

August 22, 2018

Agriculture Appropriations: Animal and Plant Health

The Animal and Plant Health Inspection Service (APHIS), an agency within the U.S. Department of Agriculture (USDA), is responsible for protecting U.S. agriculture from domestic and foreign pests and diseases. APHIS also responds to domestic animal and plant health risks and facilitates agricultural trade by enforcing sanitary and phytosanitary science-based standards. Prominent disease and pest concerns include avian influenza, bovine spongiform encephalopathy ("mad cow disease"), foot-and-mouth disease, and invasive plant pests, such as emerald ash borer and spotted lanternfly (**Table 1**). APHIS also administers federal activities under the Animal Welfare Act that protects animals in research and public exhibitions and under USDA's Wildlife Services Program to protect against threats to wildlife health. In addition, APHIS is the lead U.S. federal agency for reporting disease and/or pest outbreaks to the World Organization for Animal Health (also known as OIE).

APHIS partners with state and federal agencies, tribes, universities, nongovernmental organizations, and private entities to achieve plant and animal health protection goals (e.g., surveying invasive threats to honey bee health or detecting pathogens in specialty crops).

Table 1. Select APHIS-Monitored Diseases and Pests

PLANT	
• Asian longhorned beetle	• Imported fire ant
• Citrus greening	• Mediterranean fruit fly
• Emerald ash borer beetle	• Mexican fruit fly
• Giant African snail	• Spotted lanternfly
ANIMAL	
• Avian influenza	• Porcine epidemic diarrhea virus
• Bovine spongiform encephalopathy	• Scrapie
• Cattle fever tick	• Swine influenza
• Equine infectious anemia	• Tuberculosis/brucellosis

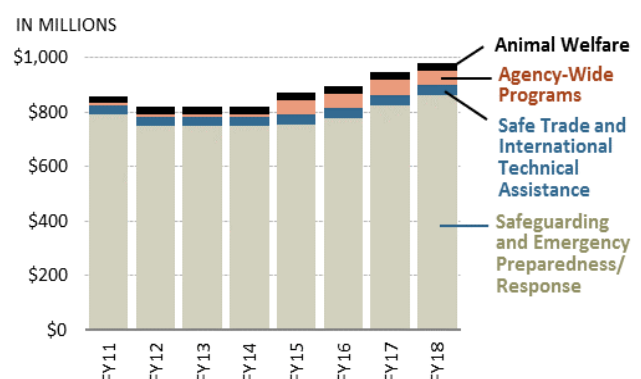
Source: APHIS, "Plant Pests and Diseases Programs" and "Animal Disease Information." Last modified January 30, 2018.

Fundamentals of APHIS Appropriations

Congress makes annual appropriations for animal and plant health programs administered by APHIS. The Subcommittees on Agriculture, Rural Development, Food and Drug Administration, and Related Agencies of the House and Senate Appropriations Committees provide appropriated funds to APHIS. Between FY2014 and FY2018, APHIS's discretionary appropriation has averaged \$877 million. APHIS's appropriations cover four broad mission areas: (1) Safeguarding and Emergency Preparedness/Response, (2) Agency-Wide Programs, (3) Safe Trade and International Technical Assistance, and (4) Animal Welfare (**Figure 1** and **Table 2**).

For FY2018, APHIS's discretionary appropriations (P.L. 115-141) was \$981.9 million plus \$3.2 million for buildings and facilities costs. Section 771 of P.L. 115-141 includes a general provision to grant APHIS an additional \$5.5 million to remain available until September 30, 2019, for one-time control and management and associated activities directly related to the multiple-agency response to citrus greening disease.

Figure 1. APHIS Appropriations FY2011-FY2018



Source: CRS, using USDA, Office of Budget and Program Analysis, USDA Congressional Budget Justifications and P.L. 115-141.

Notes: Excludes additional funding provided in other accounts and mandatory funding.

Table 2. APHIS Appropriations FY2011-FY2018

	Safeguarding and Emergency Preparedness/Response	Safe Trade and International Technical Assistance	Agency-Wide Programs	Animal Welfare
Millions of Dollars				
2011	\$790.9	\$32.7	\$10.2	\$22.4
2012	\$748.5	\$33.5	\$10.2	\$28.0
2013	\$751.0	\$33.4	\$9.7	\$27.8
2014	\$749.4	\$34.2	\$9.4	\$28.7
2015	\$754.3	\$36.2	\$52.0	\$28.7
2016	\$776.1	\$37.2	\$52.0	\$29.1
2017	\$826.9	\$37.7	\$52.0	\$29.5
2018	\$860.6	\$37.7	\$51.7	\$31.5

Source: CRS, using USDA, Office of Budget and Program Analysis, USDA Congressional Budget Justifications and P.L. 115-141.

Note: Excludes additional funding provided in other accounts and mandatory funding.

Breakout of FY2018 Appropriations

Safeguarding and Emergency Preparedness/Response is the largest APHIS activity, accounting for \$860 million in FY2018 (or 87% of APHIS appropriations), and covers the following activities:

- **Plant Health** includes \$334 million for agricultural quarantine inspection (AQI), cotton pests, field crop and rangeland ecosystem pests, pest detection, plant protection methods development, specialty crop pests, and tree and wood pests.
- **Animal Health** includes \$322 million for animal health technical services, aquatic animal health, avian health, cattle health, equine, cervid (i.e., deer) and small ruminants (i.e., goats and sheep), swine health, National Veterinary Stockpile (i.e., veterinary countermeasures animal vaccines, antivirals, etc., used to respond to disease outbreaks), veterinary biologics, veterinary diagnostics, and zoonotic disease management.
- **Wildlife Services** includes \$127 million for federal leadership and expertise to resolve wildlife conflicts between people and wildlife.
- **Emergency Management** includes \$41 million for a contingency fund and emergency preparedness and response during disasters or outbreaks.
- **Regulatory Services** includes \$35 million for animal and plant health regulatory enforcement and biotechnology regulatory services.

Agency-Wide Programs received \$52 million to administer APHIS's information technology infrastructure, physical/operational security, rental, and Department of Homeland Security (DHS) payments. This mission area increased in FY2015 when USDA began accounting for rental payments in agency budgets rather than in a central account. APHIS has many rental obligations in connection with its border inspection role.

Safe Trade and International Technical Assistance was appropriated \$38 million for agriculture import/export activities and overseas technical and trade operations. APHIS plays a role in resolving technical trade issues to ensure the safe movement of agricultural commodities into and out of the United States.

Animal Welfare activities received an appropriation of \$32 million to conduct regulatory activities to ensure the humane care and treatment of certain animals (e.g., animals bred for retail, used in research, transported commercially, or exhibited for the public) as required by the Animal Welfare Act of 1966, as amended (7 U.S.C. §2131 *et seq.*), and the Horse Protection Act of 1970, as amended (15 U.S.C. §§1821-1831).

FY2019 Appropriations Proposals

The President's proposed budget for APHIS for FY2019, released in February 2018, would provide \$739 million, 25% below its FY2018 funding. In May 2018, both the House and Senate appropriations committees ordered reported bills (H.R. 5961, S. 2976) that would provide roughly \$1 billion for the APHIS budget for FY2019, or roughly \$260 million more than Administration's request

and an increase of about 7% from the FY2018 appropriation. On August 2, 2018, the Senate passed H.R. 6147, which would provide \$1 billion for APHIS for FY2019.

Other APHIS Funding

APHIS's AQI unit collects user fees and collaborates with DHS's Customs and Border Protection (CBP) to intercept foreign animal and plant pests before they can enter the country. CBP and APHIS conduct inspections of international passengers, commercial vessels, trucks, aircraft, and railcars at U.S. ports of entry incorporating APHIS protocols. USDA's Office of Budget and Program Analysis estimates that in FY2018 AQI will collect \$765 million in fees, of which it will transfer \$539 million to DHS and retain \$226 million to augment its discretionary appropriation.

In addition to its discretionary funding and funding from fees, APHIS also receives mandatory funding for certain programs authorized under periodic farm bill legislation. Mandatory funding is drawn from USDA's Commodity Credit Corporation (CCC) account. It is not subject to annual appropriations. The 2014 farm bill (P.L. 113-79, §10007) provides CCC funding for two programs: (1) the Plant Pest and Disease Management and Disaster Prevention Program and (2) the National Clean Plant Network. These programs provide pest detection, surveillance, identification, and threat mitigation. In the 2014 farm bill, Congress authorized permanent funding of \$62.5 million each year from FY2014 to FY2017 and \$75 million in FY2018 and each year thereafter.

Emergency Funding

The Animal Health Protection Act (7 U.S.C. §8301 *et seq.*) and the Plant Protection Act (7 U.S.C. §7701 *et seq.*) authorizes the Secretary of Agriculture to transfer mandatory funds from CCC to respond to emergency outbreaks of diseases and pests that threaten plant and animal health. Discretion over the need for and the size of CCC transfers rests with the Secretary of Agriculture in order to facilitate a rapid government response to animal and plant disease and pest outbreaks.

Appropriations committee reports have long directed USDA to use its authority to transfer CCC funds for activities related to the arrest and eradication of animal and plant pests and diseases. This funding may vary according to the nature of the threat. Certain eradication efforts, such as highly pathogenic avian influenza, received one-time CCC funding and do not have ongoing appropriations or budget requests. Others consist of ongoing eradication programs (e.g., the Asian longhorned beetle) and have continued to receive CCC transfers annually in addition to appropriated funds. For more information on emergency funding see, CRS Report R44606, *The Commodity Credit Corporation: In Brief*.

Sahar Angadjivand, Analyst in Agricultural Policy

IF10953

Disclaimer

This document was prepared by the Congressional Research Service (CRS). CRS serves as nonpartisan shared staff to congressional committees and Members of Congress. It operates solely at the behest of and under the direction of Congress. Information in a CRS Report should not be relied upon for purposes other than public understanding of information that has been provided by CRS to Members of Congress in connection with CRS's institutional role. CRS Reports, as a work of the United States Government, are not subject to copyright protection in the United States. Any CRS Report may be reproduced and distributed in its entirety without permission from CRS. However, as a CRS Report may include copyrighted images or material from a third party, you may need to obtain the permission of the copyright holder if you wish to copy or otherwise use copyrighted material.