Ag\\_-\\_Full\\_Committee\\_Roll\\_Call\\_Votes.pdf](http://appropriations.house.gov/UploadedFiles/06.13.13_-_Ag_-_Full_Committee_Roll_Call_Votes.pdf).

The Senate-reported bill would have increased discretionary Agriculture appropriations to \$20.916 billion, an increase of \$1.4 billion from FY2013 levels. The Senate bill would have provided about \$1.7 billion more than the House bill, after putting the House bill on the same basis as the Senate bill without CFTC.

The House- and Senate-reported appropriations bills for FY2014 differed in their approach to handling budget sequestration requirements. This difference in approach resulted in relatively large differences between the bill totals. The House approach generally was to set spending levels low enough to avoid sequestration, while the Senate approach assumed that Congress would reach agreement to replace sequestration with other spending reductions.

## **Amounts for FY2013**

The amount of budget authority that was available to agencies for FY2013 is unclear from many appropriations documents. The fiscal year began under a six-month continuing resolution (P.L. 112-175) that initially continued funding at FY2012 levels. Sequestration was ordered on March 1, 2013, and reduced budgetary authority for the year by about 5%.<sup>5</sup>

When the full-year FY2013 Agriculture appropriation (P.L. 113-6, Division A), with specific amounts for each agency, was enacted on March 26, 2013, the explanatory statements and tables did not incorporate two across-the-board rescissions within the bill, nor the prior budget sequestration. The reductions often totaled over 7.5% from the initial appropriated amount. Official documents often were not complete or consistent in the information provided about the amount that actually was available to agencies. This is because across-the-board rescissions and sequestration needed to be applied to the appropriated amounts and, in some cases, these amounts had to be determined by the Administration subsequent to the appropriation.

For example, the House Appropriations Committee report for its FY2014 agriculture appropriation bill (H.Rept. 113-116) incorporated the first across-the-board rescission (2.513% for non-security accounts; 0.1% for security accounts;<sup>6</sup> Sec. 3001 of P.L. 113-6), but did not incorporate the second across-the-board rescission (0.2% for non-security accounts; 0.032% for security accounts;<sup>7</sup> Sec. 3004) nor the sequestration. The Senate Appropriations Committee report for its FY2014 bill (S.Rept. 113-46) included both rescissions, but not sequestration.

USDA subsequently published a FY2013 Operating Plan that included, at the agency level, all of the rescissions and sequestration in FY2013.<sup>8</sup> Another unpublished USDA document provided more post-sequestration details at the program level. These are the amounts used in **Table 2**.

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<sup>5</sup> OMB, *OMB Report to the Congress on the Joint Committee Sequestration for Fiscal Year 2013*, March 1, 2013, at [http://www.whitehouse.gov/sites/default/files/omb/assets/legislative\\_reports/fy13ombjesequestrationreport.pdf](http://www.whitehouse.gov/sites/default/files/omb/assets/legislative_reports/fy13ombjesequestrationreport.pdf).

<sup>6</sup> In the agriculture appropriations bill, all accounts are classified as non-security, except for the Food for Peace Title II Grants (P.L. 480) and McGovern-Dole International Food for Education accounts, which are security accounts.

<sup>7</sup> OMB, *Sec. 3001 and Sec. 3004 Across-the-Board Reductions*, April 25, 2013, at [http://www.whitehouse.gov/sites/default/files/omb/assets/legislative\\_reports/reductions/fy13\\_atb\\_reductions\\_04\\_25\\_13.pdf](http://www.whitehouse.gov/sites/default/files/omb/assets/legislative_reports/reductions/fy13_atb_reductions_04_25_13.pdf)

<sup>8</sup> USDA, *FY2013 Operating Plan*, at [http://www.dm.usda.gov/foia/docs/USDA\\_Operating\\_Plan.pdf](http://www.dm.usda.gov/foia/docs/USDA_Operating_Plan.pdf).

**Table 2. Agriculture and Related Agencies Appropriations, by Agency and Program: FY2008-FY2014**

(budget authority in millions of dollars)

Agency or Major Program	FY2008	FY2010	FY2012	FY2013	FY2014			Change from FY2013 to FY2014		
	P.L. 110-161	P.L. 111-80	P.L. 112-55	P.L. 113-6 post-sequester	Admin. request	House- reported H.R. 2410	Senate- reported S. 1244	Enacted P.L. 113-76	\$	%
<b>SUMMARY by TITLE</b>										
I: Agricultural Programs	25,619.9	30,191.6	24,970.2	27,938.8	30,075.7	29,580.3	29,962.5	29,938.1	+1,999.3	+7.2%
Mandatory	18,987.0	22,855.4	18,293.5	21,582.7	23,149.1	23,149.1	23,149.1	23,149.1	+1,566.4	+7.3%
Discretionary	6,632.9	7,336.1	6,676.7	6,356.2	6,926.6	6,431.3	6,813.4	6,789.0	+432.9	+6.8%
II: Conservation Programs	937.5	1,009.4	844.0	781.2	808.8	823.0	819.3	825.8	+44.6	+5.7%
III: Rural Development	2,334.0	2,978.8	2,405.2	2,279.9	2,291.5	2,369.1	2,474.8	2,569.7	+289.8	+12.7%
IV: Domestic Food Programs	60,056.8	82,782.6	105,553.0	104,098.0	106,437.6	103,845.8	106,359.9	108,585.6	+4,487.6	+4.3%
Mandatory	53,683.2	75,128.0	98,551.9	97,171.9	98,835.3	96,784.3	98,835.3	101,432.9	+4,261.0	+4.4%
Discretionary	6,373.6	7,654.6	7,001.1	6,926.1	7,602.2	7,061.5	7,524.5	7,152.7	+226.6	+3.3%
V: Foreign Assistance	1,476.5	2,089.5	1,835.7	1,705.9	373.3	1,512.2	1,839.4	1,838.5	+132.6	+7.8%
VI: Related Agencies										
Food and Drug Administration	1,716.8	2,357.1	2,505.8	2,386.0	2,557.7	2,485.4	2,562.9	2,560.7	+174.7	+7.3%
Commodity Futures Trading Comm. <sup>a</sup>	111.3	168.8	205.3		315.0	194.6		215.0	+215.0	+10.5%
<i>Note: CFTC in Financial Services Subcomm.</i>				194.6			315.0			
VII: General Provisions	-425.1	-238.3	-1,273.6	-785.9	-732.0	-1,184.0	-927.4	-880.4	-94.6	+12.0%
Other scorekeeping adjustments <sup>b</sup>	-42.6	-52.2	-72.0	-129.0	-177.4	-243.0	-191.0	-191.0	-62.0	+48.1%
Subtract disaster declaration (in this bill)	-1,022.0	0.0	-367.0							
<b>Total Agriculture Appropriations (as in bill, regardless of CFTC jurisdiction)</b>										
<b>Mandatory</b>	<b>72,670.2</b>	<b>97,983.4</b>	<b>116,845.4</b>	<b>118,754.6</b>	<b>121,984.4</b>	<b>119,933.4</b>	<b>121,984.4</b>	<b>124,582.0</b>	<b>+5,827.4</b>	<b>+4.9%</b>
<b>Discretionary</b>	<b>18,092.8</b>	<b>23,303.8</b>	<b>19,761.3</b>	<b>19,520.5</b>	<b>19,965.8</b>	<b>19,450.0</b>	<b>20,916.0</b>	<b>20,880.0</b>	<b>+1,359.5</b>	<b>+7.0%</b>
<b>Total</b>	<b>90,763.0</b>	<b>121,287.2</b>	<b>136,606.7</b>	<b>138,275.0</b>	<b>141,950.2</b>	<b>139,383.4</b>	<b>142,900.4</b>	<b>145,462.0</b>	<b>+7,187.0</b>	<b>+5.2%</b>

	FY2008	FY2010	FY2012	FY2013	FY2014			Change from FY2013 to FY2014		
<b>Adjusted to include CFTC in all columns (House basis)</b>										
Discretionary	18,092.8	23,303.8	19,761.3	19,715.0	19,965.8	19,450.0	21,231.0	20,880.0	+1,165.0	+5.9%
Total	90,763.0	121,287.2	136,606.7	138,469.6	141,950.2	139,383.4	143,215.4	145,462.0	+6,992.4	+5.0%
<b>Adjusted to exclude CFTC from all columns (Senate basis)</b>										
Discretionary	17,981.5	23,135.0	19,556.0	19,520.5	19,650.8	19,255.4	20,916.0	20,665.0	+1,144.5	+5.9%
Total	90,651.8	121,118.4	136,401.4	138,275.0	141,635.2	139,188.9	142,900.4	145,247.0	+6,972.0	+5.0%
<b>SUMMARY by AGENCIES or PROGRAMS</b>										
<b>Title I: Agricultural Programs</b>										
<b>Department Administration</b>										
Office of the Secretary	5.1	5.3	4.6	4.7	5.1	4.6	5.1	5.1	+0.4	+7.7%
Office of Tribal Relations		1.0	0.4	0.5	0.5	0.5	0.5	0.5	+0.0	+7.8%
Office of Homeland Security	0.9	1.9	1.3	1.4	1.5	1.3	1.5	1.5	+0.1	+7.7%
Advocacy and Outreach		1.7	1.2	1.3	1.2	1.2	1.2	1.2	-0.1	-8.4%
Assistant Secretary for Administration	0.7	0.8	0.8	0.7	0.8	0.8	0.8	0.8	+0.1	+7.8%
Department Administration	23.0	41.3	24.2	22.5	23.0	20.8	23.0	22.8	+0.3	+1.3%
Asst. Sec. for Congressional Relations	3.8	4.0	3.6	3.6	3.9	3.5	3.9	3.9	+0.3	+7.7%
Office of Communications	9.3	9.7	8.1	8.4	8.1	7.9	8.1	8.1	-0.3	-3.5%
Office of Chief Economist	10.4	13.0	11.2	15.0	12.9	15.2	16.9	16.8	+1.8	+11.8%
National Appeals Division	14.4	15.3	12.8	13.2	12.9	12.6	12.9	12.8	-0.4	-2.7%
Office of Budget and Program Analysis	8.2	9.4	8.9	8.4	11.1	8.8	9.1	9.1	+0.7	+8.5%
Chief Information Officer	16.2	61.6	44.0	40.7	44.2	42.9	44.2	44.0	+3.4	+8.3%
Chief Financial Officer	5.8	6.6	5.7	5.8	6.2	6.1	6.2	6.2	+0.4	+7.7%
Assistant Secretary for Civil Rights	0.8	0.9	0.8	0.8	0.9	0.9	0.9	0.9	+0.1	+7.7%
Office of Civil Rights	20.4	23.9	21.0	21.0	21.6	20.5	21.6	21.4	+0.4	+1.8%
Buildings, facilities, and rental payments	194.9	293.1	230.4	252.4	233.1	64.7	233.1	233.0	-19.4	-7.7%
Hazardous materials management	4.9	5.1	3.6	3.7	3.6	3.5	3.6	3.6	-0.1	-3.0%



	FY2008	FY2010	FY2012	FY2013		FY2014			Change from FY2013 to FY2014	
Office of Inspector General	79.5	88.7	85.6	82.3	89.9	86.8	89.9	89.9	+7.6	+9.2%
General Counsel	39.0	43.6	39.3	41.9	45.0	40.6	47.3	41.2	-0.7	-1.6%
Office of Ethics				3.1	0.0	3.3	0.0	3.4	+0.3	+9.5%
<b>Research, Education and Economics</b>										
Agricultural Research Service	1,167.8	1,250.5	1,094.6	1,016.9	1,279.0	1,074.2	1,123.2	1,122.5	+105.5	+10.4%
National Institute of Food & Agriculture	1,183.8	1,343.2	1,202.3	1,142.0	1,288.3	1,208.9	1,277.5	1,277.1	+135.0	+11.8%
National Agricultural Statistics Service	162.2	161.8	158.6	166.6	159.6	154.8	162.1	161.2	-5.4	-3.3%
Economic Research Service	77.4	82.5	77.7	71.4	78.5	75.5	78.5	78.1	+6.7	+9.3%
Under Sec., Research, Education, Econ.	0.6	0.9	0.8	0.8	0.9	0.9	0.9	0.9		
<b>Marketing and Regulatory Programs</b>										
Animal & Plant Health Inspection Serv.	867.6	909.7	819.7	761.4	800.8	803.5	828.9	824.9	+63.4	+8.3%
Agric. Marketing Service	114.7	92.5	83.4	75.7	84.2	78.2	84.2	81.3	+5.6	+7.4%
Section 32 (permanent+transfers)	1,169.0	1,320.1	1,080.0	1,049.6	1,107.0	1,107.0	1,107.0	1,107.0	+57.4	+5.5%
Grain Inspection, Packers & Stockyards	38.5	42.0	37.8	37.3	40.5	39.2	40.5	40.3	+3.0	+8.0%
Under Sec., Marketing and Regulatory	0.7	0.9	0.8	0.8	0.9	0.9	0.9	0.9		
<b>Food Safety</b>										
Food Safety & Inspection Service	930.1	1,018.5	1,004.4	977.3	1,008.5	998.8	1,020.5	1,010.7	+33.4	+3.4%
Under Secretary, Food Safety	0.6	0.8	0.8	0.8	0.8	0.8	0.8	0.8		
<b>Farm and Commodity Programs</b>										
Farm Service Agency: Salaries and Exp. <sup>c</sup>	1,435.2	1,574.9	1,496.6	1,404.1	1,491.4	1,483.0	1,491.4	1,492.6	+88.5	+6.3%
FSA Farm Loan Program: Subsidy Level	148.6	140.6	108.2	90.5	91.6	85.2	91.6	90.0	-0.4	-0.5%
<i>FSA Farm Loans: Loan Authority<sup>d</sup></i>	3,427.6	5,083.9	4,787.1	4,575.7	5,555.3	5,381.3	5,595.3	5,527.3	+951.6	+20.8%
Mediation; source water; dairy indem. <sup>e</sup>	8.2	10.3	7.7	9.3	4.0	9.1	10.5	9.6	+0.2	+2.5%
Risk Management Agency Salaries & Exp.	76.1	80.3	74.9	69.1	71.5	71.5	71.5	71.5	+2.4	+3.5%
Federal Crop Insurance Corporation <sup>f</sup>	4,818.1	6,455.3	3,142.4	9,514.5	9,502.9	9,502.9	9,502.9	9,502.9	-11.5	-0.1%
Commodity Credit Corporation <sup>f</sup>	12,983.0	15,079.2	14,071.0	11,018.5	12,538.9	12,538.9	12,538.9	12,538.9	+1,520.4	+13.8%

	FY2008	FY2010	FY2012	FY2013		FY2014			Change from FY2013 to FY2014	
Under Secretary, Farm and Foreign Agr.	0.6	0.9	0.8	0.8	0.9	0.9	0.9	0.9	+0.1	+7.7%
<b>Subtotal</b>										
<b>Mandatory</b>	<b>18,970.2</b>	<b>22,855.4</b>	<b>18,293.5</b>	<b>21,582.7</b>	<b>23,149.1</b>	<b>23,149.1</b>	<b>23,149.1</b>	<b>23,149.1</b>	<b>+1,566.4</b>	<b>+7.3%</b>
<b>Discretionary</b>	<b>6,649.7</b>	<b>7,336.1</b>	<b>6,676.7</b>	<b>6,356.2</b>	<b>6,926.6</b>	<b>6,431.3</b>	<b>6,813.4</b>	<b>6,789.0</b>	<b>+432.9</b>	<b>+6.8%</b>
<b>Subtotal</b>	<b>25,619.9</b>	<b>30,191.6</b>	<b>24,970.2</b>	<b>27,938.8</b>	<b>30,075.7</b>	<b>29,580.3</b>	<b>29,962.5</b>	<b>29,938.1</b>	<b>+1,999.3</b>	<b>+7.2%</b>
<b>Title II: Conservation Programs</b>										
Conservation Operations	834.4	887.6	828.2	766.8	807.9	810.1	818.4	812.9	+46.1	+6.0%
Watershed & Flood Prevention	29.8	30.0								
Watershed Rehabilitation Program	19.9	40.2	15.0	13.6	0.0	12.0	0.0	12.0	-1.6	-11.7%
Resource Conservation & Development	50.7	50.7								
Healthy Forests Reserve	2.0									
Under Secretary, Natural Resources	0.7	0.9	0.8	0.8	0.9	0.9	0.9	0.9	+0.1	+7.7%
<b>Subtotal</b>	<b>937.5</b>	<b>1,009.4</b>	<b>844.0</b>	<b>781.2</b>	<b>808.8</b>	<b>823.0</b>	<b>819.3</b>	<b>825.8</b>	<b>+44.6</b>	<b>+5.7%</b>
<b>Title III: Rural Development</b>										
Salaries and Expenses (including transfers)	661.7	715.5	653.9	613.0	661.5	639.9	661.5	657.4	+44.5	+7.3%
Rural Housing Service	881.6	1,424.2	1,090.3	1,031.1	1,132.2	1,144.3	1,184.7	1,279.6	+248.6	+24.1%
<i>RHS Loan Authority<sup>d</sup></i>	<i>6,095.4</i>	<i>13,904.7</i>	<i>26,546.0</i>	<i>27,335.1</i>	<i>26,103.6</i>	<i>27,307.4</i>	<i>26,708.1</i>	<i>27,408.1</i>	<i>+73.0</i>	<i>+0.3%</i>
Rural Business-Cooperative Services	173.2	184.8	109.3	114.2	149.3	96.1	134.1	130.2	+15.9	+14.0%
<i>RBCS Loan Authority<sup>d</sup></i>	<i>1,265.2</i>	<i>1,215.7</i>	<i>869.8</i>	<i>953.7</i>	<i>860.1</i>	<i>806.9</i>	<i>1,047.1</i>	<i>1,022.8</i>	<i>+69.1</i>	<i>+7.2%</i>
Rural Utilities Service	616.9	653.4	551.0	520.8	347.6	487.9	493.6	501.6	-19.3	-3.7%
<i>RUS Loan Authority<sup>d</sup></i>	<i>9,179.5</i>	<i>9,287.2</i>	<i>8,676.9</i>	<i>8,849.4</i>	<i>5,953.4</i>	<i>6,432.1</i>	<i>7,510.7</i>	<i>7,514.5</i>	<i>-1,334.9</i>	<i>-15.1%</i>
Under Secretary, Rural Development	0.6	0.9	0.8	0.8	0.9	0.9	0.9	0.9	+0.1	+7.7%
<b>Subtotal</b>	<b>2,334.0</b>	<b>2,978.8</b>	<b>2,405.2</b>	<b>2,279.9</b>	<b>2,291.5</b>	<b>2,369.1</b>	<b>2,474.8</b>	<b>2,569.7</b>	<b>+289.8</b>	<b>+12.7%</b>
<b>Subtotal, RD Loan Authority<sup>d</sup></b>	<b>16,540.1</b>	<b>24,407.5</b>	<b>36,092.7</b>	<b>37,138.2</b>	<b>32,917.0</b>	<b>34,546.4</b>	<b>35,265.9</b>	<b>35,945.4</b>	<b>-1,192.8</b>	<b>-3.2%</b>
<b>Title IV: Domestic Food Programs</b>										
Child Nutrition Programs	13,901.5	16,855.8	18,151.2	19,913.2	20,487.2	20,452.2	20,487.2	19,288.0	-625.3	-3.1%

	FY2008	FY2010	FY2012	FY2013	FY2014			Change from FY2013 to FY2014		
WIC Program	6,020.0	7,252.0	6,618.5	6,522.2	7,141.6	6,654.9	7,070.4	6,715.8	+193.6	+3.0%
SNAP, Food & Nutrition Act Programs	39,782.7	58,278.2	80,401.7	77,285.4	78,389.6	76,332.1	78,383.1	82,169.9	+4,884.5	+6.3%
Commodity Assistance Programs	210.3	248.0	242.3	243.7	271.7	265.9	271.7	269.7	+26.0	+10.7%
Nutrition Programs Administration	141.7	147.8	138.5	132.7	146.6	139.9	146.6	141.3	+8.7	+6.6%
Office of Under Secretary	0.6	0.8	0.8	0.8	0.8	0.8	0.8	0.8	+0.1	+7.7%
<b>Subtotal</b>										
<b>Mandatory</b>	<b>53,683.2</b>	<b>75,128.0</b>	<b>98,551.9</b>	<b>97,171.9</b>	<b>98,835.3</b>	<b>96,784.3</b>	<b>98,835.3</b>	<b>101,432.9</b>	<b>+4,261.0</b>	<b>+4.4%</b>
<b>Discretionary</b>	<b>6,373.6</b>	<b>7,654.6</b>	<b>7,001.1</b>	<b>6,926.1</b>	<b>7,602.2</b>	<b>7,061.5</b>	<b>7,524.5</b>	<b>7,152.7</b>	<b>+226.6</b>	<b>+3.3%</b>
<b>Subtotal</b>	<b>60,056.8</b>	<b>82,782.6</b>	<b>105,553.0</b>	<b>104,098.0</b>	<b>106,437.6</b>	<b>103,845.8</b>	<b>106,359.9</b>	<b>108,585.6</b>	<b>+4,487.6</b>	<b>+4.3%</b>
<b>Title V: Foreign Assistance</b>										
Foreign Agric. Service	158.4	180.4	176.3	163.1	178.8	172.9	178.8	177.9	+14.7	+9.0%
Public Law (P.L.) 480	1,213.5	1,692.8	1,468.5	1,362.0	2.6	1,152.4	1,468.7	1,468.7	+106.8	+7.8%
McGovern-Dole Food for Education	99.3	209.5	184.0	174.5	185.1	180.3	185.1	185.1	+10.6	+6.1%
CCC Export Loan Salaries	5.3	6.8	6.8	6.3	6.7	6.6	6.7	6.7	+0.5	+7.5%
<b>Subtotal</b>	<b>1,476.5</b>	<b>2,089.5</b>	<b>1,835.7</b>	<b>1,705.9</b>	<b>373.3</b>	<b>1,512.2</b>	<b>1,839.4</b>	<b>1,838.5</b>	<b>+132.6</b>	<b>+7.8%</b>
<b>Title VI: Related Agencies</b>										
Food and Drug Administration	1,716.8	2,357.1	2,505.8	2,386.0	2,557.7	2,485.4	2,562.9	2,560.7	+174.7	+7.3%
Commodity Futures Trading Commission <sup>a</sup>	111.3	168.8	205.3		315.0	194.6		215.0	+20.4	+10.5%
<b>Subtotal</b>	<b>1,828.0</b>	<b>2,525.9</b>	<b>2,711.1</b>	<b>2,386.0</b>	<b>2,872.7</b>	<b>2,680.0</b>	<b>2,562.9</b>	<b>2,775.7</b>	<b>+195.1</b>	<b>+7.6%</b>
<b>Title VII: General Provisions</b>										
Limit mandatory farm bill programs	-335.0	-511.0	-1,205.5	-575.0	-630.0	-668.0	-558.0	-544.0	+31.0	-5.4%
Rescissions <sup>b</sup>	-732.0	-107.9	-445.1	-343.4	-157.0	-516.0	-376.0	-443.0	-99.7	+29.0%
Other appropriations	641.9	380.6	377.1	132.5	55.0	0.0	6.6	106.6	-25.9	-19.5%
<b>Subtotal</b>	<b>-425.1</b>	<b>-238.3</b>	<b>-1,273.6</b>	<b>-785.9</b>	<b>-732.0</b>	<b>-1,184.0</b>	<b>-927.4</b>	<b>-880.4</b>	<b>-94.6</b>	<b>+12.0%</b>

**Source:** CRS, compiled from appropriations committee tables in the joint explanatory statements or committee reports for P.L. 113-76, H.R. 2410, S. 1244, P.L. 113-6, P.L. 112-55, P.L. 111-80, P.L. 110-161. Post-sequestration amounts for FY2013 were obtained from the USDA FY2013 Operating Plan (at [http://www.dm.usda.gov/foia/docs/USDA\\_Operating\\_Plan.pdf](http://www.dm.usda.gov/foia/docs/USDA_Operating_Plan.pdf)) and USDA Office of Budget and Program Analysis unpublished tables, July 2013). Scorekeeping adjustments are from unpublished CBO tables.

**Notes:** Amounts are in nominal dollars; budget authority in millions of dollars. Amounts do not include supplemental appropriations.

- a. CFTC and bill totals are shown multiple ways to allow consistent comparisons across years because of different subcommittee jurisdictions for Agriculture and Financial Services. After FY2008, CFTC is carried in enacted Agriculture appropriations in even years, always in House markup, and never in Senate markup.
- b. “Other scorekeeping adjustments” are not appropriated items (e.g., negative subsidies in loan program accounts) and are not shown in appropriations committee tables, but are part of the official score (accounting) of the bill. Adjustments for disaster designation are made only if disaster amounts were included in the bill’s 302(b) allocation, and allow regular appropriations to be compared across years.
- 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; it is not added in the budget authority subtotals or totals.
- e. Includes State Mediation Grants; Dairy Indemnity Program (mandatory funding); 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 and may not reflect actual outlays.
- g. Amounts for the Rural Business Cooperative Service in this report are before the rescission from the Cushion of Credit account. This approach allows the total appropriation for RBS to remain positive, unlike in Appropriations committee tables. The rescission is included with other rescissions in the General Provisions section.

## **Appendix A. Background on Scope and Terms**

### **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.<sup>9</sup> USDA spending is not synonymous with farm program spending, nor are Agriculture appropriations completely correlated with USDA spending.

USDA divides its activities into “mission areas.” Food and nutrition programs, with more than three-fourths of USDA’s budget in FY2012, are the largest mission area, supporting the Supplemental Nutrition Assistance Program (SNAP, formerly food stamps); the Women, Infants, and Children (WIC) program; and child nutrition programs.<sup>10</sup> The second-largest USDA mission area, with about one-eighth of USDA’s budget, is farm and foreign agricultural services. This broad mission area includes the farm commodity price and income support programs, crop insurance, certain mandatory conservation and trade programs, farm loans, and foreign food aid programs. Five other mission areas share one-eighth of USDA’s budget, including natural resource and environment, rural development, research and education, marketing and regulatory programs, and food safety.

Comparing USDA’s organization and budget data to the Agriculture appropriations bill in Congress is not always easy. USDA’s “mission areas” do not always correspond to the titles or categories in the Agriculture appropriations bill.

- Foreign agricultural assistance is a separate title in the appropriations bill (Title V), but is joined with domestic farm support in USDA’s “farm and foreign agriculture” mission area.
- Title I in the appropriations bill covers four of USDA’s mission areas: agricultural research, marketing and regulatory programs, food safety, and the farm support portion of farm and foreign agriculture.
- The Forest Service is about half of the natural resources mission area but is funded in the Interior appropriations bill. It also accounts for about one-third of USDA’s personnel, with about 34,000 staff years in FY2011.

The type of funding (mandatory vs. discretionary) also is an important difference between how the appropriations bill and USDA’s mission areas are organized.

- Conservation in the appropriations bill (Title II) includes only discretionary programs. The mandatory funding for conservation programs is included in Title I of the appropriation in the Commodity Credit Corporation.
- Conversely, the non-Forest Service part of USDA’s natural resources mission area includes both discretionary programs and some mandatory conservation programs.

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<sup>9</sup> USDA, *FY2014 Budget Summary and Annual Performance Plan*, April 2013, p. 114, at <http://www.obpa.usda.gov/budsum/FY14budsum.pdf>.

<sup>10</sup> USDA, *FY2014 Budget Summary*, at p. 108-109.

## 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 (Title VI) in the overall Agriculture and Related Agencies appropriations bill is about 2%.

Jurisdiction over CFTC appropriations is assigned differently in the House and Senate. Before FY2008, the Agriculture subcommittees in both the House and Senate had jurisdiction over CFTC funding. In FY2008, Senate jurisdiction moved to the Financial Services Appropriations Subcommittee. Placement in the enacted version now alternates each year. In even-numbered fiscal years, CFTC has resided in the Agriculture appropriations act. In odd-numbered fiscal years, CFTC has resided in the enacted Financial Services appropriations act.

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 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 at each agency. At FDA, food safety responsibilities that are shared between USDA and FDA have been in the media during recent years and have been the subject of legislation and hearings. At CFTC, 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. Eligibility for participation in mandatory programs (sometimes referred to as entitlement programs) is usually written into authorizing laws;<sup>11</sup> any individual or entity that meets the eligibility requirements is entitled to the benefits authorized by the law.<sup>12</sup>

In FY2013, about 15% of the Agriculture appropriations bill was for discretionary programs (about \$20 billion), and the remaining balance of 85% was classified as mandatory (about \$119 billion).

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<sup>11</sup> Mandatory spending in the omnibus, multi-year “farm bill” is discussed in CRS Report R42484, *Budget Issues Shaping a Farm Bill in 2013*.

<sup>12</sup> Mandatory spending in agriculture historically was reserved for programs such as the farm commodity programs and crop insurance that had uncertain outlays because of weather and market conditions. Mandatory spending creates funding stability and consistency compared to appropriations. When authorizing committees provide mandatory funding for programs that usually are discretionary, appropriators sometimes argue that this has reduced appropriators’ oversight and have limited outlays for some of the relatively newer mandatory programs.

Most agency operations (salaries and expenses) are financed with discretionary funds. Major discretionary programs include certain conservation programs; most rural development programs; research and education programs; agricultural credit programs; the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC); the Food for Peace international food aid program; meat and poultry inspection; and food marketing and regulatory programs. The discretionary accounts also include FDA and CFTC appropriations.

The largest component 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 and related programs)—along with the farm commodity price and income support programs, the federal crop insurance program, and various agricultural conservation and trade programs. Some mandatory spending, such as for the farm commodity programs, is highly variable and is driven by program participation rates, economic and price conditions, and weather patterns. Formulas are set in the 2008 farm bill (P.L. 110-246). In recent years, mandatory spending has tended to rise, particularly as nutrition benefits have risen because of the recession.

Although mandatory programs generally are outside the scope of the appropriations debate, amounts for these programs are included in the annual Agriculture appropriations act. In terms of budget enforcement, though, mandatory spending decisions are governed in the authorizations process via the Congressional Budget Office baseline.<sup>13</sup> For example, the SNAP and child nutrition programs are funded by an annual appropriation based on projected spending needs. In fact, SNAP is referred to as an “appropriated entitlement,” and requires an annual appropriation.<sup>14</sup> In contrast, 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.

## Budget Authority, Obligations, Outlays, and Program Levels

In addition to the difference between mandatory and discretionary spending, four other terms are important to understanding differences in discussions about federal spending: budget authority, obligations, outlays, and program levels.<sup>15</sup>

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. Obligations represent 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

<sup>13</sup> See CRS Report 98-560, *Baselines and Scorekeeping in the Federal Budget Process*, and CRS Report R42484, *Budget Issues Shaping a Farm Bill in 2013*.

<sup>14</sup> See CRS Report RS20129, *Entitlements and Appropriated Entitlements in the Federal Budget Process*.

<sup>15</sup> See CRS Report 98-405, *The Spending Pipeline: Stages of Federal Spending*.

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) that accounts for defaults and interest rate assistance, assuming most loans are repaid.
  - Transfers from other agencies, or funds are carried forward from prior years.



## **Appendix B. Agriculture Appropriations Timelines**

In the past 16 years, stand-alone Agriculture appropriations bills were enacted five times, in FY2000-FY2002, FY2006, and FY2010 (**Table B-1**). Omnibus appropriations were used nine times, in FY1999, FY2003-FY2005, FY2008, FY2009, and FY2012-FY2014.<sup>16</sup> Year-long continuing resolutions were used twice, in FY2007 and FY2011.

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<sup>16</sup> For FY2013, a year-long continuing resolution was used for most subcommittee bills, but the Agriculture and Related Agencies appropriations bill was one of five subcommittees given a regular appropriation (Division A of P.L. 113-6).

**Table B-1. Timeline of Congressional Action on Agriculture Appropriations, FY1995-FY2014**

Fiscal Year	House action			Senate action			Final Appropriation			
	Subcomm.	Comm.	House-passed	Subcomm.	Comm.	Senate-passed	Type	Enacted	Public Law	CRS Report
1995	na	6/9/1994	6/17/1994	na	6/23/1994	7/20/1994	Stand-alone	9/30/1994	P.L. 103-330	IB94011
1996	6/14/1995	6/27/1995	7/21/1995	9/13/1995	9/14/1995	9/20/1995	Stand-alone	10/21/1995	P.L. 104-37	95-624
1997	5/30/1996	6/6/1996	6/12/1996	7/10/1996	7/11/1996	7/24/1996	Stand-alone	8/6/1996	P.L. 104-180	IB96015
1998	6/25/1997	7/14/1997	7/24/1997	7/15/1997	7/17/1997	7/24/1997	Stand-alone	11/18/1997	P.L. 105-86	97-201
1999	6/10/1998	6/16/1998	6/24/1998	6/9/1998	6/11/1998	7/16/1998	Omnibus	10/21/1998	P.L. 105-277	98-201
2000	5/13/1999	5/24/1999	6/8/1999	6/15/1999	6/17/1999	8/4/1999	Stand-alone	10/22/1999	P.L. 106-78	RL30201
2001	5/4/2000	5/16/2000	7/11/2000	5/4/2000	5/10/2000	7/20/2000	Stand-alone	10/28/2000	P.L. 106-387	RL30501
2002	6/6/2001	6/27/2001	7/11/2001	Polled out	7/18/2001	10/25/2001	Stand-alone	11/28/2001	P.L. 107-76	RL31001
2003	6/26/2002	7/26/2002	—	7/23/2002	7/25/2002	—	Omnibus	2/20/2003	P.L. 108-7	RL31301
2004	6/17/2003	7/9/2003	7/14/2003	7/17/2003	11/6/2003	11/6/2003	Omnibus	1/23/2004	P.L. 108-199	RL31801
2005	6/14/2004	7/7/2004	7/13/2004	9/8/2004	9/14/2004	—	Omnibus	12/8/2004	P.L. 108-447	RL32301
2006	5/16/2005	6/2/2005	6/8/2005	6/21/2005	6/27/2005	9/22/2005	Stand-alone	11/10/2005	P.L. 109-97	RL32904
2007	5/3/2006	5/9/2006	5/23/2006	6/20/2006	6/22/2006	—	Year-long CR	2/15/2007	P.L. 110-5	RL33412
2008	7/12/2007	7/19/2007	8/2/2007	7/17/2007	7/19/2007	—	Omnibus	12/26/2007	P.L. 110-161	RL34132
2009	6/19/2008	—	—	Polled out	7/17/2008	—	Omnibus	3/11/2009	P.L. 111-8	R40000
2010	6/11/2009	6/18/2009	7/9/2009	Polled out	7/7/2009	8/4/2009	Stand-alone	10/21/2009	P.L. 111-80	R40721
2011	6/30/2010	—	—	Polled out	7/15/2010	—	Year-long CR	4/15/2011	P.L. 112-10	R41475
2012	5/24/2011	5/31/2011	6/16/2011	Polled out	9/7/2011	11/1/2011	Minibus	11/18/2011	P.L. 112-55	R41964
2013	6/6/2012	6/19/2012	—	Polled out	4/26/2012	—	Omnibus	3/26/2013	P.L. 113-6	R42596
2014	6/5/2013	6/13/2013	—	6/18/2013	6/20/2013	—	Omnibus	1/17/2014	P.L. 113-76	R43110

Source: Compiled by CRS.

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