

Budget Issues That Shaped the 2018 Farm Bill

Updated February 28, 2019

Congressional Research Service

<https://crsreports.congress.gov>

R45425



R45425

February 28, 2019

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Budget Issues That Shaped the 2018 Farm Bill

The farm bill is an omnibus, multiyear law that governs an array of agricultural and food programs. The farm bill has typically undergone reauthorization about every five years. The current farm bill—the Agriculture Improvement Act of 2018 (P.L. 115-334), often called the “2018 farm bill”—was enacted in December 2018 and expires in 2023.

The farm bill provides an opportunity for Congress to choose how much support, if any, to provide for various agriculture and nutrition programs and how to allocate it among competing constituencies. Under congressional budgeting rules, many programs are assumed to continue beyond the end of a farm bill. From a budgetary perspective, this provides a baseline for comparing future spending reauthorizations, reallocations to other programs, and reductions to projected spending. Since 2000, congressional goals for the farm bill’s budget have varied: The 2002 farm bill increased spending over 10 years, the 2008 farm bill was essentially budget neutral, the 2014 farm bill reduced spending, and the 2018 farm bill is budget neutral, according to the Congressional Budget Office (CBO).

The farm bill authorizes programs in two spending categories: mandatory spending and discretionary spending. Mandatory spending is not only authorized but also actually provided via budget enforcement rules. Discretionary spending may be authorized in a farm bill but is not actually provided until budget decisions are made in a future annual appropriations act.

The CBO baseline is a projection at a particular point in time of future federal spending on mandatory programs under current law. When a new bill is proposed that would affect mandatory spending, the cost impact (score) is measured in relation to the baseline. Changes that increase spending relative to the baseline have a positive score; those that decrease spending relative to the baseline have a negative score. Federal budget rules such as “PayGo” may require budgetary offsets to balance new spending so that there is no increase in the federal deficit.

The April 2018 CBO baseline was the official benchmark to measure changes made by the 2018 farm bill. The five-year baseline was \$426 billion over FY2019-FY2023 (what the 2014 farm bill would have spent had it been continued). The budgetary impact of the 2018 farm bill is measured relative to that baseline. Among its impacts are these four points:

1. The enacted farm bill increases net outlays in the first five years by \$1.8 billion, which is offset by the same amount of net reductions in outlays during the second five years. Therefore, over 10 years, the net impact is budget neutral.
2. Eight titles in the enacted law have increased outlays over the five-year period, including Farm Commodities, Conservation, Trade, Nutrition, Research, Energy, Horticulture, and Miscellaneous. Two of those titles—Conservation and Nutrition—have reductions in the second five years of the budget window that make them budget neutral over 10 years.
3. Most of the budget reductions at the title level that provide offsets for the increases above, especially in the 10-year budget window, are from changes in the rural development title.
4. The 2018 farm bill provides continuing funding and, in some cases, permanent baseline, for 23 of the 39 so-called programs without baseline from the 2014 farm bill.

Budget for the 2018 Farm Bill
(dollars in millions, FY2019-FY2023, mandatory outlays)

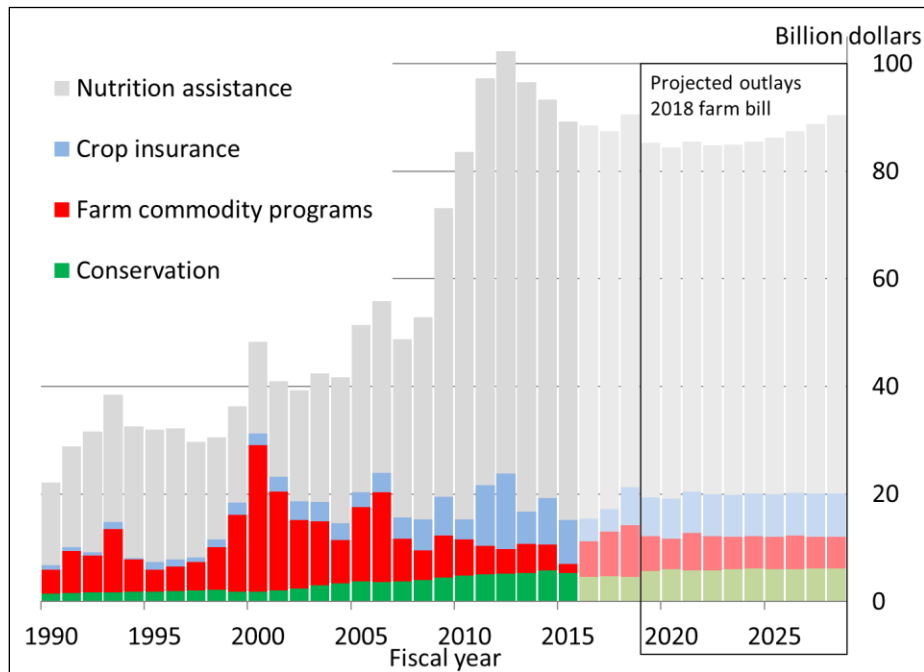
Farm bill titles	April 2018 baseline	Score of P.L. 115-334	Projected outlays at enactment
Commodities	31,340	+101	31,440
Conservation	28,715	+555	29,270
Trade	1,809	+235	2,044
Nutrition	325,922	+98	326,020
Credit	-2,205	+0	-2,205
Rural Development	98	-530	-432
Research	329	+365	694
Forestry	5	+0	5
Energy	362	+109	471
Horticulture	772	+250	1,022
Crop Insurance	38,057	-47	38,010
Miscellaneous	1,259	+685	1,944
Subtotal	426,462	+1,820	428,282
Increase revenue	-	+35	35
Total	426,462	+1,785	428,247

Source: CRS, compiled using the CBO Baseline by Title (unpublished; April 2018), and the CBO cost estimate of the conference agreement for H.R. 2 (December 11, 2018).

Projected outlays for the 2018 farm bill at enactment are \$428 billion over the FY2019-FY2023 five-year life of the act. The Nutrition title and its largest program, the Supplemental Nutrition Assistance Program (SNAP), account for \$326 billion (76%) of those projected outlays. The remaining 24%, \$102 billion, is for agricultural programs, mostly in crop insurance (8.9%), farm commodity programs (7.3%), and conservation (6.8%). Other titles of the farm bill account for 1% of the mandatory spending, some of which are funded primarily with discretionary spending.

Historical trends in farm bill spending show increased SNAP outlays after the 2009 recession, increased crop insurance outlays based on insurable coverage, farm commodity programs outlays that vary inversely with markets, and steadily increasing conservation program outlays that have leveled off in recent years.

Actual and Projected Spending by Major Farm Bill Mandatory Programs



Source: CRS.

Notes: Darker shades of each color are actual outlays based on USDA data. Lighter shades are CBO data, including estimates for FY2017-FY2018 and CRS analysis of CBO data for projections at enactment of the 2018 farm bill.

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The farm bill is an omnibus, multiyear law that governs an array of agricultural and food programs. It provides an opportunity for Congress to choose how much support to provide for agriculture and nutrition and how to allocate it among competing constituencies. The farm bill has typically undergone reauthorization about every five years. The current farm bill—the Agriculture Improvement Act of 2018 (P.L. 115-334, H.R. 2), often called the “2018 farm bill”—was enacted in December 2018 and expires in 2023.¹

From its beginning in the 1930s, farm bills have focused primarily on farm commodity programs to support a handful of staple commodities—corn, soybeans, wheat, cotton, rice, dairy, and sugar. In recent decades, farm bills have expanded in scope to include a Nutrition title since 1973 and since then Conservation, Horticulture, Bioenergy, Credit, Research, and Rural Development titles.²

Budget matters increasingly influence the development of the farm bill. While other reports discuss policy issues,³ this report focuses on the budgetary effects across the whole farm bill.

Farm Bills from a Budget Perspective

One way to compare the activities covered by a farm bill is by the allocation of federal spending and, more specifically, by how much is spent in total and how a new law changes allocations or policy. Congressional Budget Office (CBO) estimates are the official measures when bills are considered and are grounded in long-standing budget laws and rules.⁴

Recent Historical Perspective

Recent farm bills have faced various budget situations, including spending more under a budget surplus, cutting spending for deficit reduction, and remaining budget neutral. For example:

- The 2002 farm bill (the Farm Security and Rural Investment Act of 2002, P.L. 107-171) was enacted under a budget surplus that allowed it to make changes that were projected to increase spending by \$73 billion, or 22%, over a 10-year budget window—more than half of which was for the farm commodity programs.⁵
- The 2008 farm bill (the Food, Conservation, and Energy Act of 2008, P.L. 110-246) was officially budget neutral, though it included \$10 billion of offsets over 10 years from tax-related and other provisions that allowed it to increase spending on the Nutrition, Conservation, and Disaster titles.⁶
- The 2014 farm bill (the Agricultural Act of 2014, P.L. 113-79) was enacted under deficit reduction and budget sequestration that influenced its legislative development. It made changes that projected a net reduction of \$17 billion, or 1.7%, over 10 years (\$23 billion including sequestration).⁷

¹ CRS Report R45210, *Farm Bills: Major Legislative Actions, 1965-2018*.

² CRS In Focus IF10187, *Farm Bill Primer: What Is the Farm Bill?*

³ CRS Report R45525, *The 2018 Farm Bill (P.L. 115-334): Summary and Side-by-Side Comparison*.

⁴ CRS Report 98-560, *Baselines and Scorekeeping in the Federal Budget Process*.

⁵ CRS Report RL31704, *A New Farm Bill: Comparing the 2002 Law with Previous Law and House and Senate Bills* (available from the author).

⁶ CRS Report RL34696, *The 2008 Farm Bill: Major Provisions and Legislative Action*.

⁷ CRS Report R42484, *Budget Issues That Shaped the 2014 Farm Bill*. For more about continuing sequestration issues for the farm bill, see the Appendix in CRS Report R45230, *Agriculture and Related Agencies: FY2019 Appropriations*.

- The 2018 farm bill (the Agriculture Improvement Act of 2018, P.L. 115-334) was held to a budget-neutral position over its 10-year budget window. Some budget amounts were reallocated across programs within issue areas and across titles of the farm bill, as discussed throughout this report.

Types of Spending Authorizations

Generally, farm bills authorize spending in two categories: mandatory and discretionary. From a budgetary perspective, many of the larger programs are assumed to continue beyond the end of a farm bill, even though their authorizations to operate may expire. That projection for mandatory programs, as explained below, provides funding to reauthorize programs, reallocate funding to other programs, or take offsets for deficit reduction. For other programs, funding must come by other means. This includes new programs, those without baseline, or discretionary programs.

Types of Spending Authorized in the Farm Bill

Mandatory spending. A farm bill authorizes outlays and pays for them with multiyear budget estimates when the law is enacted. Budget enforcement is through “baseline” projections under current law, “scores” of the effect of proposed bills, and “PayGo” budget rules that may prevent deficit increases. (See CRS Report R44763, *Present Trends and the Evolution of Mandatory Spending*.)

Discretionary authorizations. A farm bill establishes parameters for discretionary programs and authorizes them to receive funding in subsequent appropriations acts but does not provide or assure actual funding. Budget enforcement is through future appropriations and budget resolutions. (See CRS Report R42388, *The Congressional Appropriations Process: An Introduction*.)

The Supplemental Nutrition Assistance Program (SNAP) and crop insurance have their own mandatory spending sources, but most other mandatory outlays are paid through the U.S. Department of Agriculture’s (USDA) Commodity Credit Corporation (CCC).⁸

Discretionary spending is authorized throughout the farm bill, including most rural development, credit, and research programs, among others. Some smaller research, bioenergy, and rural development programs are authorized to receive both mandatory and discretionary funding. Most agency operations (salaries and expenses) are financed with discretionary funds. Discretionary appropriations are made separately through an annual agriculture appropriations act.⁹

While both types of programs are significant, mandatory programs often dominate the farm bill debate. Therefore, the majority of this report focuses on mandatory spending

Summary of Projected Outlays in the 2018 Farm Bill

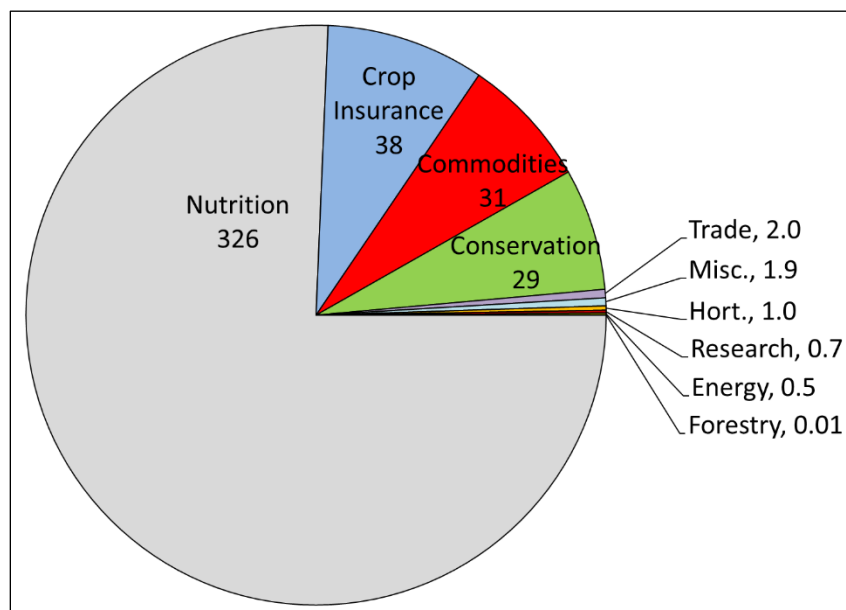
Figure 1 illustrates the distribution of the \$428 billion five-year total of **projected mandatory outlays at enactment** for the life of the 2018 farm bill (FY2019-FY2023). **Figure 2** shows program-level detail for agriculture-specific programs, particularly the Farm Commodity and Conservation titles. **Table 1** presents these outlays (the fifth and 10th columns), and how budgetary resources were reallocated across titles of the farm bill, for both the five- and 10-year budget windows. The terms *baseline* and *score* are explained in later sections of this report.

Mandatory spending is authorized throughout the farm bill, but four titles presently account for about 99% of the mandatory farm bill spending: Commodities (7.3%), Nutrition (76%), Crop Insurance (8.9%), and Conservation (6.8%).

⁸ CRS Report R44606, *The Commodity Credit Corporation: In Brief*.

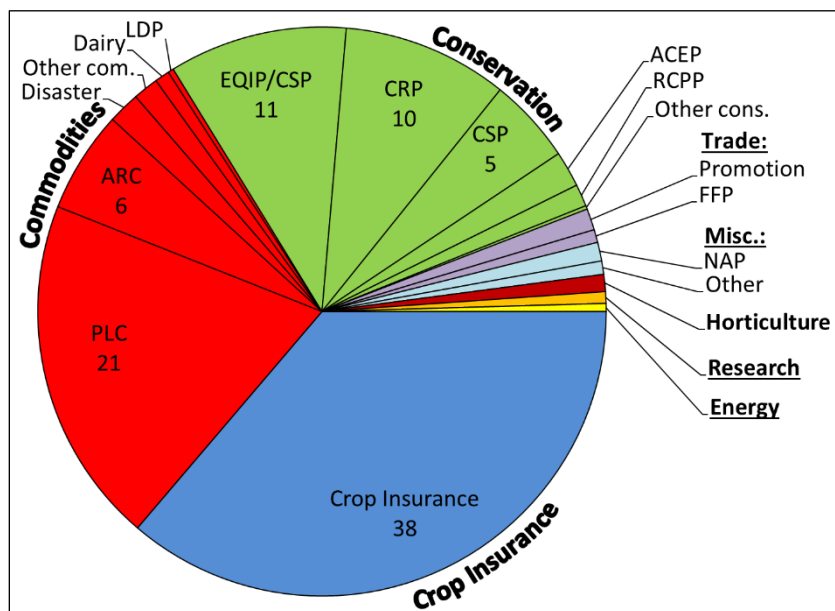
⁹ For example, see CRS Report R45230, *Agriculture and Related Agencies: FY2019 Appropriations*.

Figure 1. Projected Outlays in the Agriculture Improvement Act of 2018, by Title
(Five-year projected mandatory outlays at enactment, billions of dollars, FY2019-FY2023)



Source: CRS. Compiled from CBO, "Baseline Projections," April 2018; at the title level (unpublished); and CBO cost estimate of the conference agreement, December 11, 2018.

Figure 2. Projected Agriculture Outlays in the Agriculture Improvement Act of 2018
(Five-year projected mandatory outlays at enactment, billions of dollars, FY2019-FY2023)



Source: CRS. Compiled from CBO Baseline for USDA Mandatory Farm Programs, April 2018; at the title level (unpublished); and CBO cost estimate of the conference agreement, December 11, 2018.

Notes: PLC = Price Loss Coverage, ARC = Agricultural Risk Coverage, LDP = Loan Deficiency Payments, EQIP = Environmental Quality Incentives Program, CRP = Conservation Reserve Program, CSP = Conservation Stewardship Program, ACEP = Agricultural Conservation Easement Program, RCPP = Regional Conservation Partnership Program, FFP = Food for Progress, NAP = Noninsured Crop Disaster Assistance Program.

Table 1. Budget for the 2018 Farm Bill: Baseline, Scores, and Projected Outlays
(millions of dollars, five- and 10-year totals, mandatory spending)

Farm bill titles	5 years (FY2019-FY2023)					10 years (FY2019-FY2028)				
	CBO baseline	CBO score			Projected outlays	CBO baseline	CBO score			Projected outlays
		House passed	Senate passed	Enacted			House passed	Senate passed	Enacted	
Commodities	31,340	+198	-23	+101	31,440	61,151	+284	-408	+263	61,414
Conservation	28,715	+656	+290	+555	29,270	59,754	-795	+0	-6	59,748
Trade	1,809	+235	+258	+235	2,044	3,624	+470	+515	+470	4,094
Nutrition	325,922	+862	+224	+98	326,020	663,828	-1,426	+94	+0	663,828
Credit	-2,205	+0	+0	+0	-2,205	-4,558	+0	+0	+0	-4,558
Rural Development	98	+0	-832	-530	-432	168	+0	-2,340	-2,530	-2,362
Research	329	+168	+426	+365	694	604	+250	+685	+615	1,219
Forestry	5	+0	+5	+0	5	10	+0	+5	+0	10
Energy	362	-267	+311	+109	471	612	-517	+375	+125	737
Horticulture	772	+10	+323	+250	1,022	1,547	+10	+626	+500	2,047
Crop Insurance	38,057	-70	-1	-47	38,010	78,037	-161	-2	-104	77,933
Miscellaneous	1,259	+553	+594	+685	1,944	2,423	+566	+517	+738	3,161
Subtotal	426,462	+2,344	+1,573	+1,820	428,282	867,200	-1,320	+68	+70	867,270
- Increase revenue	-	+115	+33	+35	35	-	+465	+68	+70	70
Total	426,462	+2,229	+1,540	+1,785	428,247	867,200	-1,785	+0	+0	867,200

Source: CRS. Compiled from the CBO Baseline by Title (unpublished; April 2018); CBO Baseline, April 2018, <https://www.cbo.gov/about/products/baseline-projections-selected-programs>; CBO cost estimates for H.R. 2 as passed by the House of Representatives and the Senate Amendment to H.R. 2 as passed by the Senate, <https://www.cbo.gov/publication/54284>, July 24, 2018; and CBO cost estimate of the conference agreement for H.R. 2, <https://www.cbo.gov/publication/54880>, December 11, 2018.

Note: Baseline for the Credit title is negative because of receipts to the Farm Credit System Insurance Fund. Baseline for the Rural Development “cushion of credit” is accounted for outside of the farm bill.

Importance of Baseline to the Farm Bill

The Congressional Budget Office (CBO) **baseline** is a projection at a particular point in time of future federal spending on mandatory programs under current law. The baseline is the *benchmark* against which proposed changes in law are measured. The CBO develops the budget baseline under various laws and follows the supervision of the House and Senate Budget Committees.

When a new bill is proposed that would affect mandatory spending, the **score** (cost impact) is measured in relation to the baseline. Changes that increase spending relative to the baseline have a *positive* score; those that decrease spending relative to the baseline have a *negative* score.

Having a baseline essentially gives programs built-in future funding if policymakers decide that the programs should continue—that is, straightforward reauthorization would not have a scoring effect (budget neutral).

Once a new law is passed, the **projected outlays at enactment** equal the **baseline** plus the **score**. This sum becomes the budget foundation of the new law.

Development of the Baseline

CBO periodically projects future government spending via its budget baselines, and evaluates proposed bills via scoring estimates. The baseline incorporates domestic and international economic conditions at the time the baseline is projected.

Generally, a program with estimated mandatory spending in the last year of its authorization may be assumed to continue in the baseline as if there were no change in policy and it did not expire. This is the situation for most of the major, long-standing farm bill provisions such as the farm commodity programs or supplemental nutrition assistance.¹⁰ However, some programs do not continue in the baseline beyond the end of a farm bill because they are either:¹¹

- programs with estimated mandatory spending less than a minimum \$50 million scoring threshold in the last year of the farm bill, or
- new programs established after 1997 for which the Budget Committees have determined that mandatory spending shall not extend beyond expiration. This decision may have been made in consultation with the Agriculture Committees for a number of reasons, such as to reduce the program's 10-year cost when a farm bill is written or to prevent the program from having a continuing baseline.

The 2014 farm bill had 39 programs without baseline beyond FY2018 that received \$2.824 billion in mandatory funding over five years.¹²

CBO Baseline: April 2018

The CBO baseline that was used to develop the 2018 farm bill was released in April 2018 (the first and sixth data columns in **Table 1**).¹³ It projected that if the 2014 farm bill were extended, as amended as of April 2018, farm bill programs would cost \$426 billion over the next five years (FY2019-FY2023) and \$867 billion over the next 10 years (FY2019-2028).¹⁴

Most of the 10-year amount, 77%, was in the Nutrition title for the Supplemental Nutrition Assistance Program (SNAP). The remaining 23%, \$203 billion baseline, was for agricultural programs, mostly in crop insurance, farm commodity programs, and conservation. Other titles of the farm bill contributed about 1% of the baseline, some of which are funded primarily with discretionary spending. **Table 2** presents the April 2018 baseline by farm bill title with some program-level details for select titles.

¹⁰ For example, the CBO baselines for the primary farm commodity and nutrition programs remain positive through the entire 10-year budget window, even though their statutory authority expires in the farm bill.

¹¹ See Section 257 of the Balanced Budget and Emergency Deficit Control Act of 1985 (2 U.S.C. 907), as explained by CBO, *The Budget and Economic Outlook: Fiscal Years 2018 to 2028*, April 2018, pp. 47 and 54, <https://www.cbo.gov/publication/53651>.

¹² CRS Report R44758, *Farm Bill Programs Without a Budget Baseline Beyond FY2018*. See also CRS In Focus IF10780, *Farm Bill Primer: Programs Without Baseline Beyond FY2018*.

¹³ CBO, "Baseline Projections for Selected Programs," April 2018, <https://www.cbo.gov/about/products/baseline-projections-selected-programs>. The total baseline for the farm bill is published in the table notes in CBO, "Cost Estimates for H.R. 2 as passed by the House of Representatives and as passed by the Senate," <https://www.cbo.gov/publication/54284>, July 24, 2018, and at the title level in an unpublished CBO table, April 2018.

¹⁴ Although the farm bill is a five-year authorization (the 2018 farm bill covers FY2019-FY2023), budget rules required it to be measured over a 10-year budget window. During legislative development, the farm bill may have been presented more in terms of its effect over the 10-year budget window than the intended five-year duration of the law. Separately, statements about the total cost of the farm bill may be in terms of its five-year outlays (i.e., projected spending over the five-year life of the farm bill). Both lengths of time are widely used.

Table 2. CBO Baseline to Develop the 2018 Farm Bill, by Title and Program

(projected outlays in millions of dollars, April 2018 baseline)

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	FY2019-23	FY2019-28
Title I—Farm Commodity Programs												
<i>Price Loss Coverage</i>	2,727	2,653	5,742	5,006	4,574	4,639	4,603	4,854	4,558	4,566	20,702	43,921
<i>Agricultural Risk Coverage</i>	2,627	2,155	464	430	479	431	463	482	505	492	6,155	8,529
<i>Disaster assistance programs</i>	364	361	391	390	388	386	389	388	387	425	1,893	3,868
<i>Other</i>	524	241	228	235	251	252	244	253	255	240	1,479	2,723
<i>Dairy</i>	186	161	160	177	173	177	191	128	134	137	857	1,624
<i>Marketing Loan Program</i>	58	51	51	48	45	44	43	47	48	50	254	486
Subtotal, Title I	6,487	5,621	7,035	6,286	5,910	5,930	5,934	6,151	5,886	5,910	31,340	61,151
Title II—Conservation												
<i>Conservation Reserve Program</i>	1,819	1,999	2,042	2,083	2,126	2,169	2,209	2,223	2,213	2,214	10,069	21,097
<i>Conservation Security/Stewardship Program</i>	1,607	1,822	1,743	1,772	1,820	1,771	1,768	1,810	1,808	1,808	8,764	17,729
<i>Environmental Quality Incentives Program</i>	1,509	1,545	1,600	1,640	1,674	1,729	1,750	1,750	1,750	1,750	7,968	16,697
<i>Agricultural Conservation Easement Program</i>	310	271	266	250	250	250	250	250	250	250	1,347	2,597
<i>Regional Conservation Partnership Program</i>	127	125	121	107	98	100	100	100	100	100	578	1,078
<i>CRP Technical Assistance</i>	100	37	77	72	147	106	169	91	94	85	433	978
<i>Agricultural Management Assistance</i>	9	9	9	10	10	10	10	10	10	10	47	97
<i>Emergency Forestry Conservation Reserve</i>	1	1	1	1	1	1	1	1	1	1	5	10
<i>Programs repealed in 2014 and user fees</i>	-4	-4	-4	-4	-4	-4	-4	-4	-4	-4	-20	-40
<i>Other, incl. announced FY2019 sequestration</i>	-233	-75	-75	-51	-42	-27	15	-1	0	0	-476	-489
Subtotal, Title II	5,245	5,730	5,780	5,880	6,080	6,105	6,268	6,230	6,222	6,214	28,715	59,754

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	FY2019-23	FY2019-28
Title III—Trade												
<i>Market Access Program</i>	200	200	200	200	200	200	200	200	200	200	1,000	2,000
<i>Food for Progress</i>	153	154	154	154	154	155	155	155	155	155	769	1,544
<i>Emerging Markets Program</i>	8	8	8	8	8	8	8	8	8	8	40	80
Subtotal, Title III	361	362	362	362	362	363	363	363	363	363	1,809	3,624
Title IV—Nutrition	65,817	65,268	65,033	64,857	64,947	65,477	66,247	67,151	68,720	70,311	325,922	663,828
Title V—Credit	-435	-437	-440	-444	-449	-455	-462	-471	-478	-487	-2,205	-4,558
Title VI—Rural Development	35	21	14	14	14	14	14	14	14	14	98	168
Title VII—Research	82	78	59	55	55	55	55	55	55	55	329	604
Title VIII—Forestry	1	1	1	1	1	1	1	1	1	1	5	10
Title IX—Energy	102	89	70	51	50	50	50	50	50	50	362	612
Title X—Horticulture	153	154	155	155	155	155	155	155	155	155	772	1,547
Title XI—Crop Insurance	7,230	7,471	7,684	7,811	7,860	7,903	7,942	8,006	8,047	8,082	38,057	78,037
Title XII—Miscellaneous												
<i>Noninsured Crop Disaster Assistance Program</i>	223	223	223	223	223	223	223	223	223	223	1,114	2,229
<i>Other</i>	71	37	12	12	12	10	10	10	10	10	145	195
Subtotal, Title XII	294	259	235	235	235	233	233	233	233	233	1,259	2,423
Total	85,372	84,617	85,989	85,263	85,221	85,831	86,800	87,938	89,268	90,901	426,462	867,200

Source: CRS. Compiled using CBO, “Baseline Projections for Selected Programs,” April 2018, <https://www.cbo.gov/about/products/baseline-projections-selected-programs> (in *italics*). The **total** baseline for the farm bill is published in the table notes in CBO, “Cost Estimates for H.R. 2 as passed by the House of Representatives and as passed by the Senate,” <https://www.cbo.gov/publication/54284>, July 24, 2018, and at the title level in an unpublished CBO table, April 2018. (in **bold**).

Note: Near-term amounts may include outlays for programs that expired before FY2019 but still make outlays that have been obligated. For the titles without program detail: Nutrition includes SNAP; Credit includes receipts to Farm Credit System Insurance Fund; Research includes the Specialty Crop Research Initiative; Energy includes the Rural Energy for America Program; Horticulture includes Specialty Crop Block Grants, Plant Pest and Disease Management, and promotion orders.

Scores of the 2018 Farm Bill

The CBO score measures the budgetary impact of changes made by the 2018 farm bill. It is measured relative to its benchmark—the CBO baseline. Budget enforcement procedures follow an array of federal budget rules, such as “PayGo,” which required budgetary offsets to balance new spending to avoid increasing the federal deficit.¹⁵

Although the farm bill is a five-year authorization—the 2018 farm bill covers FY2019-FY2023—budget rules required it to be scored over a 10-year budget window. Thus, when the farm bill is discussed during legislative development, it may be more often presented by its effect over the 10-year budget window than the five-year duration of the law. Separately, statements about the total cost of the farm bill may be in terms of its five-year outlays (i.e., projected spending over the five-year life of the farm bill). Both can be accurate measures of the farm bill budget depending on the context.

CBO released several interim scores of the 2018 farm bill during the various stages of its development. These include scores of the effects of the:

- House-introduced bill (H.R. 2),¹⁶
- House-reported bill (H.R. 2),¹⁷
- Senate-reported bill (S. 3042),¹⁸
- House-passed bill (H.R. 2) and the Senate-passed Amendment to H.R. 2 (the second, third, seventh and eighth columns in **Table 1**; see also the more detailed section-level scores in **Appendix A**),¹⁹
- Conference agreement for H.R. 2 (the fourth and ninth columns in **Table 1**; see also the more detailed section-level scores in **Table 3**).²⁰

Subsequent to the House-passed score, CBO released a more detailed assessment of the farm commodity program payment limit provisions in the House-passed bill. This score did not change the amounts but explained background for the score of those provisions in greater detail.²¹

Summary of Title-Level Scores

Figure 3 shows the distribution of the title-level changes (scores) in the 2018 farm bill conference agreement and the House- and Senate-passed bills that preceded it.

¹⁵ CRS Report RL31943, *Budget Enforcement Procedures: The Senate Pay-As-You-Go (PAYGO) Rule*.

¹⁶ CBO, “H.R. 2, Agriculture and Nutrition Act of 2018, as Introduced in the House,” <https://www.cbo.gov/publication/53760>, April 13, 2018.

¹⁷ CBO, “H.R. 2, Agriculture and Nutrition Act of 2018, as Reported by the House Agriculture Committee,” <https://www.cbo.gov/publication/53819>, May 2, 2018.

¹⁸ CBO, “S. 3042, Agriculture Improvement Act of 2018, as Reported by the Senate Agriculture Committee,” <https://www.cbo.gov/publication/54092>, June 21, 2018.

¹⁹ CBO, “Cost Estimates for H.R. 2 as passed by the House of Representatives and as passed by the Senate,” <https://www.cbo.gov/publication/54284>, July 24, 2018.

²⁰ CBO, “Direct Spending and Revenue Effects for the Conference Agreement on H.R. 2,” <https://www.cbo.gov/publication/54880>, December 11, 2018.

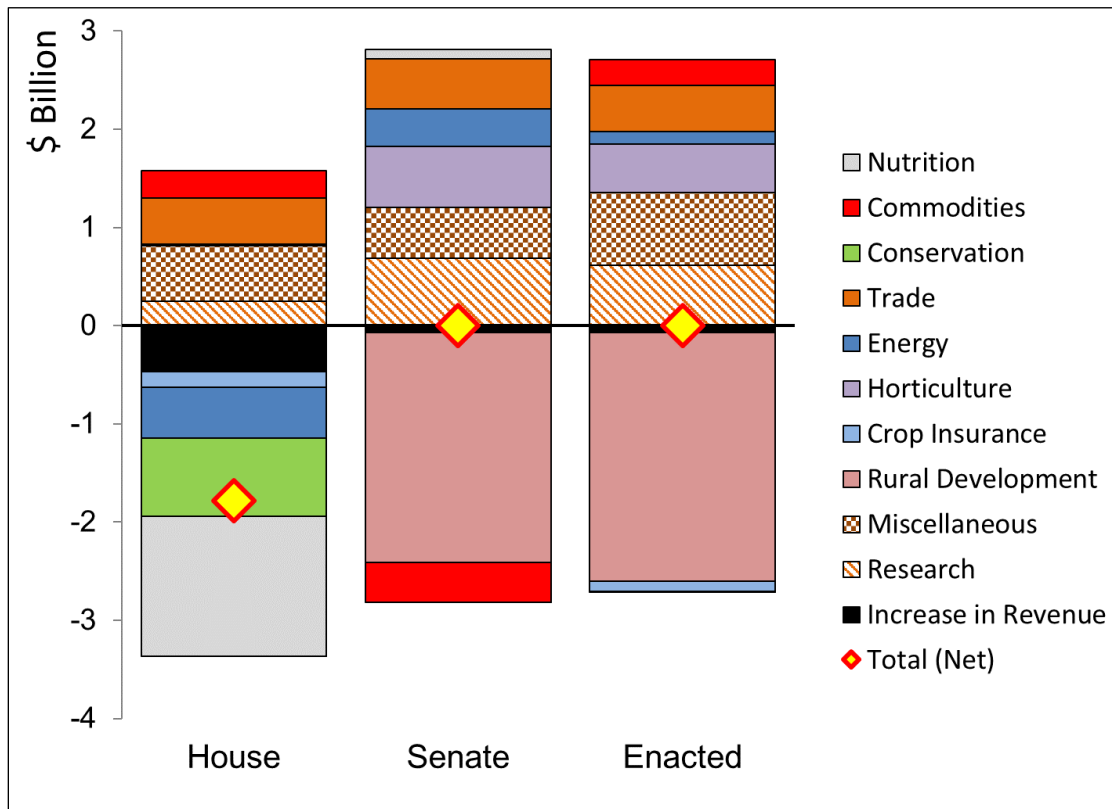
²¹ CBO, “Payment Limitations in H.R. 2, the Agriculture and Nutrition Act of 2018,” <https://www.cbo.gov/publication/54450>, September 6, 2018.

- Relative to the baseline, the overall score of the 2018 farm bill is budget neutral over a 10-year period.
- The House-passed bill would have decreased 10-year outlays by \$1.8 billion, and the Senate-passed bill was budget neutral.

The overall relatively small or budget-neutral net scores are the result of sometimes relatively larger increases and reductions across titles.

- Generally, the enacted farm bill follows the scoring approach of the Senate bill more closely than the House bill.
- In the new law, as in the Senate-passed bill, most of the reductions are from the Rural Development title.
- Six titles in the law have increased outlays over the 10-year period, including Commodities, Trade, Research, Energy, Horticulture, and Miscellaneous.
- The House-passed bill would have made 10-year reductions in outlays in the Conservation, Nutrition, Energy, and Crop Insurance titles that the conference agreement did not adopt.

Figure 3. CBO Scores of the House, Senate, and Enacted 2018 Farm Bills, by Title
(projected change in 10-year outlays relative to baseline, FY2019-FY2028)



Source: CRS, using the CBO cost estimates for H.R. 2 as passed by the House of Representatives and the Amendment to H.R. 2 as passed by the Senate, <https://www.cbo.gov/publication/54284>, July 24, 2018, and CBO cost estimate of the conference agreement for H.R. 2, <https://www.cbo.gov/publication/54880>, December 11, 2018.

Note: Does not show amounts less than \$50 million that are presented in **Table I**.

Table 3. CBO Score of the Agriculture Improvement Act of 2018, as Enacted, by Section

(projected change in outlays relative to April 2018 baseline, millions of dollars)

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Title I—Commodities												
Dairy Risk Management Payments	-19	-15	-26	-11	-15	+20	-39	-49	-39	-64	-86	-257
ARC—County ^a	+0	+0	-24	-28	-28	-20	-23	-20	-22	-20	-81	-186
Repeal Dairy Product Donation Program	-5	-5	-6	-6	-6	-5	-6	-6	-5	-5	-28	-54
ARC—Individual ^a	+0	+0	-1	-1	-1	-1	-1	-1	-1	-1	-2	-5
Tree Assistance Program	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+2	+4
Cattle Tick Fever Inspections	+1	+1	+1	+1	+1	+1	+1	+1	+1	+1	+4	+7
Administrative Units for Large Counties	+0	+0	+1	+1	+1	+1	+1	+1	+1	+1	+3	+7
Livestock Indemnity Payments	+1	+1	+1	+1	+1	+1	+1	+1	+1	+1	+4	+8
Modified Sugar Loan Rates	+0	+0	+0	+0	+0	+1	+1	+2	+2	+3	+1	+9
Payment Limitations for Supplemental Disaster	+2	+1	+1	+1	+1	+1	+1	+1	+1	+1	+8	+15
Implementation ^b	+15	+1	+0	+0	+0	+0	+0	+0	+0	+0	+16	+16
Payment Limitations—Family Definition	+4	+4	+4	+4	+4	+4	+4	+4	+4	+4	+20	+40
Milk Donation Program	+9	+5	+5	+5	+5	+5	+5	+5	+5	+5	+29	+54
Margin Protection Premium Refund Credit 75%	+58	+0	+0	+0	+0	+0	+0	+0	+0	+0	+58	+58
Dairy Risk Management, Livestock Gross Margin	+1	+10	+13	+14	+14	+13	+14	+14	+16	+14	+52	+123
Modified Marketing Assistance Loan Rates ^a	+0	+27	+22	+16	+16	+13	+12	+10	+10	+10	+81	+136
PLC ^a	+0	+0	-65	+23	+38	+26	+26	+26	+36	+28	-4	+137
Annual ARC/PLC Enrollment ^a	+0	+0	+0	+0	+25	+25	+26	+26	+25	+26	+25	+153
Subtotal, Title I	+67	+30	-74	+21	+57	+84	+24	+16	+36	+2	+101	+263

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Title II—Conservation												
Conservation Stewardship Program	-25	-358	-796	-1,103	-1,387	-1,562	-1,768	-1,810	-1,808	-1,808	-3,669	-12,426
Conservation Reserve Program	+38	-52	-110	-80	+15	+119	+33	+37	-0	+1	-189	-0
Grassroots Source Water Protection Program ^b	+2	+2	+1	+0	+0	+0	+0	+0	+0	+0	+5	+5
Voluntary Public Access and Habitat Incentive ^b	+10	+10	+10	+10	+10	+0	+0	+0	+0	+0	+50	+50
Feral Swine Eradication and Control Pilot ^c	+15	+25	+20	+10	+5	+0	+0	+0	+0	+0	+75	+75
Watershed Rehabilitation/Operations ^d	+2	+8	+19	+29	+37	+42	+45	+45	+45	+45	+95	+317
Regional Conservation Partnership Program	+80	+141	+157	+174	+191	+200	+200	+200	+200	+200	+742	+1,742
Agricultural Conservation Easement Program	+73	+151	+177	+187	+198	+197	+198	+199	+199	+200	+786	+1,779
EQIP and CSP	+170	+356	+539	+692	+903	+1,019	+1,100	+1,184	+1,233	+1,257	+2,660	+8,451
Subtotal, Title II	+365	+283	+17	-81	-29	+15	-192	-146	-131	-106	+555	-6
Title III—Trade												
Agricultural Trade Promotion and Facilitation ^d	+47	+47	+47	+47	+47	+47	+47	+47	+47	+47	+235	+470
Subtotal, Title III	+47	+47	+47	+47	+47	+47	+47	+47	+47	+47	+235	+470
Title IV—Nutrition												
Interstate Data Matching Multiple Issuances	+0	-6	-25	-40	-60	-75	-90	-90	-95	-95	-131	-576
Quality Control Improvements	-48	-48	-48	-48	-48	-48	-48	-48	-48	-48	-240	-480
Assistance for Community Food Projects	-4	-4	-4	-4	-4	-4	-4	-4	-4	-4	-20	-40
Child Support Enforcement Cooperation	+1	+3	+1	+1	+0	+0	+0	+0	+0	+0	+5	+5
Food Distribution on Indian Reservations	+0	+3	+3	+4	+4	+4	+4	+4	+4	+4	+14	+34
Longitudinal Data for Research	+0	+11	+11	+1	+3	+5	+5	+5	+5	+5	+26	+51
Improvements to EBT System	+0	+3	+8	+14	+21	+15	+8	+1	+2	+2	+46	+74
Simplified Homeless Housing Costs	+3	+8	+8	+8	+8	+8	+8	+8	+8	+8	+35	+75

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Emergency Food Assistance Program	+12	+24	+23	+23	+23	+19	+20	+20	+21	+21	+105	+206
Employment and Training for SNAP	+19	+24	+24	+24	+24	+24	+24	+24	+24	+24	+115	+234
Schumacher Nutrition Incentive Program ^d	+6	+16	+28	+43	+50	+52	+54	+56	+56	+56	+143	+417
Subtotal, Title IV	-12	+33	+29	+26	+21	-0	-19	-24	-27	-27	+98	+0
Title V—Credit	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0
Title VI—Rural Development												
Reduction in Interest to Cushion of Credit	-50	-150	-350	-380	-400	-400	-400	-400	-400	-400	-1,330	-3,330
Modify Loans Under Rural Electrification	+800	+0	+0	+0	+0	+0	+0	+0	+0	+0	+800	+800
Subtotal, Title VI	+750	-150	-350	-380	-400	-400	-400	-400	-400	-400	-530	-2,530
Title VII—Research and Extension												
Emerging Agricultural Production Research ^c	+2	+2	+2	+2	+2	+0	+0	+0	+0	+0	+10	+10
Scholarships for Students at 1890 Institutions ^c	+0	+10	+10	+10	+10	+0	+0	+0	+0	+0	+40	+40
Foundation for Food and Agriculture Research ^b	+0	+185	+0	+0	+0	+0	+0	+0	+0	+0	+185	+185
Organic Agriculture Research and Extension ^d	+17	+19	+23	+29	+43	+50	+50	+50	+50	+50	+130	+380
Subtotal, Title VII	+19	+216	+35	+41	+55	+50	+50	+50	+50	+50	+365	+615
Title VIII—Forestry	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0
Title IX—Energy												
Biobased Market Program ^b	+2	+3	+3	+3	+3	+1	+0	+0	+0	+0	+14	+15
Bioenergy Program for Advanced Biofuels ^b	+2	+4	+5	+7	+7	+5	+3	+2	+0	+0	+25	+35
Biorefinery Assistance ^b	+0	+10	+20	+23	+18	+5	+0	+0	+0	+0	+70	+75
Subtotal, Title IX	+4	+17	+28	+32	+28	+11	+3	+2	+0	+0	+109	+125
Title X—Horticulture												
Multiple Crop and Pesticide Use Survey ^c	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+1	+1

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Organic Production and Market Data Initiatives ^b	+1	+1	+1	+1	+1	+0	+0	+0	+0	+0	+5	+5
Organic Certification/Trade Tracking and Data ^b	+1	+1	+1	+1	+1	+0	+0	+0	+0	+0	+5	+5
National Organic Certification Cost Share ^b	+0	+0	+8	+8	+8	+0	+0	+0	+0	+0	+24	+24
Local Agriculture Market Program ^d	+28	+38	+50	+50	+50	+50	+50	+50	+50	+50	+215	+465
Subtotal, Title X	+30	+40	+60	+60	+60	+50	+50	+50	+50	+50	+250	+500
Title XI—Crop Insurance												
Increase CAT Coverage Administrative Fee	-1	-12	-14	-14	-14	-14	-14	-14	-14	-14	-55	-125
Funding for Research and Development	-0	-4	-5	-5	-5	-5	-5	-5	-5	-5	-18	-40
Enterprise Units Across County Lines	-0	-3	-3	-3	-3	-3	-3	-3	-3	-3	-12	-27
Program Administration	-0	-2	-2	-2	-2	-2	-2	-2	-2	-2	-8	-18
Crop Production on Native Sod	-0	-0	-1	-1	-1	-1	-1	-1	-1	-1	-2	-4
Submission of Policies and Materials to Board	+0	+0	+1	+1	+1	+1	+1	+1	+1	+1	+3	+8
Research and Development Authority	+0	+1	+2	+2	+2	+2	+2	+2	+2	+2	+6	+13
Treatment of Forage and Grazing	+1	+9	+10	+10	+10	+10	+10	+10	+10	+10	+40	+90
Subtotal, Title XI	-1	-10	-12	-12	-12	-12	-12	-12	-12	-11	-47	-104
Title XII—Miscellaneous												
Extension of Merchandise Processing Fee	+0	+0	+0	+0	+0	+0	+0	+0	-371	+0	+0	-371
Sheep Production and Marketing Grants ^b	+1	+1	+0	+0	+0	+0	+0	+0	+0	+0	+2	+2
Wool Research and Promotion ^b	+0	+2	+2	+2	+2	+0	+0	+0	+0	+0	+9	+10
National Oilheat Research Alliance	+7	+7	+7	+7	+7	+7	+7	+7	+7	+7	+35	+70
Pima Agriculture Cotton Trust Fund ^b	+16	+16	+16	+16	+16	+0	+0	+0	+0	+0	+80	+80
Wool Apparel Manufacturers Trust Fund ^b	+0	+30	+30	+30	+30	+0	+0	+0	+0	+0	+120	+120
Emergency Citrus Trust Fund ^c	+25	+25	+25	+25	+25	+0	+0	+0	+0	+0	+125	+125

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Animal Disease Prevention and Management	+60	+48	+6	+6	+29	+30	+30	+30	+30	+30	+149	+299
Farming Opportunities Training and Outreach ^d	+27	+30	+33	+35	+41	+45	+48	+48	+49	+50	+166	+404
Subtotal, Title XII	+136	+159	+119	+122	+149	+82	+85	+85	-285	+87	+685	+738
Total Changes in Direct Spending	+1,406	+664	-101	-124	-25	-73	-365	-333	-672	-307	+1,820	+70
Increases in Revenue: Title XII—Oilheat	+7	+7	+7	+7	+7	+7	+7	+7	+7	+7	+35	+70
Net Effect on the Deficit	+1,399	+657	-108	-131	-32	-80	-372	-340	-679	-314	+1,785	-0

Source: CRS, sorted within titles using the CBO cost estimate of the conference agreement for H.R. 2, <https://www.cbo.gov/publication/54880>, December 11, 2018.

Notes: + denotes additional spending or, in the case of revenue, additional revenue. – denotes reduced spending.

- a. The scoring effect is delayed because the farm commodity programs operate by “crop year” (when the crop is harvested), and some payments are delayed by statute into a later fiscal year. For example, ARC and PLC payments for the 2019 crop year (the first covered by the 2018 farm bill) do not occur by statute until FY2021. Payments under the marketing loan program are delayed generally by one fiscal year.
- b. Denotes a 2014 farm bill “program without baseline” that received new funding in the 2018 farm bill over FY2019-FY2023 *but not permanent baseline*. (The complete list of programs without baseline prior to the farm bill is identified in CRS Report R44758, *Farm Bill Programs Without a Budget Baseline Beyond FY2018*.)
- c. Denotes a new “program without baseline” created in the 2018 farm bill.
- d. Denotes a 2014 farm bill “program without baseline” that received new funding in the 2018 farm bill over FY2019-FY2028 *and permanent baseline*. The six provisions noted here cover nine programs from the list of programs without baseline because of consolidation within (1) trade programs; (2) farmers market, local food, and rural entrepreneurship programs; and (3) beginning farmer and outreach programs.

Net Increases in Five-Year Outlays Are Followed by Net Decreases

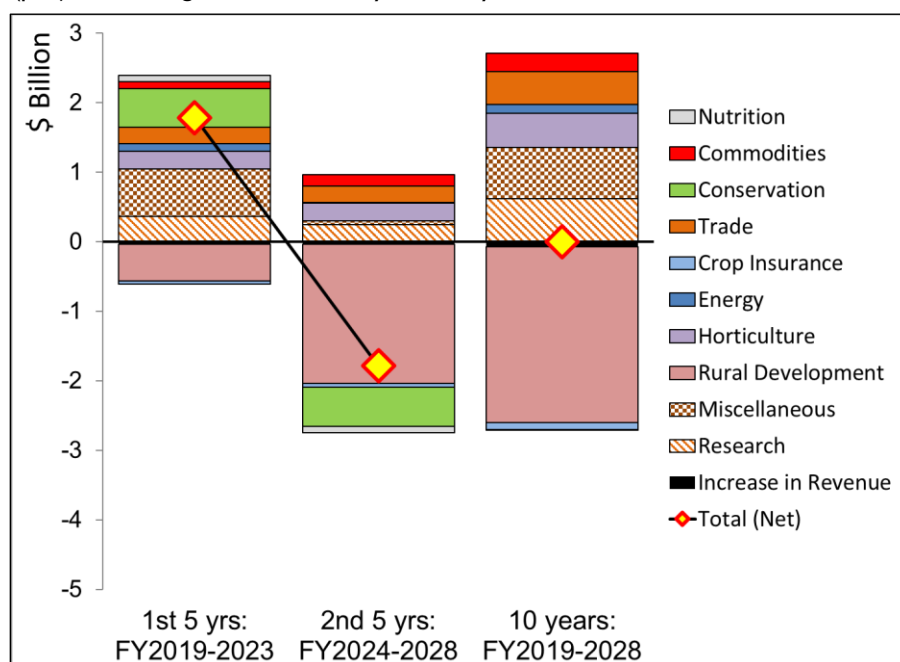
When separated into the five- and 10-year budget windows, each version of the 2018 farm bill shows a similar pattern of changes in projected outlays. **Figure 4** shows the scores for the first five years, the second five years, and the 10-year total for the enacted conference agreement.

- The enacted farm bill increases net outlays in the first five years by \$1.8 billion, which is offset by the same amount of net reductions in outlays during the second five years. Therefore, the 10-year net score is budget neutral.
- In the enacted law, the Conservation and Nutrition titles—which have increases in outlays over the first five years—have decreases during the second five years. Both titles are budget-neutral over the 10-year period. This may occur because of the time needed to implement changes or to make provisions more appealing in the early years despite having less baseline for a future farm bill.

A similar pattern held for the House-passed bill (**Figure 5**) and the Senate-passed bill (**Figure 6**). In both of those versions, the Conservation and Nutrition titles had increases in the first five years followed by decreases in the second five years. The House-passed bill had reductions in the Nutrition title that were not retained in the conference agreement. The Senate-passed bill would have reduced baseline for the Commodities title, whereas the conference agreement is projected to increase it.

Figure 4. CBO Score of Enacted 2018 Farm Bill, by Period and Title

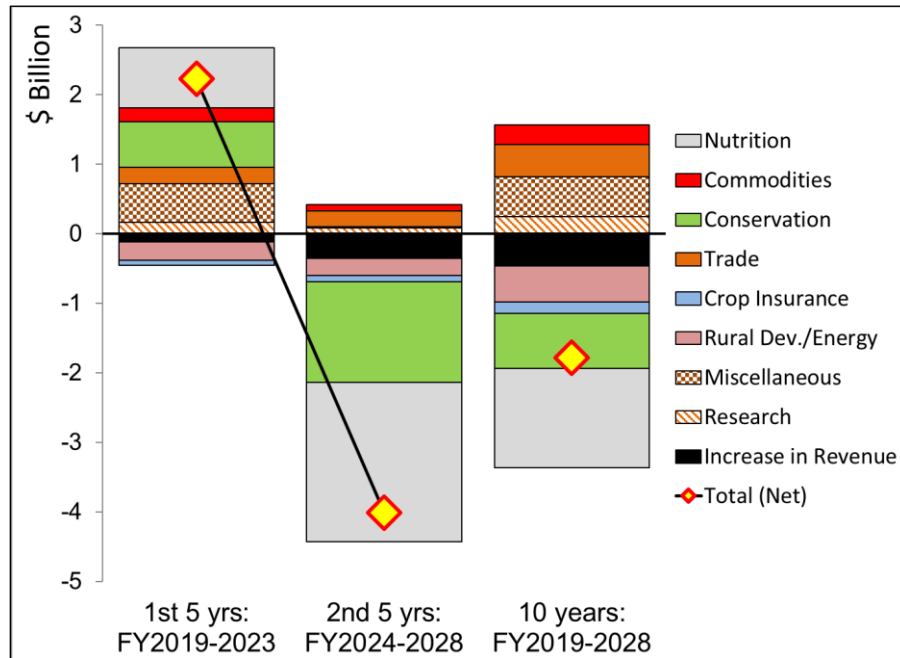
(projected change in five- and 10-year outlays relative to baseline, FY2019-FY2028)



Source: CRS, using the CBO cost estimate of the conference agreement for H.R. 2, December 11, 2018.

Notes: Does not show amounts less than \$50 million that are indicated in **Table I**.

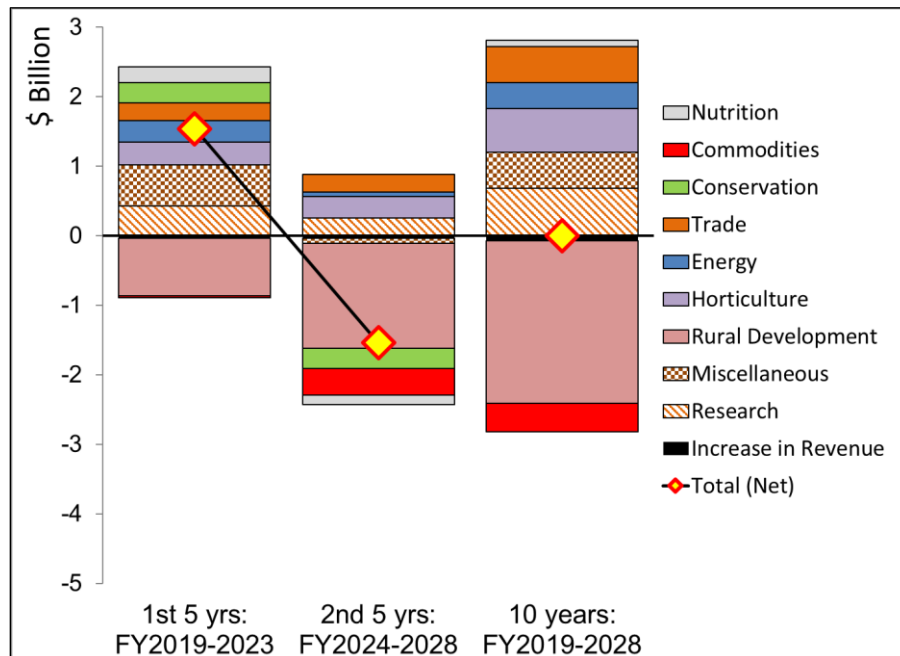
Figure 5. CBO Score of House-Passed H.R. 2, by Period and Title
(projected change in five- and 10-year outlays relative to baseline, FY2019-FY2028)



Source: CRS, using the CBO cost estimates for H.R. 2 as passed by the House, July 24, 2018.

Note: Does not show amounts less than \$50 million that are indicated in **Table I**.

Figure 6. CBO Score of the Senate-Passed Amendment to H.R. 2, by Period and Title
(projected change in five- and 10-year outlays relative to baseline, FY2019-FY2028)



Source: CRS, using the CBO cost estimates for the Senate Amendment to H.R. 2, July 24, 2018.

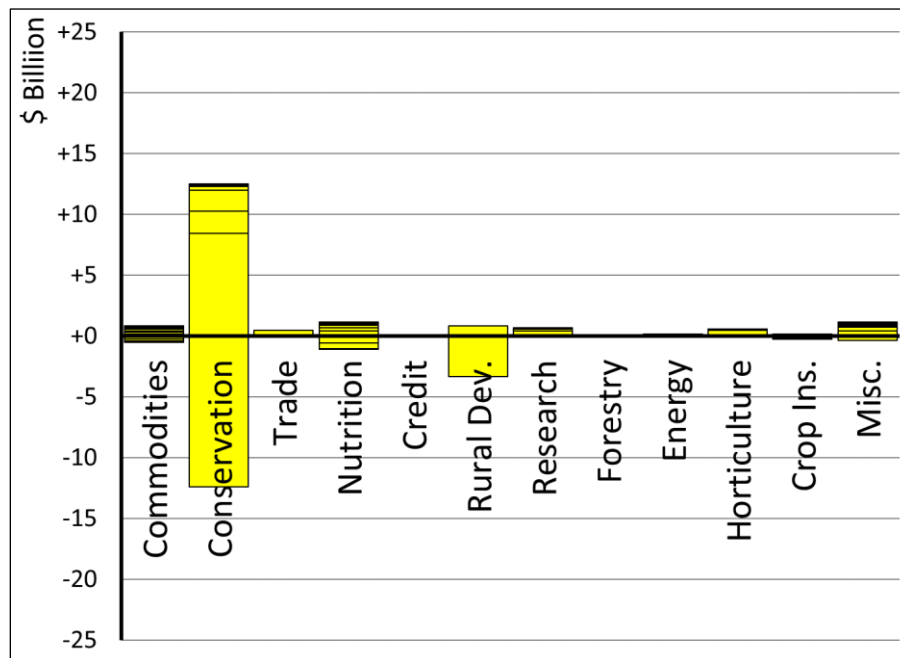
Note: Does not show amounts less than \$50 million that are indicated in **Table I**.

Section-by-Section Scores for Some Titles Exceed Their Net Scores

Some of the net scores for single titles presented above are the net result of increases and decreases by provisions within the same title. Sometimes, these increases or decreases are relatively large compared to the net title-level effect. These budget effects may reflect policy proposals that may not be apparent in the net title-level scores that are shown in the previous figures. For example:

- In the enacted law, the Conservation title has one section with a \$12.4 billion reduction over 10 years (reducing the Conservation Stewardship Program) and seven sections that add to \$12.4 billion in increased spending (**Figure 7**).
- In the House-passed bill, the Nutrition title had six sections that summed to a \$22.0 billion reduction over 10 years (including those for work requirements) and 18 sections that added to \$20.6 billion in increased spending. Similarly, the Conservation title had two sections that summed to a \$12.6 billion reduction and eight sections that added to \$11.8 billion in increased spending (**Figure 8**).
- In the Senate-passed bill, none of the titles' section-by-section scores were as large as for the Nutrition and Conservation titles in the House bill. Nonetheless, the section-by-section scores of the Senate-passed bill showed both increases and decreases in the Conservation, Nutrition, Commodities and Miscellaneous titles (**Figure 9**).

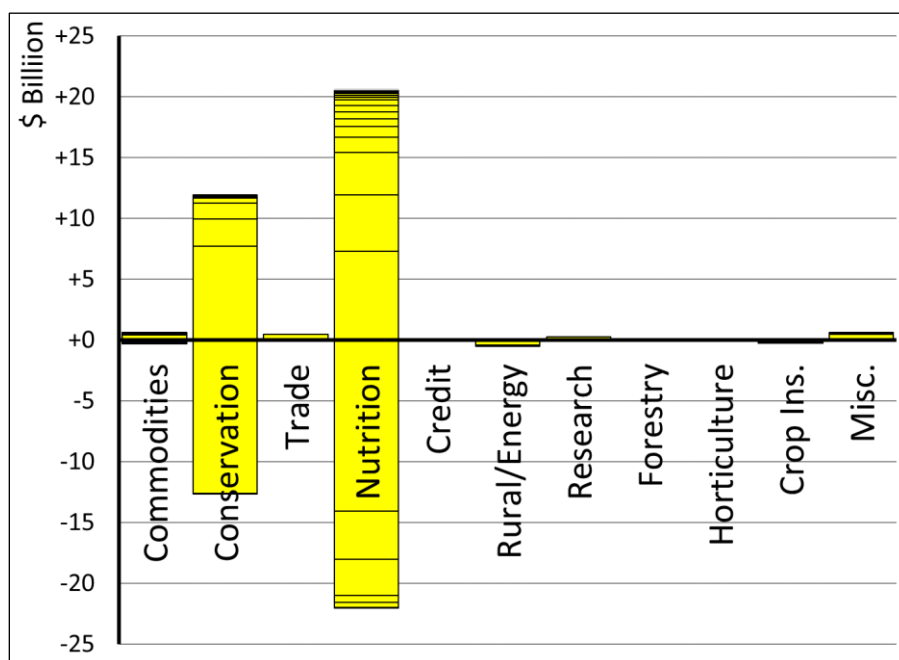
Figure 7. CBO Score of Enacted 2018 Farm Bill, by Section and Title
(projected change in 10-year outlays relative to baseline, FY2019-FY2028)



Source: CRS, sorted within titles using the CBO cost of the conference agreement for H.R. 2, December 11, 2018.

Notes: Figure indicates magnitude of changes within titles. Details about individual sections are in **Table 3**.

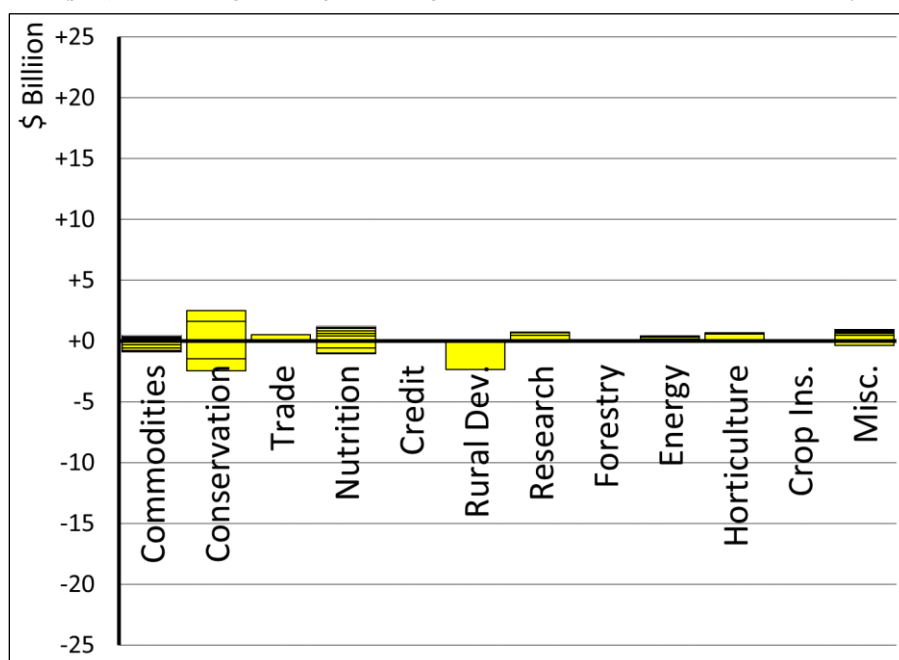
Figure 8. CBO Score of House-Passed H.R. 2, by Section and Title
(projected change in 10-year outlays relative to baseline, FY2019-FY2028)



Source: CRS, sorted within titles using the CBO cost estimate for H.R. 2 as passed by the House, July 24, 2018.

Notes: Figure indicates magnitude of changes within titles. Details about individual sections are in **Table A-1**.

Figure 9. CBO Score of Senate-Passed Amendment to H.R. 2, by Section and Title
(projected change in 10-year outlays relative to baseline, FY2019-FY2028)



Source: CRS, sorted within titles using the CBO cost estimate for H.R. 2 as passed by the Senate, July 24, 2018.

Notes: Figure indicates magnitude of changes within titles. Details about individual sections are in **Table A-2**.

Outcome for the Programs Without Baseline

For 23 of the 39 of the “programs without baseline” from the 2014 farm bill,²² the 2018 farm bill provides continuing funding and, in some cases, permanent baseline for future farm bills (see the footnotes in **Table 3**).

- Fourteen of the programs without baseline received mandatory funding during FY2019-FY2023 *but no baseline* beyond the end of the farm bill.
- Nine of the programs without baseline received mandatory funding *and permanent baseline* beyond the end of the farm bill. Three of these programs were combined with six others into six provisions in the 2018 farm bill.

In addition, five provisions in the 2018 farm bill created new programs without baseline for the next farm bill.

Projected Outlays at Enactment

When a new law is passed, the **projected cost at enactment** equals the **baseline** plus the **score**. This sum becomes the foundation of the new law and may be compared to future CBO baselines as an indicator of how actual costs develop as the law is implemented and conditions change.²³

Table 4 shows the result of this calculation by updating the farm bill baseline (**Table 2**) by adding the score for programs that were changed by the farm bill (**Table 3**). The \$428 billion projected five-year total for the life of the 2018 farm bill (FY2019-FY2023) is illustrated in **Figure 1**. Agriculture program-level detail is illustrated in **Figure 2**.

Table 1 summarizes these amounts by title for the five- and 10-year budget windows (the fifth and 10th columns). SNAP accounts for 76% of the \$428 billion five-year total. The remaining 24%, \$102 billion of projected outlays, is for agricultural programs, mostly in crop insurance (8.9%), farm commodity programs (7.3%), and conservation (6.8%).

Relative to historical farm bill spending, **Figure 10** shows mandatory outlays for the four largest titles—Nutrition, Crop Insurance, Farm Commodity Programs, and Conservation—that account for 99% of projected spending in the 2018 farm bill. The figure shows the following trends:

- SNAP outlays, which compose most of the Nutrition title, increased markedly after the recession in 2009 and have been gradually decreasing since 2012.²⁴
- Crop insurance outlays increased steadily over the period, especially as higher market prices and program participation over the past decade have raised the value of insurable commodities.²⁵

²² CRS Report R44758, *Farm Bill Programs Without a Budget Baseline Beyond FY2018*. See also CRS In Focus IF10780, *Farm Bill Primer: Programs Without Baseline Beyond FY2018*.

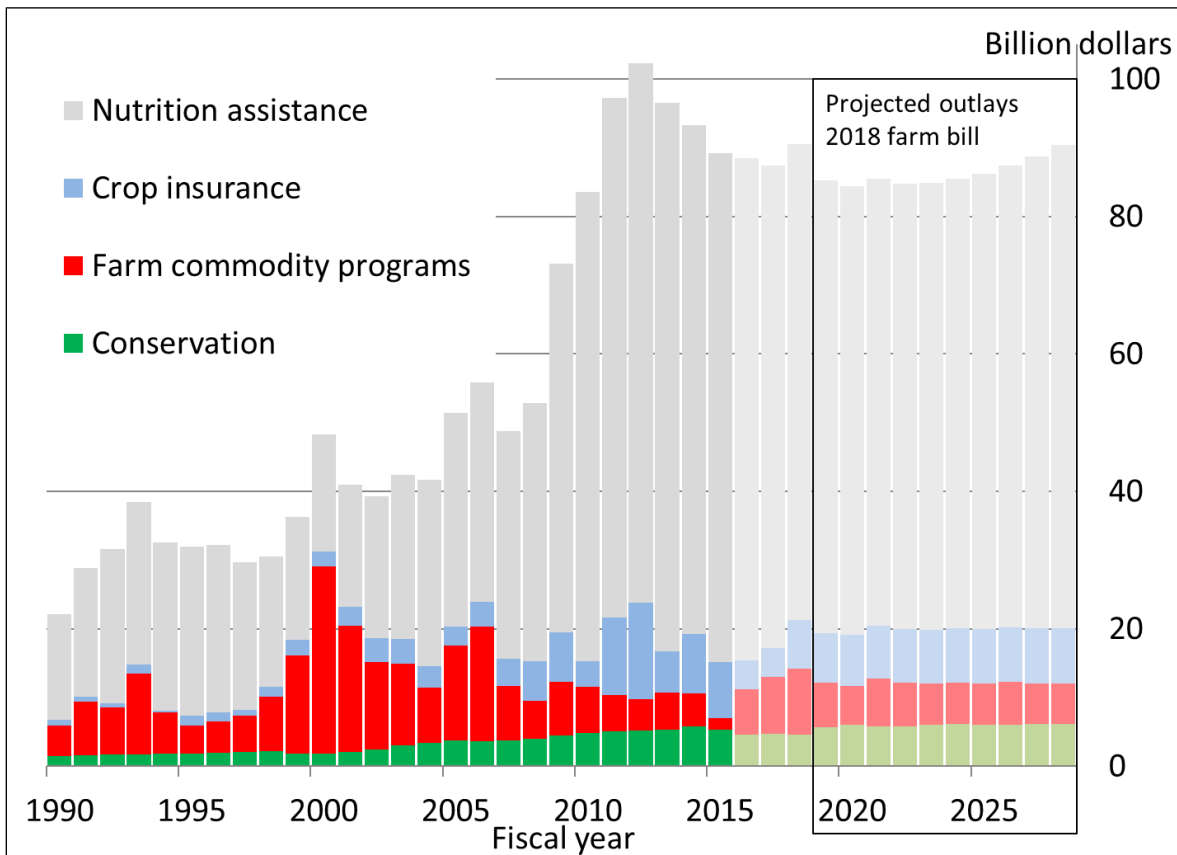
²³ For example, see CBO, *Baseline Projections for Selected Programs*, especially for the “USDA Mandatory Farm Programs” and the “Supplemental Nutrition Assistance Program,” January 2019, at <https://www.cbo.gov/about/products/baseline-projections-selected-programs>.

²⁴ CRS In Focus IF11087, *2018 Farm Bill Primer: SNAP and Nutrition Title Programs*.

²⁵ CRS Report R45193, *Federal Crop Insurance: Program Overview for the 115th Congress*.

- Farm commodity programs outlays generally rise and fall inversely with commodity markets. They were high after losses in the early 2000s, generally trended lower under the direct payment program, and tended to increase after a return to counter-cyclical programs in the 2014 farm bill.²⁶
- Conservation program outlays have grown steadily but have leveled off in recent years.²⁷

Figure 10. Actual and Projected Spending by Major Farm Bill Mandatory Programs



Source: CRS.

Notes: Darker shades of each color are actual outlays based on USDA data. Lighter shades are CBO data (actuals for FY2016, estimates for FY2017-FY2018, and CRS analysis of CBO data for projections at enactment of the 2018 farm bill for FY2019-FY2028). Compiled using USDA Farm Service Agency, *Agricultural Outlook*, Table 35; USDA Risk Management Agency, "Program Costs and Outlays by Fiscal Year"; J. Glauber, "Crop Insurance Reconsidered," *American Journal of Agricultural Economics*, 2004; USDA Farm Service Agency, "Output 3," *Commodity Estimates Book*; USDA Natural Resources Conservation Service, "Soil and Water Conservation Expenditures, 1935-2010," 2011; and USDA Food and Nutrition Service, "National Level Annual Summary, Participation and Costs," CBO Baseline, various issues, <https://www.cbo.gov/about/products/baseline-projections-selected-programs>; and CBO cost estimate of the conference agreement for H.R. 2, <https://www.cbo.gov/publication/54880>, December 11, 2018.

²⁶ CRS Report R44914, *Farm Safety-Net Payments Under the 2014 Farm Bill: Comparison by Program Crop*.

²⁷ CRS In Focus IF10679, *Farm Bill Primer: The Conservation Title*.

Table 4. Projected Outlays Under the Agriculture Improvement Act of 2018, at Enactment, by Title and Program
(projected outlays in millions of dollars)

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	FY2019-23	FY2019-28
Title I—Farm Commodity Programs												
Price Loss Coverage	2,727	2,653	5,676	5,029	4,637	4,690	4,655	4,906	4,619	4,619	20,722	44,211
Agricultural Risk Coverage	2,627	2,155	439	401	450	410	440	461	482	471	6,073	8,337
Disaster Payments	368	364	394	393	391	390	392	391	390	428	1,910	3,901
Dairy	230	156	146	179	171	210	165	92	112	86	883	1,548
Marketing loans	58	78	73	64	61	57	55	57	58	60	334	622
Other	543	245	233	240	257	258	250	259	262	248	1,518	2,795
Subtotal, Title I	6,554	5,651	6,962	6,307	5,967	6,014	5,957	6,167	5,923	5,912	31,440	61,414
Title II—Conservation												
Environmental Quality Incentives Program/ Conservation Stewardship Program	1,679	1,901	2,138	2,333	2,577	2,748	2,850	2,934	2,983	3,007	10,627	25,148
Conservation Reserve Program	1,857	1,947	1,932	2,003	2,141	2,288	2,242	2,260	2,213	2,215	9,880	21,097
Conservation Security/Stewardship Program	1,582	1,464	947	669	433	209	0	0	0	0	5,095	5,303
Agricultural Conservation Easement Program	383	422	443	437	448	447	448	449	449	450	2,133	4,376
Regional Conservation Partnership Program	207	266	278	281	289	300	300	300	300	300	1,320	2,820
Other	-98	13	58	77	164	128	236	142	146	137	214	1,003
Subtotal, Title II	5,610	6,013	5,797	5,799	6,051	6,120	6,076	6,084	6,091	6,108	29,270	59,748
Title III—Trade												
Agricultural Trade Promotion and Facilitation	255	255	255	255	255	255	255	255	255	255	1,275	2,550
Food for Progress	153	154	154	154	154	155	155	155	155	155	769	1,544
Subtotal, Title III	408	409	409	409	409	410	410	410	410	410	2,044	4,094

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	FY2019-23	FY2019-28
Title IV—Nutrition	65,805	65,301	65,062	64,883	64,968	65,477	66,228	67,127	68,693	70,284	326,020	663,828
Title V—Credit	-435	-437	-440	-444	-449	-455	-462	-471	-478	-487	-2,205	-4,558
Title VI—Rural Development	785	-129	-336	-366	-386	-386	-386	-386	-386	-386	-432	-2,362
Title VII—Research	101	294	94	96	110	105	105	105	105	105	694	1,219
Title VIII—Forestry	1	1	1	1	1	1	1	1	1	1	5	10
Title IX—Energy	106	106	98	83	78	61	53	52	50	50	471	737
Title X—Horticulture	183	194	215	215	215	205	205	205	205	205	1,022	2,047
Title XI—Crop Insurance	7,229	7,461	7,672	7,799	7,849	7,892	7,931	7,995	8,035	8,070	38,010	77,933
Title XII—Miscellaneous												
<i>Noninsured Crop Disaster Assistance Program</i>	<i>223</i>	<i>223</i>	<i>223</i>	<i>223</i>	<i>223</i>	<i>223</i>	<i>223</i>	<i>223</i>	<i>223</i>	<i>223</i>	<i>1,114</i>	<i>2,229</i>
<i>Other, including revenue offset for Oilheat</i>	<i>200</i>	<i>189</i>	<i>124</i>	<i>127</i>	<i>155</i>	<i>85</i>	<i>88</i>	<i>88</i>	<i>-282</i>	<i>90</i>	<i>795</i>	<i>862</i>
Subtotal, Title XII	423	412	347	350	377	307	310	310	-60	313	1,909	3,091
Total	86,770	85,275	85,881	85,132	85,189	85,751	86,428	87,598	88,589	90,586	428,247	867,200
Nutrition (Title IV)	65,805	65,301	65,062	64,883	64,968	65,477	66,228	67,127	68,693	70,284	326,020	663,828
Non-nutrition (other titles)	20,965	19,974	20,819	20,249	20,220	20,274	20,200	20,472	19,896	20,302	102,227	203,372

Source: CRS. Compiled by adding the CBO score of the 2018 farm bill (**Table 3**) to the CBO baseline (**Table 2**).

Note: Near-term amounts may include outlays for programs that expired before FY2019 but still make outlays that have been obligated. The Credit title includes receipts to Farm Credit System Insurance Fund. The Rural Development title includes farm bill changes to the “cushion of credit” account for which baseline exists elsewhere in government and was not included in the original farm bill baseline.

Appendix A. Scores of House-Passed and Senate-Passed Versions of H.R. 2

Table A-1. CBO Score of House-Passed H.R. 2, by Section
(projected change in outlays relative to April 2018 baseline, millions of dollars)

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Title I—Commodity Programs												
Agriculture Risk Coverage—Individual ^a	+0	+0	-16	-17	-18	-18	-17	-19	-18	-20	-51	-143
Agriculture Risk Coverage—County ^a	+0	+0	+23	-34	-26	-17	-6	-15	-25	-11	-37	-111
Dairy Program	-45	-2	+4	+3	-1	-3	-6	-4	+18	+17	-41	-20
Nonrecourse Marketing Assistance Loans ^a	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0
Economic Adjustment Assistance Textile Mills	+2	+2	+2	+2	+2	+2	+2	+2	+2	+2	+11	+23
Implementation	+24	+1	+0	+0	+0	+0	+0	+0	+0	+0	+25	+25
Payment Limitations ^b	+4	+4	+4	+4	+4	+4	+4	+4	+4	+4	+20	+40
Supplemental Agriculture Disaster Assistance	+13	+6	+5	+5	+5	+5	+5	+5	+5	+6	+35	+62
Price Loss Coverage ^a	+0	+0	+137	+55	+43	+50	+134	-59	-16	+64	+235	+408
Subtotal, Title I	-3	+12	+160	+18	+10	+23	+115	-85	-30	+62	+198	+284
Title II—Conservation												
Repeal Conservation Stewardship Program	-28	-406	-725	-1,072	-1,422	-1,771	-1,768	-1,810	-1,808	-1,808	-3,653	-12,618
Conservation Reserve Program	-21	+70	+98	+96	+83	+73	-43	-76	-137	-166	+326	-23
Grassroots Source Water Protection ^c	+2	+2	+1	+0	+0	+0	+0	+0	+0	+0	+5	+5
Wetlands Mitigation Banking ^c	+2	+2	+2	+2	+2	+0	+0	+0	+0	+0	+10	+10
Voluntary Public Access and Habitat Protection ^c	+10	+10	+10	+10	+10	+0	+0	+0	+0	+0	+50	+50
Feral Swine Eradication and Control Pilot	+20	+30	+25	+15	+10	+0	+0	+0	+0	+0	+100	+100
Small Watershed Rehabilitation Program ^c	+3	+16	+38	+58	+74	+81	+73	+52	+32	+32	+189	+459

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Regional Conservation Partnership Program	+60	+106	+118	+131	+143	+150	+150	+150	+150	+150	+558	+1,308
Agricultural Conservation Easement Program	+90	+187	+221	+234	+247	+247	+248	+248	+249	+250	+979	+2,221
Environmental Quality Incentives Program	+55	+227	+424	+608	+777	+921	+1,056	+1,164	+1,217	+1,243	+2,092	+7,693
Subtotal, Title II	+193	+244	+212	+82	-76	-299	-284	-272	-297	-299	+656	-795
Title III—Trade												
International Development Program ^d	+47	+47	+47	+47	+47	+47	+47	+47	+47	+47	+235	+470
Subtotal, Title III	+47	+47	+47	+47	+47	+47	+47	+47	+47	+47	+235	+470
Title IV—Nutrition												
Workforce Solutions: Benefits	+0	-300	-1,330	-1,350	-1,340	-1,370	-1,560	-1,920	-2,280	-2,650	-4,320	-14,100
Update to Categorical Eligibility	+0	+0	-200	-525	-520	-530	-530	-540	-555	-565	-1,245	-3,965
Standard Utility Allowances Based on Receipt	-130	-310	-310	-310	-300	-300	-310	-310	-320	-330	-1,360	-2,930
Duplicative Enrollment Database	+0	-8	-25	-45	-60	-80	-90	-90	-95	-95	-138	-588
State Performance Indicators	+0	-48	-48	-48	-48	-48	-48	-48	-48	-48	-192	-432
Disqualification of Certain Convicted Felons	*	*	*	-1	-2	-2	-3	-4	-5	-6	-3	-23
Benefit Recovery	*	*	*	*	*	*	*	*	*	*	*	*
Tolerance Level for Payment Errors	*	*	*	*	*	*	*	*	*	*	*	*
Administrative Flexibility for States	*	*	*	*	*	*	*	*	*	*	*	*
Multivitamin-Mineral Dietary Supplements	*	+0	+0	+0	+0	+0	+0	+0	+0	+0	*	*
Review of SNAP Operations	*	*	*	+0	+0	+0	+0	+0	+0	+0	*	*
Mobile Technologies	+0	+1	+1	+1	+1	+1	+1	+2	+2	+2	+4	+12
SNAP Benefit Transfer Data Report	+4	+3	+2	+3	+3	+3	+3	+3	+3	+3	+15	+30
Interactions	-2	-3	*	+2	-4	-3	-2	+12	+10	+25	-7	+35
Simplified Homeless Housing Costs	+4	+8	+8	+8	+8	+8	+8	+8	+8	+8	+36	+76

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Percent Recovered Funds Retained by States	+10	+10	+10	+10	+10	+10	+10	+10	+11	+11	+50	+102
Basic Allowance for Housing	+8	+11	+11	+11	+11	+12	+12	+13	+13	+14	+52	+116
Implementation Funds	+128	+17	+3	+3	+0	+0	+0	+0	+0	+0	+150	+150
Prohibited Fees	+0	+3	+7	+13	+20	+20	+20	+20	+25	+25	+43	+153
Asset Limits; Vehicle Allowance; Savings	+1	-15	+5	+30	+30	+30	+30	+30	+30	+30	+51	+201
Food Insecurity Nutrition Incentive Program ^d	+7	+17	+30	+46	+55	+59	+63	+65	+65	+65	+155	+472
Emergency Food Assistance	+45	+46	+47	+48	+49	+50	+52	+53	+54	+55	+235	+499
National Gateway	+8	+10	+10	+68	+70	+78	+81	+90	+95	+95	+165	+601
Nutrition Education	+57	+58	+59	+61	+62	+64	+65	+67	+69	+70	+297	+632
Transitional Benefits	+75	+90	+90	+90	+90	+90	+90	+90	+95	+95	+435	+895
Retailer-Funded Incentives Pilot	+2	+182	+180	+120	+120	+120	+120	+120	+120	+120	+604	+1,204
Cooperation with Child Support Agencies	+140	+304	+321	+335	+345	+355	+375	+396	+446	+476	+1,446	+3,494
Earned Income Deduction	+350	+470	+470	+470	+470	+470	+470	+480	+490	+500	+2,230	+4,640
Workforce Solutions: Administration	+0	+140	+600	+680	+740	+810	+920	+1,020	+1,140	+1,250	+2,160	+7,300
Subtotal, Title IV	+707	+685	-59	-280	-190	-153	-223	-434	-628	-850	+862	-1,426
Title V—Credit	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0
Title VI—Rural Infrastructure and Economic Development^e												
Rural Energy for America Program ^e	-10	-30	-45	-50	-50	-50	-50	-50	-50	-50	-185	-435
Biorefinery Assistance ^e	-35	-31	-16	+0	+0	+0	+0	+0	+0	+0	-82	-82
Subtotal, Title VI^e	-45	-61	-61	-50	-50	-50	-50	-50	-50	-50	-267	-517
Title VII—Research and Extension												
Beginning Farmer and Rancher Development ^c	+3	+10	+15	+19	+20	+17	+10	+5	+1	+0	+67	+100
Organic Agricultural Research and Extension ^c	+5	+15	+23	+29	+30	+26	+15	+8	+2	+0	+101	+150

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Subtotal, Title VII	+8	+25	+38	+48	+50	+43	+25	+13	+3	+0	+168	+250
Title VIII—Forestry	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0
Title IX—Horticulture												
National Organic Program Technology Update ^c	+1	+1	+1	+1	+1	+0	+0	+0	+0	+0	+5	+5
Organic Production and Market Data Initiative ^c	+1	+1	+1	+1	+1	+0	+0	+0	+0	+0	+5	+5
Subtotal, Title IX	+2	+2	+2	+2	+2	+0	+0	+0	+0	+0	+10	+10
Title X—Crop Insurance												
Education and Risk Management Assistance	-1	-11	-17	-13	-14	-14	-15	-15	-15	-15	-52	-125
Increase Catastrophic Administration Fee	-1	-7	-8	-8	-8	-8	-8	-8	-8	-8	-32	-72
Research and Development Priorities	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-23	-45
Program Administration	+0	-2	-2	-2	-2	-2	-2	-2	-2	-2	-8	-18
Whole Farm Application to Beginning Farmers	+0	+1	+1	+1	+1	+1	+1	+1	+1	+1	+4	+9
Treatment of Forage and Grazing	+1	+9	+10	+10	+10	+10	+10	+10	+10	+10	+40	+90
Subtotal, Title X	-6	-14	-16	-17	-17	-18	-18	-18	-18	-18	-70	-161
Title XI—Miscellaneous												
Noninsured Crop Disaster Assistance	-4	-4	-4	-4	-4	-4	-4	-4	-4	-4	-19	-37
Outreach to Socially Disadvantaged Producers ^c	+5	+8	+10	+10	+10	+5	+2	+0	+0	+0	+43	+50
Textile Trust Fund ^c	+1	+26	+25	+25	+25	+0	+0	+0	+0	+0	+103	+103
Animal Disease Preparedness and Response	+150	+125	+50	+50	+50	+25	+0	+0	+0	+0	+425	+450
Subtotal, Title XI	+152	+156	+82	+82	+82	+26	-2	-4	-4	-4	+553	+566
Total Changes in Direct Spending	+1,055	+1,096	+406	-68	-142	-381	-390	-803	-977	-1,112	+2,344	-1,320
Increases in Revenue: Title IV—Nutrition	+0	+0	+0	+55	+60	+60	+65	+70	+75	+80	+115	+465
Net Effect on the Deficit	+1,055	+1,095	+405	-124	-203	-441	-455	-874	-1,052	-1,192	+2,229	-1,785

Source: CRS, sorted within titles using the CBO cost estimates for H.R. 2 as passed by the House, <https://www.cbo.gov/publication/54284>, July 24, 2018.

Notes: * denotes score between -\$500,000 and +\$500,000. + denotes additional spending or, in the case of revenue, additional revenue. – denotes reduced spending.

- a. Details by commodity within these programs is available in Table 3 of the original CBO score of the House bill at <https://www.cbo.gov/publication/53760> (April 13, 2018). The total across commodities matches the score of these provisions (ARC, PLC, and marketing loan gains) in both the original CBO estimate and the July 24 score used in this table.
- b. Details about CBO's score of the payment limits provision are explained in "Payment Limitations in H.R. 2, the Agriculture and Nutrition Act of 2018," <https://www.cbo.gov/publication/54450>, September 6, 2018.
- c. Denotes a "program without baseline" after FY2018 from the 2014 farm bill that received new funding in FY2019-FY2023 but not permanent baseline.
- d. Denotes a "program without baseline" after FY2018 from the 2014 farm bill that received new funding in FY2019-FY2028 and permanent baseline.
- e. The House bill combined rural development and energy provisions (e.g., Titles VI and IX in the 2014 farm bill, respectively) into a single title, Title VI—Rural Infrastructure and Economic Development. Elsewhere in this report, such as in **Table I** and the figures, the two House provisions that scored in Title VI are assigned to an Energy title for comparison to the Senate bill and the CBO baseline.

Table A-2. CBO Score of the Senate-Passed Amendment to H.R. 2, by Section

(projected change in outlays relative to April 2018 baseline, millions of dollars)

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Title I—Commodities												
Economic Adjustment Users Upland Cotton	+0	+0	+0	-46	-46	-47	-47	-47	-47	-47	-92	-328
AGI Limitation of \$700,000	-2	-3	-38	-33	-31	-31	-31	-32	-31	-31	-107	-263
Actively Engaged in Farming Requirement	+0	-2	-31	-27	-25	-25	-25	-26	-25	-25	-85	-211
Dairy Product Donation Program	-5	-5	-6	-6	-5	-5	-6	-5	-5	-5	-27	-53
Producer Election (ARC Default Choice)	+0	+0	-2	-1	-1	-1	-1	-1	-1	-1	-4	-9
Catastrophic Coverage \$5.00 with 40% Cap	+6	-3	+3	+3	+3	+5	-3	-5	-1	-12	+13	-3
Supplemental Agriculture Disaster Assistance	+1	+1	+1	+1	+1	+1	+1	+1	+1	+1	+6	+11
Loss of Peach, Blueberry Crops Due to Cold	+18	+0	+0	+0	+0	+0	+0	+0	+0	+0	+18	+18
Additional Assistance for Volcanic Activity	+27	+3	+0	+0	+0	+0	+0	+0	+0	+0	+30	+30
Milk Donation Program	+8	+5	+5	+5	+5	+5	+5	+5	+5	+5	+28	+53
Repayment Dairy Risk Coverage Premiums	+78	+0	+0	+0	+0	+0	+0	+0	+0	+0	+78	+78
Dairy Risk Coverage	+24	+14	+9	+6	+6	+7	+0	-1	+16	+16	+59	+97
Agriculture Risk Coverage (ARC)	+0	+0	+23	+17	+20	+21	+21	+23	+22	+23	+61	+172
Subtotal, Title I	+155	+10	-35	-81	-73	-70	-85	-88	-66	-76	-23	-408
Title II—Conservation												
Environmental Quality Incentives Program	-61	-120	-138	-149	-158	-171	-187	-176	-163	-158	-626	-1,481
Conservation Stewardship Program	-3	-25	-46	-67	-88	-112	-133	-155	-175	-196	-229	-1,000
Conservation Reserve Program	-11	+42	+47	+49	+15	+11	-22	-30	-50	-51	+142	+0
Regional Conservation Partnership Program	+41	+71	+79	+87	+96	+100	+100	+100	+100	+100	+374	+874
Agricultural Conservation Easement Program	+56	+115	+134	+149	+175	+188	+194	+197	+199	+200	+629	+1,607

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Subtotal, Title II	+22	+83	+76	+69	+40	+16	-48	-64	-89	-105	+290	+0
Title III—Trade												
Trade Promotion, Development, Assistance ^a	+52	+52	+52	+52	+52	+52	+52	+52	+52	+52	+258	+515
Subtotal, Title III	+52	+52	+52	+52	+52	+52	+52	+52	+52	+52	+258	+515
Title IV—Nutrition												
Interstate Data Matching/Multiple Issuance	+0	-8	-25	-45	-60	-80	-90	-90	-95	-95	-138	-588
Quality Control	-42	-42	-42	-42	-42	-42	-42	-42	-42	-42	-210	-420
Assistance for Community Food Projects	-4	-4	-4	-4	-4	-4	-4	-4	-4	-4	-20	-40
Interactions	*	*	*	*	*	*	*	*	*	*	*	*
Income Verification	*	+2	+4	+3	+1	+0	+0	+0	+0	+0	+10	+10
Harvesting Health Pilot Projects	+4	+4	+4	+4	+4	+0	+0	+0	+0	+0	+20	+20
Improvements to EBT System	+0	+2	+5	+9	+8	+4	+0	+0	+0	+0	+24	+28
Food Distribution on Indian Reservations	+3	+3	+3	+4	+4	+4	+4	+4	+4	+4	+17	+37
Definition of Certification Period	*	*	+5	+20	+30	+30	+30	+30	+30	+30	+55	+205
Emergency Food Assistance Programs	+12	+24	+23	+23	+23	+19	+20	+20	+21	+21	+105	+206
Work Requirements for SNAP	+5	+40	+55	+55	+55	+5	+5	+5	+5	+5	+210	+235
Food Insecurity Nutrition Incentive ^a	+8	+18	+30	+45	+50	+50	+50	+50	+50	+50	+151	+401
Subtotal, Title IV	-14	+39	+58	+72	+69	-14	-27	-27	-31	-31	+224	+94
Title V—Credit	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0	+0
Title VI—Rural Development												
Cushion of Credit: No New, Reduce Rate	-140	-140	-150	-190	-220	-260	-280	-300	-320	-350	-840	-2,350
Rural Electric Development Loan and Grants	+0	+0	+0	+4	+4	+2	+0	+0	+0	+0	+8	+10
Subtotal, Title VI	-140	-140	-150	-186	-216	-258	-280	-300	-320	-350	-832	-2,340

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Title VII—Research and Extension												
Biomass Research and Development	+0	+1	+2	+3	+3	+3	+2	+1	+0	+0	+8	+15
Emerging Agricultural Production Research	+2	+3	+4	+4	+4	+2	+1	+0	+0	+0	+17	+20
Foundation Food and Agricultural Research ^b	+200	0	0	0	0	0	0	0	0	0	+200	+200
Organic Agricultural Research and Extension ^a	+24	+36	+43	+48	+50	+50	+50	+50	+50	+50	+200	+450
Subtotal, Title VII	+226	+40	+48	+54	+57	+55	+53	+51	+50	+50	+426	+685
Title VIII—Forestry												
Title IX—Energy												
Carbon Utilization Education Program	+2	+2	+2	+2	+2	0	0	0	0	0	+10	+10
Bio-based Market Program ^b	+3	+3	+3	+3	+3	+0	+0	+0	+0	+0	+15	+15
Bioenergy Program for Advanced Biofuels ^b	+3	+9	+13	+14	+15	+12	+6	+2	+1	+0	+54	+75
Biomass Crop Assistance Program ^b	+9	+16	+20	+22	+25	+16	+8	+5	+4	+0	+92	+125
Bio-refinery Assistance ^b	+0	+20	+40	+45	+35	+10	+0	+0	+0	+0	+140	+150
Subtotal, Title IX	+17	+50	+78	+86	+80	+38	+14	+7	+5	+0	+311	+375
Title X—Horticulture												
Organic Production and Market Data ^b	+1	+1	+1	+1	+1	+0	+0	+0	+0	+0	+5	+5
Organic Certification/Trade Tracking/Data	+1	+1	+1	+1	+1	+0	+0	+0	+0	+0	+5	+5
National Organic Certification Cost Share ^b	+9	+12	+12	+12	+12	+3	0	0	0	0	+55	+58
Local Agriculture Market Program ^a	+33	+45	+60	+60	+60	+60	+60	+60	+60	+60	+258	+558
Subtotal, Title X	+44	+59	+74	+74	+74	+63	+60	+60	+60	+60	+323	+626
Title XI—Crop Insurance												
Enterprise Units Across County Lines	+0	-3	-3	-3	-3	-3	-3	-3	-3	-3	-12	-27
Crop Production on Native Sod	+0	-1	-1	-1	-1	-1	-1	-1	-1	-1	-3	-7

	Fiscal year										5 years	10 years
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2019-23	2019-28
Funding for Information Technology	+0	+1	+1	+0	+0	+0	+0	+0	+0	+0	+2	+2
Submission of Policies and Materials to Board	+0	+0	+1	+1	+1	+1	+1	+1	+1	+1	+3	+8
Whole Farm Revenue Agent Incentives	+0	+1	+1	+1	+1	+1	+1	+1	+1	+2	+3	+10
Pasture, Range, Forage Policy Indian Tribes	+0	+1	+1	+1	+1	+1	+1	+1	+1	+1	+5	+12
Subtotal, Title XI	+0	+0	+0	-1	-1	+0	+0	+0	+0	+0	-1	-2
Title XII—Miscellaneous												
Extension of Merchandise Processing Fee	+0	+0	+0	+0	+0	+0	+0	+0	-371	+0	+0	-371
Direct Operation Microloans	+1	+1	+1	+1	+1	+0	+0	+0	+0	+0	+5	+5
Cattle Tick Inspection Emergency Livestock	+1	+1	+1	+1	+1	+1	+1	+1	+1	+1	+4	+7
Administrative Units	+0	+0	+1	+1	+1	+1	+1	+1	+1	+1	+3	+7
Wool Research and Promotion	+0	+2	+2	+2	+2	+0	+0	+0	+0	+0	+9	+10
National Oilheat Research Alliance	+5	+7	+7	+7	+7	+7	+7	+7	+7	+7	+33	+68
Pima Agriculture Cotton Trust Fund ^b	+16	+16	+16	+16	+16	+0	+0	+0	+0	+0	+80	+80
Wool Apparel Manufacturing Trust Fund ^b	+0	+30	+30	+30	+30	+0	+0	+0	+0	+0	+120	+121
Emergency Citrus Trust Fund	+25	+25	+25	+25	+25	+0	+0	+0	+0	+0	+125	+125
Farming Opportunities Training and Outreach ^a	+26	+40	+50	+50	+50	+50	+50	+50	+50	+50	+216	+466
Subtotal, Title XII	+73	+122	+133	+133	+133	+59	+59	+59	-312	+59	+594	+517
Total Changes in Direct Spending	+436	+314	+334	+273	+215	-61	-203	-250	-651	-341	+1,573	+68
Increases in Revenue: Title XII—Oilheat	+5	+7	+7	+7	+7	+7	+7	+7	+7	+7	+33	+68
Net Effect on the Deficit	+431	+307	+327	+266	+208	-68	-210	-257	-658	-348	+1,540	+0

Source: CRS, sorted within titles using the CBO cost estimates for the Senate-passed amendment to H.R. 2, <https://www.cbo.gov/publication/54284>, July 24, 2018.

Notes: * denotes score between -\$500,000 and +\$500,000. + denotes additional spending or, in the case of revenue, additional revenue. - denotes reduced spending.

a. Denotes a “program without baseline” after FY2018 from the 2014 farm bill that received new funding in FY2019-2028 and permanent baseline.

b. Denotes a “program without baseline” after FY2018 from the 2014 farm bill that received new funding in FY2019-2023 but not permanent baseline.

Appendix B. Discretionary Authorizations

In addition to providing mandatory spending, various sections of the farm bill authorize appropriations that may be provided in future discretionary appropriations acts. Such “authorizations for appropriation” are not actual funding but are essentially an indication from the authorizing committees to the appropriations committees about funding intentions. They are subject to budget enforcement via future appropriations bills.

Although the score of the farm bill is primarily about mandatory spending, some CBO scoring documents include an estimate of the discretionary spending that would be needed to implement provisions that have authorizations of appropriations.

The CBO score of the conference agreement did not address discretionary authorizations. However, earlier CBO scores of the House- and Senate-passed bills did summarize the authorizations for appropriation. Overall, the similarity between the scores of these bills may be an indicator of the authorization levels in the enacted farm bill.

For the House-passed version of the farm bill, CBO estimated that implementing the provisions of H.R. 2 that specified authorizations of appropriations would cost \$24.5 billion over the five-year period FY2019-FY2023, assuming appropriation of the specified amounts. For the Senate-passed version, the amount was slightly smaller at \$23.7 billion.²⁸ These projections were for the whole bill and not by title. However, the earlier committee-reported scores did estimate the authorizations by title, as shown in **Table B-1**.²⁹ Because the totals of the chamber-passed versions remain nearly the same as the committee-reported totals, the earlier title-level estimates may be indicative of the conference agreement.

Three titles account for about 85% of the discretionary authorizations for appropriation in the House and Senate committee-reported farm bill scores: Trade, Research, and Rural Development (**Table B-1**).

Actual funding in annual Agriculture appropriations acts does not necessarily correlate to the authorization for appropriation in the farm bill. The annual authorization for appropriation provided in the 2018 farm bill is between \$2 billion and \$6 billion (**Table B-1**), which for this comparison is broadly similar to nearly \$7 billion in authorizations for appropriation that were in the 2014 farm bill.³⁰ However, actual discretionary funding in recent Agricultural appropriations acts total in excess of \$20 billion.³¹

The difference is because not all of the actual appropriations have their authorization in each farm bill. For example, the Agriculture appropriations act includes funding for salaries and expenses of USDA agencies that may be permanently authorized or is not necessarily reauthorized in the farm bill. Also, jurisdiction for appropriations acts may include agencies or programs that are not in the jurisdiction of the farm bill authorizing committees (such as the roughly \$6 billion appropriation for the Special Supplemental Nutrition Assistance Program for Women, Infants, and Children that is not in House Agriculture Committee jurisdiction).

²⁸ CBO, “Cost Estimates for H.R. 2 as Passed by the House of Representatives and as Passed by the Senate,” July 24, 2018.

²⁹ CBO, “H.R. 2, Agriculture and Nutrition Act of 2018, as Reported by the House Agriculture Committee,” May 2, 2018; and CBO, “S. 3042, Agriculture Improvement Act of 2018, as Reported by the Senate Agriculture Committee,” June 21, 2018.

³⁰ CBO, “S. 954, Agriculture Reform and Risk Management Act of 2013,” May 17, 2013; and CBO, “H.R. 1947, Agriculture Reform and Risk Management Act of 2013, June 5, 2013.

³¹ For example, see CRS Report R45230, *Agriculture and Related Agencies: FY2019 Appropriations*.

Table B-1. Farm Bill Authorizations That Are Subject to Appropriation

(dollars in millions)

	Fiscal year					5 years
	2019	2020	2021	2022	2023	FY2019-23
House-passed H.R. 2						
Commodities	na	na	na	na	na	na
Conservation	106	144	157	165	165	737
Trade	874	2,130	2,417	2,533	2,578	10,532
Nutrition	74	79	80	80	80	393
Credit	248	257	257	257	257	1,274
Rural Infrastructure and Economic Development	179	490	826	1,159	1,292	3,945
Research	756	1,183	1,479	1,479	1,479	6,374
Forestry	56	81	94	102	105	437
Horticulture	51	62	65	67	69	313
Crop Insurance	na	na	na	na	na	na
Miscellaneous	34	54	60	60	60	268
Subtotal (committee-reported score)	2,378	4,479	5,433	5,900	6,084	24,273
Changes added after floor passage	37	40	41	41	41	200
Total (House-passed score)	2,415	4,519	5,474	5,941	6,125	24,473
Senate-passed amendment to H.R. 2						
Commodities	na	na	na	na	na	na
Conservation	178	259	293	315	315	1,359
Trade	878	2,139	2,427	2,544	2,589	10,577
Nutrition	7	14	11	10	5	47
Credit	172	173	173	173	173	862
Rural Development	132	333	520	690	764	2,440
Research	864	1,278	1,566	1,559	1,559	6,826
Forestry	-24	-14	9	23	31	26
Energy	31	78	126	159	176	570
Horticulture	37	51	54	56	58	255
Crop Insurance	na	na	na	na	na	na
Miscellaneous	95	149	157	157	157	713
Subtotal (committee-reported score)	2,370	4,461	5,334	5,685	5,825	23,675
Changes added after floor passage	1	4	4	1	0	10
Total (Senate-passed score)	2,371	4,465	5,338	5,686	5,825	23,685

Source: CRS, compiled from (1) title-level amounts in CBO, “H.R. 2, as Reported by the House Agriculture Committee,” May 2, 2018; and CBO, S. 3042 as Reported by the Senate Agriculture Committee,” June 21, 2018; and (2) the updated total in CBO, “Cost Estimates for H.R. 2 as Passed by the House and as Passed by the Senate,” July 24, 2018.

Note: “na” indicates that CBO did not estimate the cost of implementing provisions that do not have a specific authorization amount.

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