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Environmental and  
Energy Study Institute

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# The Process and Path Forward for Passing a Bipartisan Farm Bill

Wednesday, April 26, 2023

# About EESI



## **Non-partisan Educational Resources for Policymakers**

A bipartisan Congressional caucus founded EESI in 1984 to provide non-partisan information on environmental, energy, and climate policies

## **Direct Assistance for Equitable and Inclusive Financing Program**

In addition to a full portfolio of federal policy work, EESI provides direct assistance to utilities to develop “on-bill financing” programs

## **Commitment to Diversity, Equity, Inclusion, and Justice**

We recognize that systemic barriers impede fair environmental, energy, and climate policies and limit the full participation of Black, Indigenous, people of color, and legacy and frontline communities in decision-making

## **Sustainable Solutions**

*Our mission is to advance science-based solutions for climate change, energy, and environmental challenges in order to achieve our vision of a sustainable, resilient, and equitable world.*

# Polycymaker Education

## Briefings and Webcasts



Live, in-person and online public briefings, archived webcasts, and written summaries

## Climate Change Solutions



Bi-weekly newsletter with everything policymakers and concerned citizens need to know, including a legislation and hearings tracker

## Fact Sheets and Issue Briefs



Timely, objective coverage of environmental, clean energy, and climate change topics

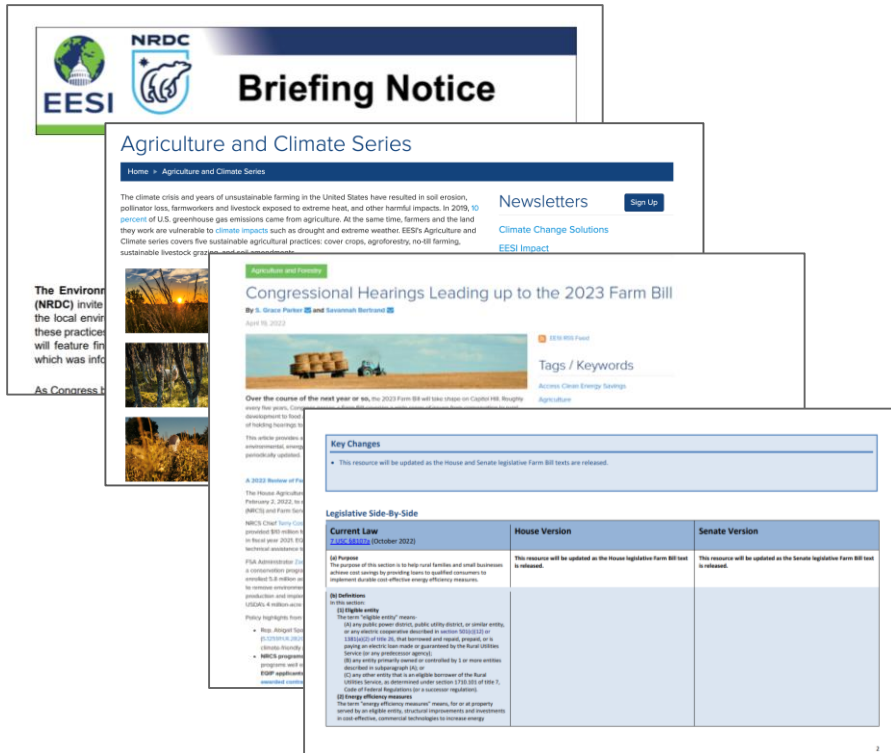
## Social Media (@EESIOnline)



Active engagement on Twitter, Facebook, LinkedIn, and YouTube



# EESI Farm Bill Resources



**Briefing Notice**  
Agriculture and Climate Series

The climate crisis and years of unsustainable farming in the United States have resulted in soil erosion, pollinator loss, farmworkers and livestock exposed to extreme heat, and other harmful impacts. In 2019, 20 percent of U.S. greenhouse gas emissions came from agriculture. At the same time, farmers and the land they work are vulnerable to climate impacts such as drought and extreme weather. EESI's Agriculture and Climate series covers five sustainable agricultural practices: cover crops, agroforestry, no-till farming, sustainable livestock grazing, and soil conservation.

**Congressional Hearings Leading up to the 2023 Farm Bill**  
By [S. Grace Parker](#) and [Savannah Burkhead](#)  
April 16, 2022

Over the course of the next year or so, the 2023 Farm Bill will take shape on Capitol Hill. Roughly every few years, Congress convenes to develop legislation to address the needs of the nation's farmers and ranchers. This article provides an environmental angle periodically updated.

**Key Changes**

- This resource will be updated as the House and Senate legislative Farm Bill texts are released.

Legislative Side-By-Side		
Current Law <i>Public Law 117-163 (October 2022)</i>	House Version	Senate Version
<p><b>§6 Purpose</b> The purpose of this section is to help local families and small businesses achieve cost savings by granting loans to qualified consumers for equipment durable and effective energy efficiency measures.</p> <p><b>§6 Definitions</b> In this section: (A) <b>"eligible entity"</b> means— (i) any publicly owned electric utility district, or similar entity, or any electric cooperative described in section 100(a)(2) or (3)(B)(i) of this title that is licensed and regulated, or is being or about to be made or governed by the Rural Utilities Service (or any predecessor agency); (ii) any entity primarily owned or controlled by 1 or more entities described in subsection (A); or (iii) any other entity that is a eligible borrower of the Rural Utilities Service, as determined under section 1716(B) of title 7, United States Code (or any predecessor legislation); (B) <b>"energy efficiency measure"</b> means— (i) the term "energy efficiency measure" means, for an entity owned by an eligible entity, structural improvements and investments in cost-effective, commercial technologies to increase energy</p>	<p>This resource will be updated as the House legislative Farm Bill text is released.</p>	<p>This resource will be updated as the Senate legislative Farm Bill text is released.</p>

- Congressional briefings
- Articles and podcasts
- **Climate Change Solutions** newsletter special editions
- Farm Bill hearing tracker
- Legislative side-by-side-by-sides

All resources available at: [www.eesi.org/2023-farm-bill](http://www.eesi.org/2023-farm-bill)

# Briefing Series: Farm Bill in Focus



**EESI**  
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**Every Other Wednesday**

**The Process and Path Forward for Passing a Bipartisan Farm Bill | April 26, 2:00-3:30 PM**

**Climate, Energy, and Economic Win-Wins in the Farm Bill | May 10, 1:30-3:00 PM EDT**

**Unlocking Rural Economies: Farm Bill Investments in Rural America | May 24, 2:00-3:30 PM EDT**

**The Future of Forestry in the Farm Bill | June 07, 2:00-3:30 PM EDT**

**Conservation Practices from Farms to Forests and Wetlands | June 21, 2:00-3:30 PM EDT**



# FARM BILL REAUTHORIZATION: BACKGROUND AND PROCESS

**Jim Monke**

Specialist in Agricultural Policy

April 2023

# What is the Farm Bill?



Monke family farm, Mt. Olive, IL, 1942 (Roy Monke)

- Farm bills have been enacted about every 5 years since 1933
- The farm bill is an act that changes many agricultural laws
- Breadth of the farm bill
  - Titles used to be commodities (e.g., corn, wheat, cotton, dairy, etc.)
  - Titles were incorporated for what used to be stand-alone laws (e.g., for Credit, Research, Rural Development)
  - Titles may be added for new issues (e.g., Energy and Horticulture)
- Jurisdiction of Agriculture Committees in Congress

# Breadth of the Farm Bill



Planting corn, Mt. Olive, IL, 1960 (Roy Monke)

## Titles in the 2018 Farm Bill (P.L. 115-334)

- I **Commodities** – Payments for major crops
- II **Conservation** – Farmland stewardship
- III **Trade** – Export promotion, international food aid
- IV **Nutrition** – Food assistance
- V **Credit** – Direct and guaranteed farm loans
- VI **Rural Development** – Rural businesses and utilities
- VII **Research, Extension, & Related Matters** – Academic knowledge
- VIII **Forestry** – Manage nonfederal and federal forests
- IX **Energy** – Renewable energy systems
- X **Horticulture** – Specialty crops, organic, local foods
- XI **Crop Insurance** – Subsidized risk management
- XII **Miscellaneous** – Including livestock and poultry

*Source:* CRS In Focus 12047, *Farm Bill Primer: What is the Farm Bill?*



# Why the Farm Bill Now?



Milking dairy cows, Mt. Olive, IL, 1942 (Roy Monke)

- The 2018 farm bill begins expiring on September 30, 2023
  - Some programs can continue under appropriations
  - Some programs would cease or not have new funding
  - An extension may work for some programs but not all
- Farm commodity programs expire with 2023 “crop year”
  - First consequence: Dairy, on January 1, 2024
  - Farm bill’s suspension of “permanent law” expires
  - Revert to outdated laws still in statute from 1940s
  - Would set subsidies on 1910-1914 “parity prices,” re-impose supply controls
  - Would be expensive to government and to consumers

# Farm Bill Process

- Farm bills, like any legislation, generate disagreement
- Historically bipartisan, less about party, more often regional or commodity-based constituencies
- Breadth builds coalitions, including urban, rural, industry, social, nature, research, rural development, health, etc.



# Farm Bill Process: How a Bill Becomes a Law



Wheat harvest, Mt. Olive, IL, 1982 (Jim Monke)

- House and Senate develop farm bill versions separately
- “Four Corners” -- House and Senate Agriculture Committee Chairs and Ranking Members
  - Listening sessions and public input
  - Subcommittee and committee hearings with witnesses
  - Committee markup, vote to report a committee bill
  - Floor consideration, amendments, vote on a chamber bill
  - Conference committee appointed to reconcile differences between House and Senate bills; USDA may provide technical assistance
    - House and Senate vote on the conference agreement
- President signs bill, bill becomes law
- USDA implements the new, updated law

# Farm Bill Process: Legislative Timelines Vary

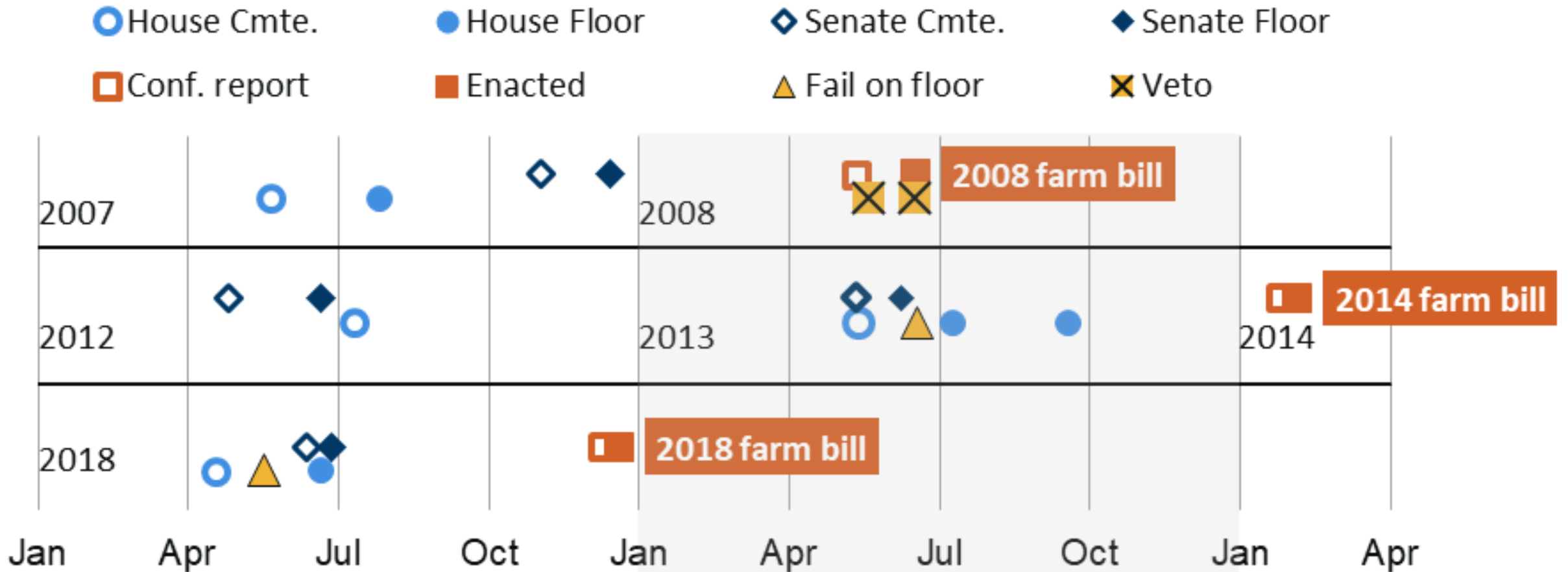


Jim, 16, Mt. Olive, IL, 1982 (Don Monke)

- |                       |  |
|-----------------------|--|
| <b>Before 1996</b>    | Enacted in the year the bills were introduced.   |
| <b>2008 farm bill</b> | Took 13 months. Short-term extensions. Overcame two vetoes.  |
| <b>2014 farm bill</b> | Took 21 months. Stalled in 2012. One-year extension for 2013. Reintroduced in 2013. Initially failed to pass in the House. Nutrition title was temporarily split apart in a separate bill to pass in the House; recombined for conference committee. |
| <b>2018 farm bill</b> | Took 8 months. Initially failed to pass in the House. Enacted during the lame duck session.  |

Source: CRS Report R45210, *Farm Bills: Major Legislative Actions*

# Farm Bill Timelines: 2007-2018



Source: CRS Report R45210, *Farm Bills: Major Legislative Actions*

# Farm Bill Process: Budget Considerations



- Congressional organization for managing spending
  - Authorizing committees and Appropriations committees
  - Mandatory spending and Discretionary spending
- For farm bill programs with...
  - Discretionary spending:
    - Farm Bill provides an “Authorization for appropriation”
    - Budget enforcement is via annual budget resolution and subsequent appropriation
    - Funding, if any, comes in fiscal year appropriations bills
  - Mandatory spending
    - Farm bill provides both authorization for the program *and* funding
    - Budget enforcement is during the farm bill using Congressional Budget Office (CBO) “baseline” and “scores” of bills

# Farm Bill Process: Budget Enforcement for Mandatory Spending

- **Baseline** = Projection at a point in time of what future spending would be assuming current law continues
  - *Baseline* is the **benchmark** against which to measure the *score*
- **Score** = Expected **change** in a bill compared to the baseline
  - Positive scores increase spending
  - Negative scores decrease spending
- CBO provides 1-year, 5-year, and 10-year projections of baselines and scores
- **PayGo** requires that a bill does not add to the deficit. It is a budget constraint to keep the total score of a bill from exceeding the baseline.
- **CutGo** is more restrictive than PayGo. It doesn't allow revenue (tax) provisions to offset spending
- The annual budget resolution determines whether a farm bill is (1) held budget neutral, (2) can increase the spending, or (3) must decrease spending

# Farm Bill Process: An Example of Baseline and Scores

- Program 1 expires in 2023. Its baseline is the expected outlays assuming current law continues. The baseline is available to reauthorize the program for a new farm bill that would cover 2024-2028.

Baseline Example (\$ millions)	10-year budget window										5 years	10 years
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2024-2028	2024-2033
Program 1	100	100	101	102	103	104	105	106	107	108	506	1,036

- A bill proposes to reauthorize and change Program 1 to expand eligibility and reduce benefits.
- The bill also creates and funds a new program, but does not provide baseline beyond 2028.
- This example increases spending and would not meet PayGo

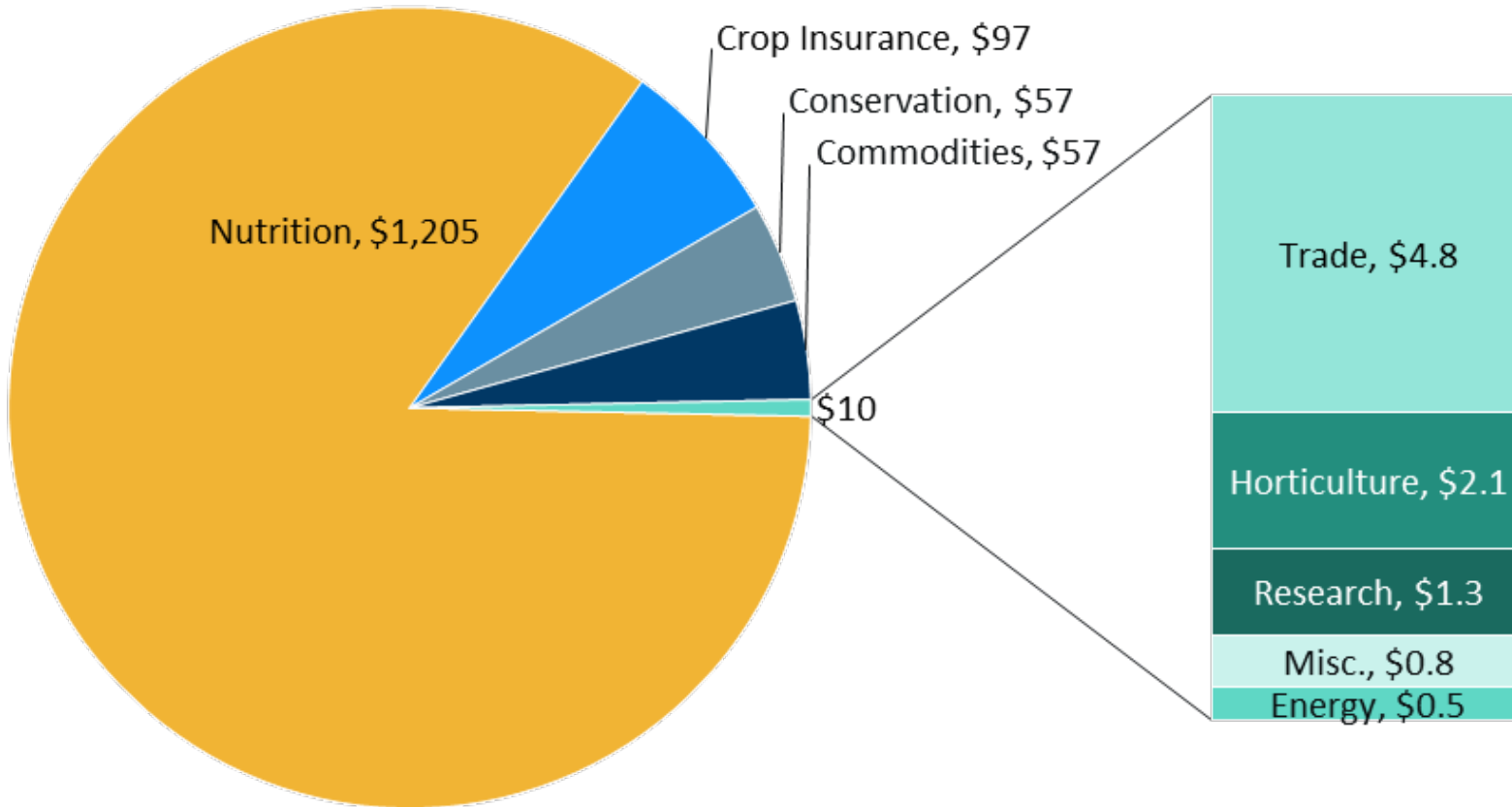
Score Example of H.R. XYZ (\$ millions)	10-year budget window										5 years	10 years
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2024-2028	2024-2033
1. Expand	+2	+2	+2	+2	+3	+3	+3	+3	+3	+3	+11	+26
2. Reduce	-4	-4	-4	-4	-4	-4	-4	-4	-4	-4	-20	-40
3. New	+5	+5	+5	+5	+5	0	+0	+0	+0	+0	+25	+25
Total											+16	+11

Source: CRS, based on experience from CRS Report R45425, *Budget Issues That Shaped the 2018 Farm Bill*



# Funding Availability for Farm Bill Titles (Baseline, \$ billions)

## \$1,426 billion for 10 years FY2024-FY2033



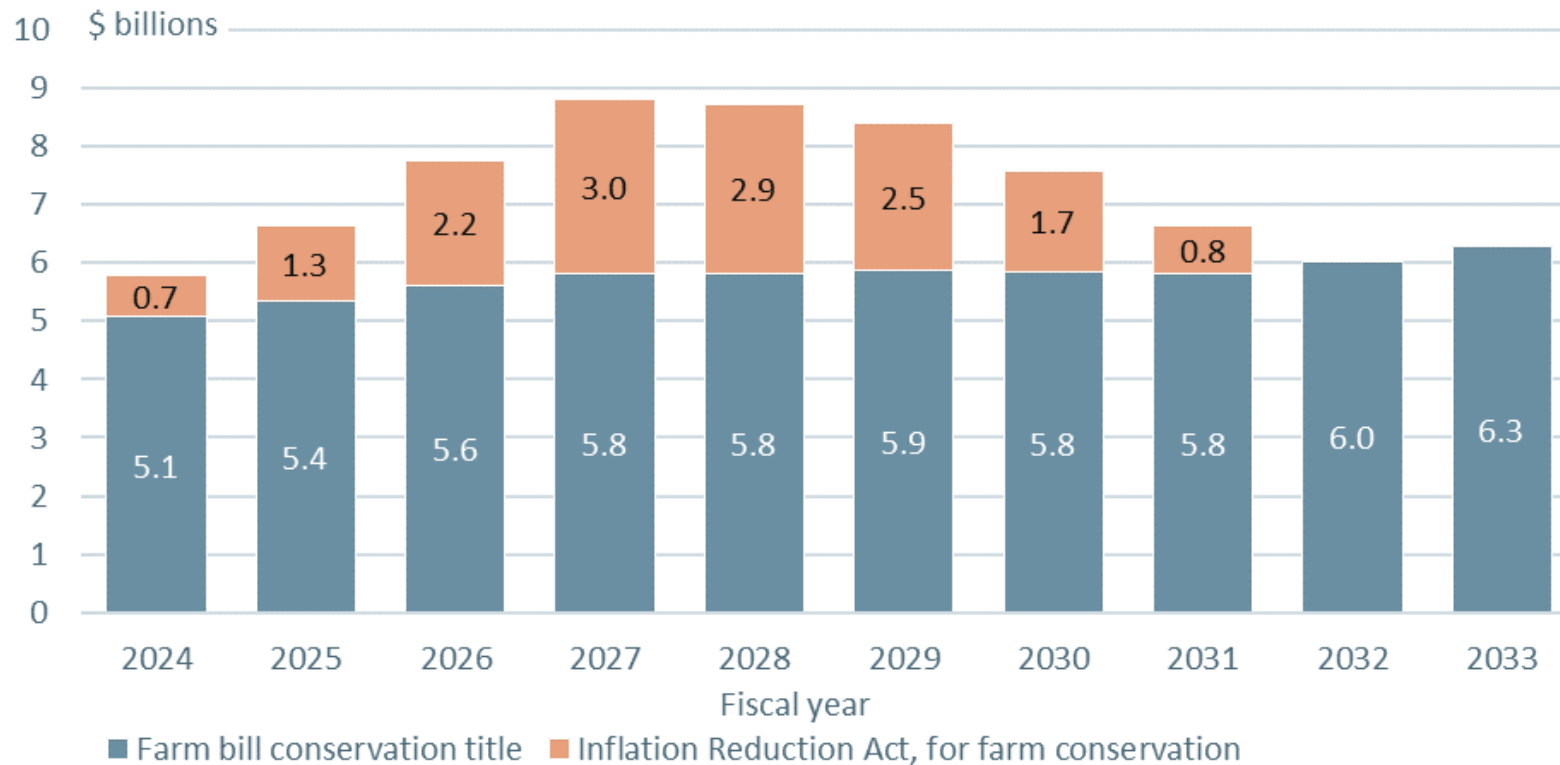
Includes farm bill programs only.  
Excludes supplemental spending and P.L. 117-169, often referred to as the Inflation Reduction Act (IRA).

Size of pie, and shares, may change on economic expectations outside of farm bill legislative action.

- Nutrition title is now about 85% (76% in 2018)
- Agriculture programs (blue-grey-navy-green) were:  
\$203 billion in 2018  
\$218 billion in 2021  
\$221 billion in 2023

Source: CRS In Focus IF12233, *Farm Bill Primer: Budget Dynamics*, based on the February 2023 CBO Baseline, and amounts indicated in law

# Conservation Title Baseline in the Farm Bill, and Funding in the IRA for Farm Bill Conservation Programs



**Source:** CRS In Focus IF12233, *Farm Bill Primer: Budget Dynamics*, based on the February 2023 CBO Baseline

**Notes:** Funding shown is projected outlays

The IRA added funding to four Conservation title programs.

- Not farm bill funding
- Not permanent
- Budget authority is added until FY2026
- Outlays are allowed until FY2031
- May be able to be used as an offset in the farm bill.

# Farm Bill History & Development

*EESI Congressional Staff Briefing (April 26, 2023)*

*Jonathan Coppess*

**I** ILLINOIS

Agricultural & Consumer Economics

COLLEGE OF AGRICULTURAL, CONSUMER  
& ENVIRONMENTAL SCIENCES



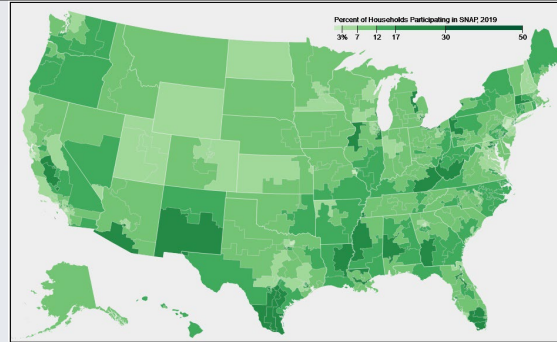
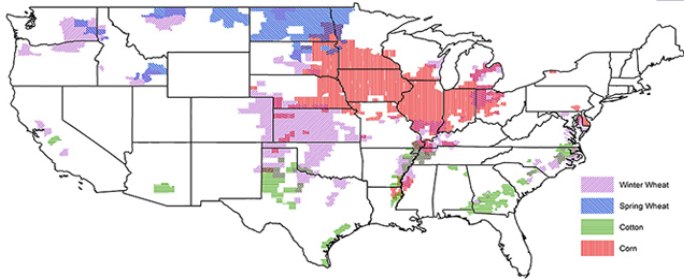
Gardner  
Agriculture  
Policy  
Program



# The Political Strength of a Farm Bill Is In Its Coalition

→ 2023 Marks 90 Years ←

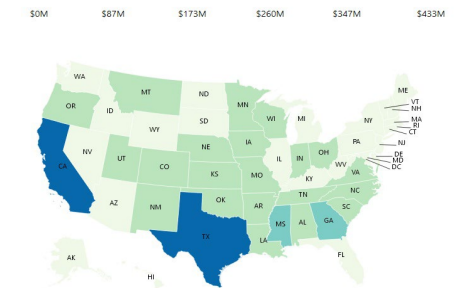
Figure 1: Traditional Farm Coalition



Source: FRAC analysis of 2019 American Community Survey (ACS) data.  
© 2020 Food Research & Action Center.

<https://frac.org/maps/snap-cd/snap-congress.html>

Total EQIP Benefits



<https://farmdocdaily.illinois.edu/2023/04/a-view-of-the-farm-bill-through-policy-design-part-1-eqip.html>

## Farm

Direct assistance to a subset of farmers built on traditional regional farm coalition (corn, cotton & wheat); includes crop insurance.

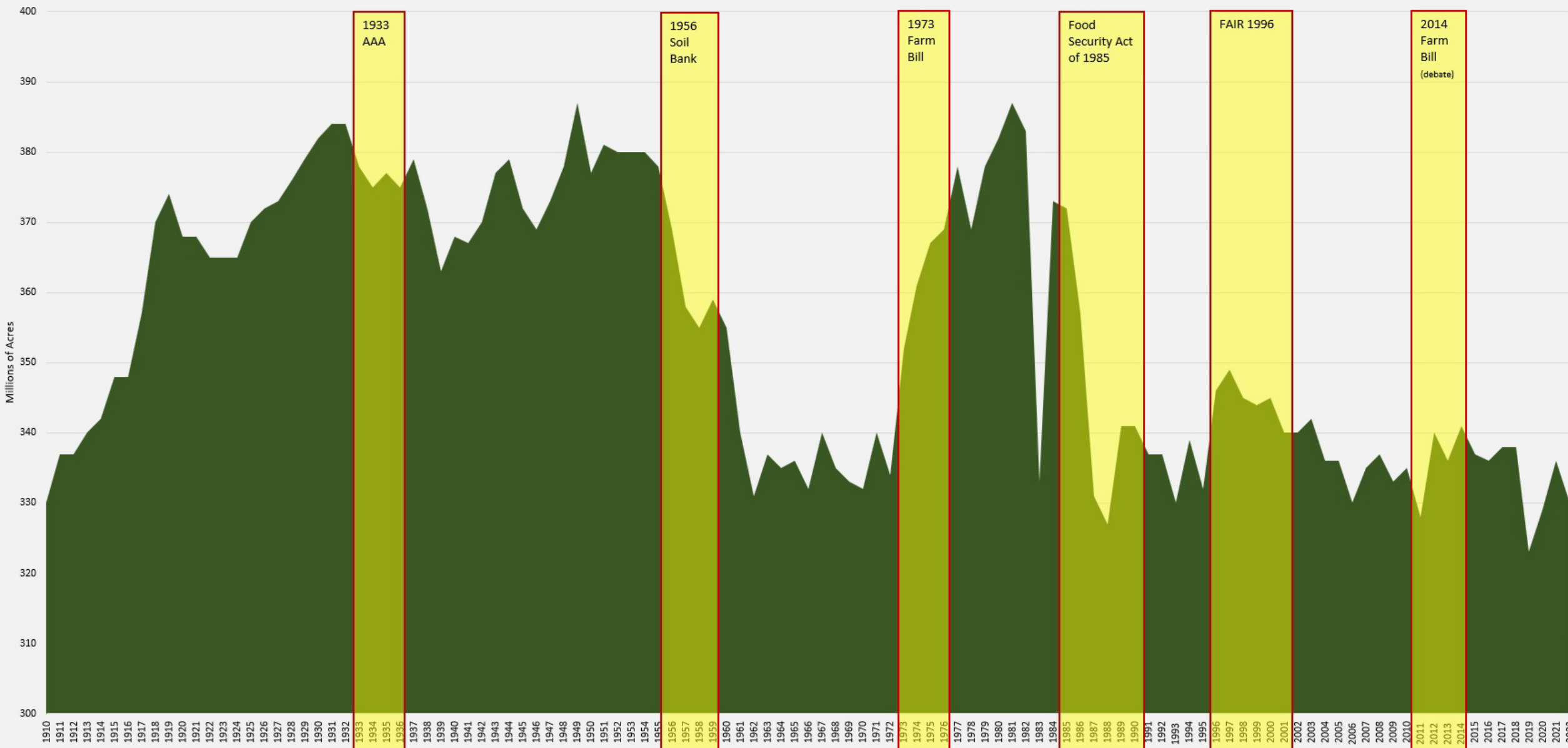
## Food

Direct assistance to low-income households for the purchase of food.

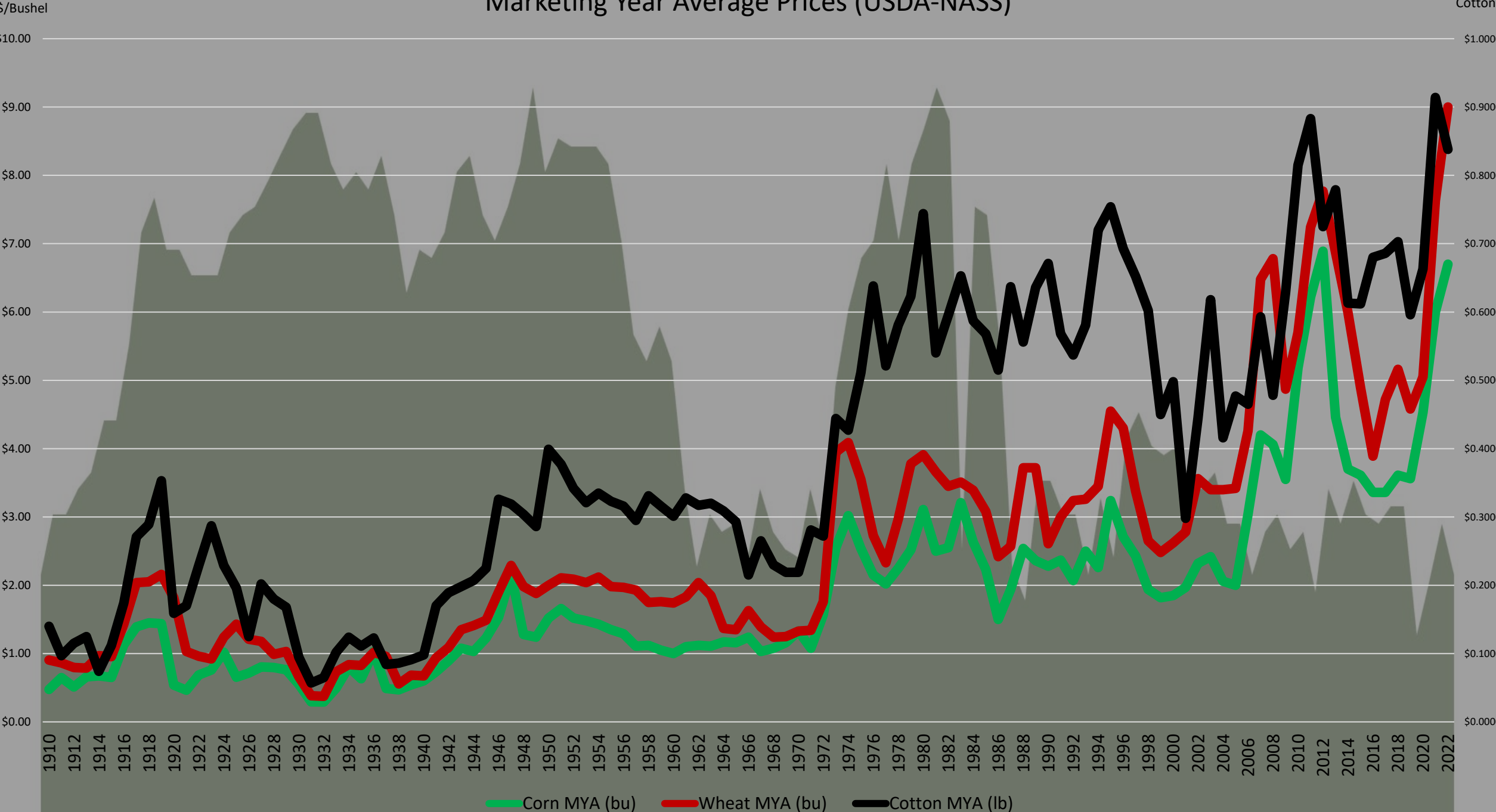
## Conservation

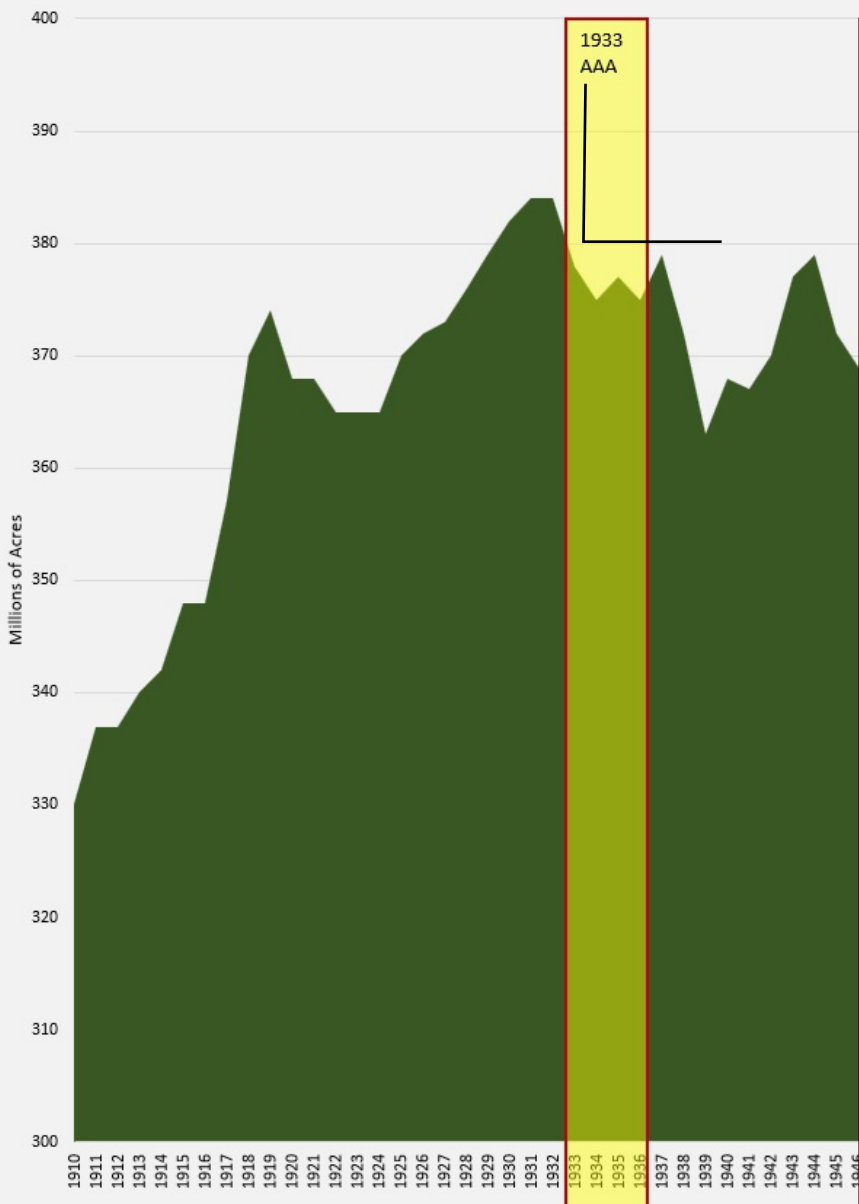
Direct assistance to farmers for adopting, maintaining and improving natural resource conservation practices or efforts.

History Snapshot: Total Cropland Used for Crops & Major Farm Bills



# Marketing Year Average Prices (USDA-NASS)





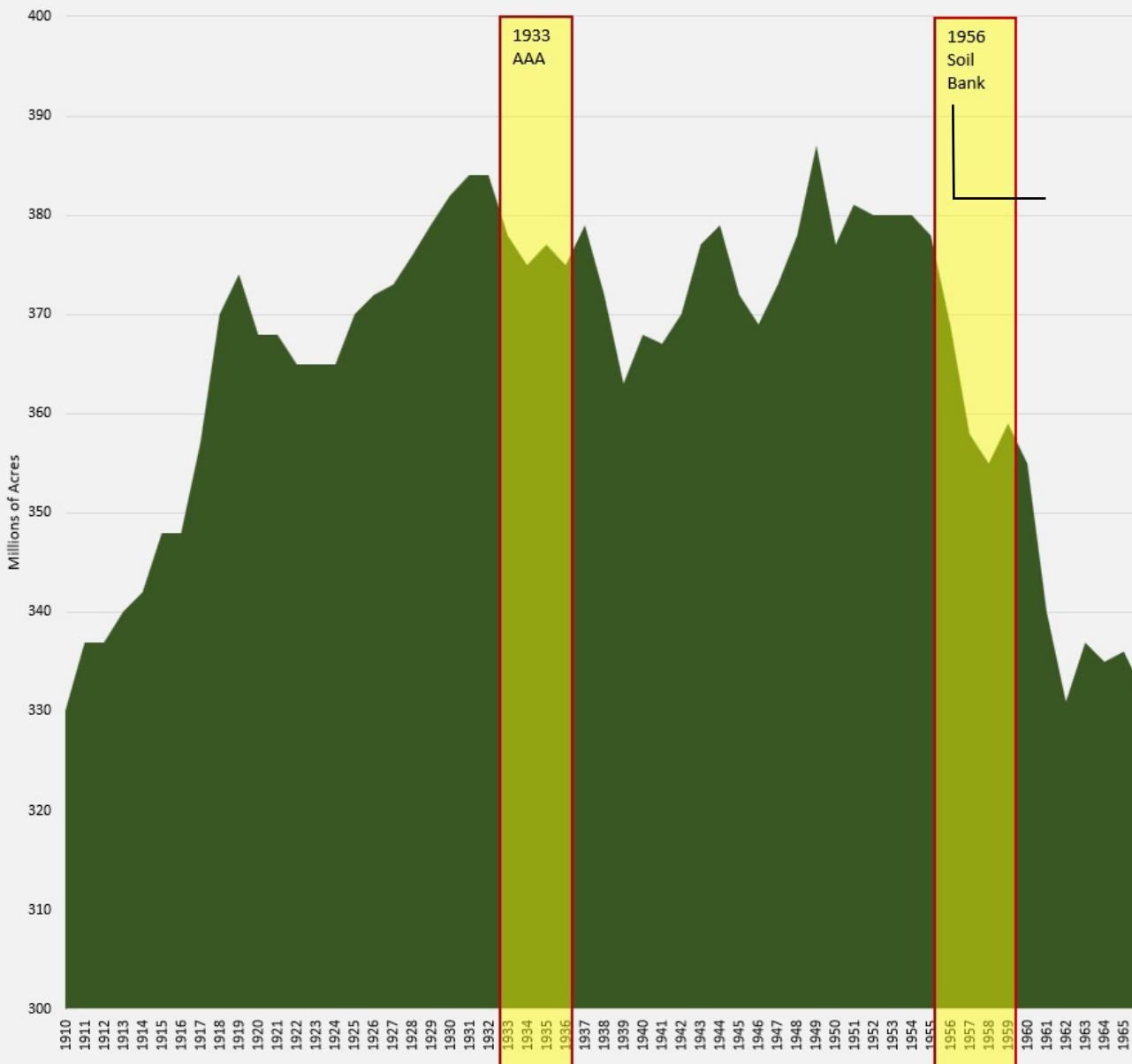
# New Deal.

Post WWI farm depression; traditional farm coalition had been unsuccessful in the 1920's

Great Depression (1929) & New Deal (1933): crisis and unrest; farm assistance succeeds as part of first New Deal.

Dust Bowl & Soil Conservation & Domestic Allotment Act of 1936.

History Snapshot: Total Cropland Used for Crops & Major Farm Bills



**Surplus**

- Post-war technological revolution & failing acreage controls

**Politics**

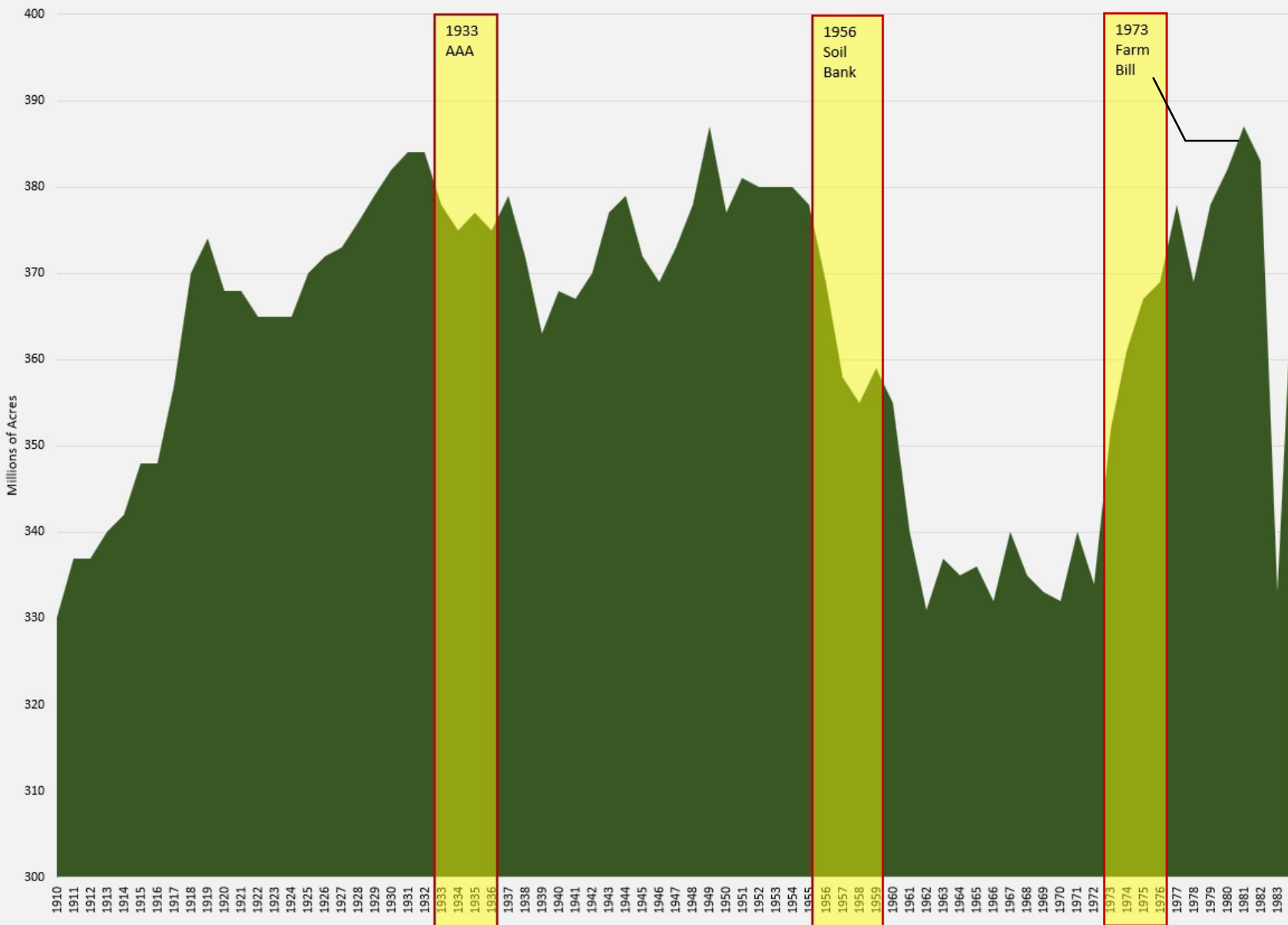
- Eisenhower & Midwest vs. Southern Congressional Democrats & cotton

**Soil Bank**

- Acreage controls thru conservation (incl. conservation reserve); opposition & termination.

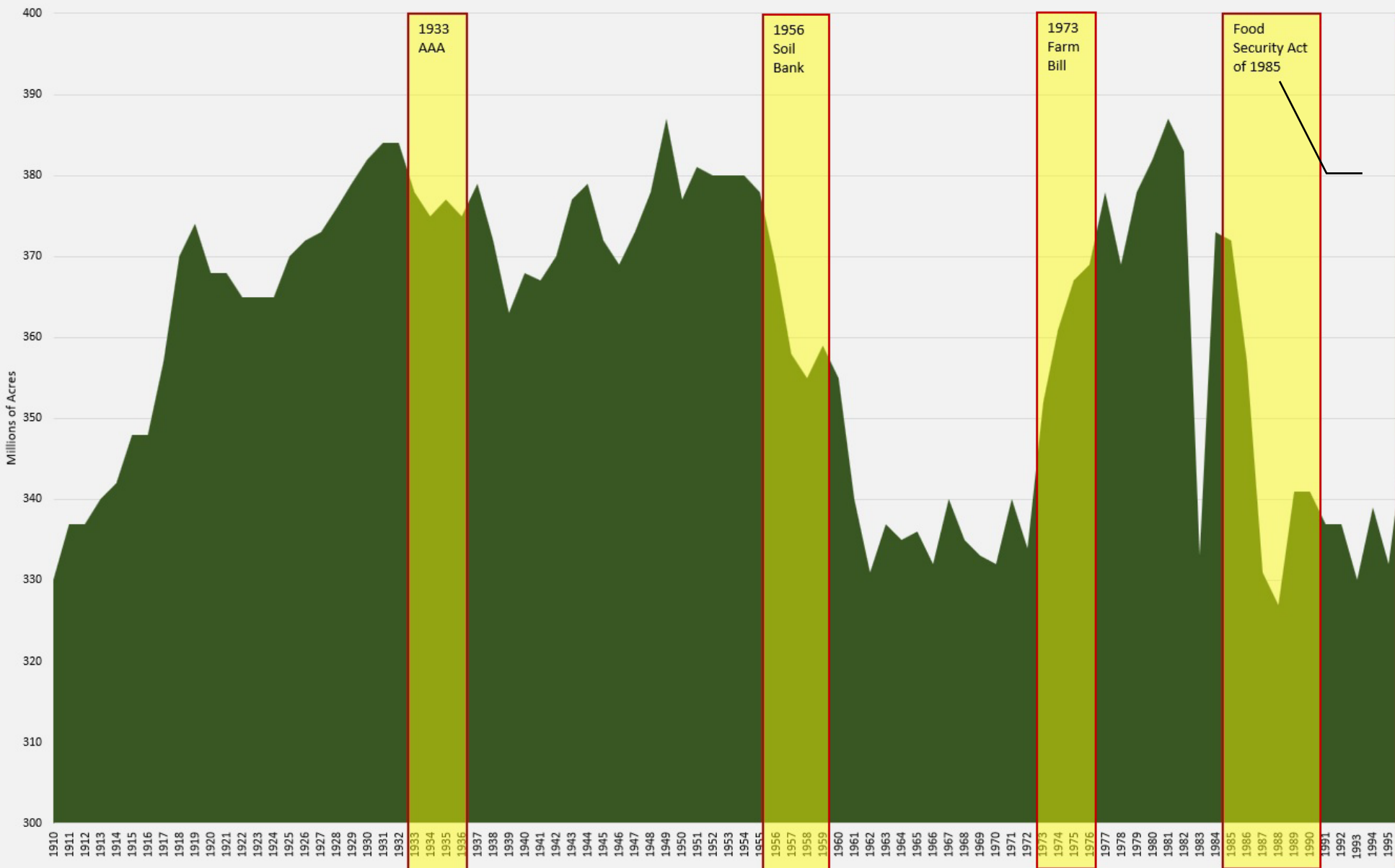


History Snapshot: Total Cropland Used for Crops & Major Farm Bills

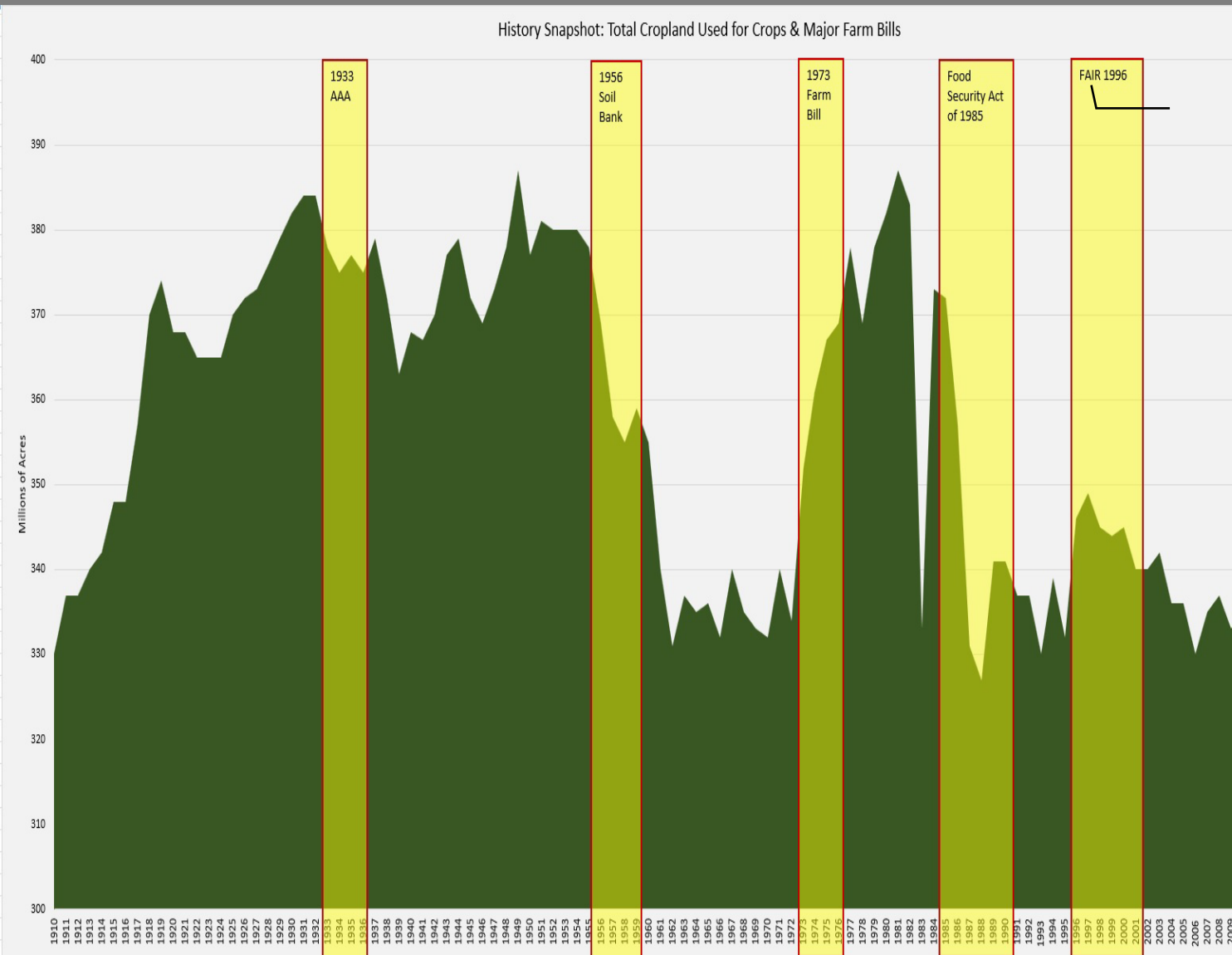


- ✓ Breakdown & defeat on House floor (1962); Food Stamp Act of 1964, paired vote with cotton/wheat.
- ✓ Nixon, Butz & Soviet grain deal; price spike, inflation & consumer reaction.
- ✓ 1973 combined new farm policy (target prices) and food stamps.

History Snapshot: Total Cropland Used for Crops & Major Farm Bills



- ✓ Farm economic crisis & erosion crisis with 70's expansion.
- ✓ Reagan (& Stockman) budget battles & attacks on farm bill.
- ✓ Long environmental fight for conservation succeeds: Conservation Reserve Program & compliance.
- ✓ 1985 Food Security Act is base text for conservation.



## 1996 Free trade (NAFTA & WTO) and crop prices spike.

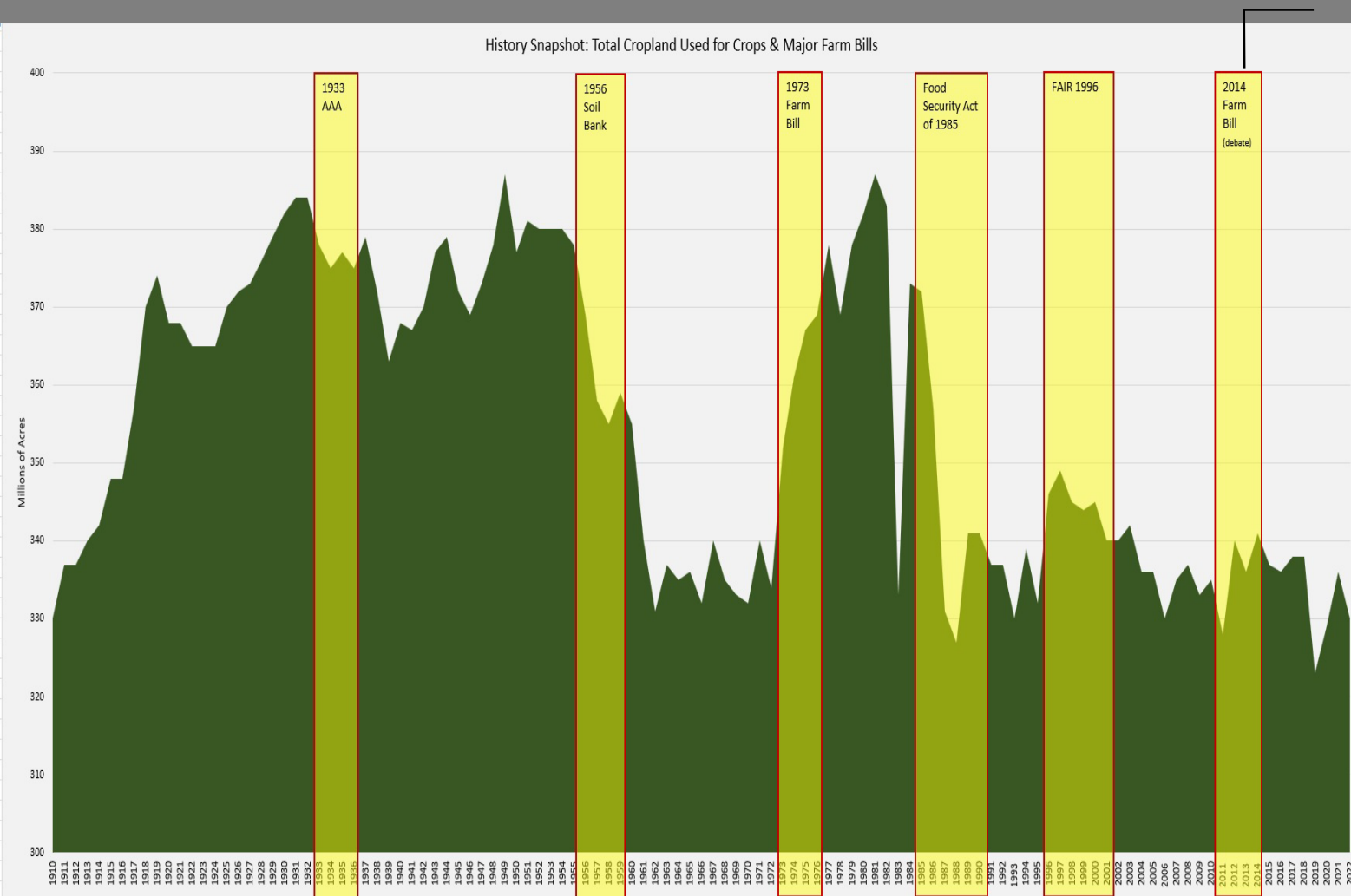
Republicans retake House after 40 years; budget battles & farm bill struggles (1995 reconciliation & shutdown).

Final bill 'decoupled' farm payments from planted acres & market prices; annual fixed contract payments.

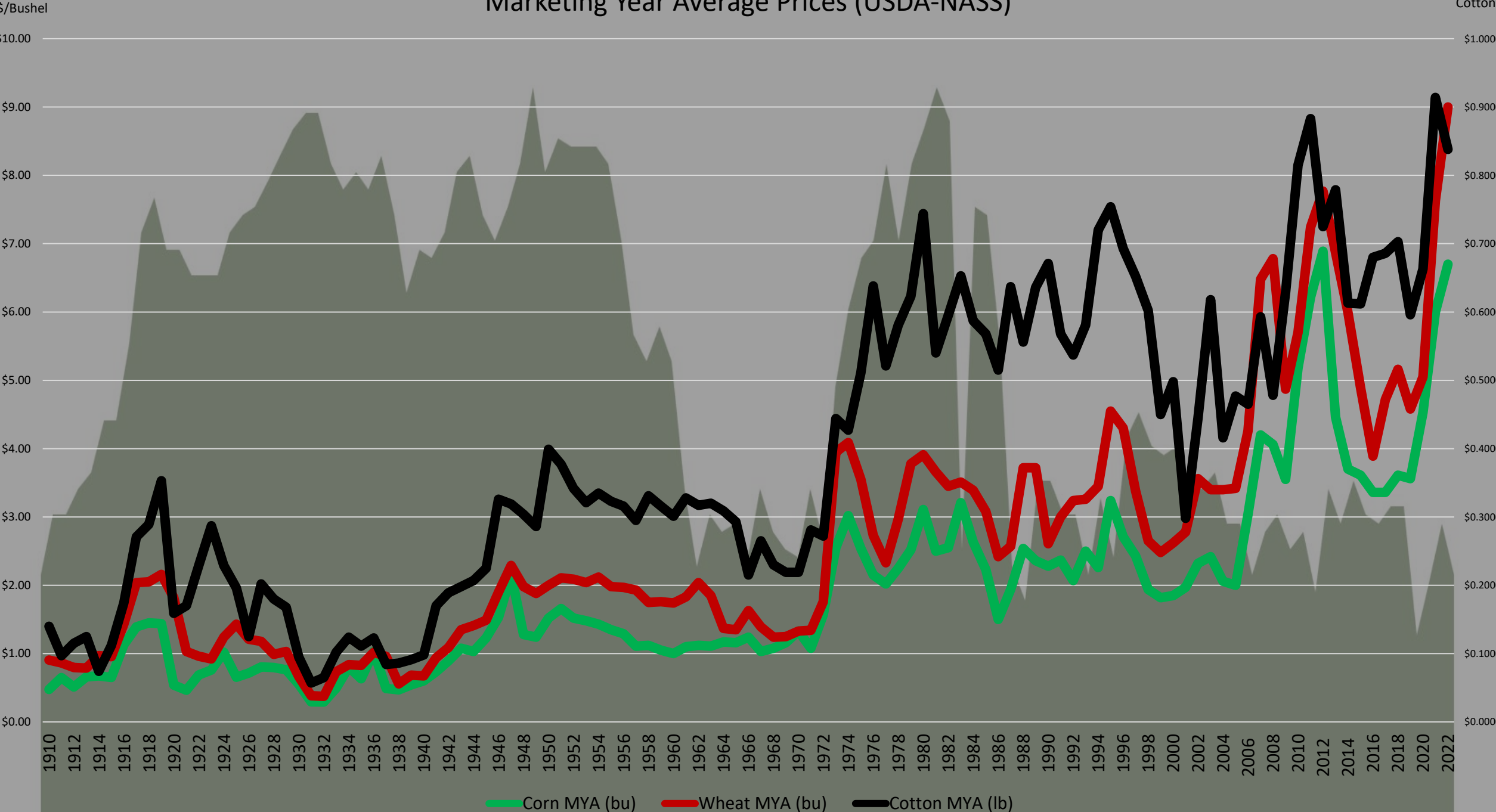
After 1997 (Asian financial crisis) prices fall; Congress authorizes ad hoc payments.

## Modern Era

- ✓ 2002 Farm Bill: extra \$80b in baseline; return of target prices; Conservation Security Program.
- ✓ 2005 & 2007 Renewable Fuels Standard; 2008 Farm Bill status quo
- ✓ 2008 Great Recession
- ✓ 2011 Debt Ceiling & super committee
- ✓ 2013: first defeat on House floor since 1962 (SNAP work requirements).
- ✓ 2014 Farm Bill eliminates direct payments.
- ✓ 2018 Farm Bill status quo; after second defeat on House floor (SNAP).

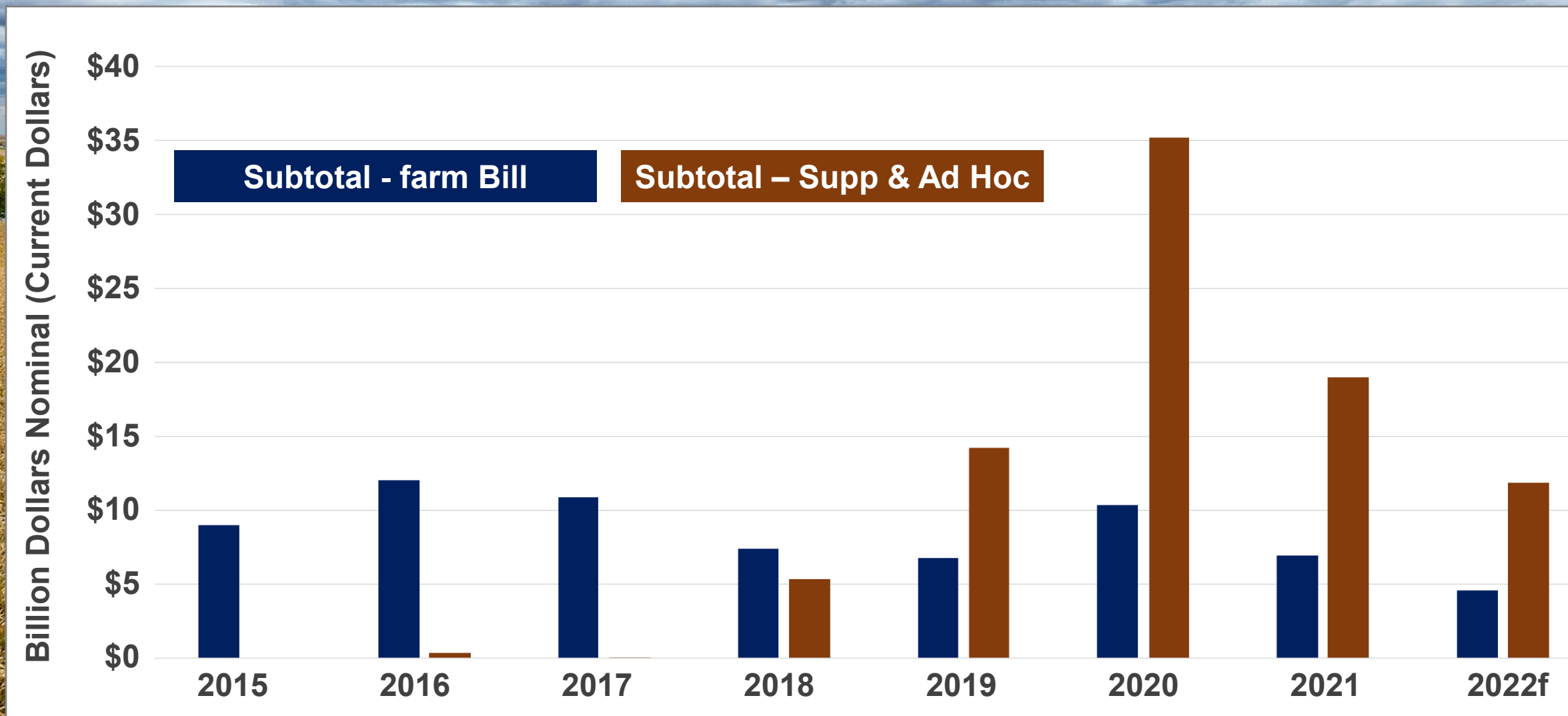


# Marketing Year Average Prices (USDA-NASS)



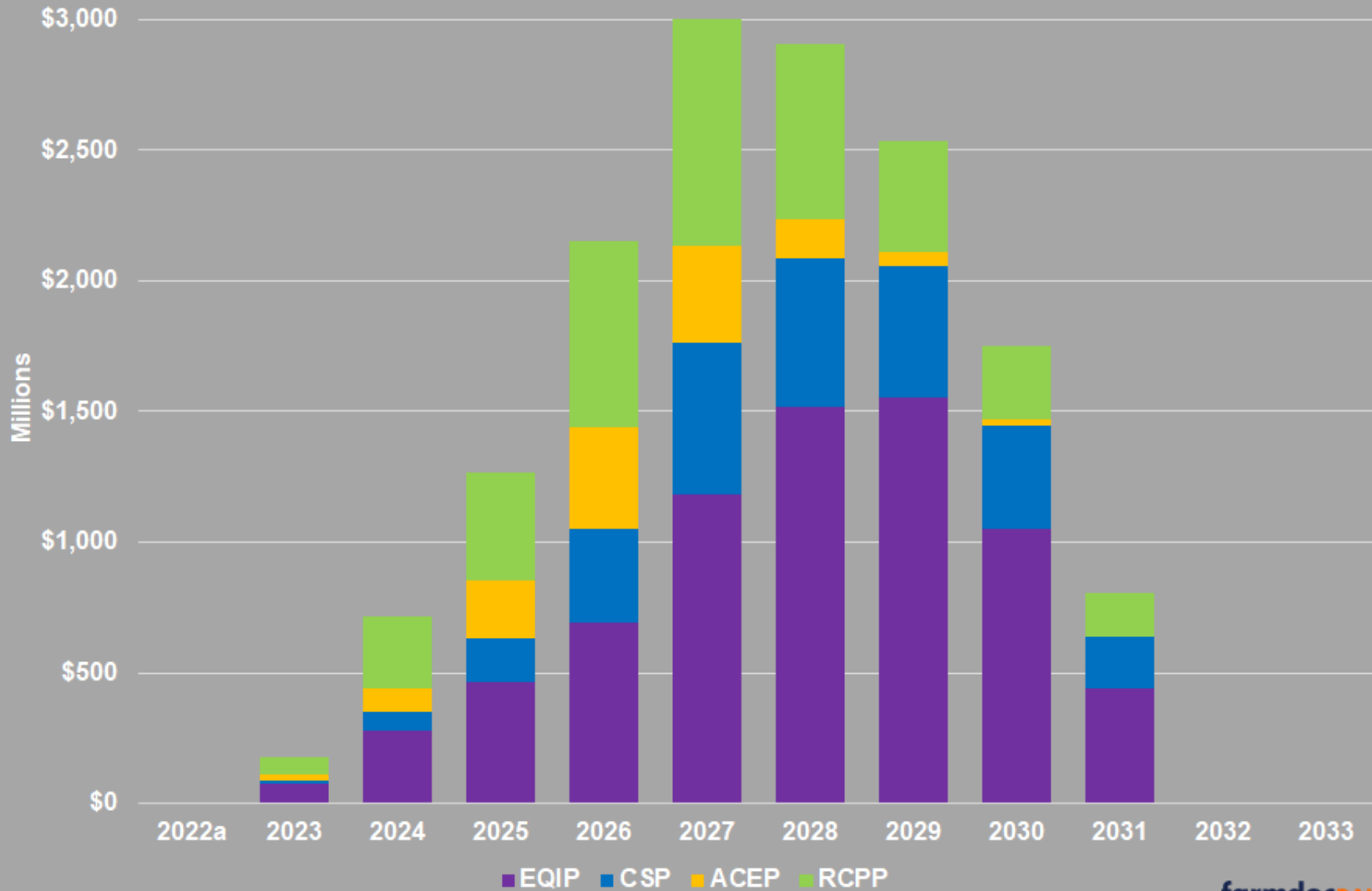
# The 2018 Farm Bill: An Unusual Experience

## Comparing Farm Bill Payments to Supplemental/Ad Hoc Payments



# Conservation & Climate

Figure 6. Inflation Reduction Act Outlays, by Conservation Program and Fiscal Year (CBO February 2023)



All of the conservation program spending in the IRA is for “1 or more agricultural conservation practices or enhancements that the Secretary determines directly improve soil carbon, reduce nitrogen losses, or reduce, capture, avoid, or sequester carbon dioxide, methane, or nitrous oxide emissions, associated with agricultural production”

# Thank you!

Jonathan Coppess  
University of Illinois  
[jwcoppes@illinois.edu](mailto:jwcoppes@illinois.edu)





# Shaping a farm bill: Historical context and issue expansion

Nadine Lehrer, Chatham University, Pittsburgh PA

EESI briefing: The process and path forward for passing a bipartisan farm bill

April 26, 2023, 2-3:30pm



# Farm bills are negotiated within a context, and that context matters

- ▶ 1933 Great Depression



- ▶ 1973 “fencerow to fencerow”



- ▶ 1985 conservation focus



- ▶ 1996 trade context



## Policy change – key points



- ▶ Most policy change is incremental, with occasional bursts of change
  - ▶ Punctuated equilibrium (Baumgartner & Jones 1993)
- ▶ Situational context is part of what shapes opportunities for policy change/stability
  - ▶ Policy windows (Kingdon 2003)

## Historical/situational context

- Commodity prices
- Trade interests
- Regional dynamics
- Party control
- Political dynamics
- Current events
- Public mood
- National crises



# 2005-2007 Trade and the farm bill



Agrinews 2005, 2006, 2007;  
Minneapolis Star Tribune 2005

# 2006-2008: Ethanol and the farm bill



[Biofuels are] important for our national security... good for the economy and the environment. For rural America, it is the greatest opportunity for new markets, new investment, new jobs and wealth creation in our lifetimes.

Tom Dorr, USDA, 2006

My sense is the biofuels revolution that has hit this country is the most profound change in agriculture in 200 years.

Boyden Gray, USTR, 2006

Agrinews 2007

# Factors favoring biofuels provisions in 2008

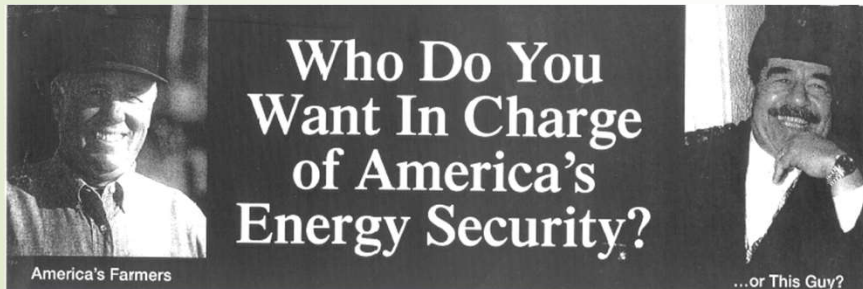
- ▶ Suspension of WTO negotiations  
July 2006
- ▶ Congressional elections,  
November 2006
- ▶ Rising gas prices, increased  
interest in ethanol
- ▶ Associated budget impacts  
(higher corn prices = lower  
countercyclical payments)
- ▶ Political, public mood



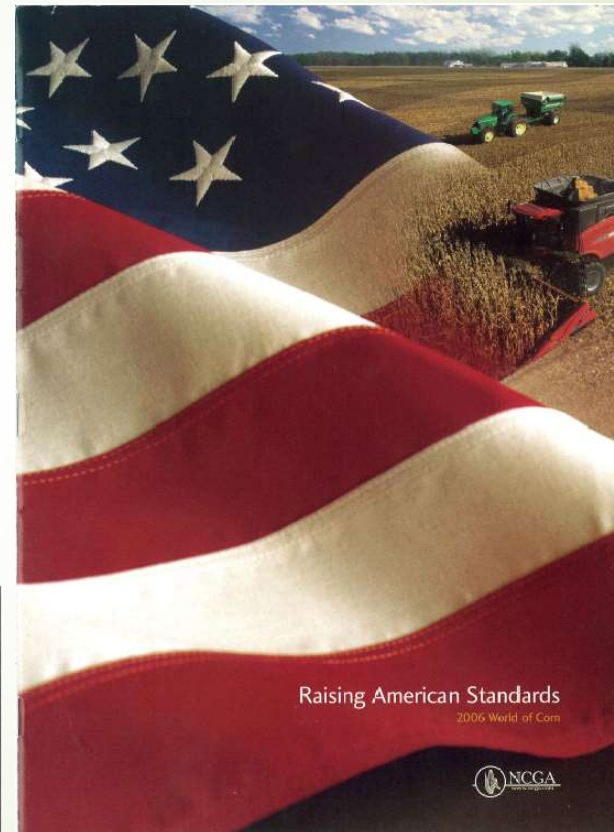
# Situational context: “energy independence”



Stephen Brooks/News Tribune photo 2006



NCGA, no date



NCGA 2006



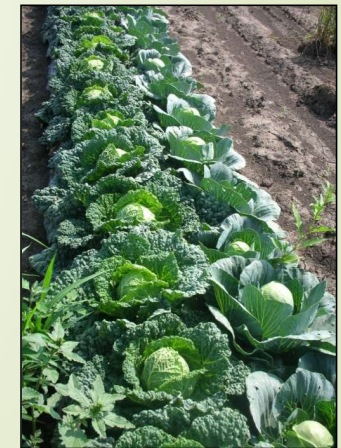
# Issue expansion (and stakeholder growth)

- 1950s
  - Trade programs
  - From managing to absorbing supply
- 1970s
  - Nutrition programs
  - Rural/urban alliance
- 1980s
  - Conservation programs
  - Commodity/environment synergy
- 1990s
  - Sustainable agriculture
  - Working lands programs
- 2000s
  - Energy provisions
  - Specialty crops programs



# Conservation / sustainable agriculture

- ▶ 1933 Soil Erosion Service (now NRCS)
- ▶ 1956 Soil Bank (first CRP)
- ▶ 1981 first farm bill Conservation Title
- ▶ 1985 Conservation Reserve Program
- ▶ 1985 Low Input Sustainable Agriculture (now SARE)
- ▶ 1990 Wetlands Reserve Program, other set-aside programs
- ▶ 1996 Environmental Quality Incentives Program (EQIP)
- ▶ 2002 Conservation Security (now Stewardship) Program
- ▶ Proliferation of conservation programs, 2010s consolidation of programs



# Programs in conservation, sustainable agriculture, beginning farmer, healthy and local/regional food systems, organics, rural development, etc.

- Agricultural Conservation Easement Program
- Conservation Innovation Grants
- Conservation Loans
- Conservation Reserve Program and subprograms
- Conservation Stewardship Program
- Environmental Quality Incentives Program
- Regional Conservation Partnership Program
- Community Food Projects
- Senior Farmers Market Nutrition Program
- Farmers Market and Local Food Promotion Program
- Farm to School Grants
- WIC Farmers Market Nutrition Program
- Healthy Food Financing Initiative
- Value-Added Producer Grants
- Specialty Crop Block Grants
- Organic Certification Cost Share Program
- EQIP Organic Initiative
- Organic Crop Insurance
- Organic Agriculture Research and Extension Initiatives
- Organic Transition Program
- CRP Transition Incentives Program
- Beginning Farmer and Rancher Development Program
- Direct and Guaranteed Farm Loans, Down Payment Loans, Direct Contract Guarantees, Microloans
- Outreach and Assistance for Socially Disadvantaged and Veteran Farmers and Ranchers
- Whole Farm Revenue Protection for Diversified Farms
- Sustainable Agricultural Systems Research Program
- Agriculture and Food Research Initiative
- Sustainable Agriculture Research and Education
- Specialty Crop Research Initiative

See CRS <https://crsreports.congress.gov/product/pdf/R/R40763/42> and NSAC <https://sustainableagriculture.net/publications/grassrootsguide/farm-bill-programs-and-grants/>

# Farm bill renewable energy programs

- Biobased markets program
  - Biorefinery, renewable chemical, and biobased product manufacturing assistance program
  - Bioenergy program for advanced biofuels
  - Biodiesel fuel education program
  - Rural energy for America program (REAP)
  - Rural energy savings program
  - Biomass research and development initiative
  - Feedstock flexibility program for bioenergy producers
  - Biomass crop assistance program
  - Community wood energy and wood innovation programs
  - Sun grant program
  - Carbon utilization and biogas education program
- See CRS report <https://crsreports.congress.gov/product/pdf/IF/IF10288>



# Renewable energy and biofuels

- ▶ Farm bill energy titles
  - ▶ 2002 first farm bill Energy Title
  - ▶ Programs reauthorized and expanded in 2008, 2014, 2018
  - ▶ Shift from mandatory to discretionary funding
- ▶ Agricultural-related energy bills
  - ▶ Energy Security Act of 1980
- ▶ Renewable Fuels Standard
  - ▶ Energy Policy Act 2005
  - ▶ Energy Independence and Security Act of 2007
- ▶ Tax incentives for biofuels
  - ▶ Volumetric Ethanol Excise Tax Credit (expired 2011)
  - ▶ Biodiesel Tax Credit in American Jobs Creation Act of 2004
  - ▶ Inflation Reduction Act 2022



See CRS report <https://crsreports.congress.gov/product/pdf/IF/IF10639>

# 2023 farm bill

- ▶ Situational context matters
  - ▶ This includes Congressional dynamics – partisanship, bipartisanship
  - ▶ This includes regional dynamics around farm bill commodity programs
  - ▶ Also, stakeholder positions, IRA, current events, public mood, etc.
- ▶ History and trajectory of issue expansion is part of this situational context
  - ▶ Sustainable agriculture
  - ▶ Renewable energy

Thank you!!

Nadine Lehrer, [nlehrer@chatham.edu](mailto:nlehrer@chatham.edu)





# Farm Bill Reauthorization

## *Bill Contents and Key Players*

Sakeenah Shabazz, Policy Director

Berkeley Food Institute (BFI)

April 2023



# What's *in* the Farm Bill?

- I. Commodities
- II. Conservation
- III. Trade
- IV. Nutrition
- V. Credit
- VI. Rural Development
- VII. Research, Extension, and Related Matters
- VIII. Forestry
- IX. Energy
- X. Horticulture
- XI. Crop Insurance
- XII. Miscellaneous



# What's *in* the Farm Bill? (continued)

- I. **Table of Contents/Title** (authorizing language, public law, date passed, etc.)
- II. **Title** (primary policy area)
- III. **Subtitles** (references back to older public law)
- IV. **Parts** (indicates divisions w/in a subtitle)
- V. **Sections** (purpose of programs, agency responsible, definitions, amendments, program administration, etc.)

Public Law 115–334  
115th Congress

An Act

Dec. 20, 2018  
[H.R. 2]

To provide for the reform and continuation of agricultural and other programs of the Department of Agriculture through fiscal year 2023, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

Agriculture  
Improvement Act of 2018.

7 USC 9001 note.

**SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

(a) **SHORT TITLE.**—This Act may be cited as the “Agriculture Improvement Act of 2018”.

(b) **TABLE OF CONTENTS.**—The table of contents for this Act is as follows:

Sec. 1. Short title; table of contents.

Sec. 2. Definition of Secretary.

**TITLE I—COMMODITIES**

**Subtitle A—Commodity Policy**

Sec. 1101. Definition of effective reference price.

Sec. 1102. Base acres.

Sec. 1103. Payment yields.

Sec. 1104. Payment acres.

Sec. 1105. Producer election.

Sec. 1106. Price loss coverage.

Sec. 1107. Agriculture risk coverage.

Sec. 1108. Repeal of transition assistance for producers of upland cotton.

**Subtitle B—Marketing Loans**

Sec. 1201. Extensions.

Sec. 1202. Loan rates for nonrecourse marketing assistance loans.

Sec. 1203. Economic adjustment assistance for textile mills.

Sec. 1204. Special competitive provisions for extra long staple cotton.

Sec. 1205. Availability of recourse loans.

**Subtitle C—Sugar**

Sec. 1301. Sugar policy.

**Subtitle D—Dairy Margin Coverage and Other Dairy Related Provisions**

Sec. 1401. Dairy margin coverage.

Sec. 1402. Reauthorizations.

Sec. 1403. Class I skim milk price.

Sec. 1404. Dairy product donation.

# Example: Miscellaneous Title (Title XII)

## Subtitle A. Livestock

## Subtitle B. Agriculture and Food Defense

## Subtitle C. Historically Underserved Producers

## Subtitle D. Department of Agriculture Reorganization Act of 1994

## Subtitle E. Other Miscellaneous Provisions

### TITLE XII—MISCELLANEOUS

#### Subtitle A—Livestock

- Sec. 12101. Animal disease prevention and management.
- Sec. 12102. Sheep production and marketing grant program.
- Sec. 12103. Feasibility study on livestock dealer statutory trust.
- Sec. 12104. Definition of livestock.
- Sec. 12105. National Aquatic Animal Health Plan.
- Sec. 12106. Veterinary training.
- Sec. 12107. Report on FSIS guidance and outreach to small meat processors.
- Sec. 12108. Regional Cattle and Carcass Grading Correlation and Training Centers.

#### Subtitle B—Agriculture and Food Defense

- Sec. 12201. Repeal of Office of Homeland Security.
- Sec. 12202. Office of Homeland Security.
- Sec. 12203. Agriculture and food defense.
- Sec. 12204. Biological agents and toxins list.
- Sec. 12205. Authorization of appropriations.

#### Subtitle C—Historically Underserved Producers

- Sec. 12301. Farming opportunities training and outreach.
- Sec. 12302. Urban agriculture.
- Sec. 12303. Tribal Advisory Committee.
- Sec. 12304. Beginning farmer and rancher coordination.
- Sec. 12305. Agricultural youth organization coordinator.
- Sec. 12306. Availability of Department of Agriculture programs for veteran farmers and ranchers.

#### Subtitle D—Department of Agriculture Reorganization Act of 1994 Amendments

- Sec. 12401. Office of Congressional Relations and Intergovernmental Affairs.
- Sec. 12402. Military Veterans Agricultural Liaison.
- Sec. 12403. Civil rights analyses.
- Sec. 12404. Farm Service Agency.
- Sec. 12405. Under Secretary of Agriculture for Farm Production and Conservation.
- Sec. 12406. Office of Partnerships and Public Engagement.
- Sec. 12407. Under Secretary of Agriculture for Rural Development.
- Sec. 12408. Administrator of the Rural Utilities Service.
- Sec. 12409. Rural Health Liaison.
- Sec. 12410. Natural Resources Conservation Service.
- Sec. 12411. Office of the Chief Scientist.
- Sec. 12412. Appointment of national appeals division hearing officers.
- Sec. 12413. Trade and foreign agricultural affairs.
- Sec. 12414. Repeals.
- Sec. 12415. Technical corrections.
- Sec. 12416. Termination of authority.

#### Subtitle E—Other Miscellaneous Provisions

# What's *not* in the Farm Bill?

**Farmer and Farmer worker labor** (Dept. of Labor)

**Public Land Grazing** (Dept. of Interior, Bureau of Land Management)

**Water Access and Rights** (Dept. of Interior)

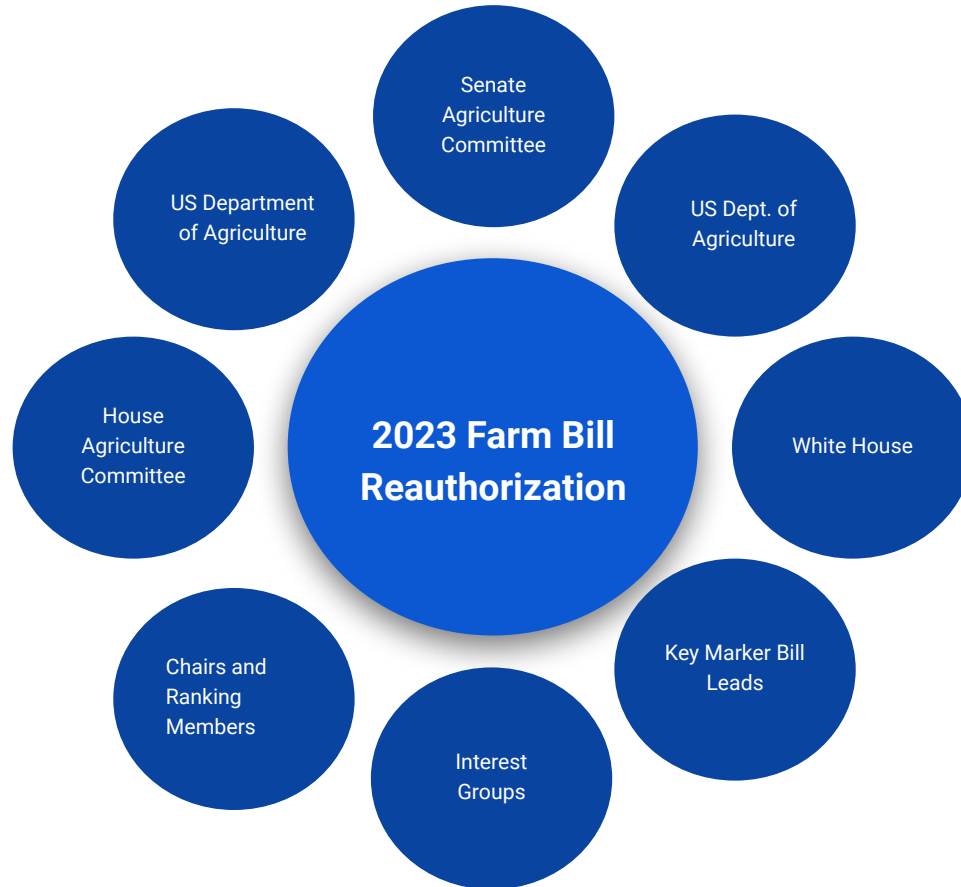
**Food Safety** (primarily Food and Drug Administration)

**Schools Meals (USDA FNS)** (*Child Nutrition Reauthorization, Healthy, Hunger Free Kids Act of 2010*)

**Supplemental Program for Women, Infants, and Children (USDA FNS)** (*Child Nutrition Reauthorization / Healthy, Hunger Free Kids Act of 2010*)

**Air Quality** (Environmental Protection Agency)

# Key players in the reauthorization process



# Deep Dive into Interest Groups

**Trade Associations**

**Anti-Hunger and Nutrition**

**Public Health**

**Conservation and Environment**

**Racial Justice**

**Biofuels**

**Native/Tribal Interests**

**Rural and Economic  
Development**

**Universities / Land-Grant  
Institutions**

**Banks and Insurance providers**

**Farmer Nonprofits**

**Think tanks**

**Supply chain interests**

# Example of Bipartisan/Bicameral Marker Bill

## Strengthening Local Processing Act (SPLA) (Intro'd 2021 and 2023)

- Livestock and poultry supply chain issues
- Strengthens local food systems
- Support for small meat and poultry processors

### Support from:

- Senator John Thune (R-SD)
- Senator Sherrod Brown (D-OH)
- Representative Chellie Pingree (D-ME)
- Representative Jim Baird (R-IN)

# Staying Connected

## Congressional Briefing Next Tuesday

- May 2nd, **9:30am - 12pm**, Russell Senate Office Building Rm **385**
- Berkeley Food Institute, Federation of Southern Cooperatives/Land Assistance Fund, and American University
- **Panelists:**
  - **Carla Moore**, Federation of Southern Cooperatives / Land Assistance
  - **April Love**, SDFR Policy Research Center, Alcorn State University
  - **David Howard**, National Young Farmers Coalition
  - **1-2 more panelists**
  - *Moderated by Nina F. Ichikawa, Berkeley Food Institute*

sakeenah\_shabazz@berkeley.edu

@UCBerkeleyFood / @PolicyLocs

Thank you!





# **Farm Bill in Focus**

## **The Process and Path Forward for Passing a Bipartisan Farm Bill**

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**Dr. Bart Fischer**

**Co-Director & AgriLife Assistant Professor  
Agricultural & Food Policy Center (AFPC)**

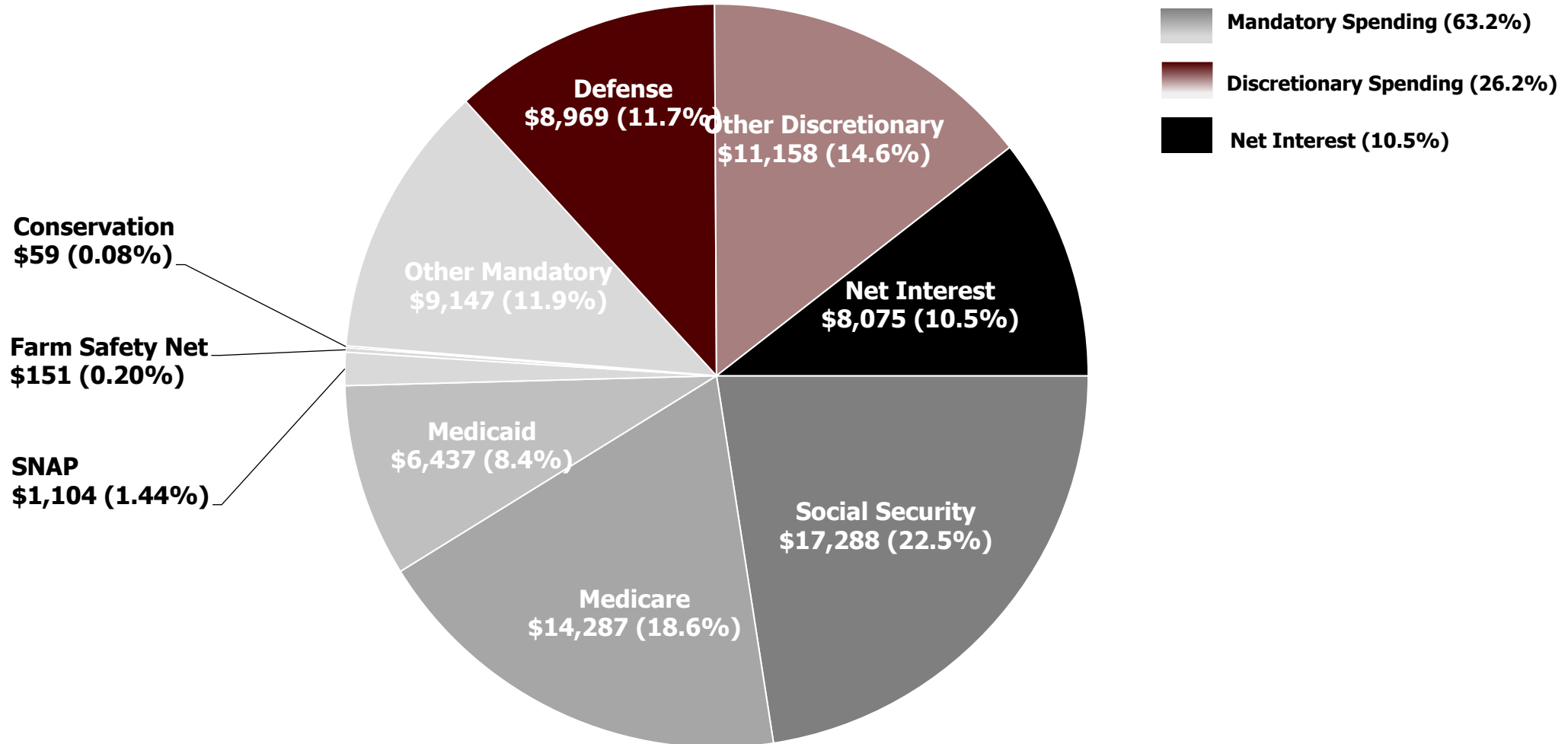
**Environmental and Energy Study Institute (EESI)**

**Virtual**

**April 26, 2023**

# Estimated Federal Outlays (FY2023-2032)

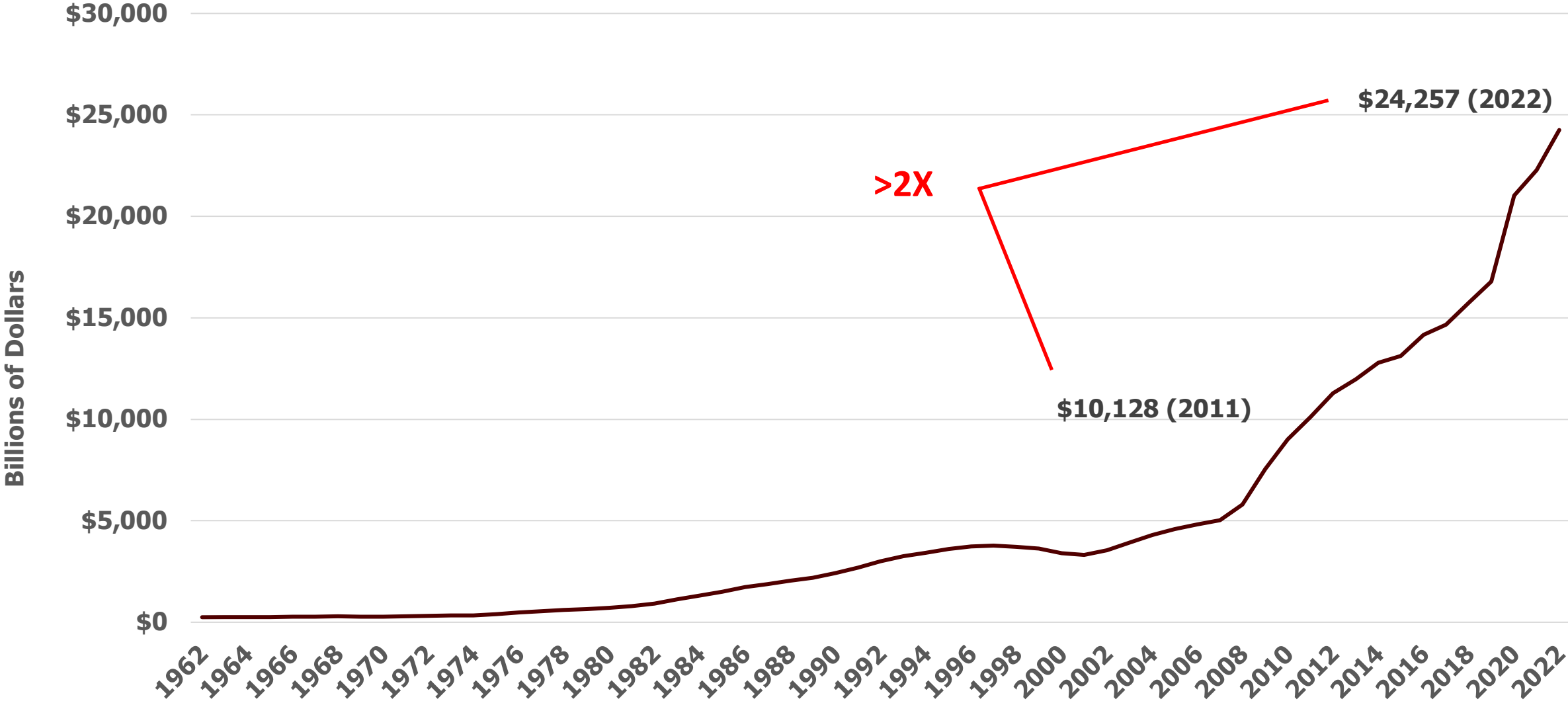
CBO May 2022 Baseline Outlook (in billions)



*NOTE: total outlays from FY2023 to FY2032—\$76.7 trillion—excludes offsetting receipts of \$4.37 trillion.*

# Federal Debt Held by the Public

## 1962-2022



# Farm Bill Projected Outlays

	<b>April 2018</b>	<b>February 2023</b>	<b>Change (\$)</b>	<b>Change (%)</b>
CCC Price Support & Related Activities 1/	64,305	71,806	+7,501	+11.7%
Conservation 2/	59,689	72,610	+12,921	+21.6%
SNAP 3/	663,828	1,205,440	+541,612	+81.6%
Crop Insurance	78,037	96,974	+18,937	+24.3%
<b>Total</b>	<b>865,859</b>	<b>1,446,830</b>	<b>+580,971</b>	<b>+67.1%</b>

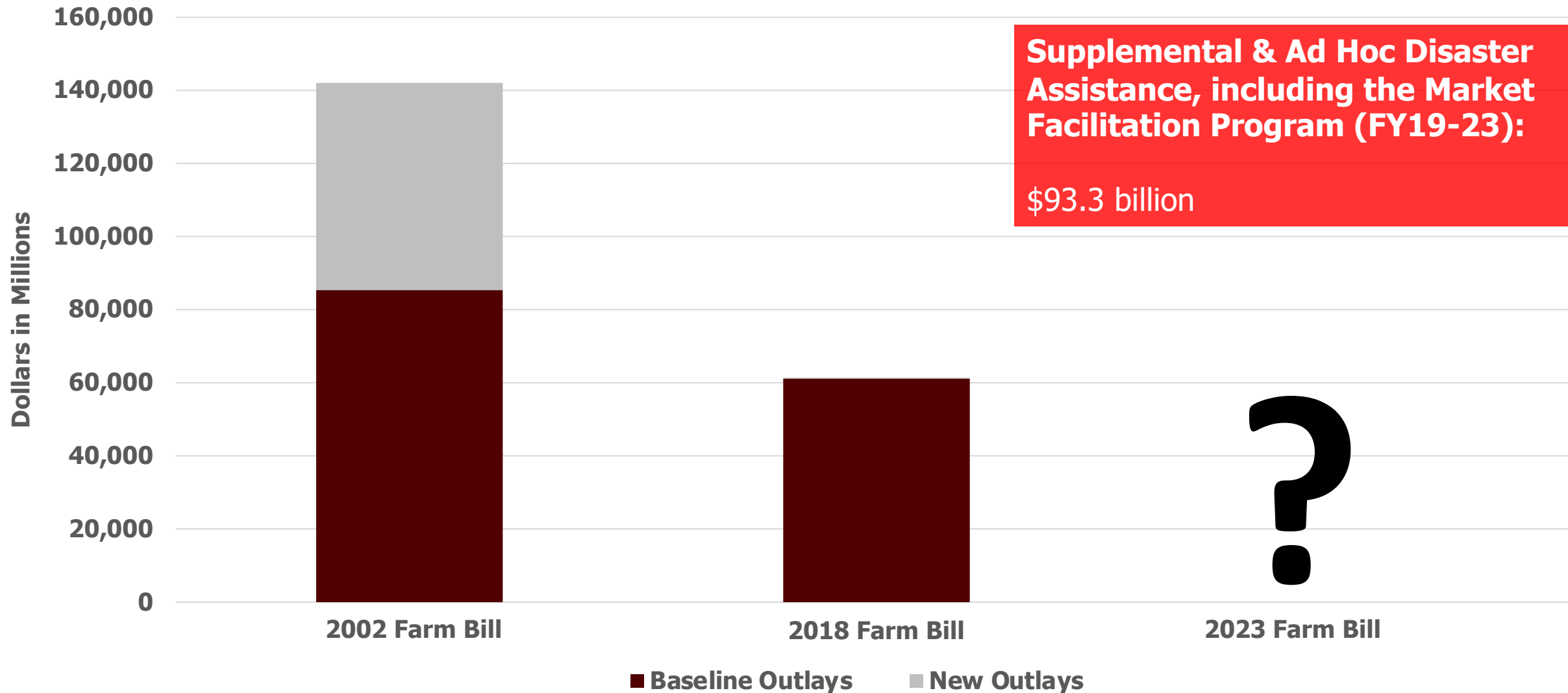
1/ This includes an estimated \$10 billion in "Other Administrative CCC Spending" which accounts for CBO's estimate of the amount that the Secretary may spend from the CCC using his/her discretionary authority.

2/ The total for the February 2023 update includes \$15.1 billion in estimated outlays for conservation spending authorized in the Inflation Reduction Act (IRA) of 2022.

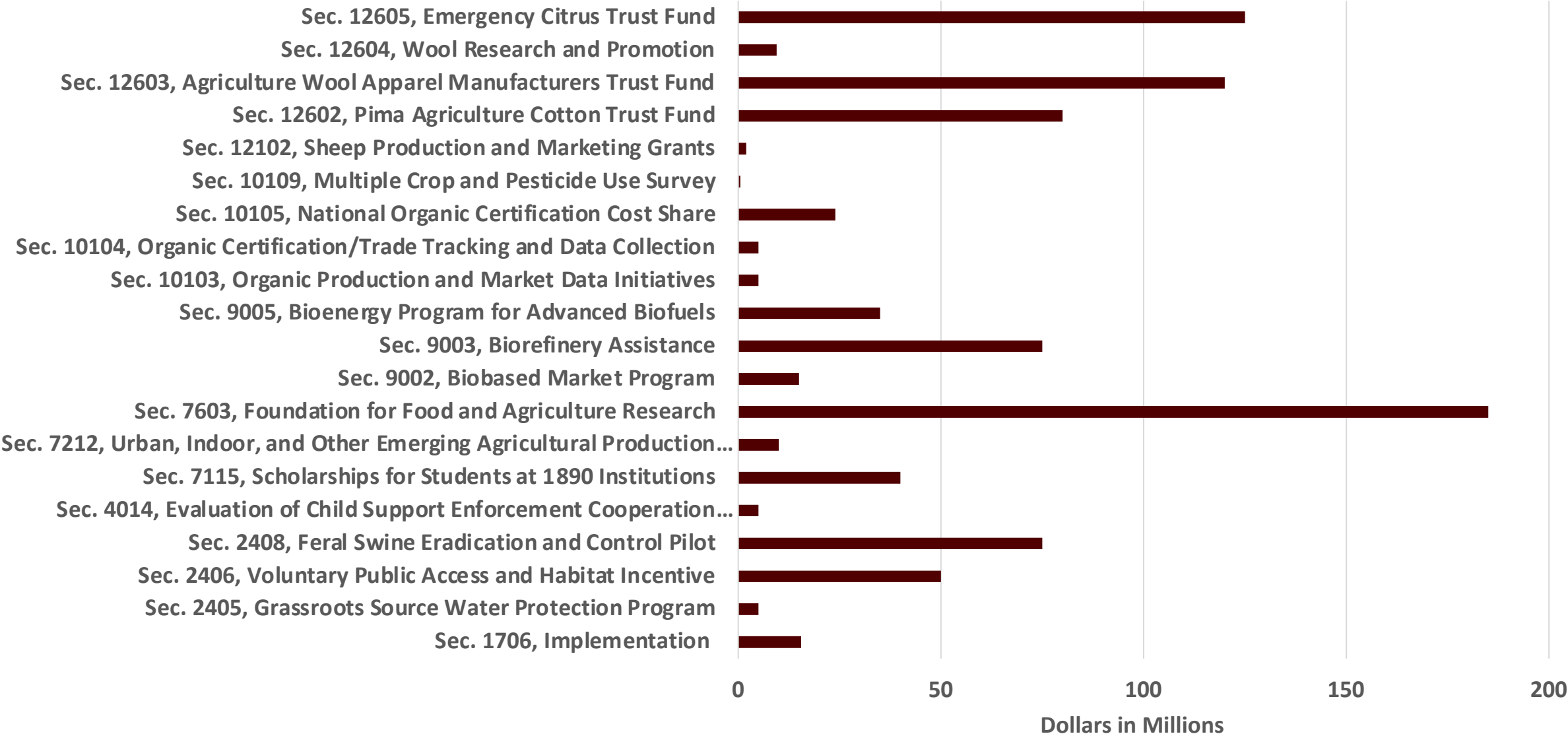
3/ Revised economic assumptions and administrative changes to the Thrifty Food Plan (TFP) resulted in the Office of Management and Budget (OMB) projecting an additional \$254 billion in SNAP outlays from FY2022-31 ([https://www.whitehouse.gov/wp-content/uploads/2021/08/msr\\_fy22.pdf](https://www.whitehouse.gov/wp-content/uploads/2021/08/msr_fy22.pdf)).

# Commodity Title Outlays

## 2002 vs 2018



# Select Programs Without 10 Years of Funding in the 2018 Farm Bill



# Inflation Reduction Act Baseline?

## Conservation Programs

Agricultural and Food Policy Center  
Texas A&M University

August 2022

The Inflation Reduction Act of 2022:  
What's in it for Agricultural Producers?



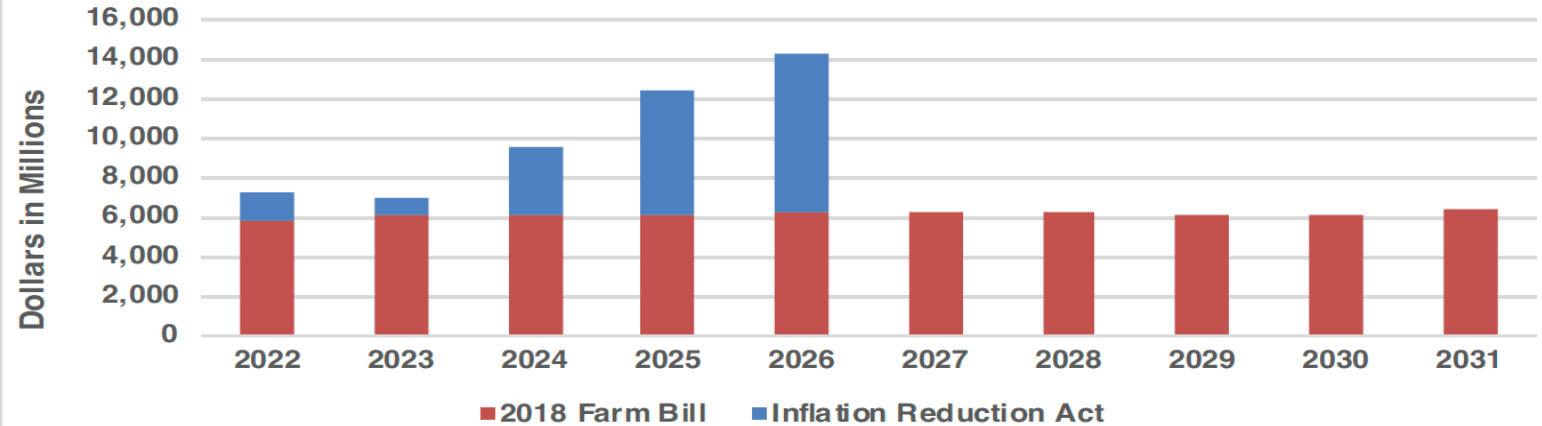
**AFPC**

TEXAS A&M  
**AGRI LIFE**  
RESEARCH | EXTENSION

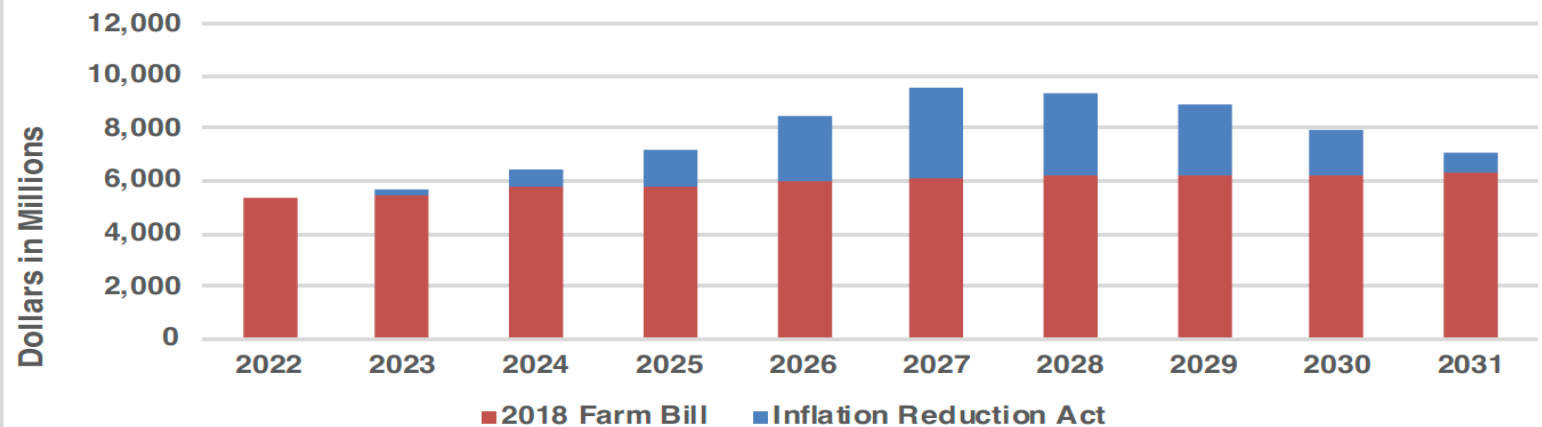
Department of Agricultural Economics  
Texas AgriLife Research  
Texas AgriLife Extension Service  
Texas A&M University

College Station, Texas 77843-2124  
Telephone: (979) 845-6913  
Fax: (979) 845-3140  
<http://www.afpc.tamu.edu> | @AFPC TAMU

**Budget Authority**



**Outlays**



# Senate: Dems win ✓

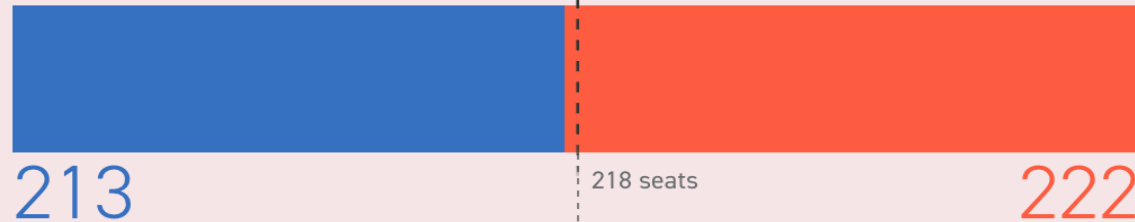
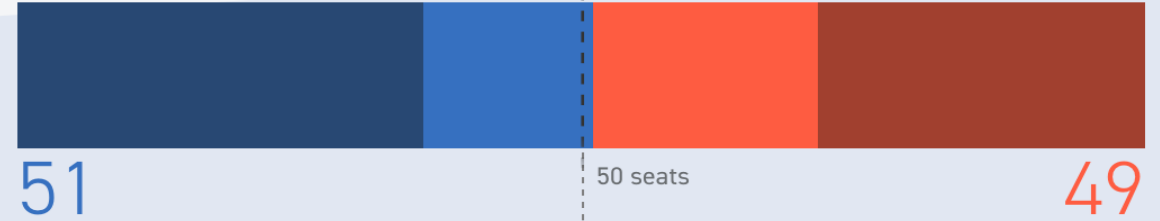
## FULL SENATE RESULTS »

The **Democrats** held onto **Georgia**, meaning they protected every blue seat on the ballot this year - and then flipped **Pennsylvania** to expand the majority.

 **Scott Bland**, Politics editor

36 NOT UP

29 NOT UP



# House: GOP wins ✓

## FULL HOUSE RESULTS »

**Republicans** have seized control of the House, but their smaller-than-expected margin means the chamber will be **firmly up for grabs again** in two years.

 **Steve Shepard**, Politics editor



# Questions?

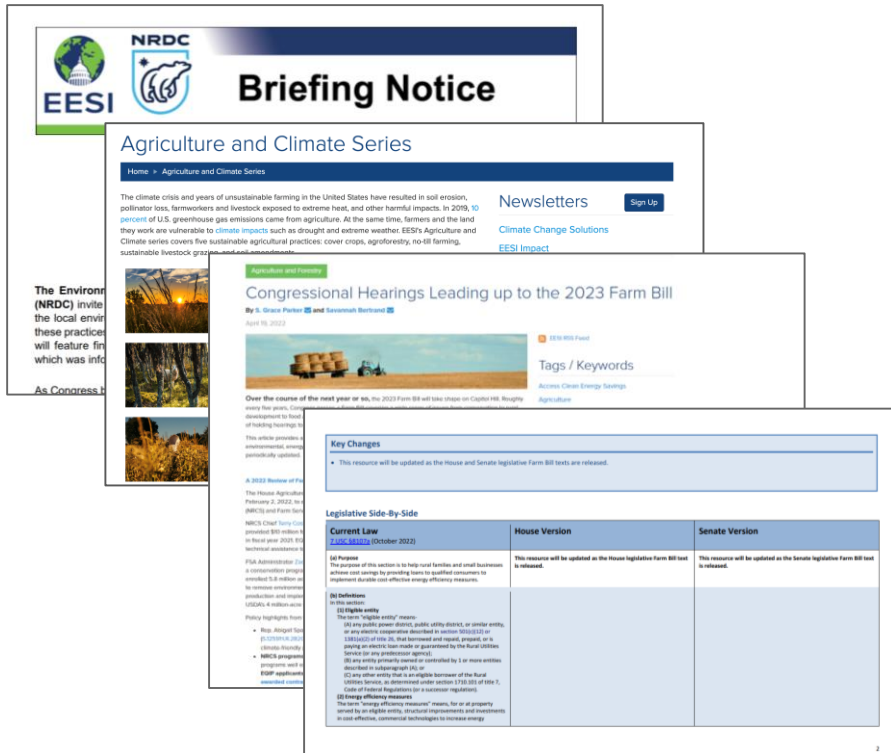
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Dr. Bart Fischer  
bartfischer@tamu.edu

979-845-5913  
www.afpc.tamu.edu



# EESI Farm Bill Resources



**Briefing Notice**  
Agriculture and Climate Series

The climate crisis and years of unsustainable farming in the United States have resulted in soil erosion, pollinator loss, farmworkers and livestock exposed to extreme heat, and other harmful impacts. In 2019, 20 percent of U.S. greenhouse gas emissions came from agriculture. At the same time, farmers and the land they work are vulnerable to climate impacts such as drought and extreme weather. EESI's Agriculture and Climate series covers five sustainable agricultural practices: cover crops, agroforestry, no-till farming, sustainable livestock grazing, and soil conservation.

**Congressional Hearings Leading up to the 2023 Farm Bill**  
By S. Grace Parker and Savannah Burkhard  
April 18, 2022

**Key Changes**  
• This resource will be updated as the House and Senate legislative Farm Bill texts are released.

Current Law <i>Public Law 117-103 (October 2022)</i>	House Version	Senate Version
<p><b>§6 Purpose</b> The purpose of this section is to help local families and small businesses achieve cost savings by granting loans to qualified consumers for equipment durable and effective energy efficiency measures.</p> <p><b>§6 Definitions</b> In this section: (A) <b>eligible entity</b> means— (i) any public power district, public utility district, or similar entity, or any electric cooperative described in section 100(a)(2) or (3)(B) of the title that is licensed and regulated, or is being or about to be made or governed by the Rural Utilities Service (or any predecessor agency); (ii) any entity primarily owned or controlled by 1 or more entities described in subsection (A); or (iii) any other entity that is a eligible borrower of the Rural Utilities Service, as determined under section 1716(B) of title 7, Code of Federal Regulations (or any predecessor regulation); (B) <b>energy efficiency measure</b> means— (i) the term “energy efficiency measure” means, for an equipment owned by an eligible entity, structural improvements and treatments to use efficient, commercial technologies to increase energy</p>	<p>This resource will be updated as the House legislative Farm Bill text is released.</p>	<p>This resource will be updated as the Senate legislative Farm Bill text is released.</p>

- Congressional briefings
- Articles and podcasts
- **Climate Change Solutions** newsletter special editions
- Farm Bill hearing tracker
- Legislative side-by-side-by-sides

All resources available at: [www.eesi.org/2023-farm-bill](http://www.eesi.org/2023-farm-bill)



# What did you think of the briefing?

**Please take 2 minutes to let us know at:**  
[www.eesi.org/survey](http://www.eesi.org/survey)

***Materials will be available at:***  
[www.eesi.org/042623farmbill](http://www.eesi.org/042623farmbill)

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Wednesday, April 26, 2023