

FY2017 Agriculture and Related Agencies Appropriations: In Brief

,name redacted,, Coordinator
Specialist in Agricultural Policy

,name redacted,
Analyst in Agricultural Policy

,name redacted,
Analyst in Health Policy

,name redacted,
Specialist in Nutrition Assistance Policy

,name redacted,
Specialist in Agricultural Policy

December 20, 2016

Congressional Research Service

7-....

www.crs.gov

R44441

Summary

The Agriculture appropriations bill funds the U.S. Department of Agriculture (USDA), except for the Forest Service. It also funds the Food and Drug Administration (FDA) and—in even-numbered fiscal years—the Commodity Futures Trading Commission (CFTC). (For CFTC, the Agriculture appropriations subcommittee has jurisdiction in the House but not in the Senate.)

Agriculture appropriations include both mandatory and discretionary spending. Discretionary amounts, though, are the primary focus during the bill’s development, since mandatory amounts are generally set by authorizing laws such as the farm bill.

The largest discretionary spending items are the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC); agricultural research; FDA; rural development; foreign food aid and trade; farm assistance programs; food safety inspection; conservation; and animal and plant health programs. The main mandatory spending items are the Supplemental Nutrition Assistance Program (SNAP), child nutrition, crop insurance, and the farm commodity and conservation programs paid by the Commodity Credit Corporation.

FY2017 has started under two continuing resolutions that last until April 28, 2017 (P.L. 114-254, Division A). Both the House and the Senate Appropriations Committees had reported their Agriculture appropriations bills (H.R. 5054, S. 2956), but no further action on them occurred.

The discretionary total of the FY2017 House-reported bill is \$21.299 billion, which would be \$451 million less than enacted in FY2016. The discretionary total of the Senate-reported bill is \$21.250 billion. Although it appears less than the House bill, the Senate bill is \$201 million more than the House bill on a comparable basis after adjusting for CFTC jurisdiction. Both bills also carry \$126.4 billion of mandatory spending, bringing the overall total in excess of \$147 billion.

In addition to setting budgetary amounts, the Agriculture appropriations bill also is a vehicle for policy-related provisions that direct how the executive branch should carry out the appropriation. Notable policy provisions in the FY2017 bills include:

- **GIPSA rule.** The House-reported bill would prohibit the Grain Inspection, Packers and Stockyards Administration (GIPSA) from finalizing and implementing a livestock and poultry marketing rule—the “GIPSA rule.”
- **Horse slaughter.** Both bills would prohibit the Food Safety Inspection Service (FSIS) from inspecting horse slaughter facilities.
- **Checkoff programs.** The House report calls for USDA to recognize that checkoff boards are not subject to the Freedom of Information Act (FOIA).
- **Tobacco products.** The House-reported bill would grandfather all e-cigarettes and other newly deemed tobacco products currently on the market so that manufacturers would not have to file premarket applications.
- **SNAP-authorized retailers.** Both bills would limit the scope of rules about inventory requirements for SNAP-authorized retailers.
- **SNAP households reporting requirements.** Both bills would require SNAP households to report a move out of the state to the state agency.
- **School meals nutrition standards.** The House-reported bill would again require exemptions from a 100% whole grain requirement and prevent USDA from implementing a sodium requirement without scientific evidence.
- **Export promotion office in Cuba.** The Senate committee report recommends funding a request to open a Foreign Agricultural Service (FAS) office in Cuba.

Action on FY2017 Agriculture Appropriations

FY2017 started on October 1, 2016, under a continuing resolution (CR) that lasted until December 9, 2016 (P.L. 114-223, Division C). A second CR lasts until April 28, 2017 (P.L. 114-254, Division A). The CRs basically continue FY2016 funding with a few exceptions.

In regular action, the House and the Senate Appropriations Committees reported their Agriculture appropriations bills (H.R. 5054, S. 2956) with some of the earliest subcommittee action in two decades (**Figure 1**; **Appendix**). But no further action on the bills occurred.

The discretionary total of the House-reported bill and its “302(b)” allocation¹ is \$21.299 billion, which would be \$451 million less than enacted in FY2016 (-2.1%). The discretionary total of the Senate-reported bill and its “302(b)” allocation is \$21.250 billion. This appears to be less than the House bill, but is comparatively more because the Senate bill does not contain the Commodity Futures Trading Commission (CFTC).² On a comparable basis, the Senate bill is \$201 million more than the House bill (+1.0%). The bills also carry mandatory spending totaling about \$126.4 billion, making the overall total exceed \$147 billion (**Table 1**).

The Senate’s discretionary caps are set so as not to trigger sequestration under limits established by the Bipartisan Budget Act of 2015 (P.L. 114-74).³

The White House released its FY2017 request on February 9, 2016,⁴ along with the detailed justification from the U.S. Department of Agriculture (USDA).⁵ Its \$21.226 billion discretionary budget (for agencies in the Senate Agriculture appropriations jurisdiction) is \$177 million more than the House-reported bill without CFTC, and \$24 million less than the Senate-reported bill.

Scope of Agriculture Appropriations

The Agriculture appropriations act funds all of USDA, except for the U.S. Forest Service. It also funds the Food and Drug Administration (FDA) in the Department of Health and Human Services. In even-numbered fiscal years, the enacted Agriculture bill carries CFTC funding under the compromise for jurisdictional differences between the House and Senate (see footnote 2).

Agriculture appropriations include both mandatory and discretionary spending, but discretionary amounts are the primary focus since mandatory amounts are generally set by authorizing laws. The scope of the appropriation is shown by the major allocations in **Figure 2**. The largest discretionary spending items are domestic nutrition, agricultural research, rural development, FDA, foreign food aid, farm assistance programs, food safety inspection, conservation, and animal and plant health. The main mandatory spending items are the Supplemental Nutrition Assistance Program, child nutrition, crop insurance, and the Commodity Credit Corporation (which pays for the farm commodity, conservation, and other mandatory USDA programs).

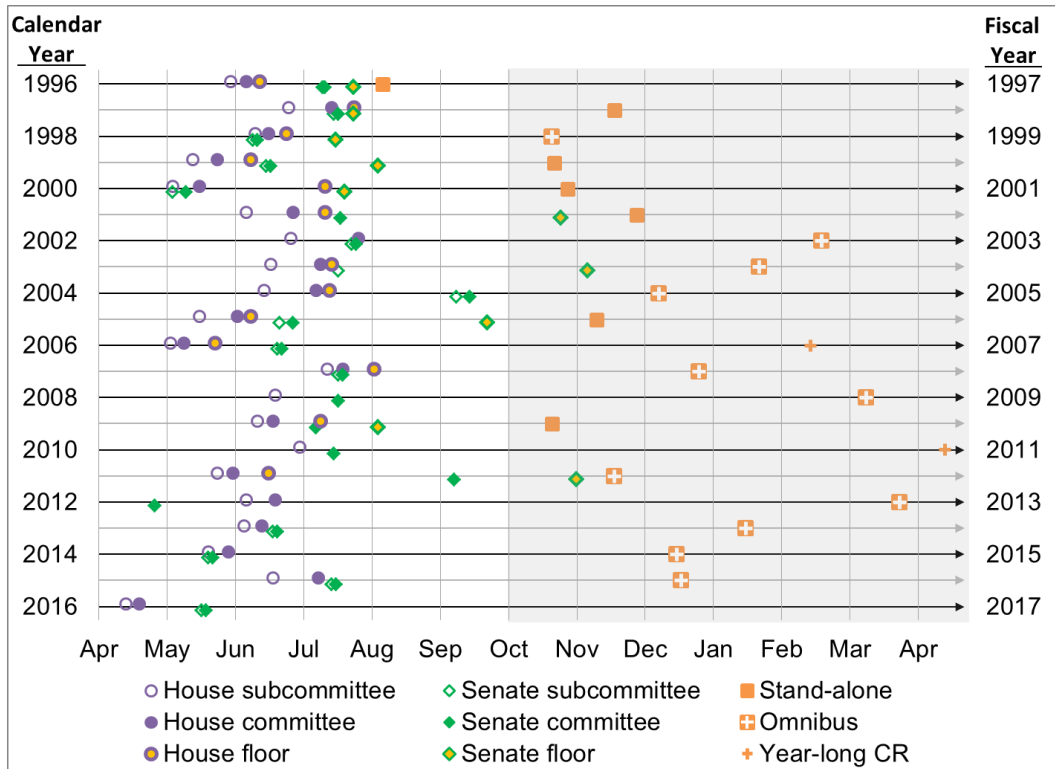
¹ See CRS Report R42388, *The Congressional Appropriations Process: An Introduction*.

² Jurisdiction for CFTC appropriations differs between the chambers. Since FY2008, CFTC is marked up in the Agriculture subcommittee of the House Appropriations Committee, and in the Financial Services and General Government subcommittee of the Senate Appropriations Committee. The enacted CFTC appropriation is carried in the Agriculture bill in even-numbered fiscal years, and in the Financial Services bill in odd-numbered fiscal years.

³ See CRS Report R44428, *The Federal Budget: Overview and Issues for FY2017 and Beyond*.

⁴ Office of Management and Budget (OMB), *FY2017 Budget of the U.S. Government*, especially in the Appendix, at <http://www.whitehouse.gov/omb/budget/Appendix>.

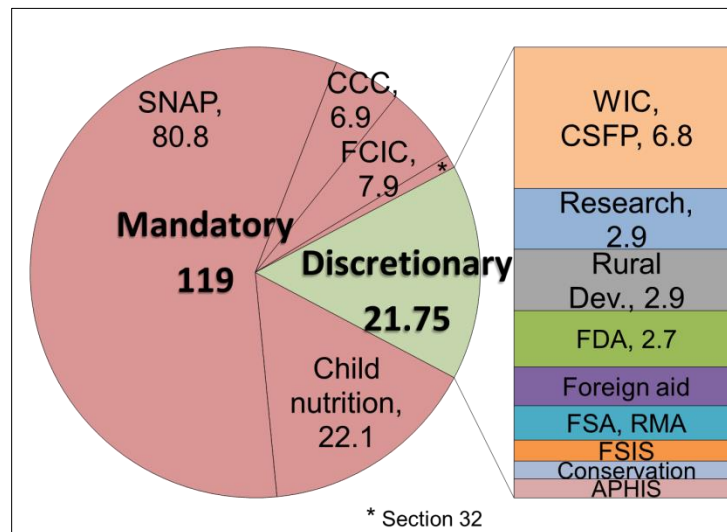
⁵ USDA, *FY2017 USDA Budget Summary*; and USDA, *2017 Congressional Justification*, <http://www.obpa.usda.gov>.

Figure 1. Timeline of Action on Agriculture Appropriations, FY1997-F2017

Source: CRS.

Figure 2. Scope of Agriculture Appropriations

(FY2016 budget authority in billions of dollars)



Source: CRS. Does not show some agencies under \$0.5 billion that, together, are offset by reductions.

Notes: SNAP = Supplemental Nutrition Assistance Program; CCC = Commodity Credit Corporation; FCIC = Federal Crop Insurance Corporation; Section 32 = Funds for Strengthening Markets, Income and Supply; WIC = Special Supplemental Nutrition Program for Women, Infants, and Children; CSFP = Commodity Supplemental Food Program; FDA = Food and Drug Administration; FSA = Farm Service Agency; RMA = Risk Management Agency; FSIS = Food Safety and Inspection Service; APHIS = Animal and Plant Health Inspection Service.

Differences in the FY2017 Bills⁶

The House-reported bill is officially \$451 million smaller, and the Senate-reported bill \$250 million smaller, than the enacted FY2016 discretionary appropriation (in terms of the “302(b)” allocation). Both bills achieve this primarily by increasing offsets over the FY2016 level through greater rescissions of prior appropriations, changes in mandatory program spending (CHIMPS), and scorekeeping adjustments. However, the budget authority provided for agencies in the major titles of the bill actually *increases* by \$165 million in the House bill and \$235 million in the Senate bill over FY2016 (the top of the shaded bars in **Figure 3**).

Discretionary budget changes that are over \$10 million within agencies include the following, relative to FY2016 (**Table 2**):

- **Food for Peace grants. House:** -\$2.4 million. **Senate:** +\$132 million, which would maintain some of the supplemental increase in the FY2016 appropriation.
- **Conservation programs. House:** +4.4 million, for technical assistance. **Senate:** +\$147 million, mostly for watershed and flood prevention programs that have not been funded since FY2010, and additional technical assistance.
- **Rural development. House:** +\$85 million, mostly for rural broadband, rural water and waste disposal, rural housing and rental assistance, rural business enterprise grants, and community facilities. **Senate:** +\$52 million, mostly for rural water and waste disposal programs, and rural housing and rental assistance.
- **Food and Nutrition Service. House:** +\$42 million, **Senate:** +\$51 million, both mostly for commodity assistance and nutrition programs administration.
- **Food and Drug Administration. House:** +\$36 million, **Senate:** +\$42 million, both largely for food safety activities.
- **Animal and Plant Health Inspection Service. House:** +\$36 million, primarily for increases in emergency preparedness, specialty crop pests, and the National Veterinary Stockpile, while maintaining recent avian health increases. **Senate:** +\$45 million, mostly for emergency preparedness.
- **USDA administration. House:** +\$20 million to modernize headquarters facilities. **Senate:** +\$30 million for a more modest increase for facilities and for outreach to minority and veteran farmers, cybersecurity, and financial upgrades.
- **Food Safety Inspection Service. House:** +\$16 million, **Senate:** +\$19 million, both for inspection improvements.
- **Farm Service Agency. House:** +\$12 million for greater farm loan program authority. **Senate:** +\$26 million, including loan program increases, personnel and security expenses, and beginning and veteran farmers and ranchers.
- **Agricultural research agencies. House:** -\$89 million, comprised primarily of \$25 million more for Agriculture and Food Research Initiative (AFRI) grants, offset by \$112 million less for Agricultural Research Service (ARS) buildings and facilities. **Senate:** -\$74 million, comprised of \$25 million more for AFRI, \$34 million more for ARS research, and \$7 more million for other grants; offset by \$148 million less for ARS buildings and facilities.

⁶ For more details on the FY2017 appropriation, including anomalies in the two continuing resolutions, see CRS Report R44588, *Agriculture and Related Agencies: FY2017 Appropriations*.

Policy Issues

In addition to setting budgetary amounts, the Agriculture appropriations bill also is a vehicle for policy-related provisions that direct how the executive branch should carry out the appropriation.

GIPSA Rule. USDA said in March 2016 that it would finalize a livestock and poultry marketing rule that originally had been proposed by its Grain Inspection, Packers and Stockyards Administration (GIPSA) in June 2010 (75 *Federal Register* 35338) and is commonly referred to as the “GIPSA rule.”⁷ The proposed rule was contentious, with proponents arguing that it would bring fairness to marketing transactions, while opponents argued it would disrupt markets and lead to increased litigation. From FY2012-FY2015, appropriations riders prohibited USDA from finalizing most parts of the GIPSA rule. The FY2016 appropriations act did not include such a provision. In response to USDA’s renewed efforts on a GIPSA rule, Section 767 of the House-reported FY2017 Agriculture appropriations bill would again prohibit USDA activities (adopted as a committee amendment by a vote of 26-24). The Senate-reported bill does not contain this GIPSA provision.

Horse Slaughter. The Food Safety and Inspection Service (FSIS) is responsible for ensuring that the U.S. meat supply is unadulterated, wholesome, and properly labeled. Horses are an amenable species under the Federal Meat Inspection Act (21 U.S.C. §601 et seq.) and FSIS is responsible for horse slaughter inspection if the horsemeat is for human consumption. However, the FY2006 and FY2007 appropriations acts prohibited FSIS from funding horse slaughter inspections. In FY2008-FY2011 and FY2014-FY2016 appropriations, the inspection bans were expanded to include a prohibition on voluntary, fee-based horse slaughter inspections. Inspection bans were not in force during FY2012 and FY2013, but no horse slaughter facilities opened before the ban was reinstated. For FY2017, both the House-reported and Senate-reported bills (Section 762 and Section 755, respectively) prohibit FSIS from using funds to inspect horse slaughter facilities, as well as the use of voluntary inspection fees. This effectively bans horse slaughter.

Checkoff Programs. The Agricultural Marketing Service (AMS) oversees 22 commodity Research and Promotion Programs that are authorized by Congress, but are requested and funded by industry to develop new markets, strengthen existing markets, and conduct research and promotion activities. These programs, commonly referred to as checkoffs, are run by boards consisting of industry representatives that plan and manage the commodity programs. The House report calls for USDA to recognize that checkoff boards are not subject to the Freedom of Information Act (FOIA) because they are funded by producers and industry and board members are not government employees. The Senate bill and report do not contain a similar provision. USDA considers the checkoff boards to be subject to FOIA, excluding exempt information under FOIA, such as proprietary data. Checkoff groups that support the provision believe that FOIA requests divert checkoff time and funds away from research and promotion. Opponents believe that commodity groups are attempting to limit transparency of checkoff activities.

Tobacco Products. The Family Smoking Prevention and Tobacco Control Act (Tobacco Control Act, P.L. 111-31) amended the Federal Food, Drug, and Cosmetic Act (FFDCA) to provide FDA with the authority to regulate cigarettes, cigarette tobacco, roll-your-own tobacco, smokeless tobacco, and any other tobacco products deemed by the agency. FDA published a proposed rule in 2014,⁸ and a final rule in May 2016 (“deeming rule”) that extends the agency’s tobacco product authorities to “all other categories of products that meet the statutory definition of ‘tobacco

⁷ See CRS Insight IN10499, *GIPSA Rule Revived*.

⁸ 79 *Federal Register* 35711.

product’ in the [FFDCA] except accessories of such newly deemed tobacco products.”⁹ The final rule deems electronic cigarettes (“e-cigarettes”), cigars, pipe tobacco, and hookah tobacco, among other products, to meet this statutory definition and, therefore, to be within FDA’s regulatory authority.¹⁰ Manufacturers of newly deemed tobacco products that are currently being marketed in the United States will have to file an application for premarket review with FDA. The deeming rule establishes a timeline for manufacturers to submit their applications. A manufacturer who submits an application during this period may continue to market the product until FDA acts on the application. In the House-reported bill, Section 761 would grandfather all e-cigarettes and other newly deemed tobacco products currently on the market. Manufacturers would not have to file premarket applications. Section 749 would prohibit the use of appropriated funds for the finalization, implementation, administration, or enforcement of FDA’s proposed deeming rule “if such rule would apply to traditional large and premium cigars.” The Senate bill does not contain any tobacco-related provisions.

SNAP-Authorized Retailers. Only SNAP-authorized retailers may accept SNAP benefits. On February 17, 2016, USDA’s Food and Nutrition Service (USDA-FNS) published a proposed rule that would change retailer requirements for authorization.¹¹ The proposed rule would implement the 2014 farm bill’s changes to inventory requirements for SNAP-authorized retailers (Section 4002, P.L. 113-79); namely, the farm bill increased the varieties of “staple foods” and perishable varieties that SNAP retailers must stock. In addition to codifying the farm bill’s changes, the proposed rule would change how staple foods are defined, create limitations on retailers’ sale of hot foods, and add a minimum number of stocking units.¹² The House-reported bill (Section 763) and the Senate-reported bill (Section 752) would limit the scope of an interim final or final rule to the 2014 farm bill’s specific changes, though each bill’s exact language varies.

SNAP Households Reporting Requirements. Under current household reporting requirements for the commonly selected state option of “simplified reporting,” participants do not have to report to the SNAP state agency when they move out of the state.¹³ USDA’s FY2017 budget justification proposed to amend SNAP’s authorizing law to allow state agencies to require this household reporting.¹⁴ In both the House- and Senate-reported bills (both Section 744), beginning in FY2017 and each year thereafter, SNAP households would be required to report to the state agency a move out of the state.

School Meals Nutrition Standards. Implementing the Healthy, Hunger-free Kids Act of 2010, USDA-FNS updated the nutrition standards for the school meals programs (National School Lunch Program and School Breakfast Program).¹⁵ FY2015 and FY2016 appropriations laws (1) required USDA to allow states to exempt from the 100% whole grain requirements school food

⁹ 81 *Federal Register* 28973. FDA’s “tobacco product” authorities are defined in FFDCA Section 901.

¹⁰ *Ibid.*

¹¹ 81 *Federal Register* 8015-8021 (February 17, 2016). For further discussion of this rulemaking, see CRS Report R44650, *Proposed Rule to Update Standards for SNAP-Authorized Retailers: In Brief*.

¹² The proposed rule’s preamble states that, aside from the farm bill change, FNS is “using existing authority in [SNAP’s authorizing statute] and feedback from a Request for Information that included five listening sessions in urban and rural locations across the nation and generated 233 public comments.”

¹³ As of October 1, 2015, all state agencies have opted to use simplified reporting for some or all households. SNAP State Options Report (April 2016), http://www.fns.usda.gov/sites/default/files/snap/12-State_Options.pdf.

¹⁴ USDA-FNS FY2017 congressional budget justification, p. 32-110, <http://www.obpa.usda.gov/32fns2017notes.pdf>.

¹⁵ The final rule is dated January 2012, and the updated nutrition standards phased in beginning in school year 2013-2014. For further background, see “Selected Current Issues in the USDA Child Nutrition Programs” in CRS Report R43783, *School Meals Programs and Other USDA Child Nutrition Programs: A Primer*.

authorities that meet hardship requirements,¹⁶ and (2) prevented USDA from implementing a reduction in sodium that is to take effect school year 2017-2018 until “the latest scientific research establishes the reduction is beneficial for children.” The House-reported bill (Section 731) would include these provisions again in FY2017 appropriations (making whole grain waivers available in school year 2017-2018). The Senate-reported bill does not include these provisions. The 114th Congress is in the process of reauthorizing the school meals programs.¹⁷

Export Promotion Office in Cuba. The Administration is proposing to use \$1.5 million of its requested \$5 million increase for the USDA’s Foreign Agricultural Service (FAS) to open an FAS office in Cuba to promote U.S. agricultural exports. The Senate Appropriations Committee report recommends fully funding the increase and supports the establishment of an office in Cuba. The House-reported bill would provide FAS a \$3 million increase, \$2 million less than requested, with no reference to the proposal to open an office in Cuba.

Recent Trends in Agriculture Appropriations

Over time, changes by title of the Agriculture appropriations bill have generally been proportionate to changes in the bill’s total discretionary limit, though some activities have sustained relative increases and decreases. Agriculture appropriations peaked in FY2010 and declined through FY2013. Since then, total Agriculture appropriations have increased (**Figure 3**). However, whether that increase returns the appropriation to various historical benchmarks depends upon inflation adjustments and other factors.

The stacked bars in **Figure 3** represent the discretionary spending authorized for each title in the 10 years since FY2008. The total of the positive stacked bars is the budget authority contained in Titles I-VI. It is higher than the official “302(b)” discretionary spending limit (the line) because of the budgetary offset from negative amounts in Title VII General Provisions and other scorekeeping adjustments. General Provisions are negative mostly because of limits placed on mandatory programs, which are scored as savings (**Table 2**).

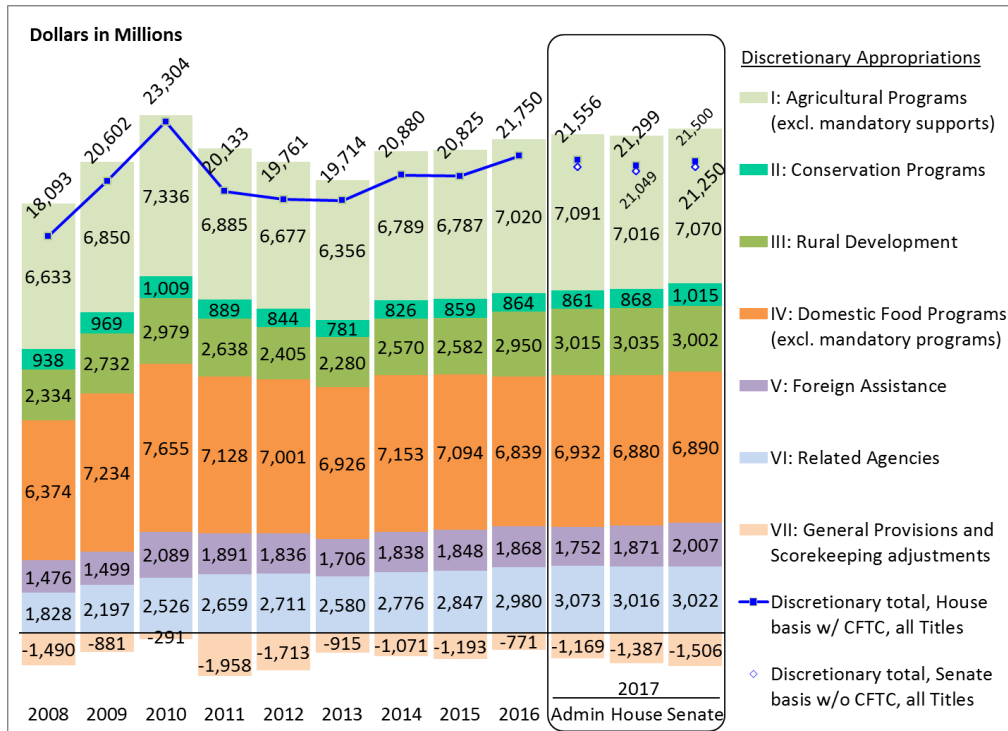
For example, in the FY2017 House-reported bill, budget authority for the primary agencies in the bill (Titles I-VI) increases \$166 million (the top of the stacked bars in **Figure 3**) even though the official discretionary spending allocation decreases \$451 million (the line and dots in **Figure 3**).

Increases in the use of CHIMPS and other tools to offset discretionary appropriations ameliorated reductions in discretionary budget authority in FY2011 and succeeding years. For example, the official “302(b)” discretionary total for the bill was given credit for declining 13.6% in FY2011, while the total of Titles I-VI declined only 6.4% that year (**Figure 3**). The effect is less pronounced in FY2016, since the offset was smaller, in part because of additional spending in General Provisions for foreign food aid and emergency programs.

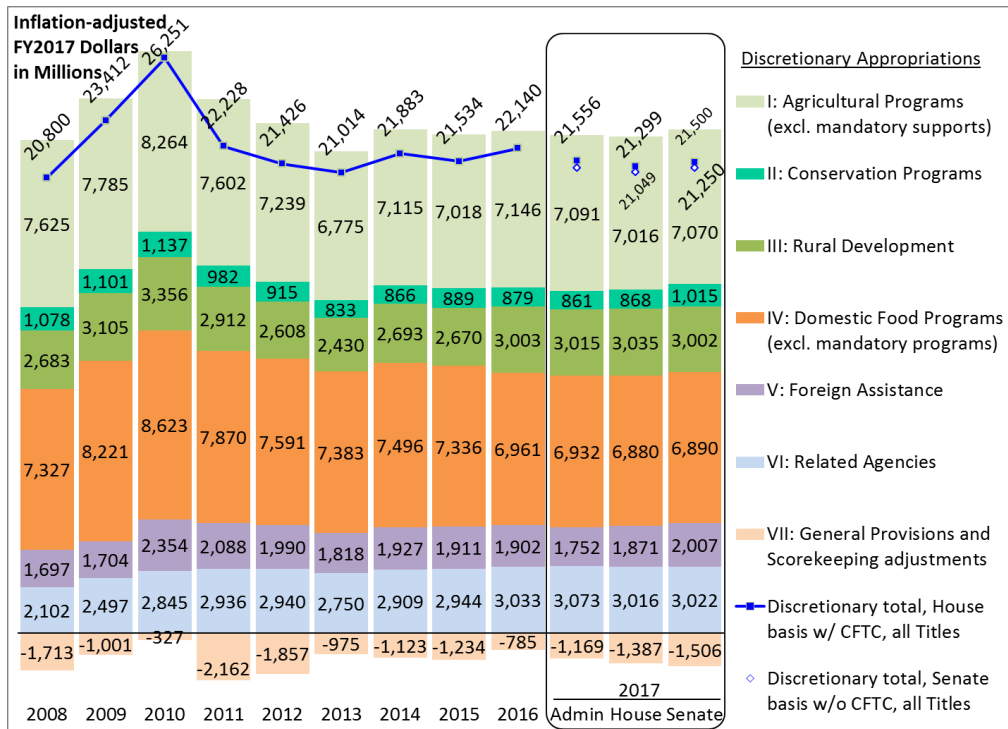
Some areas have sustained real increases, while others have declined (apart from the peak in 2010). Agencies with sustained real increases (that is, inflation-adjusted; **Figure 4**) since FY2008 include FDA and CFTC (Related Agencies) and, to a lesser extent, foreign food assistance. Areas with real decreases in discretionary spending since 2008 include conservation, general agricultural programs, and domestic nutrition programs. Rural development also had a real decrease over the same period, though FY2016 may have reversed that trend.

¹⁶ Exempted schools are to maintain a 50% whole grain minimum, the requirement before school year 2014-2015.

¹⁷ See CRS Report R44373, *Tracking the Next Child Nutrition Reauthorization: An Overview*.

Figure 3. Discretionary Agriculture Appropriations, by Title, Since FY2008

Source: CRS. Includes CFTC in Related Agencies regardless of jurisdiction, except as noted for FY2017.

Figure 4. Inflation-Adjusted Discretionary Agriculture Appropriations Since FY2008

Source: CRS. Includes CFTC in Related Agencies regardless of jurisdiction, except as noted for FY2017.

Notes: Budget authority adjusted for inflation by CRS using the gross domestic product price deflator.

Table I. Agriculture and Related Agencies Appropriations, by Title, FY2016-FY2017

(budget authority in millions of dollars)

Title of Agriculture Appropriations Act	FY2016	FY2017			Change: FY2016 to...	
	P.L. 114-113	Admin. Request	H. Cmte. H.R. 5054	S. Cmte. S. 2956	House	Senate
I. Agricultural Programs: Discretionary	7,020.3	7,091.1	7,015.7	7,069.7	-4.6	+49.5
Mandatory (M) ^a	16,032.6	23,638.4	23,638.4	23,648.4	+7,605.8	+7,615.8
Subtotal	23,052.9	30,729.5	30,654.1	30,718.2	+7,601.2	+7,665.3
II. Conservation Programs	863.8	861.3	868.2	1,015.4	+4.4	+151.6
III. Rural Development	2,950.0	3,015.9	3,036.4	3,001.7	+85.4	+51.7
IV. Domestic Food Programs: Discretionary	6,838.9	6,932.4	6,880.5	6,890.3	+41.6	+51.4
Mandatory (M)	102,958.1	104,830.9	102,803.0	102,830.9	-155.2	-127.3
Subtotal	109,797.0	111,763.3	109,683.4	109,721.1	-113.6	-75.9
V. Foreign Assistance	1,868.5 ^b	1,752.3	1,870.9	2,006.9	+2.4	+138.4
VI. Food and Drug Administration	2,729.6	2,742.7	2,765.6	2,771.8	+36.0	+42.2
Commodity Futures Trading Commission	250.0	330.0	250.0	[250.0] ^c	+0.0	+0.0
VII. General Provisions: CHIMPS ^d & rescissions	-865.0	-645.7	-914.7	-998.2	-49.7	-133.2
Disaster/emergency programs	273.0	0.0	5.0	0.0	-268.0	-273.0
Other appropriations	283.1 ^b	0.0	45.5	16.6	-236.6	-266.5
Scorekeeping adjustments ^e	-332.0	-524.0	-524.0	-524.0	-192.0	-192.0
Subtract disaster declaration in this bill	-130.0	—	—	—	+130.0	+130.0
Totals						
Discretionary: Senate basis w/o CFTC	[21,500.0]	21,225.9	[21,049.0]	21,250.0	-451.0	-250.0
Discretionary: House basis w/ CFTC	21,750.0	21,555.9	21,299.0	[21,500.0]	-451.0	-250.0
Mandatory (M)	118,990.7	128,469.3	126,441.4	126,479.3	+7,450.7	+7,488.6
Total: Senate basis w/o CFTC	140,490.7	149,695.3	147,490.4	147,729.3	+6,999.7	+7,238.6

Source: CRS, using referenced appropriations text and report tables, and unpublished Congressional Budget Office (CBO) tables.

Notes: Amounts are nominal budget authority in millions of dollars. Amounts are discretionary authority unless labeled otherwise. Bracketed amounts are not in the official totals due to differing House-Senate jurisdiction for CFTC.

- Includes some mandatory funding from other titles, particularly mandatory conservation programs.
- In addition to the FY2016 appropriation in Title V, an extra \$250 million for Food for Peace Title II grants was appropriated under General Provisions. The effective total for Title V is \$2.118 billion for FY2016.
- See the Senate-reported Financial Services appropriation, S. 3067.
- Changes in Mandatory Program Spending (CHIMPS) are reductions made to mandatory programs.
- “Scorekeeping adjustments” are not necessarily appropriated items and may not be shown in appropriations committee tables but are part of the official CBO score (accounting) of the bill. They predominantly include “negative subsidies” in loan program accounts and adjustments for disaster designations in the bill.

Table 2. Agriculture and Related Agencies Appropriations, by Agency, FY2014-FY2017

(budget authority in millions of dollars)

Agency or Major Program	FY2014	FY2015	FY2016	FY2017				Change: FY2016 to...	
	P.L. 113-76	P.L. 113-235	P.L. 114-113	Admin. Request	H. Cmte. H.R. 5054	S. Cmte. S. 2956	Enacted	House	Senate
Title I. Agricultural Programs									
Departmental Administration	526.1	364.5	373.2	448.7	392.4	403.5	—	+19.2	+30.3
Research, Education and Economics									
Agricultural Research Service	1,122.5	1,177.6	1,355.9	1,255.8	1,251.4	1,242.2	—	-104.5	-113.7
National Institute of Food and Agriculture	1,277.1	1,289.5	1,326.5	1,374.0	1,341.2	1,363.7	—	+14.7	+37.3
National Agricultural Statistics Service	161.2	172.4	168.4	176.6	168.4	169.6	—	+0.0	+1.2
Economic Research Service	78.1	85.4	85.4	91.3	86.0	86.8	—	+0.6	+1.4
Under Secretary, Research, Education, Econ.	0.9	0.9	0.9	0.9	0.9	0.9	—	+0.0	+0.0
Marketing and Regulatory Programs									
Animal and Plant Health Inspection Service	824.9	874.5	897.6	904.4	934.0	942.5	—	+36.4	+44.9
Agricultural Marketing Service	81.3	82.4	82.5	83.2	83.5	84.2	—	+1.0	+1.7
Section 32 (M)	1,107.0	1,284.0	1,303.0	1,322.0	1,322.0	1,322.0	—	+19.0	+19.0
Grain Inspection, Packers, Stockyards Admin.	40.3	43.0	43.1	43.5	43.1	43.5	—	+0.0	+0.4
Under Secretary, Marketing and Regulatory	0.9	0.9	0.9	0.9	0.9	0.9	—	+0.0	+0.0
Food Safety									
Food Safety & Inspection Service	1,010.7	1,016.5	1,014.9	1,030.4	1,030.4	1,033.8	—	+15.5	+18.9
Under Secretary, Food Safety	0.8	0.8	0.8	0.8	0.8	0.8	—	+0.0	+0.0
Farm and Commodity Programs									
Farm Service Agency ^a	1,592.2	1,603.3	1,595.1	1,613.6	1,607.5	1,621.2	—	+12.4	+26.1
FSA Farm Loans: Loan Authority ^b	5,527.3	6,402.1	6,402.1	6,655.1	6,667.1	6,655.1	—	+265.0	+252.9
Risk Management Agency Salaries and Exp.	71.5	74.8	74.8	66.6	74.8	75.8	—	+0.0	+0.9

Agency or Major Program	FY2014	FY2015	FY2016	FY2017				Change: FY2016 to...	
	P.L. 113-76	P.L. 113-235	P.L. 114-113	Admin. Request	H. Cmte. H.R. 5054	S. Cmte. S. 2956	Enacted	House	Senate
Federal Crop Insurance Corporation (M)	9,502.9	8,930.5	7,858.0	8,839.1	8,839.1	8,849.1	—	+981.1	+991.1
Commodity Credit Corporation (M)	12,538.9	13,444.7	6,871.1	13,476.9	13,476.9	13,476.9	—	+6,605.7	+6,605.7
Under Secretary, Farm and Foreign Agr.	0.9	0.9	0.9	0.9	0.9	0.9	—	+0.0	+0.0
Subtotal: Discretionary	6,789.0	6,786.9	7,020.3	7,091.1	7,015.7	7,069.7	—	-4.6	+49.5
<i>Mandatory (M)</i>	<i>23,149.1</i>	<i>23,659.7</i>	<i>16,032.6</i>	<i>23,638.4</i>	<i>23,638.4</i>	<i>23,648.4</i>	—	<i>+7,605.8</i>	<i>+7,615.8</i>
<i>Subtotal</i>	<i>29,938.1</i>	<i>30,446.6</i>	<i>23,052.9</i>	<i>30,729.5</i>	<i>30,654.1</i>	<i>30,718.2</i>	—	<i>+7,601.2</i>	<i>+7,665.3</i>
Title II. Conservation Programs									
Conservation Operations	812.9	846.4	850.9	860.4	855.3	864.5	—	+4.4	+13.6
Watershed and Flood Prevention	—	—	—	—	—	150.0	—	+0.0	+150.0
Watershed Rehabilitation Program	12.0	12.0	12.0	—	12.0	—	—	+0.0	-12.0
Under Secretary, Natural Resources	0.9	0.9	0.9	0.9	0.9	0.9	—	+0.0	+0.0
Subtotal	825.8	859.3	863.8	861.3	868.2	1,015.4	—	+4.4	+151.6
Title III. Rural Development									
Salaries and Expenses (including transfers) ^c	657.4	678.2	682.9	698.5	672.8	683.3	—	-10.0	+0.4
Rural Housing Service	1,279.6	1,298.4	1,616.4	1,616.9	1,653.5	1,639.4	—	+37.0	+23.0
<i>RHS Loan Authority^b</i>	<i>27,408.1</i>	<i>27,421.5</i>	<i>27,496.8</i>	<i>27,433.2</i>	<i>27,653.4</i>	<i>27,596.4</i>	—	<i>+156.6</i>	<i>+99.5</i>
Rural Business-Cooperative Service ^d	130.2	103.2	90.5	149.5	110.4	92.0	—	+18.9	+1.6
<i>RBCS Loan Authority^b</i>	<i>1,022.8</i>	<i>984.5</i>	<i>979.3</i>	<i>1,116.0</i>	<i>998.7</i>	<i>979.3</i>	—	<i>+19.3</i>	<i>+0.0</i>
Rural Utilities Service	501.6	501.7	559.3	550.1	598.8	586.0	—	+39.5	+26.7
<i>RUS Loan Authority^b</i>	<i>7,514.5</i>	<i>7,464.1</i>	<i>8,210.6</i>	<i>7,993.8</i>	<i>8,210.0</i>	<i>8,217.0</i>	—	<i>-0.6</i>	<i>+6.5</i>
Under Secretary, Rural Development	0.9	0.9	0.9	0.9	0.9	0.9	—	+0.0	+0.0
Subtotal	2,569.7	2,582.4	2,950.0	3,015.9	3,036.4	3,001.7	—	+85.4	+51.7
<i>Subtotal, RD Loan Authority^b</i>	<i>35,945.4</i>	<i>35,870.1</i>	<i>36,686.7</i>	<i>36,543.0</i>	<i>36,862.1</i>	<i>36,792.7</i>	—	<i>+175.4</i>	<i>+106.0</i>

Agency or Major Program	FY2014	FY2015	FY2016	FY2017				Change: FY2016 to...	
	P.L. 113-76	P.L. 113-235	P.L. 114-113	Admin. Request	H. Cmte. H.R. 5054	S. Cmte. S. 2956	Enacted	House	Senate
Title IV. Domestic Food Programs									
Child Nutrition Programs (M)	19,288.0	21,300.2	22,149.7	23,230.7	23,175.7	23,201.7	—	+1,025.9	+1,052.0
WIC Program	6,715.8	6,623.0	6,350.0	6,350.0	6,350.0	6,350.0	—	+0.0	+0.0
SNAP, Food & Nutrition Act Programs (M)	82,169.9	81,837.6	80,849.4	81,689.2	79,673.3	79,682.2	—	-1,176.1	-1,167.2
Commodity Assistance Programs	269.7	278.5	296.2	313.1	315.1	313.1	—	+18.9	+16.9
Nutrition Programs Administration	141.3	150.8	150.8	179.4	168.5	173.3	—	+17.7	+22.5
Under Sec., Food, Nutrition & Consumer	0.8	0.8	0.8	0.8	0.8	0.8	—	+0.0	+0.0
Subtotal									
Discretionary	7,152.7	7,094.1	6,838.9	6,932.4	6,880.5	6,890.3	—	+41.6	+51.4
<i>Mandatory (M)</i>	<i>101,432.9</i>	<i>103,096.7</i>	<i>102,958.1</i>	<i>104,830.9</i>	<i>102,803.0</i>	<i>102,830.9</i>	—	<i>-155.2</i>	<i>-127.3</i>
<i>Subtotal</i>	<i>108,585.6</i>	<i>110,190.9</i>	<i>109,797.0</i>	<i>111,763.3</i>	<i>109,683.4</i>	<i>109,721.1</i>	—	<i>-113.6</i>	<i>-75.9</i>
Title V. Foreign Assistance									
Foreign Agricultural Service	177.9	181.4	191.6	196.6	194.6	196.6	—	+3.0	+5.0
Food for Peace Title II, and admin. expenses	1,468.7	1,468.5	1,468.5 ^e	1,350.1	1,466.1	1,600.1	—	-2.4	+131.6
Local and regional food procurement	—	—	—	15.0	—	—	—	+0.0	+0.0
McGovern-Dole Food for Education	185.1	191.6	201.6	182.0	201.6	201.6	—	+0.0	+0.0
CCC Export Loan Salaries	6.7	6.7	6.7	8.5	8.5	8.5	—	+1.8	+1.8
Subtotal	1,838.5	1,848.3	1,868.5^e	1,752.3	1,870.9	2,006.9	—	+2.4	+138.4
Title VI. Related Agencies									
Food and Drug Administration	2,560.7	2,597.3	2,729.6	2,742.7	2,765.6	2,771.8	—	+36.0	+42.2
Commodity Futures Trading Commission ^f	215.0	[250.0]	250.0	330.0	250.0	[250.0] ^f	—	+0.0	+0.0
Subtotal	2,775.7	2,597.3	2,979.6	3,072.7	3,015.6	[3,021.8]	—	+36.0	+42.2

Agency or Major Program	FY2014	FY2015	FY2016	FY2017				Change: FY2016 to...	
	P.L. 113-76	P.L. 113-235	P.L. 114-113	Admin. Request	H. Cmte. H.R. 5054	S. Cmte. S. 2956	Enacted	House	Senate
Title VII. General Provisions									
Reductions in Mandatory Programs^g									
a. Environmental Quality Incentives Program	-272.0	-136.0	-209.0	—	-209.0	-189.0	—	+0.0	+20.0
b. Watershed Rehabilitation Program	-153.0	-69.0	-68.0	-54.0	-54.0	-63.0	—	+14.0	+5.0
c. Conservation Stewardship Program	—	-7.0	—	—	-5.0	—	—	-5.0	+0.0
d. Fresh Fruit and Vegetable Program	-119.0	-122.0	-125.0	-125.0	-125.0	-125.0	—	+0.0	+0.0
e. Biorefinery Assistance Program	-40.7	-16.0	-19.0	—	-30.0	—	—	-11.0	+19.0
f. Biomass Crop Assistance Program	—	-2.0	-20.0	—	-20.0	-20.0	—	+0.0	+0.0
g. The Emergency Food Assistance Program	—	—	—	—	+19.0	—	—	+19.0	+0.0
h. Cushion of Credit (Rural Development)	-172.0	-179.0	-179.0	-151.5	-151.5	-165.0	—	+27.5	+14.0
i. Section 32	-189.0	-121.0	-216.0	-311.0	-231.0	-237.0	—	-15.0	-21.0
j. Other CHIMPS and rescissions	-8.0	-133.0	+5.0	+0.0	-4.0	+5.0	—	-9.0	+0.0
Subtotal, CHIMPS	-953.7	-785.0	-831.0	-641.5	-810.5	-794.0	—	+20.5	+37.0
Rescissions (discretionary)	-33.3	-17.0	-34.0	-4.2	-104.2	-204.2	—	-70.2	-170.2
Other appropriations								+0.0	+0.0
a. Disaster/emergency programs	—	116.0	273.0	—	5.0	—	—	-268.0	-273.0
b. Other appropriations	106.6	6.6	283.1 ^e	—	45.5	16.6	—	-236.6	-266.5
Subtotal, Other appropriations	106.6	122.6	556.1	—	50.5	16.6	—	-504.6	-539.5
Total, General Provisions	-880.4	-679.4	-308.9	-645.7	-864.2	-981.6	—	-554.3	-672.7
Scorekeeping Adjustments^h									
Disaster declaration in this bill	—	-116.0	-130.0	—	—	—	—	+130.0	+130.0
Other scorekeeping adjustments	-191.0	-398.0	-332.0	-524.0	-524.0	-524.0	—	-192.0	-192.0
Subtotal, Scorekeeping adjustments	-191.0	-514.0	-462.0	-524.0	-524.0	-524.0	—	-62.0	-62.0

Agency or Major Program	FY2014	FY2015	FY2016	FY2017				Change: FY2016 to...	
	P.L. 113-76	P.L. 113-235	P.L. 114-113	Admin. Request	H. Cmte. H.R. 5054	S. Cmte. S. 2956	Enacted	House	Senate
Totals									
Discretionary: Senate basis w/o CFTC	[20,665.0]	20,575.0	[21,500.0]	21,225.9	[21,049.0]	21,250.0	—	-451.0	-250.0
Discretionary: House basis w/ CFTC	20,880.0	[20,825.0]	21,750.0	21,555.9	21,299.0	[21,500.0] ^f	—	-451.0	-250.0
<i>Mandatory (M)</i>	124,582.0	126,756.5	118,990.7	128,469.3	126,441.4	126,479.3	—	+7,450.7	+7,488.6
<i>Total: Senate basis w/o CFTC</i>	145,247.0	147,331.5	140,490.7	149,695.3	147,490.4	147,729.3	—	+9,204.6	+7,238.6

Source: CRS, using referenced appropriations text and report tables, and unpublished Congressional Budget Office (CBO) tables.

Notes: Amounts are nominal budget authority in millions of dollars. Amounts are discretionary authority unless labeled otherwise; (M) indicates that the account is mandatory authority (or primarily mandatory authority). Bracketed amounts are not in the official totals due to differing House-Senate jurisdiction for CFTC but are shown for comparison.

- Includes regular FSA salaries and expenses, plus transfers for farm loan program salaries and administrative expenses. Also includes farm loan program loan subsidy, State Mediation Grants, Dairy Indemnity Program (mandatory funding), and Grassroots Source Water Protection Program. Does not include appropriations to the Foreign Agricultural Service for export loans and P.L. 480 administration that are transferred to FSA.
- Loan authority is the amount of loans that can be made or guaranteed with a loan subsidy. It is not added in the budget authority subtotals or totals.
- Includes Rural Development salaries and expenses and transfers from the three rural development agencies for salaries and expenses. Amounts for the agencies thus reflect program funds for loans and grants.
- Amounts for the Rural Business-Cooperative Service (RBCS) are before the rescission in the Cushion of Credit account, unlike in Appropriations committee tables. The rescission is included with the changes in mandatory program spending (CHIMPS) as classified by CBO, which allows the RBCS subtotal to remain positive.
- In addition to the FY2016 appropriation for Food for Peace Title II grants in Title V (\$1.466 billion), an extra \$250 million was appropriated under General Provisions. The combined total for Food for Peace Title II grants is therefore \$1.716 billion, and the effective Title V total is \$2.118 billion for FY2016.
- Jurisdiction for CFTC is in the House Agriculture appropriations subcommittee and the Senate Financial Services appropriations subcommittee. After FY2008, CFTC is carried in enacted Agriculture appropriations in even-numbered fiscal years, always in House Agriculture markup and never in Senate Agriculture markup. Bracketed amounts are not in the official totals due to differing House-Senate jurisdiction for CFTC but are shown for comparison. For the FY2017 Senate amount, see the Senate-reported Financial Services appropriation, S. 3067.
- Includes reductions (limitations and rescissions) to mandatory programs that may also be known as Changes in Mandatory Program Spending (CHIMPS).
- “Scorekeeping adjustments” are not necessarily appropriated items and may not be shown in appropriations committee tables but are part of the official CBO score (accounting) of the bill. They predominantly include “negative subsidies” in loan program accounts and adjustments for disaster designations in the bill.

Appendix. Action on Agriculture Appropriations

Table A-1. Congressional Action on Agriculture Appropriations Since FY1995

Fiscal Year	House Action			Senate Action			Final Appropriation			CRS Report
	Subcmte.	Cmte.	Floor	Subcmte.	Cmte.	Floor	Enacted ^a	Public Law		
1995	5/26/1994	6/9/1994	6/17/1994	6/22/1994	6/23/1994	7/20/1994	9/30/1994	E P.L. 103-330	IB94011	
1996	6/14/1995	6/27/1995	7/21/1995	9/13/1995	9/14/1995	9/20/1995	10/21/1995	E P.L. 104-37	95-624	
1997	5/30/1996	6/6/1996	6/12/1996	7/10/1996	7/11/1996	7/24/1996	8/6/1996	E P.L. 104-180	IB96015	
1998	6/25/1997	7/14/1997	7/24/1997	7/15/1997	7/17/1997	7/24/1997	11/18/1997	E P.L. 105-86	97-201	
1999	6/10/1998	6/16/1998	6/24/1998	6/9/1998	6/11/1998	7/16/1998	10/21/1998	O P.L. 105-277	98-201	
2000	5/13/1999	5/24/1999	6/8/1999	6/15/1999	6/17/1999	8/4/1999	10/22/1999	E P.L. 106-78	RL30201	
2001	5/4/2000	5/16/2000	7/11/2000	5/4/2000	5/10/2000	7/20/2000	10/28/2000	E P.L. 106-387	RL30501	
2002	6/6/2001	6/27/2001	7/11/2001	Polled out ^b	7/18/2001	10/25/2001	11/28/2001	E P.L. 107-76	RL31001	
2003	6/26/2002	7/26/2002	—	7/23/2002	7/25/2002	—	2/20/2003	O P.L. 108-7	RL31301	
2004	6/17/2003	7/9/2003	7/14/2003	7/17/2003	11/6/2003	11/6/2003	1/23/2004	O P.L. 108-199	RL31801	
2005	6/14/2004	7/7/2004	7/13/2004	9/8/2004	9/14/2004	—	12/8/2004	O P.L. 108-447	RL32301	
2006	5/16/2005	6/2/2005	6/8/2005	6/21/2005	6/27/2005	9/22/2005	11/10/2005	E P.L. 109-97	RL32904	
2007	5/3/2006	5/9/2006	5/23/2006	6/20/2006	6/22/2006	—	2/15/2007	Y P.L. 110-5	RL33412	
2008	7/12/2007	7/19/2007	8/2/2007	7/17/2007	7/19/2007	—	12/26/2007	O P.L. 110-161	RL34132	
2009	6/19/2008	—	—	Polled out ^b	7/17/2008	—	3/11/2009	O P.L. 111-8	R40000	
2010	6/11/2009	6/18/2009	7/9/2009	Polled out ^b	7/7/2009	8/4/2009	10/21/2009	E P.L. 111-80	R40721	
2011	6/30/2010	—	—	Polled out ^b	7/15/2010	—	4/15/2011	Y P.L. 112-10	R41475	
2012	5/24/2011	5/31/2011	6/16/2011	Polled out ^b	9/7/2011	11/1/2011	11/18/2011	O P.L. 112-55	R41964	
2013	6/6/2012	6/19/2012	—	Polled out ^b	4/26/2012	—	3/26/2013	O P.L. 113-6	R43110	
2014	6/5/2013	6/13/2013	—	6/18/2013	6/20/2013	—	1/17/2014	O P.L. 113-76	R43110	
2015	5/20/2014	5/29/2014	—	5/20/2014	5/22/2014	—	12/16/2014	O P.L. 113-235	R43669	
2016	6/18/2015	7/8/2015	—	7/14/2015	7/16/2015	—	12/18/2015	O P.L. 114-113	R44240	
2017	4/13/2016	4/19/2016	—	5/17/2016	5/19/2016	—	—	—	R44441	
	Draft ^c	H.R. 5054		Voice vote	S. 2956				R44588	
	Voice vote	H.Rept. 114-531			S.Rept. 114-259					
		Voice vote			30-0					

Source: CRS.

- E = Enacted as standalone appropriation (9 times over 22 years); O = Omnibus appropriation (11 times); Y = Year-long continuing resolution (two times).
- A procedure that permits a Senate subcommittee to transmit a bill to its full committee without a formal markup session. See CRS Report RS22952, *Proxy Voting and Polling in Senate Committee*.
- The House Agriculture appropriations subcommittee draft is available at <http://appropriations.house.gov/UploadedFiles/BILLS-114HR-SC-AP-FY2017-Agriculture-SubcommitteeDraft.pdf>.

Author Contact Information

(name redacted), Coordinator
Specialist in Agricultural Policy
[redacted]@crs.loc.gov 7-....

(name redacted)
Analyst in Agricultural Policy
[redacted]@crs.loc.gov 7-....

(name redacted)
Analyst in Health Policy
[redacted]@crs.loc.gov 7-....

(name redacted)
Specialist in Nutrition Assistance Policy
[redacted]@crs.loc.gov 7-....

(name redacted)
Specialist in Agricultural Policy
[redacted]@crs.loc.gov 7-....

Key Policy Staff

Area of Expertise	Name	Phone	Email
Agricultural appropriations generally	(name redacted)	7-....	[redacted]@crs.loc.gov
Agricultural research	(name redacted)	7-....	[redacted]@crs.loc.gov
Agricultural Marketing Service	(name redacted)	7-....	[redacted]@crs.loc.gov
Agricultural trade	(name redacted)	7-....	[redacted]@crs.loc.gov
Animal and Plant Health Inspection	(name redacted)	7-....	[redacted]@crs.loc.gov
Commodity Futures Trading Commission	Rena Miller	7-....	[redacted]@crs.loc.gov
Conservation	(name redacted)	7-....	[redacted]@crs.loc.gov
Dietary guidelines	(name redacted)	7-....	[redacted]@crs.loc.gov
Disaster programs	(name redacted)	7-....	[redacted]@crs.loc.gov
Domestic food assistance	(name redacted)	7-....	[redacted]@crs.loc.gov
Farm Service Agency, CCC	(name redacted)	7-....	[redacted]@crs.loc.gov
Food and Drug Administration	(name redacted)	7-....	[redacted]@crs.loc.gov
Food Safety Modernization Act/FDA	(name redacted)	7-....	[redacted]@crs.loc.gov
Food safety: FSIS/meat and poultry inspection	(name redacted)	7-....	[redacted]@crs.loc.gov
Foreign food aid	(name redacted)	7-....	[redacted]@crs.loc.gov
Grain Inspection, Packers and Stockyards Admin.	(name redacted)	7-....	[redacted]@crs.loc.gov
Rural development	(name redacted)	7-....	[redacted]@crs.loc.gov

EveryCRSReport.com

The Congressional Research Service (CRS) is a federal legislative branch agency, housed inside the Library of Congress, charged with providing the United States Congress non-partisan advice on issues that may come before Congress.

EveryCRSReport.com republishes CRS reports that are available to all Congressional staff. The reports are not classified, and Members of Congress routinely make individual reports available to the public.

Prior to our republication, we redacted names, phone numbers and email addresses of analysts who produced the reports. We also added this page to the report. We have not intentionally made any other changes to any report published on EveryCRSReport.com.

CRS reports, as a work of the United States government, are not subject to copyright protection in the United States. Any CRS report may be reproduced and distributed in its entirety without permission from CRS. However, as a CRS report may include copyrighted images or material from a third party, you may need to obtain permission of the copyright holder if you wish to copy or otherwise use copyrighted material.

Information in a CRS report should not be relied upon for purposes other than public understanding of information that has been provided by CRS to members of Congress in connection with CRS' institutional role.

EveryCRSReport.com is not a government website and is not affiliated with CRS. We do not claim copyright on any CRS report we have republished.