



# Expiring Farm Bill Programs Without a Budget Baseline

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## Summary

The Food, Conservation, and Energy Act of 2008 (P.L. 110-246, the 2008 farm bill) authorizes most federal farm and food policies. Its authorizations generally expire at the end of FY2012, or with the 2012 crop year for the farm commodity programs.

The farm bill provides the mandatory funding for many farm bill programs, including the farm commodity programs and some nutrition, conservation, research, bioenergy, and rural development programs. Funding to write the next farm bill will be based on the baseline projection of the cost of these farm bill programs by the Congressional Budget Office (CBO), and on varying budgetary assumptions about whether programs will continue.

Some farm bill programs have baseline beyond the end of the 2008 farm bill, while others do not. Those with continuing baseline essentially have built-in future funding if policymakers decide the programs should continue in their current form. However, 37 programs that received mandatory funds during the 2008 farm bill are not assumed to continue from a budgetary perspective because they do not have a budgetary baseline beyond FY2012. If policymakers want to continue these programs in the next farm bill, they will need to pay for the programs with offsets.

Depending on the approach used to estimate a cost to extend the 37 programs for five years, an estimated \$9 billion to \$14 billion of offsets from other sources may be needed. This is nearly 3% of the \$507 billion five-year CBO baseline for farm bill programs (FY2013-FY2017), or 13% of the \$108 billion five-year baseline if the nutrition title is excluded. Finding this level of offsets may be a difficult task in a tight budget environment, especially when many observers believe that some of the farm bill baseline may be lost to deficit reduction.

The 37 provisions without baseline beyond FY2012 are spread among 12 of the 2008 farm bill's 15 titles. The title with the most such provisions is the energy title (8), followed by conservation (5), nutrition (5), and horticulture and organic agriculture (5). Just two of the provisions—the agricultural disaster assistance program and the Wetlands Reserve Program, each with uncertainty about future costs—account for about 80% of the value of programs without future baseline.

The House and Senate proposals for the 2012 farm bill provide funding to continue some of the 37 programs without budget baseline. The Senate farm bill, S. 3240, provides more than \$3 billion of mandatory funding for 26 of the programs, and the House farm bill, H.R. 6083, provides more than \$1.9 billion of mandatory funding for 14 of the programs.

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## Introduction

The Food, Conservation, and Energy Act of 2008 (P.L. 110-246)—the 2008 farm bill—authorizes and determines most federal farm and food policies.<sup>1</sup> The farm bill also provides funding for mandatory programs because they were paid for at the time the farm bill was enacted.<sup>2</sup>

The farm bill's mandatory programs include the farm commodity programs, some nutrition and conservation programs, and various smaller research, bioenergy, and rural development programs. These amounts are shown in the Congressional Budget Office (CBO) budget scores and baseline projections for mandatory spending (direct spending). CBO develops the baseline under the supervision of the House and Senate Budget Committees.<sup>3</sup>

The CBO baseline projection is an estimate at a particular point in time of what federal spending on mandatory programs likely would be under current law. The baseline serves as a benchmark or starting point for the budget. When new provisions are introduced that affect mandatory spending, their impact (or “score”) is measured as a difference from the baseline. Increases in cost above the baseline may be subject to budget constraints such as PAYGO.<sup>4</sup>

Some farm bill programs have baseline beyond the end of the 2008 farm bill, while others do not. This funding issue—and the difficult budget dynamics that it might cause for the next farm bill—was identified by the chief economist of the House Agriculture Committee in early 2009.<sup>5</sup> It subsequently has been mentioned by members in hearings.<sup>6</sup>

From a budget perspective, programs with a continuing baseline are assumed to go on under current law, and have their own funding if policymakers want them to continue.<sup>7</sup> That future funding also may be used as a budgetary offset to fund other programs or for deficit reduction.

However, 37 programs that received mandatory funding in the 2008 farm bill do not have any baseline beyond the end of the farm bill (**Table 1** and **Table 2**) and are not assumed to continue under budget rules. To continue them for five years in the next farm bill, an estimated \$9 billion to \$14 billion may be needed and offsets from other programs could be necessary.

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<sup>1</sup> For more background on the scope of the farm bill, see CRS Report RS22131, *What Is the “Farm Bill”?*.

<sup>2</sup> Actual outlays in the future may be higher or lower depending on market conditions or participation, with no corresponding costs being charged or savings being credited to the agriculture committees. The farm bill also makes “authorizations of appropriations” for discretionary programs, but these funds are paid for in the appropriations process rather than in the farm bill (see CRS Report R41964, *Agriculture and Related Agencies: FY2012 Appropriations*).

<sup>3</sup> For more information, see CRS Report 98-560, *Baselines and Scorekeeping in the Federal Budget Process*.

<sup>4</sup> See CRS Report R41157, *The Statutory Pay-As-You-Go Act of 2010: Summary and Legislative History*.

<sup>5</sup> Craig Jagger, Chief Economist of House Agriculture Committee (now minority), slides 53-54 in “Understanding the Congressional Budget Process and How It Affects Farm Policy,” presentation to the University of Arkansas, April 21, 2009, at [http://agribus.uark.edu/Craig\\_Jagger\\_lecture.ppt](http://agribus.uark.edu/Craig_Jagger_lecture.ppt). “[S]topping funding early means that the program does not earn a baseline. Without a baseline, there are no funds for continuing the program in future legislation.... New funding will need to be found for the 2012 farm bill to continue programs that were stopped after five years.”

<sup>6</sup> For example: Frank Lucas, Chair of House Agriculture Committee (then ranking Member), at “Hearing to Preview U.S. Agriculture Policy in Advance of the 2012 Farm Bill,” April 21, 2010. “This next farm bill is shaping up to be one of the most difficult.... There are many challenges. Not least of all is the uncertainty of the budget parameters.... Many of the popular conservation programs do not have funding past 2012. In essence, we already start with a deficit.”

<sup>7</sup> For example, the March 2012 CBO baseline for the farm commodity programs, conservation programs, crop insurance, and trade programs is available at <http://cbo.gov/publication/43053>.

## Programs Without Baseline After FY2012

Thirty-seven provisions in the 2008 farm bill received mandatory budget authority but are not assumed to receive such funding in the budget baseline beyond the end of the farm bill. If policymakers want to continue these programs in the next farm bill, they will need to pay for the programs with offsets from other sources.

The amount of mandatory funds that might be needed to extend these 37 programs is estimated here to be about \$9 billion to \$14 billion over a five-year period (**Table 1**), depending on the approach to estimate costs.<sup>8</sup> The cost was separately estimated in 2010 by a House Agriculture Committee economist at \$9 billion.<sup>9</sup> These amounts are nearly 3% of the \$507 billion five-year CBO baseline for farm bill programs (FY2013-FY2017, based on the March 2012 baseline), or 13% of the \$108 billion five-year baseline if the nutrition title is excluded.<sup>10</sup> It would cost even more to try to extend the programs for a longer time so that they could have baseline beyond the next farm bill.

Normally, a program that receives mandatory funding in the last year of its authorization will be assumed to continue at that level of funding in the budget baseline as if there were no change in policy. This allows major farm bill provisions such as the farm commodity programs or nutrition assistance to be reauthorized periodically without assuming that funding will cease or following zero-based budgeting. However, some programs may not be assumed to continue in the budget baseline beyond the end of a farm bill because

- the program did not receive new mandatory budget authority during the last year of a farm bill, or
- the baseline during the last year of a farm bill is below a minimum \$50 million scoring threshold that is needed to continue a baseline, or
- the budget and agriculture committees did not give the program a baseline in the years beyond the farm bill in order to reduce the program's 10-year cost at the time the farm bill was written.<sup>11</sup>

The 37 programs without baseline beyond FY2012 can be grouped in several ways: by title of the farm bill, by the degree of uncertainty in the cost, and by the duration of the use of mandatory funding in the 2008 farm bill.

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<sup>8</sup> Estimates are derived under two different approaches discussed in the next section: (1) the CBO cost at the time of enactment in 2008, and (2) the most recent CBO baseline of program costs.

<sup>9</sup> In 2010, Craig Jagger, Chief Economist of the House Agriculture Committee (now minority), estimated about \$9 billion as the cost to continue programs without baseline, using the March 2010 CBO data. See "Federal Budget Issues & the Next Farm Bill," Farm Foundation Forum, "Budget Implications for the Next Farm Bill," September 14, 2010, slide 45, at [http://www.farmfoundation.org/news/articlefiles/363-Jagger\\_Budget\\_Color\\_Farm%20Found\\_09-14-10.pdf](http://www.farmfoundation.org/news/articlefiles/363-Jagger_Budget_Color_Farm%20Found_09-14-10.pdf).

<sup>10</sup> For more background on farm bill baselines and actual spending, see CRS Report R41195, *Actual Farm Bill Spending and Cost Estimates*.

<sup>11</sup> Section 257 of the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177, 2 U.S.C. 907), as amended, specifies that expiring mandatory spending programs are assumed to continue in the budget baseline if they have outlays of more than \$50 million in the current year and were established before the Balanced Budget Act of 1997. Programs established later are not automatically assumed to continue, and are assessed program by program in consultation with the House and Senate Budget Committees. (CBO, *The Budget and Economic Outlook: Fiscal Years 2012 to 2022*, pp. 11 and 64, at [http://www.cbo.gov/sites/default/files/cbofiles/attachments/01-31-2012\\_Outlook.pdf](http://www.cbo.gov/sites/default/files/cbofiles/attachments/01-31-2012_Outlook.pdf)).

**Table 1. Titles in the 2008 Farm Bill Containing Programs Without Baseline After FY2012**

(titles in the Food, Conservation, and Energy Act of 2008 with provisions that receive mandatory budget authority, but are not assumed to continue in the budget baseline beyond FY2012)

| Ranked by Number of Provisions       |                      | Ranked by Cost of Provisions         |   |   |
|--------------------------------------|----------------------|--------------------------------------|---|---|
| Farm Bill Title                      | Number of provisions | Farm Bill Title                      | Estimated cost to extend under two approaches (\$ million, 5 yrs.) <sup>a</sup> |   |
|                                      |                      |                                      | CBO score at 2008 passage <sup>b</sup>  | CBO baseline in March 2012 <sup>b</sup> |
| Energy                               | 8                    | Agricultural Disaster Assistance     | 4,846   | 9,000                                   |
| Conservation                         | 5                    | Conservation                         | 2,105   | 2,725                                   |
| Nutrition                            | 5                    | Energy                               | 1,112   | 1,162                                   |
| Horticulture and Organic Agriculture | 5                    | Research                             | 383   | 383                                     |
| Rural Development                    | 3                    | Miscellaneous                        | 175   | 175                                     |
| Research                             | 3                    | Rural Development                    | 150   | 150                                     |
| Trade                                | 2                    | Trade                                | 144   | 144                                     |
| Miscellaneous                        | 2                    | Horticulture and Organic Agriculture | 95  | 95                                      |
| Farm Commodity Programs              | 1                    | Farm Commodity Programs              | 50  | 50                                      |
| Forestry                             | 1                    | Forestry                             | 39  | 39                                      |
| Livestock                            | 1                    | Nutrition                            | 31  | 31                                      |
| Agricultural Disaster Assistance     | 1                    | Livestock                            | 1   | 1                                       |
| <b>Total</b>                         | <b>37</b>            | <b>Total</b>                         | <b>9,131</b>  | <b>13,955</b>                           |

**Source:** Compiled by CRS using P.L. 110-246; the CBO score of the 2008 farm bill; the March 2012 CBO baseline; and Reuters, “High price tag to revive U.S. farm disaster programs,” May 11, 2011.

**Notes:** The provisions selected had mandatory budget authority at some time during the 2008 farm bill, but do not have baseline beyond FY2012. Amounts are estimates and are the five-year funding specified in statute or, if unspecified, either the CBO score at enactment in 2008 or updated for newer CBO data. Amounts for two estimated conservation programs are CBO’s actual amounts from FY2008 to FY2011 and the projection for FY2012; the amount for biomass crop assistance (part of energy) is the FY2012 projection multiplied by 5; and the amount for disaster assistance was cited in the press as a CBO score in May 2011 (see **Table 2** for details).

- a. Unofficial estimates in the absence of projections by CBO that would be based on proposed legislation.
- b. If a fixed amount was specified in the 2008 farm bill, then that amount is used in both cost columns.

## Programs Grouped by Title of the 2008 Farm Bill

Programs without baseline beyond FY2012 are spread among 12 of the 2008 farm bill’s 15 titles (**Table 1**). The title with the most such provisions is the energy title (8), followed by conservation (5), nutrition (5), and horticulture and organic agriculture (5).

The ranking among the titles is much different based on the dollar amounts that might be needed to continue the provisions in the next farm bill (the right half of **Table 1**). The title with the largest cost to extend programs without baseline is agricultural disaster assistance (\$4.8 billion to \$9 billion, depending on the estimation approach), followed by conservation (\$2.1 billion to \$2.7 billion), energy (\$1.1 billion to \$1.2 billion), and research (\$383 million).

## Programs Grouped by Degree of Cost Uncertainty

Farm bill funding typically is specified as either (1) a fixed dollar amount or (2) “such sums as necessary” to operate a program under specified provisions (the “type” column in **Table 2**).

For the fixed dollar amount programs (type = “fixed”), the five-year cost to continue a provision is assumed to equal the five-year sum of the funding specified in the 2008 farm bill. Given the likelihood of a “baseline farm bill”—that is, a farm bill without additional funding to increase spending—or a farm bill facing deficit reduction, many people believe that it is unlikely that any or many of these programs could see an increase above what they received in the 2008 farm bill.

Fixed-dollar funding was specified for 33 of the 37 provisions in the 2008 farm that do not have baselines beyond 2012. The total five-year amount for these 33 programs was about \$2.4 billion, which is about one-fourth of the total of the provisions without baseline (**Table 2**).<sup>12</sup>

For the “such sums as necessary” programs (type = “estimated”), CBO estimates how much the provision is expected to cost. The estimated five-year cost to extend a provision was computed under two different approaches:

- the CBO cost estimates at the time of enactment of the 2008 farm bill, and
- the most recent CBO baseline projection based on more recent estimates.

As with the fixed-dollar amounts, these are unofficial estimates in the absence of projections by CBO that would be based on actual proposed legislation. Presenting estimates from both approaches helps provide a range of costs and indicates where uncertainty is more apparent.<sup>13</sup>

Only 4 of the 37 provisions without baseline have “such sums as necessary” funding. They account for the difference in the costs between the two approaches (the two cost columns). Although fewer in number than the fixed-amount group, they account for \$6.7 billion to \$11.5 billion (depending on the approach), which is about 80% of the total for provisions without baseline (**Table 2**).

In the 2008 farm bill, Congress indicated its relative priorities for programs by the tradeoff or allocation of budgetary resources among programs. If a proposal was deemed too expensive during legislative development, its parameters may have been tightened to reduce costs. After enactment, some “such sums as necessary” programs may become more expensive than first estimated. If selected for continuation, would the program continue at its current higher cost, or be redesigned in the next farm bill to cost less? Thus, which of the two approaches is better depends on whether one believes Congress would change program parameters, for example, to reduce a program that has become more expensive than initially expected, or whether Congress would continue current program provisions and pay a higher cost than in 2008.

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<sup>12</sup> Other approaches are possible, such as, for example, assuming that programs continue at the level of their last year of authorization (an approach sometimes used for programs with continuing baseline). Some fixed-cost programs receive increasing amounts over time, with the largest amount in FY2012 (examples are apparent in the “comments” column of **Table 2**). If the last year of the authorization (FY2012) were used as the cost to continue the programs, the cost to extend the 33 fixed-cost provisions would be about \$500 million higher than the \$2.4 billion estimate.

<sup>13</sup> Other approaches also are possible (see footnote 12). Assumptions within these approaches also may lead to different results, such as the length of time that agricultural disaster assistance might be extended, or implementation and regulatory decisions for the biomass crop assistance program (BCAP), as discussed in notes to **Table 2**.

**Table 2. Programs in the 2008 Farm Bill Without Budget Baseline After FY2012**  
 (provisions in the Food, Conservation, and Energy Act of 2008 that receive mandatory budget authority, but are not assumed to continue in the budget baseline beyond FY2012)

| Section                                  | Name of Provision  | Comments  | Term <sup>b</sup> | Type <sup>c</sup> | Estimated cost to extend (\$ million, 5 yrs.) <sup>a</sup> |   |
|--|--|---|-------------------|-------------------|--|---|
|  |  |   |                   |                   | CBO score at 2008 passage <sup>d</sup>                     | CBO baseline in March 2012 <sup>d</sup> |
| <b>Farm Commodity Programs</b>           |  |   |                   |                   |  |   |
| Sec. 1622                                | Implementation (of farm commodity programs in Title I)   | \$50 million in FY2009 to the Farm Service Agency to help implement the farm bill. Such expenses usually are discretionary.                       | Short             | Fixed             | 50   | 50                                      |
| <b>Subtotal, Farm Commodity Programs</b> |  |   |                   |                   | <b>50</b>  | <b>50</b>                               |
| <b>Conservation</b>                      |  |   |                   |                   |  |   |
| Sec. 2202                                | Wetlands Reserve Program   | 3.04 million acres to be enrolled through FY2012. The 2008 farm bill added \$128-338 million of costs to baseline annually.                       | Full              | Est.              | 1,460  | 2,100 <sup>e</sup>                      |
| Sec. 2403                                | Grassland Reserve Program  | 1.22 million additional acres to be enrolled during FY2009-2012. The farm bill added \$63-80 million of costs to baseline annually.               | Full              | Est.              | 320  | 300 <sup>e</sup>                        |
| Sec. 2606                                | Voluntary Public Access and Habitat Incentive Program  | \$50 million for the period FY2009-2012, made available in FY2009.  | Short             | Fixed             | 50   | 50                                      |
| Sec. 2803                                | Small Watershed Rehabilitation Program   | \$100 million in FY2009, to remain available until expended. Discretionary appropriations also are authorized.                                    | Short             | Fixed             | 100  | 100                                     |
| Sec. 2807                                | Desert Terminal Lakes  | \$175 million in FY2008, to remain available until expended (transfer from USDA to Dept. of Interior's Bureau of Reclamation).                    | Short             | Fixed             | 175  | 175                                     |
| <b>Subtotal, Conservation</b>            |  |   |                   |                   | <b>2,105</b>   | <b>2,725</b>                            |
| <b>Trade</b>                             |  |   |                   |                   |  |   |
| Sec. 3106                                | McGovern-Dole International Food for Education and Child Nutrition Program                                 | \$84 million in FY2009, to remain available until expended. It also receives annual discretionary appropriations (e.g., \$184 million in FY2012). | Short             | Fixed             | 84   | 84                                      |
| Sec. 3206                                | Local and Regional Food Aid Procurement Projects   | \$5 million in FY2009, \$25 million in FY2010 and FY2011, and \$5 million in FY2012. Results of pilot program to be evaluated.                    | Full              | Fixed             | 60   | 60                                      |
| <b>Subtotal, Trade</b>                   |  |   |                   |                   | <b>144</b>   | <b>144</b>                              |
| <b>Nutrition</b>                         |  |   |                   |                   |  |   |
| Sec. 4141                                | Pilot projects to evaluate health and nutrition promotion in the supplemental nutrition assistance program | \$20 million of mandatory funds in FY2009, to remain available until expended. Discretionary appropriations also are authorized.                  | Short             | Fixed             | 20   | 20                                      |
| Sec. 4142                                | Study on Comparable Access to Supplemental Nutrition Assistance for Puerto Rico                            | \$1 million of mandatory funds in FY2009, to remain available until expended.   | Short             | Fixed             | 1  | 1                                       |



| Section                            | Name of Provision  | Comments   | Term <sup>b</sup> | Type <sup>c</sup> | Estimated cost to extend (\$ million, 5 yrs.) <sup>a</sup> |   |
|------------------------------------|--|--|-------------------|-------------------|--|---|
|                                    |  |  |                   |                   | CBO score at 2008 passage <sup>d</sup>                     | CBO baseline in March 2012 <sup>d</sup> |
| Sec. 4305                          | Whole Grain Products (for school lunches and breakfasts)                                 | \$4 million of Section 32 funds to be made available in FY2009 (CBO estimate).   | Short             | Fixed             | 4  | 4                                       |
| Sec. 4307                          | Survey of Foods Purchased by School Food Authorities                                     | \$3 million in FY2009.   | Short             | Fixed             | 3  | 3                                       |
| Sec. 4402                          | Assistance For Community Food Projects: Healthy Urban Food Enterprise Development Center | \$1 million in each of FY2009-2011. Discretionary appropriations are authorized at \$2 million for FY2012.   | Short             | Fixed             | 3  | 3                                       |
| <b>Subtotal, Nutrition</b>         |  |  |                   |                   | <b>31</b>  | <b>31</b>                               |
| <b>Rural Development</b>           |  |  |                   |                   |  |   |
| Sec. 6022                          | Rural Microentrepreneur Assistance Program   | \$4 million in each of FY2009-2011 and \$3 million in FY2012.  | Full              | Fixed             | 15   | 15                                      |
| Sec. 6029                          | Funding of Pending Rural Development Loan and Grant Applications                         | \$120 million in FY2008, to remain available until expended, to reduce a backlog of approved applications. Discretionary appropriations usually fund these programs. | Short             | Fixed             | 120  | 120                                     |
| Sec. 6202                          | Value-Added Agricultural Market Development Program Grants                               | \$15 million in FY2009, to remain available until expended. It also receives annual discretionary appropriations.  | Short             | Fixed             | 15   | 15                                      |
| <b>Subtotal, Rural Development</b> |  |  |                   |                   | <b>150</b>   | <b>150</b>                              |
| <b>Research</b>                    |  |  |                   |                   |  |   |
| Sec. 7206                          | Organic Agriculture Research and Extension Initiative                                    | \$18 million in FY2009, and \$20 million in each of FY2010-2012.   | Full              | Fixed             | 78   | 78                                      |
| Sec. 7311                          | Specialty Crop Research Initiative   | \$30 million in FY2008, and \$50 million in each of FY2009-2012.   | Full              | Fixed             | 230  | 230                                     |
| Sec. 7410                          | Beginning Farmer and Rancher Development   | \$18 million in FY2009, and \$19 million in each of FY2010-2012.   | Full              | Fixed             | 75   | 75                                      |
| <b>Subtotal, Research</b>          |  |  |                   |                   | <b>383</b>   | <b>383</b>                              |
| <b>Forestry</b>                    |  |  |                   |                   |  |   |
| Sec. 8205                          | Healthy Forests Reserve Program  | \$9.75 million each year for FY2009-2012, to remain available until expended.  | Full              | Fixed             | 39   | 39                                      |
| <b>Subtotal, Forestry</b>          |  |  |                   |                   | <b>39</b>  | <b>39</b>                               |
| <b>Energy</b>                      |  |  |                   |                   |  |   |
| Sec. 9002                          | Biobased Markets Program   | \$1 million in FY2008, and \$2 million each year for FY2009-2012.  | Full              | Fixed             | 9  | 9                                       |
| Sec. 9003                          | Biorefinery Assistance   | \$75 million in FY2009, and \$245 million in FY2010. Discretionary appropriations also are authorized.   | Short             | Fixed             | 320  | 320                                     |
| Sec. 9004                          | Repowering Assistance  | \$35 million in FY2009, to remain available until expended. Discretionary appropriations also are authorized.  | Short             | Fixed             | 35   | 35                                      |

| Section   | Name of Provision   | Comments   | Term <sup>b</sup> | Type <sup>c</sup> | Estimated cost to extend (\$ million, 5 yrs.) <sup>a</sup> |   |
|---|---|--|-------------------|-------------------|--|---|
|   |   |  |                   |                   | CBO score at 2008 passage <sup>d</sup>                     | CBO baseline in March 2012 <sup>d</sup> |
| Sec. 9005   | Bioenergy Program for Advanced Biofuels   | \$55 million in each of FY2009-FY2010, \$85 million in FY2011, and \$105 million in FY2012, to remain available until expended.  | Full              | Fixed             | 300  | 300                                     |
| Sec. 9006   | Biodiesel Fuel Education Program  | \$1 million in each of FY2008-2012.  | Full              | Fixed             | 5  | 5                                       |
| Sec. 9007   | Rural Energy For America Program (REAP)   | \$55 million in FY2009, \$60 million in FY2010, and \$70 million in each of FY2011-2012, to remain available until expended.   | Full              | Fixed             | 255  | 255                                     |
| Sec. 9008   | Biomass Research and Development  | \$20 million in FY2009, \$28 million FY2010, \$30 million in FY2011, and \$40 million in FY2012, to remain avail. until expended.  | Full              | Fixed             | 118  | 118                                     |
| Sec. 9011   | Biomass Crop Assistance Program   | Indefinite appropriation of mandatory funds (such sums as necessary) for FY2008-2012.  | Full              | Est.              | 70   | 120 <sup>f</sup>                        |
| <b>Subtotal, Energy</b>                               |   |  |                   |                   | <b>1,112</b>   | <b>1,162</b>                            |
| <b>Horticulture and Organic Agriculture</b>           |   |  |                   |                   |  |   |
| Sec. 10106  | Farmers' Market Promotion Program   | \$3 million in FY2008, \$5 million in each of FY2009-FY2010, and \$10 million in each of FY2011-FY2012.  | Full              | Fixed             | 33   | 33                                      |
| Sec. 10202  | National Clean Plant Network  | \$5 million in each of FY2009-2012, to remain available until expended.  | Full              | Fixed             | 20   | 20                                      |
| Sec. 10301  | National Organic Certification Cost-Share   | \$22 million in FY2008, to remain available until expended.  | Short             | Fixed             | 22   | 22                                      |
| Sec. 10302  | Organic Production and Market Data Initiatives  | \$5 million in FY2008, to remain avail. until expended. Discretionary also is authorized.  | Short             | Fixed             | 5  | 5                                       |
| Sec. 10404  | Market Loss Assistance for Asparagus Producers  | \$15 million in FY2008 for market loss payments for the 2004-2007 crop years.  | Short             | Fixed             | 15   | 15                                      |
| <b>Subtotal, Horticulture and Organic Agriculture</b> |   |  |                   |                   | <b>95</b>  | <b>95</b>                               |
| <b>Livestock</b>                                      |   |  |                   |                   |  |   |
| Sec. 11009  | National Sheep Industry Improvement Center  | \$1 million in FY2008, to remain available until expended.   | Short             | Fixed             | 1  | 1                                       |
| <b>Subtotal, Livestock</b>                            |   |  |                   |                   | <b>1</b>   | <b>1</b>                                |
| <b>Agricultural Disaster Assistance</b>               |   |  |                   |                   |  |   |
| Sec. 12033 and Sec. 15101                             | Supplemental agricultural disaster assistance, including establishing the Agricultural Disaster Relief Trust Fund | Authorized for FY2008-FY2011. CBO estimated in 2008 that the cost would be \$4.846 billion over 4 years ending in FY2011. The March 2012 baseline projects \$5.9 billion of outlays for the 4-year life of the provision. Reuters reported in 2011 a CBO score of \$9 billion for a 5-year extension. <sup>g</sup> | Short             | Est.              | 4,846  | 9,000 <sup>g</sup>                      |
| <b>Subtotal, Agricultural Disaster Assistance</b>     |   |  |                   |                   | <b>4,846</b>   | <b>9,000</b>                            |

| Section  | Name of Provision  | Comments  | Term <sup>b</sup> | Type <sup>c</sup> | Estimated cost to extend (\$ million, 5 yrs.) <sup>a</sup> |   |
|--|--|---|-------------------|-------------------|--|---|
|  |  |   |                   |                   | CBO score at 2008 passage <sup>d</sup>                     | CBO baseline in March 2012 <sup>d</sup> |
| <b>Miscellaneous</b>   |  |   |                   |                   |  |   |
| Sec. 14004   | Outreach and Technical Assistance for Socially Disadvantaged Farmers or Ranchers | \$15 million in FY2009, and \$20 million each year for FY2010-2012. | Full              | Fixed             | 75   | 75                                      |
| Sec. 14012   | Determination on Merits of Pigford Claims  | \$100 million in FY2008, to remain available until expended.        | Short             | Fixed             | 100  | 100                                     |
| <b>Subtotal, Miscellaneous</b>   |  |   |                   |                   | <b>175</b>   | <b>175</b>                              |
| <b>Total: 37 provisions in 2008 farm bill without baseline beyond FY2012<sup>a</sup></b> |  |   |                   |                   | <b>9,131</b>   | <b>13,955</b>                           |
| <b>Subtotals by term (or duration) of mandatory funding</b>                              |  |   |                   |                   |  |   |
| 20 provisions with short-term use of mandatory funds in the 2008 farm bill               |  |   | Short             |                   | 5,969  | 10,123                                  |
| 17 provisions with full-term use of mandatory funds in the 2008 farm bill                |  |   | Full              |                   | 3,162  | 3,832                                   |
| <b>Subtotals by type of certainty about costs</b>  |  |   |                   |                   |  |   |
| 33 provisions where cost is fixed or known in the farm bill                              |  |   |                   | Fixed             | 2,435  | 2,435                                   |
| 4 provisions where cost is estimated based on implementation                             |  |   |                   | Est.              | 6,696  | 11,520                                  |

**Source:** Compiled by CRS using P.L. 110-246; the CBO score of the 2008 farm bill (at enactment against the March 2008 baseline, May 12, 2008, unpublished); the March 2012 CBO baseline (<http://cbo.gov/publication/43053>); and Reuters, "High price tag to revive U.S. farm disaster programs," May 11, 2011, at <http://www.reuters.com/article/2011/05/12/us-agriculture-disasters-aid-idUSTRE74B01N20110512>.

- a. Unofficial estimates in the absence of projections by CBO that would be based on proposed legislation.
- b. Provisions were identified as having either short-term or full-term mandatory funding. Provisions selected as *short-term* have mandatory budget authority at some time in the early years of the 2008 farm bill, but no new mandatory budget authority in the last year (FY2012). Provisions selected as *full-term* have mandatory budget authority at least during the last year of the farm bill, but no baseline beyond FY2012. Provisions with full-term funding may not have an extended baseline either because (1) the funding during the last year of a farm bill is below a minimum \$50 million scoring threshold that is needed to continue a baseline, or (2) the budget and agriculture committees did not give the program a baseline in the years beyond the farm bill in order to reduce the program's 10-year cost at the time the farm bill was written.
- c. The cost of provisions is identified as either fixed or estimated. For fixed-cost programs, the cost is specified by statute and equals the five-year funding provided in 2008 farm bill. For programs with estimated costs, the cost to extend the provision depends on assumptions relevant for the heading of each column.
- d. If a fixed amount was specified in the 2008 farm bill, then that amount is used in both cost columns.
- e. Costs for WRP and GRP are CBO's actual amounts from FY2008 to FY2011 and the projection for FY2012.
- f. Because USDA's implementation rules for the biomass crop assistance program changed in 2010, this estimate is CBO's projected cost in FY2012 (\$24 million) multiplied by five years. This estimate may be low, however, because BCAP might have operated at a higher level if appropriations acts had not placed limits on BCAP in recent years.
- g. This cost estimate was cited in the press as a CBO score in May 2011 (Reuters, "High price tag to revive U.S. farm disaster programs," at <http://www.reuters.com/article/2011/05/12/us-agriculture-disasters-aid-idUSTRE74B01N20110512>). At an average of \$1.8 billion per year, the five-year \$9 billion estimate is higher than the historical \$5.9 billion four-year cost of the supplemental agricultural disaster program (an average of \$1.5 billion per year). This estimate is sensitive to assumptions about interactions with crop insurance and other agricultural support programs.

## **Programs Grouped by Duration of Use of Mandatory Funding**

In terms of the length of time that mandatory funding is used, 20 provisions in the 2008 farm bill provided mandatory funding only in the early years of the 2008 farm bill (FY2008-FY2011). These are estimated to cost \$6 billion to \$10 billion if they are extended in the next farm bill (depending on the approach to estimate costs). Seventeen other provisions provided mandatory funding for the entire duration of the farm bill. These are estimated to cost \$3.2 billion to \$3.8 billion if they are extended for five years (the “term” column in **Table 2**).

This distinction may be important for some observers because programs without full-term funding may not be prioritized as highly as programs receiving full-term funding. Some of the provisions were given short-term funding to help begin implementation or to fund a backlog of unfunded obligations. Other programs received a short-term infusion of mandatory funding and may be authorized to receive discretionary appropriations. These programs may have authority to operate for the full term of the 2008 farm bill, regardless of the duration of mandatory funding.

The provisions listed with full-term funding do not have baseline either because their cost is relatively small (less than the \$50 million scoring threshold in FY2012) or because the budget scoring at the time the 2008 farm bill was enacted did not assign a cost or give the program a baseline for the second five years of the scoring window (to make the bill less expensive, as discussed above in footnote 11).

Some of these programs are pilot programs or are new programs without a large or established constituency (e.g., local and regional foreign food aid procurement, or the national clean plant network). Six of them are bioenergy programs, and five affect specialty crops or beginning and minority farmers. Others are relatively established programs, such as the wetlands reserve and grasslands reserve programs in conservation.

In summary, 37 programs received mandatory funding in the 2008 farm bill, but do not have any baseline for a new farm bill because their funding stopped before FY2012, their amounts are below scoring thresholds, or they were intentionally unfunded for future years. An estimated \$9 billion to \$14 billion would be needed to continue these programs for five more years. Congress would need to find offsets from other sources to continue them, a difficult task in a tight budget environment.

## **What Happens to These Programs in the 2012 Farm Bill?**

The House and Senate versions of the 2012 farm bill provide funding to continue some of the 37 programs without budget baseline. The Senate farm bill, S. 3240, provides more than \$3 billion of mandatory funding for 26 of the programs, and the House farm bill, H.R. 6083, provides more than \$1.9 billion of mandatory funding for 14 of the programs (**Table 3**).<sup>14</sup>

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<sup>14</sup> A definitive total is not possible because some of the programs are incorporated into other programs, and the share going to the original program is unknown.

**Table 3. What Happens in the 2012 Farm Bill to the 37 Programs in the 2008 Farm Bill Without Baseline after FY2012?**

| 2008 farm bill  |   | 2012 farm bill  |                     |  |                     |
|---|---|---|---------------------|--|---------------------|
| Program in P.L. 110-246 without baseline beyond FY2012  | Est. cost to extend \$ million (5 yrs.) | S. 3240   |                     | H.R. 6083  |                     |
|   |   | Provision   | \$ million (5 yrs.) | Provision  | \$ million (5 yrs.) |
| <b>Farm Commodity Programs</b>  |   |   |                     |  |                     |
| <b>Implementation</b> of farm commodity programs in Title I. \$50 million in FY2009 to the Farm Service Agency. <b>[Sec. 1622]</b>  | 50                                      | Provides \$100 million of mandatory funds from the CCC to implement Title I. <b>[Sec. 1614]</b>   | 100                 | Identical to the Senate bill. <b>[Sec. 1612]</b>   | 100                 |
| <b>Conservation</b>   |   |   |                     |  |                     |
| <b>Wetlands Reserve Program.</b> 3.04 million acres to be enrolled through FY2012. The 2008 farm bill added \$128-338 million of costs to baseline annually through 2012. <b>[Sec. 2202]</b>          | 2,100                                   | Establishes the Agricultural Conservation Easement Program (ACEP). Combines the purposes of WRP, FPP, and GRP. Repeals WRP with transition provisions. <b>[Sec. 2703, Sec. 2301(a)]</b>   | Incorp.             | Nearly identical to the Senate bill with minor differences. Does not allow the use of prior year CCC funding for contracts entered into before October 1, 2012. <b>[Sec. 2703, Sec. 2301(a)]</b> | Incorp.             |
| <b>Grassland Reserve Program.</b> 1.22 million additional acres to be enrolled during FY2009-2012. The farm bill added \$63-80 million of costs to baseline annually through 2012. <b>[Sec. 2403]</b> | 300                                     | Establishes the Agricultural Conservation Easement Program (ACEP). Combines the purposes of WRP, FPP, and GRP easements. Adds grasslands to eligible lands for CRP, consistent with consolidation of GRP rental agreements. <b>[Sec. 2301(a), Sec. 2001(a-b)]</b> | Incorp.             | Nearly identical to the Senate bill with minor differences. <b>[Sec. 2001(a-b)]</b>  | Incorp.             |
| <b>Voluntary Public Access and Habitat Incentive Program.</b> \$50 million for the period FY2009-2012, <b>[Sec. 2606]</b>   | 50                                      | Reduces and extends authorization for \$40 million of mandatory funding for the period of FY2013-FY2017. <b>[Sec. 2503]</b>   | 40                  | Reduces and extends authorization for \$30 million of mandatory funding for the period of FY2013-FY2017. <b>[Sec. 2503]</b>  | 30                  |
| <b>Small Watershed Rehabilitation Program.</b> \$100 million in FY2009, to remain available until expended. Discretionary appropriations also are authorized. <b>[Sec. 2803]</b>                      | 100                                     | Does not authorize additional mandatory funding. Extends authorization of appropriations for discretionary funding through FY2017. <b>[Sec. 2505]</b>   | 0                   | Authorizes \$250 million in mandatory funding for FY2013 to remain available until expended. Extends discretionary authorization through FY2017. <b>[Sec. 2505]</b>                              | 250                 |
| <b>Desert Terminal Lakes.</b> \$175 million in FY2008, to remain available until expended (transfer from USDA to Dept. of Interior's Bureau of Reclamation). <b>[Sec. 2807]</b>                       | 175                                     | Includes the transfer of \$150 million of CCC funds to the Bureau of Reclamation, among other program changes. <b>[Sec. 2506]</b>   | 150                 | No comparable provision.   | 0                   |

| 2008 farm bill  |   | 2012 farm bill   |                     |   |                     |
|---|---|--|---------------------|---|---------------------|
| Program in P.L. 110-246 without baseline beyond FY2012  | Est. cost to extend \$ million (5 yrs.) | S. 3240  |                     | H.R. 6083   |                     |
|   |   | Provision  | \$ million (5 yrs.) | Provision   | \$ million (5 yrs.) |
| <b>Trade</b>  |   |  |                     |   |                     |
| <b>McGovern-Dole International Food for Education and Child Nutrition Program.</b> \$84 million in FY2009, to remain available until expended. [Sec. 3106]                        | 84                                      | Does not authorize additional mandatory funding. Extends authorization of appropriations for discretionary funding through FY2017. [Sec. 3204]   | 0                   | Same as the Senate bill. [Sec. 3204]  | 0                   |
| <b>Local and Regional Food Aid Procurement Projects.</b> \$5 million in FY2009, \$25 million in FY2010 and FY2011, and \$5 million in FY2012. [Sec. 3206]                         | 60                                      | Does not authorize additional mandatory funding. Establishes a local and regional procurement program with appropriations of \$40 million authorized for each of FY2013 through FY2017. [Sec. 3207]                              | 0                   | No comparable provision.  | 0                   |
| <b>Nutrition</b>  |   |  |                     |   |                     |
| <b>Pilot projects to evaluate health and nutrition promotion</b> in SNAP. \$20 million of mandatory funds in FY2009, to remain available until expended. [Sec. 4141]              | 20                                      | Although not completely correlated to the pilot program, provides \$100 million in mandatory funding over 5 years for incentive grants for projects that incentivize SNAP participants to buy fruits and vegetables. [Sec. 4205] | 100                 | No comparable provision.  | 0                   |
| <b>Study on Comparable Access</b> to Supplemental Nutrition Assistance for Puerto Rico. \$1 million of mandatory funds in FY2009, to remain available until expended. [Sec. 4142] | 1                                       | No comparable provision.   | 0                   | No comparable provision for Puerto Rico, but a related provision for the Commonwealth of the Northern Mariana Islands (CNMI): Authorizes and provides \$1 million in FY2013 and FY2014 for a study to gauge CNMI's capacity to administer a SNAP pilot. Supports pilot based on study results (\$13.5 million in FY2015, \$8.5 million in each of FY2016 and FY2017. [Sec. no. not yet available] | 32.5                |
| <b>Whole Grain Products</b> (for school lunches and breakfasts). \$4 million of Section 32 funds to be made available in FY2009. [Sec. 4305]                                      | 4                                       | Renews mandatory funding for the Whole Grain Pilot and evaluation; provides \$10 million available over 2 years (FY2013 and FY2014.) [Sec. 4204]   | 10                  | No comparable provision.  | 0                   |
| <b>Survey of Foods Purchased by School Food Authorities.</b> \$3 million in FY2009. [Sec. 4307]   | 3                                       | No comparable provision.   | 0                   | No comparable provision.  | 0                   |

| 2008 farm bill  |   | 2012 farm bill   |                     |  |                     |
|---|---|--|---------------------|--|---------------------|
| Program in P.L. 110-246 without baseline beyond FY2012  | Est. cost to extend \$ million (5 yrs.) | S. 3240  |                     | H.R. 6083  |                     |
|   |   | Provision  | \$ million (5 yrs.) | Provision  | \$ million (5 yrs.) |
| <b>Assistance For Community Food Projects:</b> Healthy Urban Food Enterprise Development Center. \$1 million in each of FY2009-2011. <b>[Sec. 4402]</b>                                       | 3                                       | No comparable provision.   | 0                   | No comparable provision.   | 0                   |
| <b>Rural Development</b>  |   |  |                     |  |                     |
| <b>Rural Microentrepreneur Assistance Program.</b> \$4 million in each of FY2009-2011 and \$3 million in FY2012. <b>[Sec. 6022]</b>   | 15                                      | Provides \$3.75 million annually in mandatory spending for FY2014-FY2017. Reauthorizes discretionary funding the program. <b>[Sec. 6001]</b>   | 15                  | No mandatory funding provided. Reauthorizes discretionary funding for the program at \$20 million annually for FY2013-FY2017, subject to appropriations. <b>[Sec. no. not yet available]</b> | 0                   |
| <b>Funding of Pending Rural Development Loan and Grant Applications.</b> \$120 million in FY2008, to remain available until expended, to reduce a backlog of applications. <b>[Sec. 6029]</b> | 120                                     | Provides for one-time mandatory funding of \$50 million for pending rural development loan and grant applications. <b>[Sec. 6203]</b>  | 50                  | No comparable provision.   | 0                   |
| <b>Value-Added Agricultural Market Development Program Grants.</b> \$15 million in FY2009, to remain available until expended. <b>[Sec. 6202]</b>   | 15                                      | Authorizes \$12.5 million annually in mandatory spending for FY2014-FY2017. Reauthorizes discretionary funding at \$40 million annually for FY2013-FY2017. <b>[Sec. 6001]</b>                    | 50                  | No mandatory funding provided. Reauthorizes discretionary funding of \$50 million each fiscal year FY2013-2017. <b>[Sec. 6203]</b>   | 0                   |
| <b>Research</b>   |   |  |                     |  |                     |
| <b>Organic Agriculture Research and Extension Initiative.</b> \$18 million in FY2009, and \$20 million in each of FY2010-2012. <b>[Sec. 7206]</b>   | 78                                      | Provides CCC funds of \$16 million for each year FY2013-FY2017, and extends authority for appropriated funding of \$25 million through FY2017. <b>[Sec. 7208]</b>                                | 80                  | Identical funding as in the Senate bill. <b>[Sec. 7211]</b>  | 80                  |
| <b>Specialty Crop Research Initiative.</b> \$30 million in FY2008, and \$50 million in each of FY2009-2012. <b>[Sec. 7311]</b>  | 230                                     | Provides mandatory CCC funds of \$25 million (FY2013); \$30 million annually (FY2014-2015); \$65 million (FY2016); and \$50 million (FY2017 and each fiscal year thereafter). <b>[Sec. 7305]</b> | 200                 | Identical funding as in the Senate bill. <b>[Sec. 7306]</b>  | 200                 |
| <b>Beginning Farmer and Rancher Development Program.</b> \$18 million in FY2009, and \$19 million in each of FY2010-2012. <b>[Sec. 7410]</b>  | 75                                      | Provides mandatory funding of \$17 million per year for FY2013-FY2017 (to be available until expended). <b>[Sec. 7408]</b>   | 85                  | Mandatory annual funding at \$10 million per year for FY2013-FY2017 (to be available until expended). <b>[Sec. 7410]</b>   | 50                  |

| 2008 farm bill  |   | 2012 farm bill  |                     |   |                     |
|---|---|---|---------------------|---|---------------------|
| Program in P.L. 110-246 without baseline beyond FY2012  | Est. cost to extend \$ million (5 yrs.) | S. 3240   |                     | H.R. 6083   |                     |
|   |   | Provision   | \$ million (5 yrs.) | Provision   | \$ million (5 yrs.) |
| <b>Forestry</b>   |   |   |                     |   |                     |
| <b>Healthy Forests Reserve Program.</b> \$9.75 million each year FY2009-2012, available until expended. <b>[Sec. 8205]</b>  | 39                                      | Eliminates mandatory funding authority and replaces with authorization to receive discretionary appropriations. <b>[Sec. 8205]</b>  | 0                   | Same as the Senate bill. <b>[Sec. 8203]</b>   | 0                   |
| <b>Energy</b>   |   |   |                     |   |                     |
| <b>Biobased Markets Program.</b> \$1 million in FY2008, and \$2 million each year for FY2009-2012. <b>[Sec. 9002]</b>   | 9                                       | Authorizes mandatory funding of \$3 million annually for FY2013-FY2017. <b>[Sec. 9002]</b>  | 15                  | No mandatory funding is authorized. Authorizes to be appropriated \$2 million annually for FY2013-FY2017. <b>[Sec. 9002]</b>  | 0                   |
| <b>Biorefinery Assistance.</b> \$75 million in FY2009, and \$245 million in FY2010. <b>[Sec. 9003]</b>  | 320                                     | Authorized mandatory funding of \$100 million for FY2013 and \$58 million each for FY2014-FY2015. <b>[Sec. 9003]</b>  | 216                 | No mandatory funding is authorized. Authorizes to be appropriated \$75 million annually for FY2013-FY2017. <b>[Sec. 9003]</b> | 0                   |
| <b>Repowering Assistance.</b> \$35 million in FY2009, to remain available until expended. <b>[Sec. 9004]</b>  | 35                                      | Repeals the Repowering Assistance Program and transfers the remaining funds (of approximately \$25 million to remain available until expended) to the Rural Energy for America Program (REAP). <b>[Sec. 9004]</b> | 0                   | Identical to the Senate bill. <b>[Sec. 9004]</b>  | 0                   |
| <b>Bioenergy Program for Advanced Biofuels.</b> \$55 million in each of FY2009-2010, \$85 million in FY2011, and \$105 million in FY2012, each to remain available until expended. <b>[Sec. 9005]</b> | 300                                     | No mandatory funding is authorized. Authorizes to be appropriated \$20 million annually for FY2013-FY2017. <b>[Sec. 9005]</b>   | 0                   | No mandatory funding is authorized. Authorizes to be appropriated \$50 million annually for FY2013-FY2017. <b>[Sec. 9005]</b> | 0                   |
| <b>Biodiesel Fuel Education Program.</b> \$1 million in each of FY2008-2012. <b>[Sec. 9006]</b>   | 5                                       | Authorizes mandatory funding of \$1 million annually for FY2013-FY2017. <b>[Sec. 9006]</b>  | 5                   | No mandatory funding is authorized. Authorizes to be appropriated \$2 million annually for FY2013-FY2017. <b>[Sec. 9006]</b>  | 0                   |
| <b>Rural Energy For America Program (REAP).</b> \$55 million in FY2009, \$60 million in FY2010, and \$70 million in each of FY2011-2012, available until expended. <b>[Sec. 9007]</b>                 | 255                                     | Authorizes mandatory funding of \$48.2 million annually for FY2013-FY2017. Authorizes to be appropriated \$20 million annually for FY2013-FY2017. <b>[Sec. 9007]</b>  | 241                 | No mandatory funding is authorized. Authorizes to be appropriated \$45 million annually for FY2013-FY2017. <b>[Sec. 9007]</b> | 0                   |



| 2008 farm bill  |   | 2012 farm bill   |                     |  |                     |
|---|---|--|---------------------|--|---------------------|
| Program in P.L. 110-246 without baseline beyond FY2012  | Est. cost to extend \$ million (5 yrs.) | S. 3240  |                     | H.R. 6083  |                     |
|   |   | Provision  | \$ million (5 yrs.) | Provision  | \$ million (5 yrs.) |
| <b>Biomass Research and Development.</b> \$20 million in FY2009, \$28 million in FY2010, \$30 million in FY2011, and \$40 million in FY2012, available until expended. <b>[Sec. 9008]</b> | 118                                     | Authorizes mandatory funding of \$26 million annually for FY2013-FY2017. Authorizes to be appropriated \$30 million annually for FY2013-FY2017. <b>[Sec. 9008]</b>   | 130                 | No mandatory funding is authorized. Authorizes to be appropriated \$20 million annually for FY2013-FY2017. <b>[Sec. 9008]</b>  | 0                   |
| <b>Biomass Crop Assistance Program.</b> An indefinite appropriation (such sums as necessary) of mandatory funds for FY2008-2012. <b>[Sec. 9011]</b>                                       | 120                                     | Authorizes mandatory funding of \$38.6 million annually for FY2013-FY2017. <b>[Sec. 9010]</b>  | 193                 | No mandatory funding is authorized. Authorizes to be appropriated \$75 million annually for FY2013-FY2017. <b>[Sec. 9010]</b>  | 0                   |
| <b>Horticulture and Organic Agriculture</b>   |   |  |                     |  |                     |
| <b>Farmers' Market Promotion Program.</b> \$3 million in FY2008, \$5 million in each of FY2009-2010, and \$10 million in each of FY2011-2012. <b>[Sec. 10106]</b>                         | 33                                      | Increases mandatory funding to \$20 million annually (FY2013 through FY2017), and separately authorizes \$20 million discretionary each year FY2013-FY2017, subject to appropriations. <b>[Sec. 10003]</b>   | 100                 | Increases mandatory funding to \$20 million annually (FY2013 through FY2017), and separately authorizes \$10 million discretionary each year FY2013-FY2017, subject to appropriations. <b>[Sec. 10003]</b> | 100                 |
| <b>National Clean Plant Network.</b> \$5 million in each of FY2009-2012, to remain available until expended. <b>[Sec. 10202]</b>  | 20                                      | Authorizes a consolidated program with one part equivalent to the National Clean Plant Network. Authorizes mandatory funding for the combined program of \$60 million annually for FY2013-2016, and \$65 million for FY2017 and thereafter. The former programs annually had \$50 million (Plant Pest and Disease Management) plus \$5 million (National Clean Plant Network). <b>[Sec. 10007]</b> | Incorp.             | Similar to the Senate bill, except that the House bill provides mandatory funding of \$71.5 million in FY2013 and each fiscal year thereafter. <b>[Sec. 10012]</b>   | Incorp.             |
| <b>National Organic Certification Cost-Share Program.</b> \$22 million in FY2008, to remain available until expended. <b>[Sec. 10301]</b>   | 22                                      | From Agricultural Management Assistance, provides 50% of \$23 million in mandatory CCC funding annually (FY2013-2017) for organic certification cost-share program. <b>[Sec. 11027]</b>  | 57.5                | Repealed. <b>[Sec. 10004(d)]</b>   | 0                   |
| <b>Organic Production and Market Data Initiatives.</b> \$5 million in FY2008, to remain available until expended. <b>[Sec. 10302]</b>   | 5                                       | Reauthorizes \$5 million in mandatory funding (available until expended) and extends annual appropriations authority of \$5 million through FY2017. <b>[Sec. 10005]</b>  | 5                   | Identical to the Senate bill. <b>[Sec. 10004]</b>  | 5                   |

| 2008 farm bill  |   | 2012 farm bill   |                     |  |                     |
|---|---|--|---------------------|--|---------------------|
| Program in P.L. 110-246 without baseline beyond FY2012  | Est. cost to extend \$ million (5 yrs.) | S. 3240  |                     | H.R. 6083  |                     |
|   |   | Provision  | \$ million (5 yrs.) | Provision  | \$ million (5 yrs.) |
| <b>Market Loss Assistance for Asparagus.</b> \$15 million in FY2008 for 2004-2007 crops. <b>[Sec. 10404]</b>  | 15                                      | No comparable provision.   | 0                   | No comparable provision.   | 0                   |
| <b>Livestock</b>  |   |  |                     |  |                     |
| <b>National Sheep Industry Improvement Center.</b> \$1 million in FY2008, to remain available until expended. <b>[Sec. 11009]</b>   | 1                                       | Does not fund the National Sheep Industry Improvement Center, but establishes a competitive grants program for similar purposes with \$1.5 million of mandatory funding in FY2013, to remain available until expended. The National Sheep Industry Improvement Center may apply. <b>[Sec. 12104]</b> | 1.5                 | No comparable provision.   | 0                   |
| <b>Agricultural Disaster Assistance</b>   |   |  |                     |  |                     |
| <b>Supplemental agricultural disaster assistance,</b> including establishing the Agricultural Disaster Relief Trust Fund. SURE, LIP, LFP, ELAP, TAP. Authorized for FY2008-FY2011. <b>[Sec. 12033 and Sec. 15101]</b> | 9,000                                   | SURE is not reauthorized. Other four programs are reauthorized (LIP, LFP, ELAP, TAP) with mandatory funding from the Commodity Credit Corporation for FY2012 through FY2017. Maximum funding for ELAP is \$5 million annually. <b>[Sec. 1501]</b>  | 1,097               | Same as Senate bill, except maximum funding for ELAP is \$20 million annually. <b>[Sec. 1501]</b>  | 1,020               |
| <b>Miscellaneous</b>  |   |  |                     |  |                     |
| <b>Outreach and Technical Assistance for Socially Disadvantaged Farmers or Ranchers.</b> \$15 million in FY2009, and \$20 million each year for FY2010-2012. <b>[Sec. 14004]</b>                                      | 75                                      | Provides \$5 million annually in mandatory funding, and authorizes \$20 million annually, subject to annual appropriations for FY2013-FY2017. <b>[Sec. 12001]</b>  | 25                  | Provides \$10 million annually in mandatory funding, and authorizes \$20 million annually, subject to annual appropriations for FY2013-FY2017. <b>[Sec. 12201]</b> | 50                  |
| <b>Determination on Merits of Pigford Claims.</b> \$100 million in FY2008, available until expended. <b>[Sec. 14012]</b>  | 100                                     | No comparable provision.   | 0                   | No comparable provision.   | 0                   |

**Source:** Compiled by CRS from **Table 2** of this report and corresponding entries for S. 3240 and H.R. 6083 in CRS Report R42552, *The 2012 Farm Bill: A Comparison of Senate-Passed S. 3240 and the House Agriculture Committee's H.R. 6083 with Current Law.*

**Notes:** "Incorp." indicates that the provision without baseline was incorporated into another provision that contains mandatory funding. The share that is for the purposes of the original program is unknown or not determined.. This makes computing a definitive total for the House and Senate columns impossible.

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