Order Code RL34132

CRS Report for Congress

Agriculture and Related Agencies: FY2008 Appropriations

August 27, 2007

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Prepared for Members and Committees of Congress

Congressional Research Service

The annual consideration of appropriations bills (regular, continuing, and supplemental) by Congress is part of a complex set of budget processes that also encompasses the consideration of budget resolutions, revenue and debt-limit legislation, other spending measures, and reconciliation bills. In addition, the operation of programs and the spending of appropriated funds are subject to constraints established in authorizing statutes. Congressional action on the budget for a fiscal year usually begins following the submission of the President's budget at the beginning of the session. Congressional practices governing the consideration of appropriations and other budgetary measures are rooted in the Constitution, the standing rules of the House and Senate, and statutes, such as the Congressional Budget and Impoundment Control Act of 1974.

This report is a guide to one of the regular appropriations bills that Congress considers each year. It is designed to supplement the information provided by the House and Senate Appropriations Subcommittees on Agriculture. It summarizes the status of the bill, its scope, major issues, funding levels, and related congressional activity, and is updated as events warrant. The report lists the key CRS staff relevant to the issues covered and related CRS products.

NOTE: A Web version of this document with active links is available to congressional staff at [http://beta.crs.gov/cli/level_2.aspx?PRDS_CLI_ITEM_ID=73].

Agriculture and Related Agencies: FY2008 Appropriations

Summary

The agriculture appropriations bill includes all of the U.S. Department of Agriculture (USDA), except the Forest Service, plus the Food and Drug Administration. Jurisdiction for the Commodity Futures Trading Commission (CFTC) remains with the House agriculture appropriations subcommittee, but has been moved this year to the Senate financial services subcommittee.

The House passed the FY2008 agriculture appropriations bill (H.R. 3161, H.Rept. 110-258) on August 2, 2007, by a vote of 237-18. Many Republican Members did not cast votes on final passage of the bill because of a controversy over floor procedures that was separate from the content of the bill.

The Senate Appropriations Committee reported its version of the agriculture appropriations bill (S. 1859, S.Rept. 110-134) on July 19, 2007, by a vote of 29-0.

The House-passed bill provides $18.8 billion in official "net" discretionary appropriations and the Senate-reported version $18.7 billion, both about $1 billion more than FY2007 (up about 5.6% and 5.0%, respectively). After adjusting for the presence of the CFTC in the House bill but not in the Senate bill, the totals are more nearly identical. These amounts are nearly $1 billion above the Administration's request, and thus have drawn a veto threat. The Administration also opposes prescription drug importation as allowed in the House bill.

Both bills provide increases above FY2007 for USDA's conservation, meat and poultry inspection, agricultural research, animal and plant health programs, and the Food and Drug Administration (FDA). Increases are provided above the Administration's request for rural development programs, but not necessarily above FY2007 levels. Both would lift the delay on implementation of country of origin labeling for meat and require labeling by September 2008. The Senate bill is higher than the House bill for the Agricultural Research Service, animal and plant health inspection, some domestic food programs, foreign food aid, and FDA. The Senate bill contains less than the House bill for rural development, the cooperative state research program, and slightly less for conservation.

Because of accounting practices, the discretionary amounts that the bills actually provide to agencies are higher. In each bill, the "gross" discretionary amount available to all agencies is about $400 million higher than the official "net" discretionary amount. The House's $19.2 billion "gross" discretionary subtotal is $90 million (0.5%) higher than the Senate's, and $676 million (3.6%) above FY2007.

For mandatory programs, about 80% of the bill's total, both the House and Senate bills provide about $71.5 billion, $7.5 billion less than FY2007. This reduction is due to less need for appropriations to pay for price-triggered farm commodity subsidies (down by $10 billion, or 44%, compared with FY2007), but is offset somewhat by higher food stamp and child nutrition spending (up $2.2 billion, or 4.5%, compared to FY2007).

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Most Recent Developments

The House of Representatives passed the FY2008 agriculture appropriations bill (H.R. 3161, H.Rept. 110-258) on August 2, 2007, by a vote of 237-18. Many Republicans did not cast votes on final passage of the bill because of a controversy over floor procedures that was separate from the content of the bill. The Senate Appropriations Committee reported its version of the bill (S. 1859, S.Rept. 110-134) on July 19, 2007.

The House-passed bill provides $18.8 billion in official "net" discretionary appropriations, and the Senate-reported version provides $18.7 billion, both about $1 billion (5.6% and 5.0%, respectively) more than FY2007. Because the bills would limit certain mandatory programs and make other scorekeeping adjustments, the "gross" discretionary amounts that agencies actually would receive are higher. The House's $19.2 billion "gross" discretionary subtotal is $90 million (0.5%) higher than the Senate's and $676 million (3.6%) above FY2007.

For mandatory programs, both the House and Senate bills provide about $71.5 billion, $7.5 billion less than FY2007. This reduction is due to less need for price-triggered farm commodity subsidies, offset by higher food stamp spending.

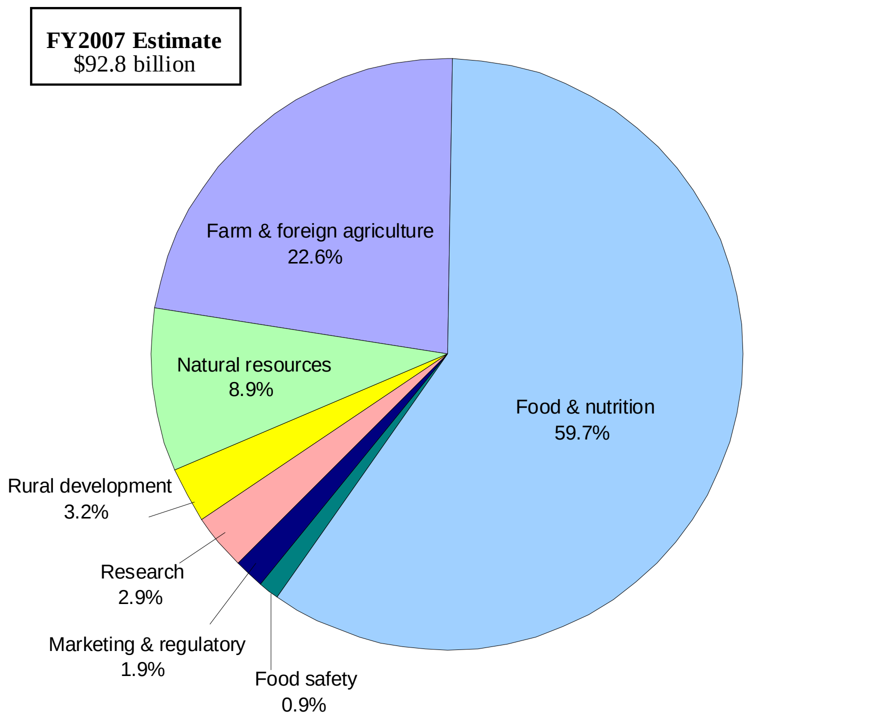
Components of Agriculture Appropriations

USDA Activities

The U.S. Department of Agriculture (USDA) carries out widely varied responsibilities through about 30 separate internal agencies and offices staffed by some 100,000 employees. USDA is responsible for many activities outside of the agriculture budget function. Hence, USDA spending is not synonymous with farm program spending. Similarly, agriculture appropriations bills are not limited to USDA and include related programs such as the Food and Drug Administration and the Commodity Futures Trading Commission but exclude the USDA Forest Service.

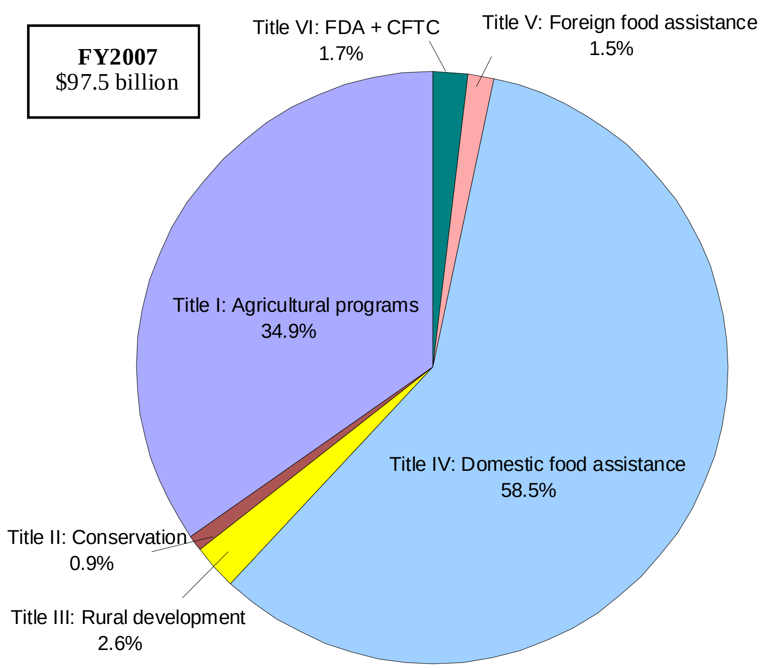
USDA estimates its outlays in FY2007 will be $93 billion. Food and nutrition programs comprise the largest mission area with $55 billion, or 60% of the total, to support the food stamp program, the nutrition program for Women, Infants, and Children (WIC), and child nutrition programs (**Figure 1**).

Figure 1. USDA Outlays, FY2007 Estimated



Source: CRS, using USDA data

Figure 2. Agriculture and Related Agencies Appropriations, FY2007 Enacted



Source: CRS, using House and Senate Appropriations Committee data

The second-largest mission area, with an expected $21 billion (23%) in outlays, is farm and foreign agricultural services. This mission area includes the farm commodity price and income support programs of the Commodity Credit Corporation, certain mandatory conservation and trade programs, crop insurance, farm loans, and foreign food aid programs.

Other USDA activities include natural resource and environmental programs (9% of the total), rural development (3%), research and education programs (3%), marketing and regulatory programs (2%), and food safety (1%).

Nearly two-thirds of the outlays for natural resources programs goes to the Forest Service (about $5.4 billion), which is funded through the Interior appropriations bill. The Forest Service, included with natural resources in **Figure 1**, is the only USDA agency not funded through the agriculture appropriations bill.

USDA defines its programs using "mission areas" that do not always correspond to categories in the agriculture appropriations bill. For example, foreign agricultural assistance programs are a separate title (Title V) in the appropriations bill but are joined with domestic farm support in USDA's "farm and foreign agriculture" mission area (compare **Figure 1** with **Figure 2**). Conversely, USDA has separate mission areas for marketing and regulatory programs, and agricultural research, but both are joined with other domestic farm support programs in Title I (agricultural programs) of the appropriations bill.

Related Agencies

In addition to the USDA agencies mentioned above, the agriculture appropriations subcommittees have jurisdiction over appropriations for the Food and Drug Administration (FDA) of the Department of Health and Human Services (HHS) and, in the House, the Commodity Future Trading Commission (CFTC, an independent financial markets regulatory agency). These agencies are included in the agriculture appropriations bill because of their historical connection to food and agricultural markets. However, food and agricultural issues have become less dominant at these agencies as medical and drug issues have grown in FDA and non-agricultural futures markets have grown at CFTC. Their combined share of the overall agriculture and related agencies appropriations bill is usually less than 2% (see Title VI in **Figure 2**).

Mandatory vs. Discretionary Spending

Mandatory and discretionary spending are treated differently in the budget process. Congress generally controls spending on mandatory programs by setting rules for eligibility, benefit formulas, and other parameters rather than approving specific dollar amounts for these programs each year. Eligibility for mandatory programs (sometimes referred to as entitlement programs) is usually written into authorizing law, and any individual or entity that meets the eligibility requirements is entitled to the benefits authorized by the law. The 2002 farm bill — and its expected successor, the 2007 farm bill, H.R. 2419 — determine most of the parameters for this mandatory spending.

Spending for discretionary programs is controlled by annual appropriations acts. The subcommittees of the House and Senate Appropriations Committees originate bills each year that provide funding to continue current activities as well as any new discretionary programs.

Approximately 80% of the total agriculture and related agencies spending is classified as mandatory, which by definition occurs independently of annual appropriations (**Table 1**). The vast majority of USDA's mandatory spending is for the following programs: the food stamp program, most child nutrition programs, the farm commodity price and income support programs (authorized by the 2002 farm bill and various disaster/emergency appropriations), the federal crop insurance program, and various agricultural conservation and trade programs. Mandatory spending is highly variable and driven by program participation rates, economic and price conditions, and weather patterns (**Figure 3**).

Although these programs have mandatory status, many of these accounts receive funding in the annual agriculture appropriations act. For example, the food stamp and child nutrition programs are funded by an annual appropriation based on projected spending needs. Supplemental appropriations generally are made if these estimates fall short of required spending. The Commodity Credit Corporation operates on a line of credit with the Treasury, but receives an annual appropriation to reimburse the Treasury and to maintain its line of credit.

The other 20% of the agriculture and related agencies appropriations bill is for discretionary programs. Major discretionary programs include certain conservation programs, most rural development programs, research and education programs, agricultural credit programs, the supplemental nutrition program for women, infants, and children (WIC), the Public Law (P.L.) 480 international food aid program, meat and poultry inspection, and food marketing and regulatory programs.

Table 1. Agriculture and Related Agencies Appropriations: FY1999-FY2008

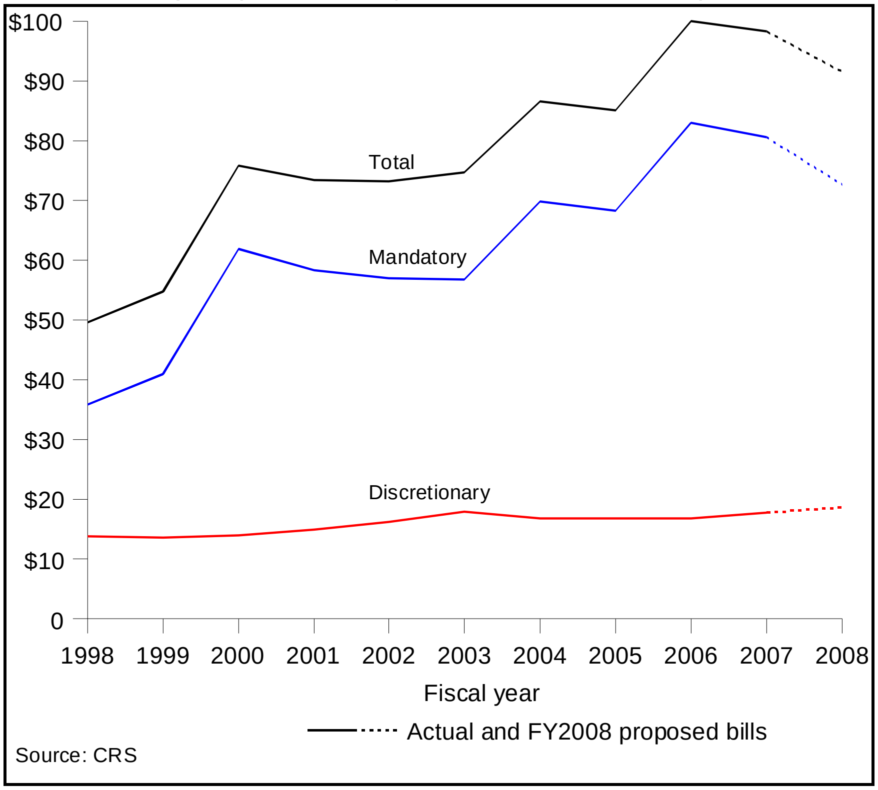
(budget authority in billions of dollars)

	Fiscal Year Actual									FY2008 Pending	
	1999	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**House**	**Senate**
Mandatory	41.0	62.0	58.3	56.9	56.7	69.7	68.3	83.1	80.5	72.7	73.4
Discretionary	13.7	13.9	15.0	16.3	17.9	16.8	16.8	16.8	17.8	18.8	18.7
Total	**54.7**	**75.9**	**73.3**	**73.2**	**74.6**	**86.6**	**85.1**	**99.8**	**98.3**	**91.5**	**92.1**
Percent discretionary	25%	18%	20%	22%	24%	19%	20%	17%	18%	21%	20%

Source: CRS, using tables from the House and Senate Appropriations Committees and *Congressional Quarterly*.

Note: Includes regular annual appropriations for all of USDA (except the Forest Service), the Food and Drug Administration, and the Commodity Futures Trading Commission. Excludes mandatory emergency supplemental appropriations. Amounts reflect rescissions that were applied to the final appropriation.

Figure 3. Mandatory and Discretionary Appropriations
(budget authority, in billions of dollars)



Action on FY2008 Appropriations

The agriculture appropriations bill includes all of USDA (except the Forest Service), plus the Food and Drug Administration in the Department of Health and Human Services. Jurisdiction over appropriations for the Commodity Futures Trading Commission remains with the House agriculture appropriations subcommittee but has moved to the Senate financial services subcommittee with the FY2008 appropriations cycle.

House Action. The House of Representatives passed the FY2008 agriculture appropriations bill (H.R. 3161, H.Rept. 110-258) on August 2, 2007, by a vote of 237-18 (**Table 2**). Many Members of the minority party did not cast votes on final passage of the bill because of a controversy over floor procedures that was separate from the content of the bill.

On the floor, when the bill initially was under an open rule (H.Res. 581), only two amendments were adopted. Both reduced appropriations for the Secretary of Agriculture's office by a marginal amount ($150,150, or 3%) and debate time was used to discuss another bill. Because of the diversion, the agriculture appropriations bill was pulled from the floor and returned two days later under a more restrictive rule (H.Res. 599). Under the new rule, a manager's amendment with six non-monetary amendments was considered as adopted, including a provision to remove a proposal that would have limited the transportation of horses across state lines for purposes other than slaughter. Twelve other amendments were allowed for floor consideration, but none were adopted. Most of these amendments would have eliminated earmarks or reduced funding.

As floor debate on the bill was nearing completion, there was a motion to recommit the bill to committee. As some Members were changing their vote, the vote was closed with the motion failing, but the scoreboard subsequently showed the motion receiving sufficient votes to pass. The outcome was not reconsidered, and many Members of the minority party chose not to vote on final passage of the bill as a show of protest. The House passed H.R. 3161 by a vote of 237-18.

The full Committee on Appropriations reported the bill on July 19, 2007, by voice vote, after subcommittee markup a week earlier on July 12.

Senate Action. The Senate Appropriations Committee reported its version of the bill (S. 1859, S.Rept. 110-134) on July 19, 2007, by a vote of 29-0. This was the same day that the House full committee reported its bill. Subcommittee markup in the Senate occurred two days earlier on July 17. At the time of this report, however, the bill has not reached the Senate floor for final action (**Table 2**).

Table 2. Congressional Action on FY2008 Agriculture Appropriations

Subcommittee Approval		Committee Approval		House Passage	Senate Passage	Conference Report	Conference Report Approval		Public Law
House	Senate	House	Senate				House	Senate	
		H.R. 3161, H.Rept. 110-258	S. 1859, S.Rept. 110-134						
vv	vv	vv	Vote of 29-0	Vote of 237 - 18	a	a	a	a	a
7/12/07	7/17/07	7/19/07	7/19/07	8/2/07					

Source: CRS.

Notes: vv = voice vote.
a. Pending.

Funding and Issues in H.R. 3161 and S. 1859. The House-passed bill provides $18.8 billion in official "net" discretionary appropriations and the Senate-reported version $18.7 billion, both about $1 billion (5.6% and 5.0%, respectively) more than FY2007 (**Table 3**). After adjusting for the presence of the Commodity Futures Trading Commission in the House bill but not in the Senate bill, the totals are more nearly identical. These amounts are nearly $1 billion above the Administration's request and thus have drawn a veto threat from the White House.[1]

[1] Office of Management and Budget, "Statement of Administration Policy on H.R. 3161,"
(continued...)

The Administration also opposes prescription drug importation as allowed in the bill; this also has raised the possibility of a veto in previous years' bills.

Both bills provide increases above FY2007 for USDA's conservation, meat and poultry inspection, agricultural research, animal and plant health programs, and the Food and Drug Administration (FDA). Increases are provided above the Administration's request for rural development programs, but not necessarily above FY2007 levels. Both would lift the delay on implementation of country of origin labeling for meat and require labeling by September 2008. The Senate bill is higher than the House bill for the Agricultural Research Service, animal and plant health inspection, some domestic food programs, foreign food aid, and FDA. The Senate bill contains less than the House bill for rural development, the cooperative state research program, and slightly less for conservation.

Because of accounting practices (both bills would limit certain mandatory programs and make other scorekeeping adjustments), the discretionary amounts that the bills actually would provide to agencies are higher. Thus, the agriculture appropriations bill has two sets of numbers for discretionary spending: (1) an official "net" discretionary amount against which the 302(b) allocation is measured for purposes of meeting budgetary requirements and (2) a "gross" discretionary amount actually made available to agencies that is somewhat higher by virtue of "scorekeeping adjustments." For FY2008, the "gross" discretionary amounts in the House and Senate versions are about $400 million higher than the respective official "net" discretionary amounts ($18.8 billion and 19.2 billion in the House, and $18.7 billion and $19.1 billion in the Senate). Across the two bills, the House's $19.2 billion "gross" discretionary subtotal is $90 million (0.5%) higher than the Senate's and $676 million (3.6%) above FY2007 (**Table 3**).

Table 3. Agriculture Appropriations: FY2008 Action and FY2007 Enacted

(budget authority in billions of dollars)

	FY2007	FY2008			Differences	
Category	**Enacted**	**Admin. Request**	**House-Passed**	**Senate-Reported**	**House vs. 2007**	**Senate vs. House**
Subtotal before adjustments:						
"Gross" discretionary	18.5	18.3	19.2	19.1	0.676	-0.090
Mandatory	79.0	71.5	71.5	71.5	-7.463	-0.043
Subtotal	**97.5**	**89.9**	**90.7**	**90.6**	**-6.787**	**-0.133**
Official score, after scorekeeping adjustments:						
"Net" discretionary	17.8	17.8	18.8	18.7	1.005	-0.108

Source: CRS, using tables from the House and Senate Appropriations Committee.

[1] (...continued)
July 31, 2007 [http://www.whitehouse.gov/omb/legislative/sap/110-1/hr3161sap-h.pdf].

For mandatory programs, both the House and Senate bills would provide about $71.5 billion, $7.5 billion less than FY2007. This reduction is due to less need for price-triggered farm commodity subsidies (-$10 billion, -44%) compared with FY2007, but is offset somewhat by higher food stamp and child nutrition spending (+$2.2 billion, +4.5%) and higher crop insurance subsidies (+$0.4 billion, +10%).

Regarding overall funding guidelines, the House and Senate passed a concurrent FY2008 budget resolution (S.Con.Res. 21) on May 17, 2007. To guide spending at the subcommittee level, the House Appropriations Committee approved a discretionary 302(b) allocation of $18.817 billion for the agriculture bill (H.Rept. 110-236), and the Senate Appropriations Committee allowed $18.709 billion (S.Rept. 110-133). Although the 302(b) allocation in the Senate is less than the House, the difference is approximately equal to the budget for the Commodity Futures Trading Commission, which is not in the Senate bill. Thus, for the agriculture and FDA programs that are in both bills, the 302(b) allocations are nearly identical. For more information about the budget resolutions, see CRS Report RL33915, *The Budget for Fiscal Year 2008*, by Philip D. Winters.

The Administration released its FY2008 budget request on February 5, 2007, seeking $17.8 billion in discretionary spending for agencies funded through the agriculture appropriations bill (the same as for FY2007, 5.5% less than the House, and 4.9% less than the Senate). Both the House and Senate agriculture appropriations subcommittees held hearings on the request.

See **Table 8** at the end of this report for a tabular summary of funding for each agency at various stages during the appropriations process.

USDA Agencies and Programs

The appropriations bill for agriculture and related agencies covers all of USDA except for the Forest Service. This amounts to about 94% of USDA's total appropriation. The Forest Service is funded through the Interior appropriations bill.

Farm Service Agency

USDA's Farm Service Agency (FSA) is probably best known for its role in administering the farm commodity income support and disaster assistance programs. In addition, FSA also administers USDA's direct and guaranteed farm loan programs, certain mandatory conservation programs (in cooperation with the Natural Resources Conservation Service), and certain international food assistance and export credit programs (in cooperation with the Foreign Agriculture Service).

FSA Salaries and Expenses. This account funds expenses for program administration and other functions assigned to the FSA. These funds include transfers from CCC export credit guarantees, from P.L. 480 loans, and from the various direct and guaranteed farm loan programs. All administrative funds used by FSA are consolidated into one account. For FY2008, the House-passed bill would provide $1.440 billion and the Senate-reported bill $1.478 billion for all FSA salaries and expenses. The House amount is $104 million (7.8%) above FY2007, and the Senate amount is $38 million higher than the House. Both amounts are less than the Administration's request, and the House cited concerns over repeated increases in FSA's budget and lack of progress in updating computer technology.

The House-passed bill continues statutory language inserted in the FY2006 appropriations law that restricts the ability of USDA to close any county office without public hearings and notification to Congress. It also adds language to prohibit USDA from closing county offices until six months after the 2007 farm bill is enacted, because demands on FSA county offices won't be known until farm bill provisions are determined. These provisions reflect language in stand-alone bills such as H.R. 1648, H.R. 1649, and S. 944 that would limit the ability of USDA to close county offices. The Senate-reported bill does not address county office closure.

FSA Farm Loan Programs. Through FSA farm loan programs, USDA serves as a lender of last resort for family farmers unable to obtain credit from a commercial lender. USDA provides direct farm loans and also guarantees the timely repayment of principal and interest on qualified loans to farmers from commercial lenders. FSA loans are used to finance farm real estate, operating expenses, and recovery from natural disasters. Some loans are made at a subsidized interest rate. An appropriation is made to FSA each year to cover the federal cost of making direct and guaranteed loans, referred to as a loan subsidy. Loan subsidy is directly related to any interest rate subsidy provided by the government, as well as a projection of anticipated loan losses from farmer non-repayment of the loans. The amount of loans that can be made, the loan authority, is several times larger than the subsidy level.

For FY2008, the House-passed bill provides $152.5 million to subsidize the cost of making an estimated $3.411 billion in direct and guaranteed FSA loans. This represents a 9.1% decrease in loan authority from FY2007, and is 1.3% less than the Senate bill. Direct loan authority would be nearly constant from FY2007 in the House bill but would fall nearly 5% in the Senate bill via farm operating loans. Guaranteed loan authority would fall by about 12% in the House bill and fall by 9% in the Senate bill. Over the past decade, Congress and the Administration generally have devoted more resources towards the guaranteed loan program. In terms of loan subsidy, the Senate bill is $2.7 million less than the House bill and the Administration's request, and nearly equal with FY2007 (**Table 4**).

Table 4. FSA Farm Loan Appropriations
(dollars in millions)

Description:		FY2007 Enacted	FY2008 Admin. Request	FY2008 House-Passed	FY2008 Senate-Reported	Differences House vs. FY2007	Differences Senate vs. House
Direct Loans							
Ownership:	Subsidy	8.7	10.0	10.0	10.0	1.3	0.0
	Authorization	*207.6*	*223.9*	*223.9*	*223.9*	*16.3*	*0.0*
Operating:	Subsidy	75.2	79.9	79.9	73.5	4.7	(6.4)
	Authorization	*643.5*	*629.6*	*629.6*	*579.2*	*(13.9)*	*(50.4)*
Indian land:	Subsidy	0.4	0.1	0.1	0.1	(0.3)	0.0
	Authorization	*2.0*	*4.0*	*4.0*	*4.0*	*2.0*	*0.0*
Boll weevil:	Subsidy	1.9	0.0	0.0	0.0	(1.9)	0.0
	Authorization	*100.0*	*59.4*	*100.0*	*100.0*	*0.0*	*0.0*
Subtotal:	**Subsidy**	**86.7**	**90.1**	**90.1**	**83.7**	**3.4**	**(6.4)**
	Authorization	***955.1***	***920.8***	***961.4***	***910.9***	***6.3***	***(50.5)***
Guaranteed Loans							
Ownership:	Subsidy	8.0	4.8	4.8	5.0	(3.2)	0.2
	Authorization	*1,386.0*	*1,200.0*	*1,200.0*	*1,247.4*	*(186.0)*	*47.4*
Operating, unsubsidized:		28.1	24.2	24.2	24.8	(3.9)	0.6
	Authorization	*1,138.5*	*1,000.0*	*1,000.0*	*1,024.7*	*(138.5)*	*24.7*
Operating, subsidized:		27.4	33.4	33.4	36.3	6.0	2.9
	Authorization	*271.9*	*250.0*	*250.0*	*271.9*	*(21.9)*	*21.9*
Subtotal:	**Subsidy**	**63.5**	**62.4**	**62.4**	**66.1**	**(1.2)**	**3.7**
	Authorization	***2,796.4***	***2,450.0***	***2,450.0***	***2,543.9***	***(346.4)***	***93.9***
Total:	**Subsidy**	**150.2**	**152.5**	**152.5**	**149.8**	**2.2**	**(2.7)**
	Authorization	***3,751.5***	***3,370.8***	***3,411.4***	***3,454.9***	***(340.1)***	***43.4***

Source: CRS, using tables from the House and Senate Appropriations Committees.

In terms of loan authority, the House-passed bill is exactly the same as the Administration's request, except for not reducing the Boll weevil account as the Administration has requested for several years. The Senate bill mirrors the House bill for direct loans, except that it would reduce direct operating loans by $50 million more than the House bill's reduction. The Senate bill does not make cuts in the guaranteed loan program as large as in the House bill and keeps the subsidized guaranteed operating loan program at FY2007 levels.

Neither the Senate bill, nor the House bill, nor the Administration request provides any new funds or authority for emergency loans. In recent years, Congress has not appropriated any money for emergency loans, citing sufficient carryover of funds made available in previous supplementals.

For more information about agricultural credit in general, see CRS Report RS21977, *Agricultural Credit: Farm Bill Issues,* by Jim Monke.

Commodity Credit Corporation

Although the Farm Service Agency administers the farm income support and disaster assistance programs, the Commodity Credit Corporation (CCC) is the funding mechanism for these and other farm programs. Most spending for USDA's mandatory agriculture and conservation programs was authorized by the 2002 farm bill (P.L. 107-171), and those provisions are up for reauthorization this year.

The House-passed version of the 2007 farm bill, H.R. 2419, makes some changes to the payment formulas for farm subsidies and other mandatory conservation, rural development, foreign trade, and food aid provisions that are paid with CCC funds. Farm bill funding for these mandatory programs is not dependent on the appropriations bill. But future appropriations bills would reflect the result of higher or lower spending on these mandatory programs as authorized by the new farm bill. For more information about the 2007 farm bill, see CRS Report RL33934, *Farm Bill Proposals and Legislative Action in the 110th Congress*, coordinated by Renée Johnson.

The CCC is a wholly owned government corporation that has the legal authority to borrow up to $30 billion at any one time from the U.S. Treasury. These borrowed funds finance spending for programs such as farm commodity price and income subsidies and various conservation, trade, and rural development programs. Emergency supplemental spending also has been paid from the CCC over the years, particularly for *ad hoc* farm disaster payments, for direct market loss payments to growers of various commodities in response to low farm commodity prices, and for animal and plant disease eradication efforts.

The CCC eventually must repay the funds it borrows from the Treasury. Because the CCC never earns more than it spends, its losses must be replenished periodically through a congressional appropriation so that its $30 billion borrowing authority (debt limit) is not depleted. Congress generally provides this infusion through the annual USDA appropriation law. Because most of this spending rises or falls automatically on economic or weather conditions, funding needs are sometimes difficult to estimate. In recent years, the CCC has received a "current indefinite appropriation," which provides "such sums as are necessary" during the fiscal year.

The estimated CCC appropriation is not a reflection of expected outlays, which can be different because of the cushion of credit available through the Treasury line of credit. Outlays (payments) in FY2008 will be funded initially through the borrowing authority of the CCC and reimbursed through a separate (possibly future) appropriation. For FY2008, USDA projects that CCC net expenditures will be $10.7 billion, down from an estimated $12.4 billion in FY2007 and an actual $20.1 billion in FY2006 (**Table 5**). This decrease is due to less need for price-triggered farm commodity subsidies as most commodity prices have risen above support levels.

For FY2008, both the Senate-reported bill and the House-passed bill concur with the Administration request for an indefinite appropriation ("such sums as necessary") for CCC, which is estimated to be $12.983 billion. This is $10 billion (44%) below the estimated transfer for FY2007, because the estimated FY2007 transfer will replenish more of the borrowing authority of the CCC (**Table 5**).

Table 5. Commodity Credit Corporation (CCC) Operations
(millions of dollars)

Description	FY2005 Actual	FY2006 Actual	FY2007 Estimate	FY2008 Estimate
Statutory borrowing authority	30,000	30,000	30,000	30,000
Borrowing authority available at beginning of year	21,265	62,401	138,422	322,609
+ Appropriations ("such sums as necessary")				
Initial estimate in approp. bill	*16,452*	*25,690*	*23,098*	*12,983*
Actually transferred to CCC	12,456	25,431	tbd	44,991
- CCC net expenditures	30,913	53,127	163,528	382,591
- Other CCC activity (P.L. 480 and transfers to other agencies)	-2,233	-2,536	-2,440	-2,279
= Borrowing authority available at end of year	62,401	138,422	322,609	715,904

Source: USDA, "Table 35. CCC Net Outlays by Commodity and Function" (February 5, 2007) and "Output 7: CCC Financing Status," *Commodity Estimates Book* (February 5, 2007).

Notes: tbd = to be determined.

Agricultural Research, Extension, and Economics

Four agencies carry out USDA's research, education, and economics (REE) function. The Department's intramural science agency is the Agricultural Research Service (ARS), which conducts long-term, high-risk, basic and applied research on subjects of national and regional importance. The Cooperative State Research, Education, and Extension Service (CSREES) distributes federal funds to the land grant Colleges of Agriculture to provide partial support for state-level research, education, and extension programs. The Economic Research Service (ERS) provides economic analysis of agriculture issues using its databases as well as data collected by the National Agricultural Statistics Service (NASS).

The USDA research, education, and extension budget, when adjusted for inflation, remained essentially flat in the period from FY1972 through FY1991. From FY1992 through FY2000, the mission area experienced a 25% increase (in deflated dollars) over the previous two decades, as a federal budget surplus allowed greater spending for all non-defense research and development. From FY2001 through FY2003, supplemental funds appropriated specifically for anti-terrorism activities, not basic programs, accounted for most of the increases in USDA research budget. Funding levels since have trended downward to historic levels.

Although the states are required to provide 100% matching funds for federal funds for research and extension, most states have regularly appropriated two to three times that amount. Fluctuations in state-level appropriations can have significant effects on state program levels, even when federal funding remains stable. Cuts at either the state or federal level can result in program cuts down to the county level.

In 1998 and 2002 legislation authorizing agricultural research programs, the House and Senate Agriculture Committees tapped sources of available funds from the mandatory side of USDA's budget and elsewhere (e.g., the U.S. Treasury) to find new money to boost the availability of competitive grants in the REE mission area. In FY1999 and every year since FY2002, however, annual agriculture appropriations acts have prohibited the use of those mandatory funds for the purposes the Agriculture Committees intended. On the other hand, in most years since FY1999, and again in FY2006, appropriations conferees have provided more funding for ongoing REE programs than was contained in either the House- or Senate-passed versions of the bills. Nonetheless, once adjusted for inflation, these increases are not viewed by some as significant growth in spending for agricultural research. Agricultural scientists, stakeholders, and partners express concern for funding over the long term in light of high budget deficit levels and lower tax revenues.

The House-passed bill would provide a total of $2.59 billion for USDA's research, extension, and economics mission area for FY2008, and the Senate-reported measure would provide $2.63 billion. These amounts represent increases from the FY2007 funding level of $2.55 billion, and an approximately 10% increase over the President's FY2008 budget request.

Agricultural Research Service. The House-passed bill provides a total of $1.14 billion for USDA's in-house science agency, the Agricultural Research Service (ARS has $1.13 billion in FY2007). Of the total, the House measure would allocate $1.08 billion to support ARS research projects and $64 million for the construction and renovation of buildings and facilities. The Senate-reported bill would provide about 5% more than the House for ARS ($1.19 billion), with $1.15 billion of the total for research salaries and expenses and $40 million for building construction and renovation. Under the terms of the lon- term continuing resolution for FY2007 (P.L. 110-5), no funding was provided for ARS construction projects in FY2007.

Senate report language states that the committee agrees with the majority of the project terminations and redirection of funds that ARS effected in FY2007 as the result of P.L. 110-5. It calls for 12 terminated projects to be reinstated in FY2008, and concurs with the President's request to direct savings from project terminations to higher priority research in the areas of food safety, renewable energy, and honey bee colony collapse disorder, among other things. The House measure would reinstate more than 100 individual small projects in FY2008.

Cooperative State Research, Education, and Extension Service. The House-passed bill provides level funding ($671 million) for the extramural research and education programs of the Cooperative State Research, Education, and Extension Service (CSREES), the agency that sends federal funds to land grant Colleges of Agriculture. In addition, the measure provides $464 million for the educational outreach programs of Cooperative Extension ($450 million in FY2007); $57.2

million for integrated research and extension projects ($55.2 million in FY2007); $11.8 million for the endowment fund for the 1994 tribal land grant colleges ($12 million in FY2007); and $6.9 million for the outreach program for socially disadvantaged farmers ($5.9 million in FY2007).

The Senate-reported bill would provide $701 million for state research and education; $459 million for Cooperative Extension; and $12.9 million for integrated programs. It concurs with the House on providing $11.8 million for the 1994 tribal institutions endowment fund, but would maintain funding for the outreach program for socially disadvantaged farmers at the FY2007 level.

The Senate-reported bill concurs with the Administration's annual request to cut funding for Special Research Grants and Federal Administration grants that are not awarded through a peer-reviewed, competitive process. The House-passed bill would reinstate these grants and provide roughly $126 million in support for FY2008. These grants were not funded in FY2007 under P.L. 110-5.

Economic Research and Agricultural Statistics. The Senate-reported bill would provide $76.5 million for USDA's Economic Research Service (ERS), essentially level with FY2007 ($75.2 million). The House-passed bill contains $79.3 million. For the National Agricultural Statistics Service (NASS), the Senate measure includes $167.7 million ($166.1 million in the House bill, $147.3 million in FY2007).

Meat and Poultry Inspection

USDA's Food Safety and Inspection Service (FSIS) conducts mandatory inspection of meat, poultry, and processed egg products to ensure their safety and proper labeling. The Senate-reported bill (S. 1859) recommends $930.6 million for FSIS, or $38.5 million above the FY2007 level. The House-passed bill (H.R. 3161) provides $930.1 million in appropriations for FSIS, the same as the Administration's request. The congressional appropriation would be supplemented in FY2008 by an estimated $135 million in existing user fees. Neither the House nor Senate version endorses new user fees; the Administration was seeking another $96 million in such fees, although not beginning until FY2009.

The accompanying House and Senate committee reports state that the appropriation includes, respectively, $28.3 million and $27.3 million for salary and related cost of living increases. The House report states that an increase of $6.5 million is to fill inspector vacancies; the Senate report notes that its funding level will enable FSIS to hire 78 additional inspectors and 13 additional investigative staff in FY2008. The House report makes note of $5 million provided for enforcement of humane slaughter rules, and the Senate report recommends funding to provide 83 full-time positions for this purpose. Both reports note the provision of $3 million to continue the related tracking system for humane slaughter.

Both the House and Senate reports express concern about FSIS's February 22, 2007, announcement that it would implement a risk-based inspection system (RBIS), starting with 30 processing establishments this year. Under RBIS, inspection resources are to be allocated based upon the relative risk of the product type and upon the safety record of the individual plant. The Senate report directs the agency to carry out a full evaluation of the program before expanding it beyond the 30 "prototype" plants; the House bill would prohibit FSIS from proceeding with any program until the plan is thoroughly reviewed by the USDA Office of Inspector General (OIG) and any OIG issues are fully addressed.

The House version of the bill contains language prohibiting the use of funds to implement rules that would permit poultry product imports from China. A final FSIS rule, published in the April 24, 2006, *Federal Register*, permits China to ship processed poultry if the meat comes from third country plants already eligible to export to the United States. Opponents of the rule contend that Chinese imports would be risky due to outbreaks of highly pathogenic avian flu among birds in that country. A series of recent incidents have raised further safety concerns about the many foods, medicines, and other products now coming from China, which the House report cites in delaying the poultry rule. (See also CRS Report RL34080, *Food and Agricultural Imports from China*, by Geoffrey S. Becker.)

Horse Slaughter Amendment. The House version of the bill (in Section 738) would continue a prohibition against using appropriated funds to inspect horses prior to slaughter for human food. Furthermore, companies could not continue inspection by paying fees to USDA for the service. The Senate-reported version does not include the ban. A provision for tighter restrictions on horse transportation in the House-reported version of the bill was removed by amendment on the House floor.

USDA's FY2006 appropriation (P.L. 109-97) also prohibited appropriated funds for antemortem inspection costs. By barring funds for inspection, the meat could not enter commerce under the Federal Meat Inspection Act, and thereby such slaughter would cease, supporters of the language had anticipated. However, the three foreign-owned plants that then were slaughtering horses for food applied for, and received, USDA permission to be inspected on a fee-for-service basis. The House's FY2008 appropriation seeks to close this funding source as well. (Only one of the three plants was operating as of late July 2007; see also CRS Report RS21842, *Horse Slaughter Prevention Bills and Issues*, by Geoffrey S. Becker.)

Marketing and Regulatory Programs

Animal and Plant Health Inspection Service (APHIS). The largest appropriation for USDA marketing and regulatory programs goes to APHIS, the agency responsible for protecting U.S. agriculture from domestic and foreign pests and diseases, responding to domestic animal and plant health problems, and facilitating agricultural trade through science-based standards. APHIS has key responsibilities for dealing with such prominent concerns as avian influenza (AI), bovine spongiform encephalopathy (BSE or "mad cow disease"), a growing number of invasive plant pests, and for establishment of a national animal identification (ID) program for animal disease tracking and control (see below).

The Senate-reported bill appropriates $911.7 million for APHIS (up 7.7% from FY2007), but not as much as the President's FY2008 budget request of $945.6 million (a 12% increase). The House-passed measure appropriates $874.6 million for APHIS (up 3.4% from FY2007). Both the House and the Senate bills contain an additional $4.9 million for buildings and facilities, the same as FY2007 but $4 million less than the Administration requested for such construction.

The budget includes collection of $208 million in existing user fees and trust funds in FY2008 in addition to the appropriated monies. The Administration has again proposed new user fees of $9 million, to pay for some of the agency's animal welfare activities, but not beginning until FY2009. Neither the House nor Senate bill assumes these new fees.

Within the APHIS appropriation, the Senate committee report designates that $162.8 million be devoted to foreign pest and disease exclusion programs, less than the Administration's request for $182 million, but more than the House recommendation of $159.4 million. Also within the total APHIS appropriation, the Senate committee report designates $250.1 million for plant and animal health monitoring and surveillance activities. The House version designates less with $237 million; the Administration requested more at $296.3 million. The Senate committee report further includes, within the APHIS total, $379.6 million for pest and disease management, which is above the Administration's proposed $333 million allocation and the House's $359 million.

Emerging Plant Pests. The emerging plant pests (EPP) account within the pest and disease management spending area (see above) would be funded by the Senate committee at $126.5 million in FY2008 and by the House plan at $131.2 million, compared with an Administration request of $132.3 million. All of these amounts are well above the FY2007 level of $98.5 million. Both committee reports further specify how most of this money should be divided among plant problems of major concern: for citrus pests and diseases, $34.4 million in the Senate and $36.7 million in the House; for the Glassy-winged sharpshooter/Pierces' Disease, $23.2 million in the Senate and $24.2 million in the House; for the Emerald Ash Borer, $25.9 million in the Senate and $30.7 million in the House; for Sudden Oak Death, $4.1 million in the Senate and $6.5 million in the House; for the Asian Long-Horned Beetle, $20 million in the Senate and the House; for Karnal bunt, $1.5 million in the Senate and $2.8 million in the House; for the potato cyst nematode, $12.8 million in the Senate and $6.8 million in the House; and for light brown apple moth, $1 million in the Senate (the House report urges USDA to use CCC funds for the moth).

Avian Influenza. The Senate-reported bill provides $61.3 million for avian flu activities in APHIS. Of this, $47.5 million is for the Administration's request for the highly pathogenic avian influenza (HPAI) program. The Senate report expects the Secretary to transfer, if needed, additional funds from the separate low pathogenic avian influenza (LPAI) program. The House-passed bill provides $73.8 million (total) for avian flu activities in APHIS. The House committee report designates $57 million for HPAI activities; noting that $118.7 million has been provided for HPAI since 2006, the committee also requests a report by November 1, 2007, on how these funds have been spent. (For more on avian flu, see CRS Report RL33795, *Avian Influenza in Poultry and Wild Birds*, by Jim Monke and M. Lynne Corn.)

Animal ID. Both the House and Senate committee reports question USDA's progress and direction in implementing a national animal identification system (NAIS). Over several years through FY2007, about $117.8 million has gone into the program's development, which is aimed at enabling officials to quickly find the sources, and contain the spread, of animal diseases like brucellosis, foot and mouth disease, and BSE. Despite this effort, "the direction of this system remains unclear," notes the report on the Senate appropriations bill, which designates $17.4 million in additional funds for NAIS. The House committee report notes that its version provides no new funding and requests that USDA provide "a complete and detailed strategic plan for the program, including tangible outcomes, measurable goals, specific milestones, and necessary resources for the entire program."

A July 2008 report by the Government Accountability Office (*National Animal Identification System: USDA Needs to Resolve Several Key Implementation Issues to Achieve Rapid and Effective Disease Traceback*, GAO-07-592) concludes that a number of problems have hindered effective implementation of animal ID, such as no prioritization of the animal species to be covered to focus on those of greatest disease concern; no plan to integrate NAIS into existing USDA and state animal ID requirements; and no requirement that some types of critical data be provided to the databases, such as species or age. (Also see CRS Report RS22653, *Animal Identification: Overview and Issues*, by Geoffrey S. Becker.)

Agricultural Marketing Service (AMS). AMS is responsible for promoting the marketing and distribution of U.S. agricultural products in domestic and international markets. User fees and reimbursements rather than appropriated funds account for a substantial portion of spending by the agency. Such fees, which now cover AMS activities like process verification programs, commodity grading, and Perishable Agricultural Commodities Act licensing, will total an estimated $133 million in FY2007 and a projected $136 million in FY2008.

The Senate report anticipates that AMS will receive $132 million more in federal funds, either directly appropriated or transferred to AMS from the Section 32 account.[2] The House-passed level is $130 million, or approximately $5 million more than both the Administration's FY2008 proposal and the FY2007 level.

The Senate committee report recommends $7 million for specialty crop block grants under the AMS account. The House report (under Title VI) makes $10 million available for specialty crop competitiveness programs. The specialty crop grants are authorized by the Specialty Crops Competitiveness Act of 2004 (P.L. 108-465), which seeks to promote the consumption and competitiveness of specialty crops (fruits, vegetables, tree nuts, and nursery crops). The act authorizes up to $54 million annually through FY2009. For the AMS-administered Federal-State Marketing Improvement Program, the Senate report recommends $3.8 million, including a designated $2.5 million marketing grant to Wisconsin. The House version does not include the $2.5 million for Wisconsin. Elsewhere in AMS, the House committee

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[2] Section 32 funding comes from a permanent appropriation equivalent to 30% of annual U.S. Customs receipts. AMS uses these additional Section 32 monies (also not reflected in the above totals) to pay for a variety of programs and activities, notably child nutrition, and government purchases of surplus farm commodities not supported by ongoing farm price support programs. For an explanation of this account, see CRS Report RL34081, *Farm and Food Support Under USDA's Section 32 Program*, by Geoffrey S. Becker.

report notes that it is not eliminating the $6.2 million Microbiological Data Program for domestic and imported produce, as proposed by the Administration.

Country-of-Origin Labeling (COOL). The 2002 farm bill (§10816 of P.L. 107-171) required COOL for fresh produce, red meats, peanuts, and seafood by September 30, 2004. Congress has twice postponed implementation for all but seafood (which is now in place); COOL now must be implemented by September 30, 2008. The House committee report on the FY2008 appropriation provides an increase of $2 million for AMS to implement COOL and also lays out a time line for rulemaking to ensure the current implementation date is met. Language modifying the COOL law also is in the omnibus farm bill (H.R. 2419) passed in July 2007 by the House. (For more information see CRS Report RL33934, *Farm Bill Proposals and Legislative Action in the 110th Congress*, coordinated by Renée Johnson, and CRS Report 97-508, *Country-of-Origin Labeling for Foods*, by Geoffrey S. Becker.)

Grain Inspection, Packers, and Stockyards Administration (GIPSA). One branch of this agency establishes the official U.S. standards, inspection, and grading for grain and other commodities. Another branch is charged with ensuring competition and fair-trading practices in livestock and meat markets. The Senate-reported bill would provide $39.1 million in FY2008 for GIPSA salaries and expenses. The House-passed bill would provide $41.1 million, which compares with the Administration's FY2008 request of $44.4 million and the FY2007 estimate of $37.8 million.

The Administration proposed to offset some grain inspection and Packers and Stockyards (P&S) activities with $22 million in user fees, beginning in FY2009, but neither the House nor Senate report endorses this proposal. The House report states that it is providing an increase of $2 million in FY2008 for increased enforcement of the P&S Act and requests a detailed spending plan from GIPSA by September 30, 2007, on how it will spend the increase. The committee report also makes note of what it says are deficiencies in the agency's oversight of the companies it is charged with regulating. Early in 2006, GIPSA was sharply criticized by USDA's OIG and by a number of Senators for shortcomings in its enforcement of the act and other federal competition laws. A long-awaited consultant's report on livestock marketing practices, funded by a $4.5 million congressional appropriation in FY2003, was released by the agency in February 2007. Also, some Members of the Senate Agriculture Committee have expressed interest in addressing competition concerns in the livestock industry, including GIPSA's regulatory responsibilities, during debate on a new omnibus farm bill (see also CRS Report RL33958, *Animal Agriculture: 2007 Farm Bill Issues*, by Geoffrey S. Becker).

Conservation

The House-passed bill and the Senate-reported bill propose to increase funding for discretionary Natural Resource Conservation Service (NRCS) programs, rejecting some of the Administration's proposed reductions. Both bills propose few changes to mandatory programs.

Discretionary Programs. The House bill would increase total FY2008 discretionary NRCS funding by $127.6 million (nearly 15%, to $979.4 million), and the Senate bill would increase discretionary funding by $120.3 million (about 14%, to $972.1 million), compared with FY2007 levels (**Table 8**).[3] The Administration's request would have reduced total discretionary funding by $27.1 million to $824.8 million (-3%).

All the discretionary conservation programs are administered by the Natural Resources Conservation Service (NRCS). For Conservation Operations, the largest of these programs, the House provides $851.9 million, and the Senate provides $863.0 million, which is more than provided in FY2007 ($763.4 million) and more than requested by the Administration ($801.8 million). Both bills identify numerous earmarks and specify that they be funded in addition to, rather than as part of, state allocations. The Senate bill also recommends limiting salaries and personnel expenses for USDA's national headquarters office to $110 million.

Among other programs, only the House bill provides $6.6 million for the Watersheds Surveys and Planning, whereas both the Senate bill and the Administration request no funding. The Administration also requests no funding for Watershed and Flood Prevention Operations, the same as FY2007, while the House would provide $37.0 million and the Senate $33.5 million, and both identify numerous earmarks. Both the House and Senate bills propose to restrict the use of appropriated funds to pay for salaries and personnel expenses to administer the Watershed Protection and Flood Prevention program. The Senate bill stipulates this limit provided that the $65 million otherwise made available to the program for FY2008 is rescinded.

The House bill provides similar funding levels as FY2007 for the Watershed Rehabilitation Program ($31.6 million), whereas funding levels are lower in the Senate bill ($20.0 million) and in the Administration's request ($5.8 million). Both the House and Senate bills provide similar funding levels as FY2007 for Resource and Conservation Development ($52.4 million and $53.2 million, respectively), compared to the Administration's request to reduce funding to $14.7 million. The Senate bill provides $2.5 million to the Healthy Forests Reserve Program while the House bill provides no funding; the Administration also requested $2.5 million.

Mandatory Programs. Mandatory conservation programs are funded and administered by two agencies. Programs of the NRCS would increase by $195 million in FY2008 to $2 billion. The Conservation Reserve Program (CRP) in the Farm Service Agency (FSA) would increase by $26 million, to $2.0 billion. For a more detailed funding information on individual mandatory programs, see CRS Report RS22621, *The FY2008 Budget Request for the U.S. Department of Agriculture*, and CRS Report RS22243, *Mandatory Funding for Agriculture Conservation Programs*.

Both the House and Senate bills recommend placing a limit on Environmental Quality Incentives Program (EQIP) spending. The House bill proposes that no more than $1.017 billion be spent on salaries and personnel expenses to administer the

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[3] Does not include funding for Office of the Under Secretary, Natural Resources and Environment, which are reported in **Table 8**.

program; the Senate bill proposes a similar limit of $1 billion. The program is authorized $1.27 billion of mandatory funds for FY2008 in P.L. 109-171.

Rural Development

Three agencies are responsible for USDA's rural development mission area: the Rural Housing Service (RHS), the Rural Business-Cooperative Service (RBS), and the Rural Utilities Service (RUS). An Office of Community Development provides community development support through field offices. This mission area administers the *rural* portion of the Empowerment Zones and Enterprise Communities Initiative, Rural Economic Area Partnerships, and the National Rural Development Partnership.

For FY2008, the House-passed bill recommends $2.47 billion in discretionary budget authority to support $13.98 billion in USDA rural development loan and grant programs. This is about $26 million less in budget authority than FY2007 (-1%). The Senate bill recommends less budget authority than the House bill ($2.36 billion, which is -5.7% compared to FY2007 and -4.7% compared to the House bill), but would support $2.7 billion more in loan authority than the House bill.

Rural Community Advancement Program (RCAP). Authorized by the 1996 farm bill (P.L. 104-127), RCAP consolidates funding for 12 rural development loan and grant programs into three funding streams. Both the House and Senate bills reduce RCAP funds compared to FY2007. The Senate bill agrees with an Administration proposal and does not report a separate RCAP budget. Instead, the Senate bill provides, with separate appropriations language for each of the 12 RCAP programs, by increasing the agency budget lines of RHS, RUS, and RBS. To make a comparison, for RCAP's 12 programs, the Senate measure recommends a total of $704.1 million. The House bill retains the separate budget line for RCAP and recommends $728.8 million in budget authority to support $3.5 billion in loan authority and grant spending within the three accounts. Approximately $737 million was enacted for RCAP for FY2007.

The water and waste water programs account for the largest share of spending among the RCAP programs. For the Water/Waste Water loan and grants program, the Solid Waste Management program, Individual Well Water grants, Water and Waste Water revolving fund, and the Emergency Water Assistance grants in RUS, the House bill recommends $573.1 million in budget authority and the Senate measure recommends $550.5 million. This budget authority would support somewhat over $1 billion in direct and guaranteed loans. The Administration request was for less, at $502.8 million. For the Community Facilities account (RHS), the House bill recommends $55.7 million, and the Senate measure recommends $67.4 million. The Administration requested budget authority of $24.5 million and also would terminate the Community Facility Grants program. For the Business Development account (RBS), $100 million in new budget authority is recommended by the House bill. The Senate bill recommends $86.2 million, which, in part, supports $1 billion in Business and Industry loan guarantees. The Administration had requested $43.2 million, all within the Business and Industry Guaranteed Loan account.

As was the case in FY2007, both Senate and House bills also recommend directed spending from the three RCAP accounts (**Table 6**).

Table 6. Directed Spending in the Rural Community Advancement Program

(millions of dollars)

Program	FY2007 Enacted	FY2008 Admin. Request	FY2008 House Bill	FY2008 Senate Bill
Water/waste disposal loans/grants for Native Americans	25.0	9.0	24.0	22.0[c] (est.)
Water/waste disposal loans/grants for *Colonias*	25.0	10.0	25.0	22.0[c] (est.)
Economic Impact Initiative Grants	18.0	0[a]	0	16.0
Rural Community Development Initiative Grants	6.3	0	0	6.3
High Energy Costs Grants	26.0	0	0[b]	0[b]
Water/waste disposal loans/grants to Alaska Native Communities	25.0	0	0	22.0[c] (est.)
Water and waste water technical assistance	18.2	16.2	18.0	18.8
Circuit Rider Program	13.7	9.5	14.0	13.6
Rural Business Enterprise Grants	40.0	0[a]	40.0	38.0
Rural Business Opportunity Grants	3.0	0[a]	3.0	2.0
Business and Industry Guaranteed Loans (subsidies)	44.2	43.2	54.0	43.2
Empowerment Zones/Enterprise Communities, and REAP	21.4	0[a]	22.8	10.0
Delta Regional Authority	2.0	0	3.0	3.0

Source: CRS.

a. The Administration requests that these programs be terminated.
b. The House and Senate bills recommends that any prior year balances be merged with the High Energy Costs Grant account with the Rural Utilities Service.
c. Senate bill provides a total of $65.8 million for Native Americans, *colonias*, and Alaskan natives and directs that spending be allocated consistently with FY2007. For FY2007, each of these accounts received approximately $25 million.

Rural Housing Service (RHS). For FY2008, the Senate-reported bill recommends $1.36 billion in budget authority for RHS loans and grants, including the $67.4 million in the Community Facilities account noted above. The Senate bill would support $5.5 billion in loan authorization, approximately $433.5 million more than in FY2007. The House-passed bill has nearly the same budget authority for RHS but supports about $250 million more in loan authority than the Senate bill, plus the separate Community Facilities account (**Table 8**).

Single family loans (Section 502 direct and guaranteed loans) is the largest RHS loan account and represents over 90% of the loan authority under RHS. The Senate measure recommends $4.69 billion in loan authorization for direct and guaranteed loans under the single family housing program, while the House bill recommends $4.84 billion. The House recommendation is nearly the same as requested by the Administration and about $72 million more than enacted for FY2007. The House bill recommends $34.6 in loan authority for housing repair loans (Section 504), the same as recommended by the Senate measure and the same as enacted for FY2007. The Senate bill recommends $150.0 million for multi-family loan guarantees (Section 538) and $70.0 million for rental housing loans (Section 515). The House measure recommends $50 million less than the Senate for multi-family loan guarantees and $29 million more for rental housing loans, the same as enacted for FY2007. The Administration requests $200 million for Section 538 and zero funding for Section 515 rental housing loans.

For the rental assistance program (Section 521), the Senate-reported bill recommends $491 million, $34 million less than the House measure ($525 million) and $76 million less than requested. FY2007, the Section 521 rental assistance program received $608 million. For mutual and self-help housing grants and rural housing assistance grants, the House bill recommends $40 million and the Senate bill recommends $38 million. For the farm labor account (Section 514/516), the Senate bill recommends $22 million, $10 million less than enacted for FY2007 and $12 million more than requested; the House measure recommends $46.6 million.

For the rural housing voucher program, the House measure recommends zero funding, the same as requested, and the Senate bill recommends $15.5 million, about the same as enacted for FY2007.

Rural Business-Cooperative Service. The Senate-reported bill recommends $170.5 million in budget authority for RBS for FY2008. To compare this with the House bill, it is necessary to adjust it for the $86.2 million worth of RCAP programs accounted for separately in the House bill, leaving $84.3 million in the Senate. Thus the Senate bill is less than the $106 million in the House bill and less than the $86 million in FY2007. For all rural business programs, including RCAP programs, the Senate bill would allow $1.24 billion of loan and grant authority, $323 million less than the House bill but $94 million above FY2007 (**Table 8**).

The Senate bill recommends $10.0 million for the rural Empowerment Zone/Enterprise Communities (EZ/EC) programs and $28.4 million for loan subsidies and grants under the Renewable Energy Program. The House measure recommends $11.1 million for the EZ/EC program, the same as enacted for FY2007, and approximately $46 million for the energy program. The Administration requested zero funding for the EZ/EC program and $34 million for the renewable energy program.

The House bill recommends $29.2 million in Rural Cooperative Development Grants, about $2.5 million more than enacted for FY2007 and $9 million more than requested. The Senate measure recommends $26.4 million for the program.

Rural Utilities Service (RUS). For FY2007, the Senate-reported bill recommends budget authority of $647.9 million. Within this total, $97.4 million is comparable to the House's $102.4 million and the $92.2 million for FY2007. The rest is the $550.5 in water and waste water programs recommended under the RCAP accounts (**Table 8**). The $97.4 million in budget authority would support $8.3 billion in electric and telecommunication loans, $3 billion more than the House bill. Loan authorization levels in the rural electrification portfolio are the major sources of difference between the House recommendation and the Senate measure.

Under the Distance Learning/Telemedicine program, the House measure recommends approximately $35 million in grant support, the same as the Senate measure. This is $5 million more than FY2007 and $11 million more than requested by the Administration.

The Senate bill also recommends $495.0 million in loan authority for broadband loans, $195 million more than the House and Administration request, but the same as FY2007. To support these broadband programs, the House bill recommends $6.4 million in loan subsidies and $17.8 million in grants. The Senate bill puts more in direct subsidies and less in grants, similar to FY2007. The Administration is requesting no funding for the broadband grant program for FY2007.

For more information on USDA rural development programs, see CRS Report RL31837, *An Overview of USDA Rural Development Programs*, by Tadlock Cowan.

Domestic Food Assistance

Funding for domestic food assistance represents over one-half of the USDA's budget. These programs are, for the most part, mandatory entitlements: that is, funding depends on participation and indexing of benefit payments. Spending for the Special Supplemental Nutrition Program for Women, Infants, and Children (the WIC program), the Commodity Supplemental Food Program (the CSFP), and nutrition program administration are the three largest discretionary budget items.

For FY2007, Congress provided appropriations (new budget authority) totaling $57 billion for domestic food assistance.[4] However, spending (new obligations) for these programs and activities — those under the auspices of the Food Stamp Act, child nutrition programs, the WIC program, commodity assistance programs like the CSFP, and federal nutrition program administrative costs — is projected to be less, $54.1 billion.[5] The difference between the appropriation and spending amounts is accounted for by contingency appropriations (e.g., $3 billion for food stamps), lower

[4] Not included in this annual appropriations figure are permanent appropriations and mandatory funding directed by child nutrition laws, the value of commodities required to be purchased (under "Section 32" authority) for child nutrition programs, and the value of "bonus" commodities acquired for agriculture support and donated to food assistance programs. These items are separate from, but recognized in, the regular appropriations process and are expected to total over $500 million a year in FY2007 and FY2008.

[5] Commodities acquired with money from other budget accounts are not included in this spending are commodities acquired using money from other budget accounts.

costs than were anticipated when the appropriations were proposed or made, and expected carryovers into FY2008, offset by spending financed from money available from prior years and other USDA budget accounts (e.g., permanent appropriations used for commodity purchases for school meal programs).

For FY2008, the House-passed bill would appropriate a total of $59.7 billion for domestic food assistance, about $300 million more than requested; this would finance spending totaling an estimated $56.8 billion (also some $300 million above the figure forecast by the Administration). On the other hand, the Senate-reported bill provides an appropriation of $59.8 billion, financing overall spending about $400 million more than the Administration's estimate. In both the House and Senate measures, the primary difference between their appropriations totals and the Administration's request is added funding for the WIC program and the CSFP.

The Administration proposed domestic food assistance appropriations totaling $59.3 billion for FY2008, a $2.3 billion increase from FY2007. This level would finance estimated spending of about $56.5 billion, an overall increase of more than $2 billion from the FY2007 estimate. With major exceptions for the CSFP (proposed for termination) and the WIC program, the appropriation request proposed essentially "full funding" for domestic food assistance, based on the Administration's projections of likely participation and food costs.

The House and Senate appropriations measures also include a few changes to the terms under which food aid programs operate and expand funding for the program offering free fresh fruits and vegetables in schools and the CSFP — see the section on Special Program Initiatives, below. However, they do not adopt most of the Administration's proposed changes in program rules or its recommendation to terminate the CSFP.

Programs under the Food Stamp Act. Appropriations under the Food Stamp Act fund (1) the regular Food Stamp program; (2) a Nutrition Assistance Block Grant for Puerto Rico (in lieu of food stamps) and small nutrition assistance grant programs in American Samoa and the Northern Marianas; (3) the cost of commodities and administration and nutrition education through the Food Distribution Program on Indian Reservations (the FDPIR); (4) the cost of commodities (not distribution and administrative expenses, which are covered under the Commodity Assistance Programs budget account) for The Emergency Food Assistance Program (TEFAP); and (5) Community Food Projects and grants to improve access to the Food Stamp program.

For the above-noted programs covered by the Food Stamp Act, the FY2008 Administration budget proposed an appropriation totaling $39.8 billion, up from $38.2 billion in FY2007 — in both cases, including a $3 billion contingency reserve for food stamps in case current cost projections turn out to be too low. With only two small, but significant, differences for food stamps and the FDPIR (noted below), the FY2008 appropriations measures adopted by the House and reported in the Senate also appropriate some $39.8 billion for these programs. Under the Administration's request and the House and Senate bills, FY2008 spending for Food Stamp Act programs is estimated to be less than appropriated (primarily due to the $3 billion reserve), between $36.8 and $36.9 billion. As to individual programs,

- On the basis of projected participation and the value of indexed benefit amounts, the Administration asked for a $37.978 billion appropriation for the **regular Food Stamp program**, including a $3 billion contingency reserve and $67 million to cover new food stamp costs attendant on termination of the CSFP (see the later discussions of Commodity Assistance Programs and Special Program Initiatives). This represents an increase of some $1.6 billion over FY2007. Both the House and Senate bills essentially adopt the Administration's request (including the reserve fund), with one exception: they reject the proposal to end the CSFP and thus slightly reduce (although by differing amounts) the food stamp appropriation to $37.951 billion (House) and $37.913 billion (Senate).[6]

- For **Puerto Rico, American Samoa, and the Northern Marianas**, the Administration's FY2008 request included nutrition assistance grants of $1.615 billion for Puerto Rico, $6.5 million for American Samoa, and $9.4 million for the Northern Marianas. The amounts for Puerto Rico and American Samoa represent small increases from FY2007; the figure for the Northern Marianas is the same as in FY2007.[7] Both the House and Senate measures agree with the Administration's figures.

- The Administration's FY2008 budget for the **FDPIR** asked for $79.6 million, a $2 million rise from FY2007. Both the House and Senate bills add to this amount and stipulate that the extra money go for the administrative and distribution expenses of program operators (generally, Indian tribal organizations): $5 million more in the House, $6 million in the Senate.[8]

- The Administration's budget and the House and Senate measures all include $140 million for the acquisition of commodities for **TEFAP**, as required by law (no increase from FY2007).

- The Administration's budget and the House and Senate measures also all include funding for **Community Food Projects and food stamp access grants** — at $5 million each (no change from FY2007).

[6] Also see the discussion of "Special Program Initiatives" at the end of this section for information on the CSFP proposal and food stamps and treatment of combat-related military pay.

[7] The grants to Puerto Rico and American Samoa are annually indexed, as stipulated in law. Northern Marianas' grant is periodically negotiated with the Commonwealth.

[8] While the Administration did not include these extra sums for the FDPIR in its FY2008 budget, it did support a similar add-on in its package of proposals for the 2007 farm bill.

Child Nutrition Programs. Appropriations under the Child Nutrition budget account fund a number of programs and activities covered by the Richard B. Russell National School Lunch Act and the Child Nutrition Act. These include the School Lunch and Breakfast programs, the Child and Adult Care Food Program (CACFP), the Summer Food Service program, the Special Milk program, assistance for related state administrative expenses, procurement of commodities for child nutrition programs, state-federal reviews of the integrity of school meal operations ("Coordinated Reviews"), "Team Nutrition" and food safety education initiatives to improve meal quality and safety in child nutrition programs, and technical assistance to CACFP operators.[9] Funding for a program offering free fresh fruits and vegetables in some 400 schools in 14 states and on 3 Indian reservations is discussed later in the section on Special Program Initiatives.

On the basis of projections of participation and the indexed value of child nutrition subsidies, the Administration proposed an FY2008 appropriation of $13.897 billion for all child nutrition programs, an increase of $552 million over the amount available for FY2007.[10] As to individual program areas, the Administration proposed the following for FY2008, all figures (except the last four) up noticeably from spending estimates for FY2007:[11]

- **School Lunch program**: $8.181 billion.
- **School Breakfast program**: $2.390 billion.
- **CACFP**: $2.289 billion.
- **Summer Food Service program**: $311 million.
- **State administrative expenses**: $176 million.
- **Commodity procurement**: $518 million.[12]
- **Special Milk program**: $15 million.
- **Coordinated Reviews**: $5.5 million.

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[9] With one exception (the free fresh fruit and vegetable program), programs and activities supported by funding provided outside the scope of the regular annual appropriations process are not covered in this report. Permanent appropriations (Section 32 and CCC funds) pay for commodities acquired by the AMS and the CCC and donated to child nutrition programs. Child nutrition authorizing laws (the Richard B. Russell National School Lunch Act and the Child Nutrition Act) direct mandatory spending for the Food Service Management Institute, an information clearinghouse, and certain grants for technical assistance and pilot projects. Commodity donations financed through Section 32 and the CCC typically total over $500 million a year. Spending on activities mandated by child nutrition laws (other than the fresh fruit and vegetable program) is expected to be some $11 million in FY2008. Directed mandatory spending on the fruit and vegetable project is set at $9 million a year; as noted, this program is discussed later, in the section on "Special Program Initiatives."

[10] These amounts do not include significant support from other budget accounts — e.g., Section 32 permanent appropriations to acquire commodities for child nutrition programs — and mandatory funding directed by child nutrition laws.

[11] The following amounts for each program area are new funds made available for spending on each one. However, these funds generally may be shifted among the programs if needed. Specific comparable program-by-program amounts for FY2007 are not yet available.

[12] Not including commodities acquired through other (e.g., Section 32) budget accounts.

- **Team Nutrition & food safety**: $11 million.
- **CACFP technical assistance**: $2 million.

The House-passed bill appropriates $13.903 billion, $6 million more than requested; the added funding is for Team Nutrition and food safety initiatives. The Senate-reported bill is the same as the Administration's request.

The WIC Program. The Administration asked for an FY2008 WIC appropriation of $5.387 billion, some $183 million above the amount made available for FY2007; taking into account money set aside in a contingency fund in case budget projects are off, FY2008 spending was expected to increase by about $68 million under the Administration's scenario. However, to implement this scenario, the Administration also proposed limiting WIC eligibility for some Medicaid recipients and capping per-person grants for nutrition services and administration (see the later section on "Special Program Initiatives").

The bill adopted by the House appropriates $5.620 billion for FY2008, up $416 million over FY2007 and $233 million more than requested; this would allow for a greater increase in WIC spending than envisioned by the Administration. In the accompanying report, the House Appropriations Committee notes that the intent of the appropriation is to provide sufficient funds to serve all those eligible who wish to participate and that food cost and participation estimates available since the Administration presented its budget call for an appropriation level higher than requested. The House bill also rejects the Administration's two proposals to limit WIC spending, another reason for the larger appropriation.[13] Further, it sets aside up to $30 million for improving state WIC agencies' management information systems (if the money is not needed to support the WIC caseload and the contingency fund has not been tapped) and rejects the Administration's proposal to increase the size of the contingency fund.

The Senate-reported bill appropriates $5.720 billion, $516 million over FY2007 and $333 million more than requested. Although the Senate bill's appropriation is $100 million above that in the House (based on differing estimates of food costs and potential participation), the Senate measure's stance is essentially the same as that of the House: sufficient money to serve all those eligible, rejection of the Administration's cost-limitation proposals and its recommendation to increase the contingency fund, and a contingent $30 million set-aside to support management information system improvements.

Commodity Assistance Programs. The Commodity Assistance Program budget and appropriations account supports several discretionary programs and activities: (1) the Commodity Supplemental Food Program (CSFP); (2) funding for administrative and distribution costs under The Emergency Food Assistance Program (TEFAP); (3) the WIC Farmers' Market Nutrition program; (4) commodity

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[13] For example, the Administration expected some $145 million in savings from its proposal to cap nutrition services and administration per-person grants.

assistance for certain nuclear-affected zones in the Marshall Islands; and (5) commodity assistance in the case of natural disasters.[14]

For FY2008, the Administration proposed a major change affecting this budget account; it recommended terminating the CSFP (which was appropriated $107 million in FY2007).[15] As a result, its appropriations request was $70 million, $107 million less than FY2007. The budget request for the remaining program areas asked for FY2008 funding at essentially the FY2007 level: $49.5 million for TEFAP administrative and distribution expenses, $19.8 million for the WIC farmers' market initiative, and a total of about $1 million for nuclear-affected zones and commodity disaster assistance.

The House-passed bill rejects the proposal to terminate the CSFP and appropriates a total of $221 million for FY2008. Instead of termination, it includes a substantial funding increase for the CSFP — to $150 million ($43 million over FY2007) — to allow for program expansion. In other respects, the House measure closely follows the Administration's budget, although it provides $500,000 more than requested for WIC farmers' markets and another added $500,000 for TEFAP administrative and distribution expenses.

The Senate-reported bill also rejects termination of the CSFP and appropriates a total of $199 million for the Commodity Assistance Program account — $22 million less than the House, but well above the Administration's recommendation. The Senate differs from the House only in the size of the increase for the CSFP. It would provide $128 million for the CSFP in FY2008, as opposed to the House figure of $150 million; this would allow for some expansion, but not to the degree contemplated in the House bill.

Nutrition Program Administration. This budget account covers spending on federal costs for administering all the domestic food assistance programs noted above, special projects for improving the integrity and quality of nutrition programs, and the Center for Nutrition Policy and Promotion (CNPP). Discretionary funding for the Congressional Hunger Center also is provided through this account.

For FY2008, the Administration asked for a total of $148.9 million, an $8.6 million increase over FY2007 (mostly made up of salary increase costs); it proposed no funding for the Congressional Hunger Center.

The House-passed FY2008 appropriations bill provides $146.9 million for federal administrative costs, special projects, and the CNPP — $2 million less than requested. Separately, a provision in Title VII (Section 740) appropriates $2.5 million for the Hunger Center.

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[14] Funds for acquiring commodities for TEFAP are appropriated through the Food Stamp Act appropriation (i.e., $140 million a year). Assistance for nuclear-affected areas of the Marshall Islands is authorized by amendments to the Compact of Free Association with the Republic of the Marshall Islands. The Senior Farmers' Market Nutrition program is funded through permanent appropriations ($15 million a year) outside the appropriations process.

[15] Also see the discussion of Special Program Initiatives at the end of this section.

The Senate's FY2008 measure appropriates a total of $147.4 million. This amount includes $2.5 million for the Congressional Hunger Center, as well as federal administrative costs, special projects, and the CNPP.

Special Program Initiatives. In addition to regular appropriations, the Administration, the House, and the Senate Appropriations Committee have included (or rejected) changes in program rules and new initiatives in their FY2008 appropriations packages.

Programs under the Food Stamp Act. The House bill proposes to disregard combat-related pay as income to military families applying for or participating in the Food Stamp program (as has been the case in several previous years' appropriations bills); the Senate bill does not. Although its appropriations proposal did not include this item, the Administration has separately supported this change in food stamp rules as part of its 2007 farm bill package, and it is likely to become part of the 2007 farm bill's permanent amendments to the Food Stamp Act.

The Administration proposed to provide special transitional food stamp benefits for, and fund outreach efforts to, those losing benefits on termination of the CSFP (see below). Both bills reject the proposal to close down the CSFP and, as a result, include no food stamp funding for transitional benefits or special outreach activities.

Child Nutrition Programs. The House-passed bill includes several changes affecting child nutrition programs.

- It makes simplified **Summer Food Service program** rules applicable in all states. These rules (allowed to be used in 27 states) are intended to encourage expansion of the summer program by freeing program sponsors from a requirement that they provide detailed documentation of their expenses.

- It adds one state (West Virginia) to the seven states in which federal subsidies are given for suppers served in **after-school programs**.

- In Title VII (Section 737) of the bill, $21 million is provided for nationwide expansion of the program offering **free fresh fruits and vegetables in schools**. In the 2006-2007 school year, this program operated in about 400 schools located in 14 states and on 3 Indian reservations and had a total of $15 million available from mandatory and discretionary appropriations sources. The House bill would fund a limited expansion to a small number of schools in all states (up to $500,000 per state) and, with $9 million already available from a mandatory permanent appropriation directed by child nutrition law, total support would reach $30 million in FY2008.[16]

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[16] While the Senate bill does not include new funding for the fresh fruit and vegetable program, it does allow all states that participated in the 2006-2007 school year to continue participation in the 2007-2008 school year by using available unspent funding. It also (continued...)

The WIC Program. The Administration proposed two important changes in the WIC program; both are rejected in the House and Senate bills. One recommendation would have denied generally automatic WIC eligibility to Medicaid participants (the current rule) to those with income above 250% of the federal poverty income guidelines. A second would have placed a cap on the amount of the per-person grant states get to administer the WIC program and provide nutrition education and other services to recipients; the cap would have been set noticeably below the FY2007 average grant level.

Commodity Assistance Programs. The Administration proposed to terminate the CSFP. It contends that this program duplicates benefits provided under the Food Stamp and WIC programs, and provided for special benefits and outreach under the Food Stamp program for the elderly population that makes up almost all of the CSFP caseload. Both the House and Senate appropriations measures reject this proposal and call for substantial increases above FY2007 appropriations to support it: $43 million more in the House and an additional $21 million in the Senate.

Agricultural Trade and Food Aid

USDA's international activities are funded by discretionary appropriations (e.g., foreign food assistance under P.L. 480) and by using the borrowing authority of the CCC (e.g., export credit guarantees, market development programs, and export subsidies). The Senate-reported bill provides discretionary appropriations of $1.495 billion for international activities, while the House-passed bill provides discretionary appropriations of $1.487 billion, $8 million less. The Administration's budget indicates that an additional $3.3 billion would be allocated to CCC-funded programs during FY2008. Included in the Senate-reported bill is $167.4 million for the Foreign Agricultural Service (FAS) to administer USDA's international programs; the House bill's allowance for FAS is $159.1 million.

For P.L. 480 foreign food assistance, both the House-passed and Senate-reported versions provide $1.219 billion, the amount requested in the President's budget. All of the P.L. 480 appropriations would go for Title II commodity donations. P.L. 480 Title II provides U.S. agricultural commodities for emergency humanitarian aid and for use in development projects overseas. Unlike the other international activities funded by agricultural appropriations, Title II is administered by the U.S. Agency for International Development (USAID), not USDA.

Both bills concur with the President's requests for no funds for P.L. 480 Title I loans, nor any for the Bill Emerson Humanitarian Trust, a reserve of commodities and cash held by the CCC, which currently holds 900,000 metric tons of wheat and $107 million. The budget assumes $163 million of CCC funds for the Food for Progress (FFP) program, which provides food aid to emerging democracies. P.L. 480 Title I funds can be allocated to FFP, but in the absence of an appropriation for Title I, that source would be unavailable in FY2008. Similarly, USDA anticipates that no

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[16] (...continued)
should be noted that a significantly larger expansion of this program is part of the House version of the 2007 farm bill (H.R. 2419) and is likely to be part of any Senate farm bill.

CCC commodity inventories would be available for distribution as food aid under Section 416(b), a program that makes surplus agricultural commodities available overseas. For the McGovern-Dole International Food for Education and Child Nutrition Program, both reported bills provide $100 million, an increase of $1 million from the previously enacted amount. Pending farm bill legislation (H.R. 2419, passed by the House on July 27, 2007) proposes to change the funding basis for the McGovern-Dole Program from discretionary to mandatory and to increase its annual authorized funding to $300 million by FY2011.

The President's budget request contained proposed legislative language to allow the Administrator of USAID to use up to 25% of P.L. 480 Title II funds for local or regional purchases of commodities to address international food crises. The Senate Committee report did not address this request directly, but instead stressed its expectation that Title II would be used primarily for development, not emergency, assistance. In the event of additional emergency needs, the Senate Appropriations Committee "reminds the Department of the availability of the Bill Emerson Humanitarian Trust." In contrast, the House Appropriations Committee report indicates that, although it did not include the Administration's proposal in its version of the bill, it will consider the proposal as part of an overall examination of food aid programs during this year. Congress rejected similar Administration proposals for local or regional purchase made in the FY2006 and FY2007 budget requests.

CCC Export Credit Guarantee Programs secure commercial financing of U.S. agricultural exports. An estimated FY2008 program level of $2.444 billion reflects the level of sales expected to be registered under the program. Actual sales could vary from this estimate, depending upon demand for credit, market conditions, and other factors. Both the House and Senate bills provide just over $5.3 million, virtually the same as the Administration's request, for administrative expenses of CCC export credit programs. Neither bill includes legislative language proposed by the Administration to bring CCC export credit guarantee programs into compliance with a WTO dispute panel decision that found such programs to be prohibited export subsidies. Pending farm bill legislation (H.R. 2419), however, does address this WTO compliance issue by removing the 1% cap on origination fees for the amount of credit to be guaranteed in a transaction and by repealing the authorization for an intermediate (3-10 years) export credit guarantee program.

The President's budget proposes that $200 million would be allocated to the Market Access Program (MAP). MAP mainly promotes exports of high value products. The export program that mainly promotes bulk commodities, the Foreign Market Development Program, would be allocated $34.5 million according to the President's budget. For export subsidy programs, the budget requests no funds for the Export Enhancement Program (EEP) and just $3 million for the Dairy Export Incentive Program ($3 million in FY2007). EEP funding is authorized at $478 million annually, but no CCC funds have been allocated to the program during FY2002-FY2007. FY2008 authorized funding levels for these CCC-funded programs could be altered by the pending farm bill.

For additional information on USDA's international activities, see CRS Report RL33553*, Agricultural Export and Food Aid Programs*, by Charles E. Hanrahan.

Food and Drug Administration (FDA)[17]

The Food and Drug Administration (FDA) regulates the safety of foods and the safety and effectiveness of drugs, biologics (e.g., vaccines), and medical devices. Now part of the Department of Health and Human Services (HHS), FDA was originally housed in the Department of Agriculture. The agriculture appropriation subcommittees still keep jurisdiction over the FDA budget.

FDA's budget has two components: direct appropriations and user fees. For FY2008, the Senate-reported bill would provide a direct appropriation of $1.76 billion to FDA, $57.4 million (3.4%) more than the House-passed bill. The Senate bill is $119.4 million (7.3%) more than the President's request, and $185.9 million (11.8%) more than the FY2007 enacted appropriation.

For the entire FDA budget (direct appropriations and user fees), the Senate-reported bill would provide FDA $2.31 billion, compared with $2.07 billion in the President's request and $2.01 billion in the FY2007 appropriation.[18]

Table 7 displays, by program area, the budget authority (direct appropriations), user fees, and total program levels enacted for FY2007, the President's FY2008 request, and the Senate-reported and House-passed bills for FY2008.

[17] This section was coordinated by Susan Thaul, with added contributions from Vanessa K. Burrows, Judith A. Johnson, Sarah A. Lister, Donna V. Porter, Bernice Reyes-Akinbileje, and Erin D. Williams.

[18] The House committee chose not to include the prescription drug and medical device user fee revenues in its table because, although both the House and the Senate have passed reauthorizing legislation, until the bill is enacted, the authorities to collect those fees expire on September 30, 2007.

Table 7. FDA Appropriations and User Fees, by Program Area

(millions of dollars)

Program Area	Funds	FY2007 Enacted	FY2008		
			FY2008 Request	House-Passed	Senate-Reported
Foods	BA: Fees: Total:	457.1 0.0 457.1	466.7 0.0 466.7	503.7[c]	522.5
Human drugs	BA: Fees: Total:	315.1 255.2 570.4	324.4 232.4 556.8	348.4	354.7
Biologics	BA: Fees: Total:	144.5 65.7 210.3	155.1 60.8 215.8	155.1	158.6
Animal drugs and feeds	BA: Fees: Total:	94.7 9.5 104.3	94.8 11.5 106.3	94.8	98.5
Devices	BA: Fees: Total:	230.7 42.2 272.9	240.1 45.3 285.4	240.1	143.3
Toxicological research (NCTR)	BA: Fees: Total:	42.1 0.0 42.1	36.5 0.0 36.5	36.5	46.1
Headquarters and Office of the Commissioner	BA: Fees: Total:	90.5 32.1 122.6	88.6 32.9 121.4	89.6	102.0
GSA rent	BA: Fees: Total:	126.9 19.1 146.0	131.5 26.9 158.4	131.5	131.5
Other rent and rent-related, including White Oak consolidation	BA: Fees: Total:	67.6 1.1 68.6	98.0 9.1 107.1	98.0	98.0
Certification funds	BA: Fees: Total:	0.0 8.5 8.5	0.0 9.5 9.5	[d]	[b]
Salaries & Expenses Subtotal	BA: Fees: Total:	1,569.2 433.5 2,002.8	1,635.7 428.3 2,064.0	1,697.7[e] 13.7[f] 1,711.4[f]	1,755.1 549.0 2,304.2
Buildings & Facilities Subtotal	BA: Fees: Total:	5.0 0.0 5.0	5.0 0.0 5.0	5.0 0.0 5.0	5.0 0.0 5.0
FDA Total	**BA:** **Fees:** **Total:**	**1,574.2** **433.5** **2,007.7**	**1,640.7** **428.3**[a] **2,068.9**	**1,702.7**[e] [d] [f] [d] [f]	**1,760.1** **549.0** **2,309.1**

Sources: Adapted by CRS from FDA Operating Plan for FY2007 (March 2007); FDA, *Fiscal Year 2008 Justification of Estimates for Appropriations Committees*, Feb. 2007; S. 1859, S.Rept. 110-134, and H.Rept. 110-258, all July 24, 2007; and H.R. 3161, August 3, 2007.

Notes:
BA = budget authority, also referred to as direct appropriations.
Fees = from collected user fees.
Total = program level = budget authority plus user fees.

a. Does not include proposed user fees.
b. The Senate report specifies $9.5 million in revenue from color certification fees, not included in the table.
c. The House bill includes $28 million, specifying it remain available for CFSAN from July 1, 2008 through September 30, 2009.
d. The House bill authorizes the use of mammography and export certification fees, but does not specify amounts.
e. BA column totals to $1,697.7 million; the House bill gives total as $1,683.4 million.
f. Does not include prescription drug or medical device user fees.

Food

Food Safety. The Senate-reported bill would provide FDA with $48.4 million increase for food safety, which is $37.8 million above the Administration's request. The agency is to provide detailed quarterly reports on the use of these funds, including the additional staff hired and research contracts let. At least $21 million is to be used to hire inspectors for both foreign and domestic products. At least $11 million is to be used to create both federal and state rapid response teams for food safety problems (specifically produce) throughout the nation. The Senate measure provides $2.4 million for a contract to New Mexico State University to operate the Food Technology Evaluation Laboratory to evaluate and develop rapid screening methodologies, technologies and instrumentation to support FDA's responsibilities in food safety and bioterrorism.

In addition, FDA is to use $6 million for increased research on food safety problems, with $2 million to be used to create a Western Region FDA Center for Excellence at the University of California at Davis to address food safety issues and $3 million for the National Center for Food Safety and Technology in Summit-Argo, Illinois. The agency is directed to contract with the Institute of Medicine (IOM) of the National Academies for a comprehensive study on gaps in public health protection in the current food safety system and opportunities for filling those gaps. FDA is directed to work with interested parties to resolve issues on the proposed closure of FDA laboratories and report to Congress before implementing any changes. The Senate-reported bill encourages the FDA to develop with states a program to increase inspections of imported shrimp for banned antibiotics and to combat issues of economic fraud in the seafood industry. It also sets aside about $450,000 to establish regulations for seafood safety.

The House-passed bill does not contain any of the specific Senate-reported bill provisions discussed above. However, it does direct FDA to develop an OMB-approved performance plan that establishes measurable benchmarks for improvements in the performance of its food safety responsibilities. The House measure provides $28 million for implementation of the plan. It provides CFSAN with $319.1 million for its field operations. FDA is directed to reconsider the GRAS ("generally regarded as safe") status of diacetyl (a butter-flavoring agent used in microwave popcorn) through further studies to determine its safety (regarding both workers and consumers) and submit a report to Congress on its research plan for this substance. FDA also is encouraged to promptly address violations of the law, following concerns about the delay in the import alert on certain farm-raised fish from China. The House-passed bill encourages the agency to consider establishing a formal process for tracking status inquiries regarding imported foods. Finally, FDA and USDA are directed to work with GAO to implement a plan that would remove food safety from GAO's high-risk list.

Nutrition. The Senate-reported bill encourages USDA and FDA to create an interagency working group to set clear and uniform health standards for children's nutrition to address the obesity problem. It also recommends $5.4 million for the CFSAN adverse event reporting system, of which $1.5 million is for dietary supplements. The Senate measure directs the agency to review the folic acid fortification level and report to Congress on whether the current fortification levels are adequate. It directs FDA to review and report to Congress on the nutrition symbols and guidance systems for consumers and the current scientific and consumer research on the use and effectiveness of such symbols. The House-passed bill contains no nutrition provisions comparable to those in the Senate-reported bill. The House measure does contain a provision that prohibits any funds to be used to authorize qualified health claims for conventional foods.

Human Drugs

Specified Funding Increases. In their reports, the House and Senate committees each recommend specific increases in appropriated funds for specific activities relating to drugs. The House lists the Office of Generic Drugs ($5 million); the Division of Drug Marketing, Advertising and Communication ($6.3 million); and the Office of Surveillance and Epidemiology ($12.8 million). The Senate lists pandemic influenza preparedness ($4 million); critical path and drug safety ($33.2 million); and generic drug review ($7.6 million).

Direct-to-Consumer (DTC) Advertising User Fees. The House Committee stated in the report its belief that these proposed user fees are "ill-conceived." The House, therefore, includes an increase of $6.3 million in appropriations for DTC advertisement review, the estimated amount of revenue from the proposed fees. The House report states that, "Should the DTC user fee proposal be authorized, the Committee will not approve an appropriation to make the funds collected available."

Reports Requested and Issues Noted. The House and Senate Committees also request a number of reports from FDA. House topics include the reasons why FDA has not implemented recommendations from the HHS Office of the Inspector General (OIG) regarding postmarket study commitments and what FDA learned from the Ketek® investigation. Topics of Senate-requested reports include manufacturing locations (e.g., country) of active ingredients used in each drug FDA approves for U.S. sale; and progress on work, with patient groups, manufacturers, and national pharmacy groups to improve the development and utility of MedGuides. Both the House and Senate request reports relating to activities to reduce methamphetamine abuse. Although not requesting a report from FDA, the Senate report mentions collaborative drug safety research, legacy drugs, FDA-pharmacy school patient-safety strategies, orphan products grants, premarket reviews, and therapies for Type 1 Diabetes.

Restrictions on Use of Appropriated Funds. The House-passed bill prohibits the use of appropriated funds on activities to prevent an individual from importing a prescription drug that complies with FFDCA requirements.

Medical Devices

Medical Device Identification. The Senate committee encourages FDA to continue to work on the development of an appropriate method of identifying medical devices to ensure patient safety throughout the life cycle of the device, which FDA is currently planning to do with a Unique Device Identification (UDI) system. The Senate committee further recognizes that FDA's UDI system must include information to adequately identify the device through distribution and use, and may include the development of a publicly accessible UDI database. The House committee report does not address UDIs.

Enforcement Transition. The Senate committee encourages FDA to ensure that the transition to enforcing the FFDCA device requirements — including premarket review, for diagnostic multivariate index assays for breast cancer and other diseases — does not inhibit development of products that are important to public health. The House committee report contains no provisions on this topic.

Breast Imaging Quality Standards. The Senate committee recommends funding for FY2008 at no less than that provided in FY2007. It also directs the FDA to provide a report within 120 days of enactment detailing how the administration will implement the recommendations made in the 2005 IOM report ("Breast Imaging Quality Standards") and the 2006 GAO report ("Mammography: Current Nationwide Capacity is Adequate, but Access Problems May Exist in Certain Locations"). The House committee report contains no provisions on this topic.

Animal Drugs, Devices, and Feeds

Bovine Spongiform Encephalopathy. The Senate recommends $29.3 million for FDA for Bovine Spongiform Encephalopathy (BSE, or Mad Cow Disease), primarily to bolster feed inspection activities. The House committee does not stipulate a specific amount. The House states its concern regarding FDA's delay in publishing a final rule regarding materials to be prohibited in animal feeds, and directs FDA to report to the Committee, within 60 days of enactment, regarding obstacles to publication of the final rule.

Antimicrobial Resistance. The House report directs the FDA to (1) finalize and publish, by June 30, 2008, its review of the safety for people of the subtherapeutic use of penicillin in animal feeds; and (2) report to the Committee, by November 1, 2007, regarding its guidance to industry about the public health effects of antimicrobial drugs use in animals. The Senate report does not contain a comparable provision.

Cross-Cutting Topics

Specified Funding Increases. The Senate-reported and the House-passed bills specify increases for activities that cut across FDA programs. Both bills would increase direct appropriations for the FDA Office of Women's Health by $1 million, bringing the total for FY2008 to $5 million. The Senate bill specifies other activities: cost-of-living adjustments ($55.4 million); White Oak campus consolidation ($13.3 million); and rent to GSA, and other rent and rent-related costs ($21.8 million).

Both the House and the Senate committee recommend $5 million for the Office of Women's Health, and stress the importance of the office. The House is asking for quarterly reports on expenditures and staffing to ensure that the resources provided are used exclusively for that Office. The Senate report asks that FDA ensure that the Office is sufficiently funded and to "enhance its funding if necessary."

Requested Reports to Congress. In discussing its concerns in the report, the House directs FDA to prepare reports to the Congress on topics including a status report on all open audits and recommendations by OIG and by the GAO. Noting that FDA's plans to reorganize the Office of Regulatory Affairs include some field laboratory closures, the Senate Committee directs FDA to work with all interested parties and to report to the Committee, before closing any laboratory, on staff and capability retention efforts.

Issues Highlighted. Both the House and the Senate reports address the structure of the Administration's budget request. The House notes it prefers specified levels of funding for the various Centers and activities; the Senate directs FDA to continue using the account structure in its FY2008 budget request. The Senate report also mentions the Unified Financial Management System. The House report specifies the level of direct appropriations it provides for field activities in each of FDA's program-based centers and then directs the agency to maintain those levels and to notify the Committee about proposed reductions.

Restrictions on Use of Appropriated Funds. The House-passed bill prohibits the use of appropriated funds on activities to produce a prepackaged news story unless it includes a clear notification that it was prepared or funded by an executive branch agency, to grant a waiver of a financial conflict-of-interest requirement for a voting member of an FDA advisory committee or panel, or to terminate or consolidate FDA field laboratories or inspection and compliance functions of district offices. The Senate-reported bill prohibits use of funds to close the FDA laboratory in St. Louis, Missouri.

Commodity Futures Trading Commission (CFTC)

The Commodity Futures Trading Commission (CFTC) is the independent regulatory agency charged with oversight of derivatives markets. The CFTC's functions include oversight of trading on the futures exchanges, registration and supervision of futures industry personnel, prevention of fraud and price manipulation, and investor protection. Although most futures trading is now related to financial variables (interest rates, currency prices, and stock indexes), congressional oversight remains vested in the agricultural committees because of the market's historical origins as an adjunct to agricultural trade.

For FY2008, the Administration has requested $116.0 million for the CFTC, an increase of 18.4% over FY2007's appropriation under the continuing resolution of $98 million. The Administration's budget also proposes that a fee be imposed on users of the futures markets to pay for the cost of federal regulation. To fund the CFTC at the $116 million level, a fee of about 5¢ per transaction on the futures exchanges would be required. Every administration since Ronald Reagan's has proposed a similar fee, but Congress has never enacted one. (For more information on the futures transaction fee, see CRS Report RS22415, *Proposed Transaction Fee on Futures Contracts*, by Mark Jickling.)

The House bill provides $102.6 million for the CFTC, $13.4 million, or 11.6%, less than the Administration's request. The amount would be an appropriation from the general fund; the bill does not address the proposed transaction fee.

In the Senate, CFTC appropriations are included in H.R. 2829, the Financial Services and General Government Appropriations Act, 2008. That bill, as reported by the Senate Appropriations Committee, provides $116.0 million for the CFTC, the amount requested by the Administration. Like the House-passed bill, H.R. 2829 does not include the proposed transaction fee as a vehicle for funding the CFTC, but provides for an appropriation from the general fund.

Table 8. USDA and Related Agencies Appropriations, FY2008 Action and FY2007 Enacted
(budget authority, in millions of dollars)

Agency or Major Program	FY2007 Enacted	FY2008 Admin. Request	FY2008 House-Passed	FY2008 Senate-Reported	Differences: House vs. FY2007	Differences: Senate vs. House
Title I: Agricultural Programs						
Agric. Research Service (ARS)	1,128.9	1,037.5	1,140.3	1,194.3	11.4	53.9
Coop. State Research Education and Extension Service (CSREES)	1,182.9	1,020.7	1,199.5	1,178.3	16.5	-21.2
Economic Research Service (ERS)	75.2	82.5	79.3	76.5	4.1	-2.8
National Agric. Statistics Service (NASS)	147.3	167.7	166.1	167.7	18.8	1.6
Animal and Plant Health Inspection Service (APHIS)	851.2	954.5	879.6	916.7	28.4	37.1
Agric. Marketing Service (AMS)	112.7	113.1	118.1	110.8	5.4	-7.3
Grain Inspection, Packers and Stockyards Admin. (GIPSA)	37.8	44.4	41.1	39.1	3.3	-2.0
Food Safety & Inspection Serv. (FSIS)	892.1	930.1	930.1	930.6	38.0	0.5
Farm Service Agency (FSA) - Total Salaries and Expenses	1,337.1	1,548.2	1,440.7	1,478.7	103.7	37.9
FSA Farm Loans - Subsidy Level	149.8	152.3	152.3	149.6	2.5	-2.7
Farm Loan Authority	*3,749.5*	*3,366.8*	*3,407.4*	*3,450.9*	*-342.1*	*43.5*
Risk Management Agency (RMA) Salaries and Expenses	76.7	79.1	78.8	78.8	2.2	0.0
Federal Crop Insurance Corp.[a]	4,379.3	4,818.1	4,818.1	4,818.1	438.8	0.0
Commodity Credit Corp. (CCC)[a]	23,098.3	12,983.0	12,983.1	12,983.0	-10,115.3	-0.1
Other agencies and programs	561.1	533.8	478.3	467.8	-82.8	-10.5
Subtotal	**34,030.3**	**24,465.0**	**24,505.5**	**24,590.0**	**-9,524.8**	**84.5**
Title II: Conservation Programs						
Conservation Operations	763.4	801.8	851.9	863.0	88.6	11.1
Watershed Surveys and Planning	6.1	0	6.6	0	0.5	-6.6
Watershed & Flood Prevention	0	0	37.0	33.5	37.0	-3.6
Watershed Rehabilitation Program	31.3	5.8	31.6	20.0	0.3	-11.6
Resource Conservation & Dev.	51.1	14.7	52.4	53.2	1.3	0.8
Healthy Forests Reserve	0	2.5	0	2.5	0	2.5
Under Secretary, Natural Resources	0.7	0.8	0.8	0.8	0.0	0.0

Agency or Major Program	FY2007 Enacted	FY2008 Admin. Request	FY2008 House-Passed	FY2008 Senate-Reported	Differences House vs. FY2007	Differences Senate vs. House
Subtotal	**852.6**	**825.6**	**980.2**	**972.9**	**127.6**	**-7.4**
Title III: Rural Development (RD)						
Rural Community Advancement Program (RCAP)	737.1	0.0	728.8	0.0	-8.3	-728.8
Salaries and Expenses	161.3	208.2	175.4	175.3	14.1	-0.1
Rural Housing Service (RHS)	1,423.0	1,148.4	1,361.1	1,363.6	-61.8	2.5
RHS Loan Authority [b]	*5,570.8*	*5,613.9*	*5,750.0*	*5,499.3*	*179.2*	*-250.7*
Rural Business-Cooperative Service	85.8	117.1	105.6	170.5	19.9	64.9
RBCS Loan Authority [b]	*1,149.1*	*1,262.3*	*1,566.8*	*1,243.5*	*417.7*	*-323.3*
Rural Utilities Service (RUS)	92.2	574.7	102.4	647.9	10.2	545.5
RUS Loan Authority [b]	*7,639.5*	*6,245.2*	*6,665.0*	*9,940.2*	*-974.5*	*3,275.2*
RD Under Secretary	0.6	0.7	0.7	0.7	0.03	0.00
Subtotal	**2,500.0**	**2,049.2**	**2,474.0**	**2,358.0**	**-25.9**	**-116.0**
Subtotal, RD Loan Authority	*14,359.4*	*13,121.4*	*13,981.8*	*16,683.0*	*-377.6*	*2,701.2*
Title IV: Domestic Food Programs						
Child Nutrition Programs	13,345.6	13,897.3	13,903.2	13,897.3	557.6	-5.9
WIC Program	5,204.4	5,386.6	5,620.0	5,720.0	415.6	100.0
Food Stamp Act Programs	38,161.5	39,838.2	39,816.2	39,779.2	1,654.7	-37.0
Commodity Assistance Programs	177.6	70.4	221.1	199.1	43.5	-22.0
Nutrition Programs Admin.	140.3	148.9	146.9	147.4	6.7	0.5
Office of Under Secretary	0.6	0.7	0.6	0.6	0.03	0.00
Subtotal	**57,030.0**	**59,342.0**	**59,708.1**	**59,743.6**	**2,678.1**	**35.6**
Title V: Foreign Assistance						
Foreign Agric. Service (FAS)	156.2	168.2	159.1	167.4	2.9	8.3
Public Law (P.L.) 480	1,218.1	1,222.2	1,222.1	1,222.1	4.1	0.0
McGovern- Dole Food for Educ.	99.0	100.0	100.0	100.0	1.0	0.0
CCC Export Loan Salaries	5.3	5.3	5.3	5.3	0.1	0.0
Subtotal	**1,478.6**	**1,495.7**	**1,486.6**	**1,494.9**	**8.1**	**8.3**
Title VI: FDA & Related Agencies						
Food and Drug Administration	1,574.2	1,640.7	1,702.7	1,760.1	128.5	57.4
Commodity Futures Trading Commission (CFTC)	98.0	116.0	102.6	Fin Svc. Subc.	4.6	NA
Subtotal	**1,672.2**	**1,756.7**	**1,805.2**	**1,760.1**	**133.0**	**-45.1**
Title VII: General Provisions [c]	**-38.7**	**-81.5**	**-221.7**	**-314.4**	**-183.0**	**-92.7**

Agency or Major Program	FY2007 Enacted	FY2008 Admin. Request	FY2008 House-Passed	FY2008 Senate-Reported	Differences House vs. FY2007	Differences Senate vs. House
RECAPITULATION						
I: Agricultural Programs	34,030.3	24,465.0	24,505.5	24,590.0	-9,524.8	84.5
Mandatory	27,494.1	17,818.0	17,818.0	17,818.0	-9,676	0
Discretionary	6,536.2	6,647.0	6,687.5	6,772.0	151.3	84.5
II: Conservation Programs	852.6	825.6	980.2	972.9	127.6	-7.4
III: Rural Development	2,500.0	2,049.2	2,474.0	2,358.0	-25.9	-116.0
IV: Domestic Food Programs	57,030.0	59,342.0	59,708.1	59,743.6	2,678.1	35.6
Mandatory	51,506.1	53,712.5	53,719.4	53,676.5	2,213.3	-42.9
Discretionary	5,523.9	5,629.5	5,988.6	6,067.1	464.8	78.5
V: Foreign Assistance	1,478.6	1,495.7	1,486.6	1,494.9	8.1	8.3
VI: FDA & Related Agencies	1,672.2	1,756.7	1,805.2	1,760.1	133.0	-45.1
VII: General Provisions	-38.7	-81.5	-221.7	-314.4	-183.0	-92.7
Total, Before Adjustments	**97,525**	**89,853**	**90,738**	**90,605**	**-6,787**	**-133**
Mandatory	79,000	71,530	71,537	71,494	-7,463	-43
Discretionary (gross)	18,525	18,322	19,201	19,111	676	-90
Discretionary (net, after score-keeping adjustments)	17,812	17,830	18,817	18,709	1,005	-108
Budget Allocation (302(b))	17,812		18,817	18,709	1,005	-108
Other emergency appropriations, for agencies in this bill, not included above						
P.L. 110-28						
Agricultural assistance	3,000.0					
P.L. 480 Title II grants	450.0					
Emergency Forestry Reserve	115.0					
Other	87.5					
Subtotal	**3,652.5**					

Source: CRS, using tables from the House and Senate Appropriations Committees.

a. The Commodity Credit Corporation and the Federal Crop Insurance Fund each receive an indefinite appropriation (“such sums, as may be necessary”). The amounts shown are the estimates used in the appropriations bills.
b. Includes loan authority provided under the Rural Community Advancement Program (RCAP) accounts.
c. General provisions in Title VII affect various programs administered under other titles.