

# CRS Report for Congress

## **Emergency Funding for Agriculture: A Brief History of Supplemental Appropriations, FY1989-FY2009**

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**Prepared for Members and  
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# Emergency Funding for Agriculture: A Brief History of Supplemental Appropriations, FY1989-FY2009

## Summary

From FY1989 through FY2009 (to date), 36 appropriations, authorization, or farm disaster acts added approximately \$61.8 billion in supplemental funding for U.S. Department of Agriculture (USDA) programs (excluding the Forest Service, which is funded annually under the Interior appropriations bill). Approximately \$47.8 billion, or just under 80% of the total amount, was provided within the last 10 years.

Since FY1989, a large portion (\$43.7 billion) of the total supplemental funding has been paid directly to farmers, primarily through two mechanisms: “market loss payments” (\$21.4 billion, all from FY1999 to FY2001) to compensate for low farm commodity prices, and crop disaster payments (\$22.34 billion) paid to any producer who experienced a major crop loss caused by a natural disaster. The remaining \$18.1 billion has funded a wide array of other USDA programs, including livestock feed assistance programs, farm conservation programs, specialty crop assistance, farm loans, and non-farm USDA programs such as overseas food aid, food and nutrition programs, and rural development and housing assistance.

In recent years, virtually all of the supplemental spending has been provided under an emergency designation from Congress and the Administration, meaning that the new spending did not have to be offset with comparable reductions in other programs. However, in some cases a portion of the supplemental is offset by spending reductions in other programs.

Total annual funding additions in the 36 acts providing supplemental economic, farm disaster, and other assistance through USDA programs since FY1989 are as follows:

FY1989: \$ 3.4 billion	FY2000: \$ 14.8 billion
FY1990: \$ 1.5 billion	FY2001: \$ 11.3 billion
FY1991: \$ 0	FY2002: \$ 0.6 billion
FY1992: \$ 1.0 billion	FY2003: \$ 3.6 billion
FY1993: \$ 1.9 billion	FY2004: \$ 0.2 billion
FY1994: \$ 3.1 billion	FY2005: \$ 3.8 billion
FY1995: \$ 0.6 billion	FY2006: \$ 2.2 billion
FY1996: \$ 0.1 billion	FY2007: \$ 3.65 billion
FY1997: \$ 0.5 billion	FY2008: \$ 2.75 billion
FY1998: \$ 0.2 billion	FY2009: \$ 0.40 billion
FY1999: \$ 6.6 billion	

**Grand Total, FY1989-FY2009 (to date): \$61.8 billion**

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# Emergency Funding for Agriculture: A Brief History of Supplemental Appropriations, FY1989-FY2009

**Table 1. History of Supplemental Appropriations,  
FY1989-FY2009**

Act	Major Agricultural Provisions
<b>Disaster Assistance Act of 1988</b>  <b>(P.L. 100-387, August 11, 1988)</b>	<p>Authorized USDA's Commodity Credit Corporation (CCC) to use its authority to borrow from the U.S. Treasury, in order to provide direct disaster payments to farmers for 1988 crop losses using payment formula in this statute. Permanently authorized livestock feed assistance programs. No specific appropriation made, nor limitations placed on payment formulas in the act. CCC outlays in FY1989 were <b>\$3.386 billion</b> for direct disaster payments under this act.</p>
<b>Disaster Assistance Act of 1989</b>  <b>(P.L. 101-82, August 14, 1989)</b>	<p>Authorized the CCC to provide disaster payments to farmers for 1989 crop losses. Payments were not direct cash payments, but instead were made in the form of certificates redeemable for Government-owned grain. No specific appropriation, nor limitation placed on formula payment. The CCC ultimately provided <b>\$1.48 billion</b> in commodity certificates in FY1990 under this act.</p>
<b>Dire Emergency Supplemental Appropriations for Natural Disasters and Operation Desert Shield/Desert Storm</b>  <b>(P.L. 102-229, December 12, 1991)</b>	<p>Authorized the CCC to make <b>\$1.75 billion</b> in direct disaster payments using a payment formula authorized by the 1990 farm bill (P.L. 101-624). Of this total amount, \$995 million was available for 1990 or 1991 crop losses. The remaining \$755 million was made available for 1990, 1991 or 1992 crop losses, pending a request as an emergency designation by the Administration, which was later granted. \$100 million of the total was reserved for program crops planted in 1991 for harvest in 1992.</p>
<b>Dire Emergency Supplemental Appropriations Act, 1992; Hurricane Andrew, Typhoon Omar, Hurricane Iniki, etc.</b>  <b>(P.L. 102-368, September 23, 1992)</b>	<p>In response to Hurricane Andrew and other disasters, P.L. 102-368 provided a total of <b>\$1.093 billion in farm and nonfarm disaster assistance</b> through various USDA programs, including:</p> <p>\$382 million in farm disaster payments immediately to supplement the \$755 million made available by P.L. 102-229 (see above). Authorized an additional \$100 million for disaster payments, pending a separate budget request by the President (later granted in 1993).</p>

Act	Major Agricultural Provisions
	<p>Also included in the total is \$711.5 million in other USDA-administered emergency assistance, including:</p> <ul style="list-style-type: none"> <li>— \$400 million in additional food stamp funding for disaster areas;</li> <li>— \$72.3 million for various rural development loan and grant programs, particularly for repair and rehabilitation of water and waste systems damaged by natural disasters;</li> <li>— \$62 million for emergency watershed programs (repair damages to waterways and watersheds near farmland);</li> <li>— \$48 million for the Tree Assistance Program (cost-sharing program to replant tree stands destroyed by a disaster);</li> <li>— \$43.285 million in loan subsidy for USDA to make \$162.5 million in additional emergency disaster loans;</li> <li>— \$40.25 million for various rural housing loan and grant programs;</li> <li>— \$27.5 million for the Emergency Conservation Program (rehabilitation of farmland following a disaster);</li> <li>— \$15 million to restore damaged federal research facilities;</li> <li>— \$3.2 million for salaries and expenses to administer emergency programs.</li> </ul>
<p><b>Supplemental Appropriations Act of 1993</b></p> <p><b>(P.L. 103-50, July 2, 1993)</b></p>	<p>The act allowed USDA to apply the unexpended authority for disaster payments (approximately \$300 million) in P.L. 102-229 and P.L. 102-368 to make disaster payments for reductions in crop quality caused by any natural disaster affecting a 1990 through 1993 crop. Also allowed these unexpended funds to be used for any future crop losses (1993 through 1995) associated with Hurricane Andrew (1992).</p> <p>The act also made available approximately <b>\$145 million</b> to various other rural development and housing programs, all of which was offset by a comparable amount of rescissions in other USDA programs.</p>
<p><b>Emergency Supplemental Appropriations for Relief from the Major, Widespread Flooding in the Midwest Act of 1993</b></p> <p><b>(P.L. 103-75, August 12, 1993)</b></p>	<p>The act provided approximately <b>\$2.7 billion in total USDA assistance, including \$2.5 billion in farm disaster payments</b> for losses associated with the Midwest flood of 1993, and other agricultural disasters. Of this \$2.5 billion, the act provided a specific appropriation of \$1.050 billion immediately, another \$300 million in contingent appropriations, and allowed the CCC to borrow as much as necessary to fully fund the payment formula (which later amounted to approximately \$1.1 billion in additional borrowing).</p> <p>Also included within the total is \$60 million for Watershed and Flood Prevention Operations; \$55.4 million for rural development programs; \$30 million for the Emergency Conservation Program; \$21.8 million for farm loan programs; \$21 million for rural housing programs; \$12 million for the administration of disaster programs; and \$3.5 million for the Extension Service.</p>

Act	Major Agricultural Provisions
<b>Emergency Supplemental Appropriations Act of 1994</b>  <b>(P.L. 103-211, February 12, 1994)</b>	<p>Enacted in response to the major California earthquake in Jan. 1993, the act provided <b>\$376.1 million</b> to USDA programs, including \$340.5 million for Watershed and Flood Prevention Operations; \$25 million for the Emergency Conservation Program; and \$1.4 million to the Extension Service. It also allowed the Commodity Credit Corporation to use its borrowing authority to fund the Tree Assistance Program for any 1993 crop year disaster. CCC spending for 1993 TAP-eligible losses was \$9.2 million, included in the \$376.1 million total. The act also allowed nursery crops to be included in 1993 crop loss payments under P.L. 103-75 above. Approximately \$200 million of the additional spending was offset by rescissions made to various USDA programs.</p>
<b>Agricultural, Rural Development, FDA, and Related Agencies Appropriations Act, 1995</b>  <b>(P.L. 103-330, September 30, 1994)</b>	<p>The regular FY1995 appropriations act for agriculture required the CCC to provide such sums as may be necessary on an emergency basis to fully fund the disaster payment formula in the 1990 farm bill for 1994 crop losses, including aquaculture but excluding ornamental fish. It also provided payments for subsequent 1995 and 1996 orchard losses caused by a 1994 freeze. CCC outlays for 1994 crop losses amounted to approximately <b>\$600 million</b>.</p>
<b>Omnibus Consolidated Rescissions and Appropriations Act of 1996</b>  <b>(P.L. 104-134, April 26, 1996)</b>	<p>In response to Hurricanes Bertha and Marilyn, Pacific Northwest flooding, Northeast blizzards and other disasters, the act provided <b>\$129.4 million</b> for various USDA programs, including \$80.5 million for Watershed and Flood Prevention Operations, \$30 million for the Emergency Conservation Program; \$11 million for rural utility grants; and \$7.6 million for rural housing repair loans and grants.</p>
<b>Agricultural, Rural Development, FDA, and Related Agencies Appropriations Act, 1997</b>  <b>(P.L. 104-180, August 6, 1996)</b>	<p>A supplemental provision in the regular FY1997 agriculture appropriations act made available <b>\$32.244 million</b> in loan subsidy to support \$110 million in emergency disaster farm loans.</p>
<b>Omnibus Consolidated Appropriations Act, 1997</b>  <b>(P.L. 104-208, September 30, 1996)</b>	<p>In response to Hurricanes Fran and Hortense and other disasters, the P.L. 104-208 provided <b>\$88 million</b> for USDA flood assistance programs, including \$63 million for Watershed and Flood Prevention Operations, and \$25 million for the Emergency Conservation Program.</p>
<b>1997 Emergency Supplemental Appropriations Act for Recovery from Natural Disasters, and for Overseas Peace-keeping Efforts, Including Those in Bosnia</b>  <b>(P.L. 105-18, June 12, 1997)</b>	<p>The act made available <b>\$393 million</b> in supplemental USDA assistance including, \$166 million for Watershed and Flood Prevention Operations; \$76 million for the WIC program; \$70 million for the Emergency Conservation Program; \$50 million for the Livestock Indemnity Program, (which pays farmers a certain amount for each head of cattle lost to a disaster); \$18 million in loan subsidy to support \$70 million in additional USDA emergency disaster loans; \$9 million for the Tree Assistance Program; and \$4 million for loan subsidies and grants for the Rural Utilities Assistance Program, for the repair of water and sewer systems following a natural disaster.</p>

Act	Major Agricultural Provisions
<b>1998 Supplemental Appropriations and Rescissions Act</b>  <b>(P.L. 105-174, May 1, 1998)</b>	<p>In response to El Nino-driven storms and other natural disasters, the act provided a total of <b>\$159.8 million</b> in emergency farm spending, including \$80 million for the Watershed and Flood Prevention Program; \$34 million for the Emergency Conservation Program; \$14 million for the Tree Assistance Program; \$21 million in loan subsidy to support \$87.4 million in additional emergency disaster loans; \$4 million for the Livestock Indemnity Program; and \$6.8 million for dairy farmer disaster payments. Approximately \$47.5 million in rescissions to various other USDA programs was made to offset a portion of the cost of new spending.</p>
<b>Omnibus Appropriations Act of 1999</b>  <b>(P.L. 105-277, October 21, 1998)</b>	<p>Provided a total of <b>\$5.893 billion</b> in emergency supplemental appropriations to USDA, primarily for assistance to farmers for natural disasters and low farm commodity prices, including:</p> <ul style="list-style-type: none"> <li>— \$3.057 billion in “market loss payments” made to grain, cotton and dairy farmers in response to low farm commodity prices;</li> <li>— \$1.3 billion in farm disaster payments for 1998 crop losses;</li> <li>— \$575 million in disaster payments for multi-year crop losses;</li> <li>— \$400 million in premium discounts for growers of a 1999 crop who purchase crop insurance coverage;</li> <li>— \$200 million for livestock feed assistance (for livestock farmers who lost on farm feed to a disaster);</li> <li>— \$50 million in Alaska salmon assistance;</li> <li>— \$40 million for USDA Farm Service Agency salaries to administer various farm assistance programs;</li> <li>— \$31.4 million in loan subsidy to support a variety of existing direct and guaranteed farm loan programs;</li> <li>— \$27 million for recourse loans to mohair growers;</li> <li>— \$25 million for Food for Progress, an overseas food aid program;</li> <li>— \$1 million for honey recourse loans.</li> </ul>
<b>1999 Emergency Supplemental Appropriations Act</b>  <b>(P.L. 106-31, May 21, 1999)</b>	<p>Provided nearly <b>\$723 million</b> in emergency assistance for USDA programs, including:</p> <ul style="list-style-type: none"> <li>— \$149.2 million in emergency food assistance to the Balkans through the P.L. 480 program;</li> <li>— \$145 million for USDA’s Section 32 program, to help stabilize farm prices of surplus commodities;</li> <li>— \$105.6 million in loan subsidy to support additional loans of \$1.095 billion for various USDA farm loan programs;</li> <li>— \$95 million for Watershed and Flood Prevention;</li> <li>— \$70 million for the Livestock Assistance Program to reimburse farmers for the loss of on-farm feed to a disaster;</li> <li>— \$42.75 million in salaries and expenses of USDA’s Farm Service Agency, for administering emergency programs;</li> </ul>

Act	Major Agricultural Provisions
	<ul style="list-style-type: none"> <li>— \$32 million for various rural development programs in response to a hurricane in Puerto Rico;</li> <li>— \$28 million for the Emergency Conservation Program;</li> <li>— \$28 million for Conservation Reserve Program technical assistance;</li> <li>— \$20 million for migrant and seasonal farm worker assistance;</li> <li>— \$3 million for livestock indemnity payments.</li> </ul>
<b>Agricultural, Rural Development, Food and Drug Administration, and Related Agencies Appropriations Act, FY2000</b>  <b>(P.L. 106-78, October 22, 1999)</b>	<p>Provided <b>\$8.7 billion</b> in FY2000 emergency funding for USDA programs in response to low farm commodity prices and various natural disasters, including:</p> <ul style="list-style-type: none"> <li>— \$6.5 billion in “market loss” payments to compensate growers of specific farm commodities for low market prices including \$5.5 billion to grains and cotton; \$475 million to oilseeds; \$328 million to tobacco; \$125 million for dairy; and \$42 million for peanuts;</li> <li>— \$1.2 billion in disaster payments for 1999 crop losses;</li> <li>— \$400 million in premium discounts for producers purchasing crop insurance for a 2000 year crop (and additional administrative costs of \$250 million);</li> <li>— \$200 million in livestock feed assistance;</li> <li>— an estimated \$201 million for the cotton Step-2 export competitiveness program;</li> <li>— one-year extension of the dairy price support program;</li> <li>— temporary authority for honey and mohair recourse loans (no additional costs expected).</li> </ul>
<b>Consolidated Appropriations Act for FY2000</b>  <b>(P.L. 106-113, November 29, 1999)</b>	<p>Provided <b>\$577 million</b> to supplement several emergency programs initially funded by P.L. 106-78 (see above), for relief from Hurricane Floyd in North Carolina, and for other purposes, including \$186 million in additional farm disaster payments; \$178.6 million in loan subsidy to support \$2.5 billion in additional USDA farm loan programs; \$80 million for the Watershed and Flood Prevention Program; \$50 million for the Emergency Conservation Program; \$25.6 million in rural housing loan and grant funds; \$22 million in miscellaneous disaster assistance for Oregon (flood) and Florida (citrus canker); \$20 million for the Noninsured Assistance Program; \$10 million in additional livestock feed assistance; \$2.8 million in additional tobacco assistance.</p>
<b>Agriculture Risk Protection Act of 2000</b>  <b>(P.L. 106-224, June 20, 2000)</b>	<p>Title II provided a total of <b>\$7.14 billion</b> in emergency farm assistance (\$5.5 billion in FY2000 and \$1.64 billion in FY2001), mostly in direct payments to growers of various commodities to compensate for low farm commodity prices.</p> <p><b>For FY2000:</b> \$5.5 billion in market loss payments to growers of grains and cotton, similar to those made in P.L.106-78 above.</p> <p><b>For FY2001:</b></p> <ul style="list-style-type: none"> <li>— \$997 million in direct market loss payments, including</li> </ul>



Act	Major Agricultural Provisions
	<p>\$500 million to oilseed growers; \$340 million for tobacco; \$100 million for cottonseed; \$47 million for peanuts; \$10 million for wool &amp; mohair.</p> <ul style="list-style-type: none"> <li>— A total of \$301 million in assistance to fruit and vegetable growers, including \$200 million in purchases of commodities in surplus during the 1998 and 1999 crop years, and \$25 million in compensation for various crop diseases.</li> </ul> <p>Other FY2001 crop provisions allow:</p> <ul style="list-style-type: none"> <li>— a producer to receive a loan deficiency payment (LDP) if the land is grazed rather than harvested in 2001 (cost of \$43 million);</li> <li>— certain previously ineligible grain and cotton growers to receive a 2000 crop-year LDP (\$35 million); and honey growers to receive recourse loans for the 2000 crop (\$7 million).</li> </ul> <p>The balance of FY2000-FY2001 spending includes \$110 million for nutrition programs; \$51 million for research programs; \$50 million for conservation programs; \$24 million for crop and pasture flood compensation; \$15 million in emergency loans for seed producers; \$15 million for agricultural marketing programs; \$13 million for animal disease control programs; and \$5 million for boll weevil eradication loans.</p>
<p><b>Emergency Supplemental Act for FY2000 (Title II of the Military Construction Appropriations Act, 2001)</b></p> <p><b>(P.L. 106-246, July 13, 2000)</b></p>	<p>Provided <b>\$210.4 million</b> to USDA programs, primarily for additional assistance to farm and rural areas affected by a series of 1999 hurricanes and by 2000 wildfires in the Southwest, including \$81 million in crop loan forgiveness for North Carolina producers whose collateral for a 1999 marketing loan was destroyed by a hurricane; \$77.6 million for the Farm Service Agency for temporary staff to administer emergency farm programs, for civil rights cases, and for information technology expenses; \$29.5 million for various USDA rural housing loan and grant programs for hurricane aftermath; \$10 million for the Emergency Conservation Program and \$4 million for Watershed and Flood Prevention Operations for damage caused by wildfires in the Southwest; and \$7 million for the peanut price support program to cover 1999 program losses, which must eventually be repaid by producers.</p>
<p><b>Agricultural, Rural Development, Food and Drug Administration, and Related Agencies Appropriations Act, FY2001</b></p> <p><b>(P.L. 106-387, October 28, 2000)</b></p>	<p>Authorized an estimated <b>\$4.0 billion</b> in FY2001 supplemental USDA spending, including the following major provisions:</p> <ul style="list-style-type: none"> <li>— \$1.8 billion in natural disaster payments for 2000 crop losses;</li> <li>— \$675 million in income assistance payments to dairy farmers;</li> <li>— \$500 million in livestock disaster assistance;</li> <li>— \$220 million for various rural development loan and grant programs;</li> <li>— \$138 million to apple and potato growers for crop losses and low prices;</li> </ul>

Act	Major Agricultural Provisions
	<ul style="list-style-type: none"> <li>— \$117 million to increase farmer enrollment in the Wetlands Reserve Program;</li> <li>— \$110 million for the Emergency Watershed Program;</li> <li>— \$80 million for the Emergency Conservation Program;</li> <li>— \$77 million for various crop diseases;</li> <li>— \$53 million in tobacco assistance;</li> <li>— \$50 million for FSA to administer emergency programs</li> <li>— \$40 million for conservation technical assistance;</li> <li>— \$40 million for a modification of food stamp eligibility; and</li> <li>— \$20 million each for various forms of assistance for honey, wool and mohair, cranberry growers, and California fruit growers.</li> </ul>
<p><b>Supplemental Appropriations Act, 2001</b></p> <p><b>(P.L. 107-20, July 24, 2001)</b></p>	<p>Provides <b>\$65.5 million</b> in various forms of assistance, including \$35.5 million for Watershed and Flood Prevention programs in Florida, Mississippi, Oklahoma, Texas and Wisconsin; \$20 million for farmers in the Klamath Basin region affected by the unavailability of irrigation water; \$5 million for the Animal and Plant Health Inspection Service to guard against the threat of foot and mouth disease, mad cow disease and other foreign animal diseases; \$3 million to enforce the Animal Welfare Act and humane slaughter practices; and \$2 million to assist Yakima Basin farmers in Washington state.</p>
<p><b>“To respond to the continuing economic crisis adversely affecting American agricultural producers”</b>  <b>(FY2001 Supplemental Authorization for Agriculture)</b></p> <p><b>(P.L. 107-25, August 13, 2001)</b></p>	<p>Provides a total of <b>\$5.5 billion</b> in emergency FY2001 income assistance to farmers, as permitted by the FY2002 budget resolution:</p> <ul style="list-style-type: none"> <li>— Total direct payments of \$5.33 billion to supplement the income of growers of various crops including — \$4.622 billion to grain and rice farmers; \$423.51 million for oilseeds; \$129 million for tobacco; \$84.7 million for cottonseed; \$54.21 million for peanuts; and \$16.94 million for wool and mohair.</li> <li>— Total assistance of \$159.4 million is provided to growers of specialty crops (primarily fruits and vegetables). This includes base grants of \$500,000 per state and \$1 million for Puerto Rico, for a total of \$26 million. An additional \$133.4 million in specialty crop assistance is provided to the 50 states in proportion to the value of specialty crop production in the state to national value of specialty crop production.</li> <li>— \$10 million to make grants to states to pay the costs related to the processing, transportation and distribution of commodities for the Emergency Food Assistance Program (EFAP).</li> </ul>
<p><b>Making emergency supplemental appropriations for FY2001, in response to the September 11, 2001 terrorist attacks</b></p>	<p>Authorized a total of \$40 billion in emergency supplemental funding government-wide to recover from the September 11 terrorist attacks and to combat terrorism. Of the first \$20 billion that was made immediately available, <b>\$95 million</b> was allocated by the President to USDA’s Foreign Agricultural Service for P.L. 480 Title II grants to provide food aid to Afghanistan to mitigate the</p>

Act	Major Agricultural Provisions
(P.L. 107-38, September 18, 2001)	impact of the ongoing conflict and drought. The second \$20 billion could be obligated only when enacted in a subsequent emergency appropriations bill. (See P.L. 107-117 below for USDA's portion of the second \$20 billion.)
<p><b>Department of Defense and Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks on the United States Act, 2002</b></p> <p>(P.L. 107-117, January 10, 2002)</p>	As required by P.L. 107-38 above, the obligation of the second \$20 billion of the \$40 billion authorized by P.L. 107-38 required enactment of a subsequent act defining the use of the funds. P.L. 107-117 authorized <b>\$367 million</b> of the funds for USDA programs primarily to enhance security at the Department and its research facilities, including \$119.1 million to the Animal and Plant Health Inspection Service; \$113 million to the Agricultural Research Service; \$80.9 million to the Secretary's office; and \$15 million to the Food Safety Inspection Service. Also included is \$39 million for the Special Supplemental Nutrition Program for Women, Infant and Children (WIC) in response to the downturn in the national economy.
<p><b>Making supplemental appropriations for further recovery from and response to terrorist attacks on the United States for the fiscal year ending September 30, 2002, and for other purposes</b></p> <p>(P.L. 107-206, August 2, 2002)</p>	The supplemental provisions in this act provided governmentwide funds to combat terrorism and for other purposes, of which a portion was contingent upon a request and emergency declaration from the President. Subsequent to enactment, the President stated that he would not provide such a request and designation, hence making these contingent funds unavailable. For USDA programs (excluding the Forest Service), the act provided <b>\$212 million</b> in non-contingent funding, including \$94 million for Watershed and Flood Prevention Operations; \$75 million for the WIC program; \$25 million for security at the Ames, Iowa animal disease research facility; \$10 million in agricultural assistance to producers along the Rio Grande due to failure of Mexico to deliver water under a current treaty; and \$8 million to fund local television loan guarantees in rural areas. Another \$148 million in funding for USDA programs required a presidential request and emergency declaration which was not given. Hence, these funds were not made available.
<p><b>Consolidated Appropriations Resolution, FY2003</b></p> <p>(P.L. 108-7, February 20, 2003)</p>	<p>This measure contained an estimated <b>\$3.1 billion</b> in farm disaster assistance, in response to severe drought and other natural disasters affecting 2001 and 2002 farm production. The full cost of these provisions was offset by a \$3.7 billion limitation placed on future mandatory spending (FY2003-2013) for the Conservation Security Program.</p> <p>The \$3.1 billion in agricultural assistance included:</p> <ul style="list-style-type: none"> <li>— an estimated \$2.1 billion in direct disaster payments for crop losses in either 2001 or 2002, but not both years;</li> <li>— direct payments to livestock growers to compensate them for 2001 or 2002 feed and forage losses, including an estimated \$100 million in additional funding for the Livestock Compensation Program (LCP) and \$250 million for the Livestock Assistance Program;</li> <li>— \$250 million for the Section 32 program, to partially reimburse the account for funds that were used for the</li> </ul>

Act	Major Agricultural Provisions
	<p>LCP;</p> <ul style="list-style-type: none"> <li>— \$70 million for the Farm Service Agency to implement disaster assistance and ongoing farm commodity programs;</li> <li>— \$60 million in disaster payments to sugar beet producers for either 2001 or 2002 crop losses;</li> <li>— an estimated \$60 million in payments to sugarcane producers and processors for hurricane losses in 2002;</li> <li>— an estimated \$54 million to compensate 2002 tobacco producers for losses associated with quota reductions, pests and diseases;</li> <li>— \$50 million for assistance to producers and first handlers of the 2002 cottonseed crop;</li> <li>— \$18.2 million to compensate Florida citrus growers whose trees were quarantined for citrus canker after September 30, 2001;</li> <li>— \$15 million for bovine tuberculosis eradication;</li> <li>— \$10 million in assistance to producers along the Rio Grande, due to failure of Mexico to deliver water under a current treaty; and</li> <li>— \$2 million to compensate New Mexico farmers for losses caused by a Forest Service misapplication of pesticides.</li> </ul>
<p><b>Emergency Wartime Supplemental Appropriations Act, 2003</b></p> <p><b>(P.L. 108-11, April 16, 2003)</b></p>	<p>Authorized an estimated \$79 billion government-wide, primarily to cover the costs of military operations in Iraq, relief for Iraq and Afghanistan, and homeland security protection. Within the total was <b>\$479 million</b> for USDA programs, including: \$369 million in additional funding for P.L. 480 Title II foreign food aid assistance (commodity donations). Of the \$369 million, the act reserved \$69 million to partially replenish the Bill Emerson Humanitarian Trust (a grain reserve used to help fulfill food aid commitments when supplies are short); and \$110 million for the Agricultural Research Service's National Animal Disease Center in Ames, Iowa, to modernize its facilities and to bolster security in response to potential threats to the domestic food supply.</p>
<p><b>Legislative Branch Appropriations Act, 2004</b></p> <p><b>(P.L. 108-83, July 1, 2003)</b></p>	<p>An emergency provision was attached to the FY2004 legislative branch appropriations act making available <b>\$9.7 million</b> for the Tree Assistance Program, exclusively to Michigan, in response to an outbreak of fire blight (a bacterial tree disease).</p>
<p><b>Consolidated Appropriations Act, 2004</b></p> <p><b>(P.L. 108-199, January 23, 2004)</b></p>	<p>Title H of this omnibus measure provided <b>\$225 million</b> in emergency USDA assistance exclusively to Southern California in response to wildfires in the region, including \$150 million for the Emergency Watershed Protection Program, \$50 million for the Forest Service for fire management and mitigation activities, \$12.5 million for the Tree Assistance Program, \$12 million for the Emergency Conservation Program, and \$500,000 for the Livestock Indemnity Program. All of this emergency spending was offset by a \$225 million rescission from the Federal Emergency Management Agency.</p>

Act	Major Agricultural Provisions
	<p>Division H also deleted the provision in P.L. 108-7 (see above) that placed a \$3.7 billion limitation on spending for the Conservation Security Program over 10 years (FY2003-FY2013), which effectively allows full funding (such sums as necessary) for the program.</p>
<p><b>Military Construction Appropriations and Emergency Hurricane Supplemental Appropriations Act, 2005</b></p> <p><b>(P.L. 108-324, October 13, 2004)</b></p>	<p>Division B of this appropriations act provided a total of \$14.5 billion in supplemental spending in response to a series of four late-summer hurricanes that struck the southern U.S., and for losses associated with a prolonged drought in the western states, among other disasters. Of the total provided, a CBO-estimated <b>\$3.5 billion</b> was for various agricultural programs. A portion of the agricultural spending was offset by placing a cap on mandatory spending for the Conservation Security Program beginning in FY2008, which is estimated to save \$2.86 billion over a multi-year period.</p> <p>Included in the \$3.5 billion for agriculture was an estimated \$2.84 billion that was expected to benefit various regions that experienced multiple years of drought and a late summer frost. The balance of \$658 million was made available primarily for regions that were severely affected by the series of 2004 hurricanes and tropical storms.</p> <p>Included in the \$2.84 billion was an estimated:</p> <ul style="list-style-type: none"> <li>— \$2.3 billion in direct disaster payments for crop losses in either 2003 or 2004, but not both years;</li> <li>— \$475 million in Livestock Assistance Program payments for forage and feed losses in either 2003 or 2004, but not both; and</li> <li>— \$35 million for the Tree Assistance Program to replant orchards damaged or destroyed by a disaster.</li> </ul> <p><i>Note: Prior to enactment of P.L. 108-324, USDA authorized and implemented a new Florida Hurricane Disaster Assistance Program to make disaster payments to Florida citrus, vegetable, and nursery growers using existing USDA funds (estimated at \$500 million). Any producer receiving a payment under this program is ineligible to receive a crop or tree loss payment under P.L. 108-324.</i></p> <p>Included in the \$658 million made available primarily for additional agricultural hurricane relief were:</p> <ul style="list-style-type: none"> <li>— \$250 million for the Emergency Watershed Protection Program to repair waterways and watersheds affected by any natural disaster;</li> <li>— \$150 million for the Emergency Conservation Program, to clean up and restore disaster-ravaged farmland;</li> <li>— a \$90 million transfer to the Section 32 program, to supplement existing funds earmarked by the Secretary</li> </ul>

Act	Major Agricultural Provisions
	<p>of Agriculture for a disaster payment program authorized by the Secretary with existing funds, for Florida citrus, vegetable, and nursery growers;</p> <ul style="list-style-type: none"> <li>— \$68 million for rural infrastructure through the Rural Community Advancement Program;</li> <li>— \$40 million for sugarcane losses caused by a 2004 hurricane;</li> <li>— \$18 million for rural housing loans and grants;</li> <li>— \$10 million for dairy production losses and spoilage caused by a 2004 hurricane;</li> <li>— \$10 million for cottonseed producers and first handlers;</li> <li>— \$10 million for private forest landowners;</li> <li>— \$8.5 million for pecan producers; and</li> <li>— \$4 million for additional Farm Service Agency administrative expenses.</li> </ul>
<p><b>Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Tsunami Relief, 2005</b></p> <p><b>(P.L. 109-13, May 11, 2005)</b></p>	<p>P.L. 109-13 provided \$82 billion government-wide primarily for ongoing military operations in Iraq and Afghanistan, counter-terrorism, reconstruction in Afghanistan, and tsunami relief. Of this amount, <b>\$344.5 million</b> was for USDA programs, including \$240 million for P.L. 480 Title II food aid (mainly for the Darfur region of Sudan and other parts of Africa) and \$104.5 million for the emergency watershed protection program.</p>
<p><b>Department of Defense, Emergency Supplemental Appropriations to Address Hurricanes in the Gulf of Mexico, and Pandemic Influenza Act, 2006</b></p> <p><b>(P.L. 109-148, December 30, 2005)</b></p>	<p>Division B of the FY2006 defense appropriations act contained government-wide supplemental funding in the wake of Hurricanes Katrina and Rita and to combat the potential outbreak of pandemic influenza. Included in the total was <b>\$1.17 billion</b> for USDA programs, of which \$1.076 billion is for agricultural hurricane assistance, and \$94 million is for the USDA response to avian influenza. The \$1.076 billion in hurricane aid for USDA included \$404 million for a new emergency forestry conservation reserve program (to compensate private, nonindustrial forest landowners who experienced large hurricane losses, for retiring their land), \$300 million for emergency watershed protection, \$200 million for the emergency conservation program, and \$118 million for various rural development (housing and infrastructure) programs. Of the \$94 million in USDA avian flu funds, \$71.5 million was for its Animal and Plant Health Inspection Service (APHIS) to bolster its detection and response activities, \$11.4 million for the Office of the Secretary, and the balance for its research agencies.</p> <p>The cost of this supplemental was offset by transferring existing supplemental funds from FEMA, a government-wide 1% rescission of discretionary spending, and additional rescissions to various accounts, including \$66.1 million from USDA.</p> <p>(Separately, USDA made an administrative decision in early 2006 to transfer \$250 million of existing funds for disaster payments to crop, livestock, tree, and aquaculture producers, exclusively for 2005 hurricane losses.)</p>

Act	Major Agricultural Provisions
<b>Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Hurricane Recovery, 2006</b>  <b>(P.L. 109-234, June 15, 2006)</b>	<p>P.L. 109-234 provided <b>\$982 million</b> in supplemental USDA assistance, primarily as a second phase of agricultural assistance (see P.L. 109-148 for the first phase) following Hurricanes Katrina and Rita in 2005 (\$632 million), and for additional overseas food aid (\$350 million) through P.L. 480 Title II grants. The \$632 million is provided exclusively to the affected Gulf states, including \$140 million for various livestock assistance programs, \$100 million for the emergency forestry conservation reserve program, \$95 million for fruits, vegetables, and nursery products, \$80 million for sugar cane losses, \$35 million for the tree assistance program, \$17 million for dairy, \$15 million for cottonseed, and \$8 million for aquaculture. Also included is \$51 million for watershed restoration, \$26 million for rural development, and \$55 million for USDA to repair its own damaged facilities.</p>
<b>U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007</b>  <b>(P.L. 110-28, May 25, 2007)</b>	<p>P.L. 110-28 provided an estimated <b>\$3.65 billion</b> in supplemental FY2007 funding for USDA programs, of which approximately \$3 billion was made available to assist farmers and ranchers who experienced severe production losses caused by a natural disaster in 2005, 2006, or early 2007 (before February 28). Payments are limited to one of these three years. Included in the total is an estimated \$1.55 billion in crop disaster assistance, \$1.23 billion in livestock assistance programs (primarily the livestock compensation program), an estimated \$115 million for the emergency forestry conservation program, \$16 million in dairy loss assistance, \$16 million for the emergency conservation program, and \$16 million in emergency grants to low-income migrant workers. The act also provided \$460 million in emergency overseas food aid (primarily for Africa and Afghanistan), restored \$115 million to the Conservation Security Program, and extended the funding authority for the Milk Income Loss Contract program through September 30, 2007. (For more information, see CRS Report RS21212, <i>Agricultural Disaster Assistance</i>.)</p>
<b>Consolidated Appropriations Act, 2008</b>  <b>(P.L. 110-161, December 26, 2007)</b>	<p>Section 743 of Division A of P.L. 110-161 allows all 2007 crop and livestock losses to be eligible for disaster assistance under P.L. 110-28 (see above). Originally, P.L. 110-28 limited 2007 eligible losses to crops planted before February 28, 2007, or livestock losses incurred before that date. Payments are still limited to one of the three eligible years (2005, 2006, or 2007). CBO estimates that the 2007 extension will add <b>\$602 million</b> to the cost of crop and livestock assistance for 2005-2007 losses (\$592 million for crops and \$10 million for livestock.) Separately, the regular annual appropriation for WIC is supplemented by an emergency supplemental appropriation of \$400 million for FY2008.</p>
<b>Supplemental Appropriations Act, 2008</b>  <b>(P.L. 110-252, June 30, 2008)</b>	<p>P.L. 110-252 provided total supplemental USDA funding of <b>\$1.724 billion</b>. Of this amount, \$1.245 billion was provided for P.L. 480 international food aid (\$850 million immediately available until expended, and \$395 million in FY2009 until expended), in response to rising food prices and global food needs. Another \$479.9 million was provided to two conservation programs for clean-up and rehabilitation following the spring and</p>

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<b>Summary of Supplemental Appropriations for USDA Programs, FY1989-FY2008</b>	<table> <tr> <td>FY1989: \$3.39 billion</td><td>FY2000: \$14.78 billion</td></tr> <tr> <td>FY1990: \$1.48 billion</td><td>FY2001: \$11.30 billion</td></tr> <tr> <td>FY1991: \$0</td><td>FY2002: \$579 million</td></tr> <tr> <td>FY1992: \$995 million</td><td>FY2003: \$3.58 billion</td></tr> <tr> <td>FY1993: \$1.95 billion</td><td>FY2004: \$234.7 million</td></tr> <tr> <td>FY1994: \$3.08 billion</td><td>FY2005: \$3.844 billion</td></tr> <tr> <td>FY1995: \$600 million</td><td>FY2006: \$2.152 billion</td></tr> <tr> <td>FY1996: \$129 million</td><td>FY2007: \$3.653 billion</td></tr> <tr> <td>FY1997: \$513 million</td><td>FY2008: \$2.747 billion</td></tr> <tr> <td>FY1998: \$160 million</td><td>FY2009: \$395 million</td></tr> <tr> <td>FY1999: \$6.62 billion</td><td></td></tr> <tr> <td colspan="2"><b>Grand Total, FY1989-FY2009 (to date): \$61.78 billion</b></td></tr> </table>	FY1989: \$3.39 billion	FY2000: \$14.78 billion	FY1990: \$1.48 billion	FY2001: \$11.30 billion	FY1991: \$0	FY2002: \$579 million	FY1992: \$995 million	FY2003: \$3.58 billion	FY1993: \$1.95 billion	FY2004: \$234.7 million	FY1994: \$3.08 billion	FY2005: \$3.844 billion	FY1995: \$600 million	FY2006: \$2.152 billion	FY1996: \$129 million	FY2007: \$3.653 billion	FY1997: \$513 million	FY2008: \$2.747 billion	FY1998: \$160 million	FY2009: \$395 million	FY1999: \$6.62 billion		<b>Grand Total, FY1989-FY2009 (to date): \$61.78 billion</b>	
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