

During the week of May 13, the House and Senate agriculture committees completed work on their versions of the 2013 farm bill. Each bill is expected to reach the floor of the respective bodies during May or June of 2013. This policy brief provides a comparison of the provisions of each bill and the estimated budget impact of each bill. The provisions listed below and in Table 1 are from each committee's final version of its bill. Budget impact estimates are from the Congressional Budget Office (CBO) budget scoring report for each bill.

Comparison of House and Senate Farm Bill Provisions: Many provisions of the House and Senate farm bills are comparable (see Table 1). The major provisions in both bills are:

- Replacement of the existing Direct, Counter-cyclical, and Average Crop Revenue Election (ACRE) programs with a revenue-based income protection program for all program crops.
- Continuation of the marketing loan program for all program crops.
- Continuation of the sugar program.
- Replacement of the existing dairy price support and direct payment (Milk Income Loss Contract) programs with a margin protection and supply management program.
- Continuation of the Conservation Reserve Program with a reduced acreage enrollment limit.
- Merger of the Environmental Quality Incentives Program and other working land conservation programs.
- Merger of all conservation easement programs into an Agricultural Conservation Easement Program.
- Restrictions on the use of utility assistance benefits in the calculation of Supplemental Nutrition Assistance Program (SNAP) benefits.
- Requirements that retailers eligible for the SNAP program offer a wider selection of food products.
- Increased funding for Emergency Food Assistance for food banks.
- Increased funding for specialty crops research, specialty crop block grants, and organic research and extension programs.
- Increased funding for Supplemental Coverage Option crop insurance program.

Though the bills differ in some of the specific program details, the bills do provide an indication of the shape that a final farm bill might take if both bills pass on a floor vote and reach a conference committee. At the same time, major differences exist between the two bills. The largest difference is in the Nutrition title of the bills. The House bill restricts categorical eligibility in the SNAP program, while the Senate bill does not contain such a provision. This difference has major implications for the budget impact of the two bills.

Comparison of House and Senate Farm Bill Estimated Budget Impacts: Table 1 shows the CBO's estimated budget impacts for each title of the House and Senate farm bills. Both bills decrease spending for commodity programs (House: \$18.6 billion between 2014 to 2023; Senate: \$17.2 billion), conservation programs (H: \$4.8 billion; S: \$3.6 billion), and nutrition programs (H: \$20.5 billion; S: \$4.0 billion). Both bills increase spending for crop insurance programs (H: \$8.9 billion; S: \$4.9 billion). Though differences do exist in the two bills on most of these spending levels, these differences appear to be negotiable in a conference committee. The major difference is the funding for the SNAP program. As noted above, this difference in estimated budget impact is the result of a major difference between the two bills in their definitions of SNAP program eligibility (the House provisions on SNAP eligibility are more restrictive). This difference is likely to be a major obstacle to approval of the House bill in the full House and in a conference committee. In addition, if this difference is resolved, the resolution of this provision could have significant implications for the funding levels available for other programs.

Conclusion: Farm bill deliberations stalled in the House during 2012. In 2013, both bills contain many provisions that are similar to the bills that passed the House committee and the full Senate in 2012. The completion of the farm bill process in 2013 will depend upon the resolution of these same issues that stalled the process in 2012.¹

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Table 1. Comparison of House and Senate Farm Bill Provisions and Congressional Budget Office Estimates of Changes in Budget Spending During 2014-2023.ⁱ

Title	House Provisions (H. 1947, Federal Agriculture Reform and Risk Management Act of 2013)	Senate Provisions (S. 954, Agriculture Reform, Food and Jobs Act of 2013)	Budget Change, 2014-23ⁱⁱ
I. Commodity Programs	<ol style="list-style-type: none"> 1. Repeal Direct, Counter-cyclical, and Average Crop Revenue Election (ACRE) programs 2. Establish Price Loss Coverage and Revenue Loss Coverage programs 3. Marketing loan program continued 4. Sugar program continued 5. Repeal Dairy Product Price Support Program and Milk Income Loss Contract Program 6. Establish Dairy Producer Margin Protection Program and Dairy Market Stabilization Program 7. Continue Supplemental Agricultural Disaster Assistance program for livestock 8. Continue Tree Assistance Program for fruit 	<ol style="list-style-type: none"> 1. Repeal Direct, Counter-cyclical, and Average Crop Revenue Election (ACRE) programs 2. Establish Agricultural Risk Coverage and Agricultural Market Payments programs 3. Marketing loan program continued 4. Sugar program continued 5. Repeal Dairy Product Price Support Program and Milk Income Loss Contract Program 6. Establish Dairy Production Margin Protection Program and Dairy Market Stabilization Program 7. Continue Supplemental Agricultural Disaster Assistance program for livestock 8. Continue Tree Assistance Program for fruit 	<p>H:-18.6B S: -17.2B</p>
II. Conservation	<ol style="list-style-type: none"> 1. Reduce Conservation Reserve Program enrollment cap from 32M acres to 24M acres 2. Merge Environmental Quality Incentives Program with other working lands programs 3. Merge various conservation easement programs into single Agricultural Conservation Easement Program 4. Conservation Stewardship Program enrollment cap of 8.7M acres 	<ol style="list-style-type: none"> 1. Reduce Conservation Reserve Program enrollment cap from 32M acres to 25M acres 2. Merge Environmental Quality Incentives Program with other working lands programs 3. Merge various conservation easement programs into single Agricultural Conservation Easement Program 4. Conservation Stewardship Program enrollment cap of 10.3M acres 	<p>H:-4.8B S: -3.6B</p>
III. Trade	Minimal changes	Minimal changes	<p>H:+150M S:+150M</p>
IV. Nutrition	<ol style="list-style-type: none"> 1. Restrict categorical eligibility in Supplemental Nutrition Assistance Program 2. Restrict use of utility assistance benefits in calculation of SNAP benefits 3. Require eligible retailers to offer wider selection of food products 4. Increase Emergency Food Assistance funding for food banks 5. Decrease Nutrition Education funding 	<ol style="list-style-type: none"> 1. Restrict use of utility assistance benefits in calculation of SNAP benefits 2. Require eligible retailers to offer wider selection of food products 3. Increase Emergency Food Assistance funding for food banks 	<p>H:-20.5B S: -4.0B</p>
V. Credit	Minimal changes	Minimal changes	H&S: 0

VI. Rural Development	1. Increase Valued-Added Marketing Grants funding	1. Increase Valued-Added Marketing Grants funding 2. Increase Rural Water and Waste Disposal Grants funding	H:+96M S:+132M
VII. Research and Extension	1. Increase Specialty Crop Research Grants funding 2. Increase Organic Agricultural Research and Extension funding 3. Increase Beginning Farmer and Rancher Development funding	1. Increase Specialty Crop Research Grants funding 2. Increase Organic Agricultural Research and Extension funding 3. Increase Beginning Farmer and Rancher Development funding 4. Establish Foundation for Food and Agriculture Research	H:+760M S:+681M
VIII. Forestry	Minimal changes	Minimal changes	H: 0 S:+10M
IX. Energy	Minimal changes	1. Increase Rural Energy for American Program funding 2. Increase Biorefinery Assistance funding 3. Increase Biomass Crop Assistance Program funding 4. Increase Biomass Research and Development funding	H: 0 S:+780M
X. Horticulture	1. Increase Specialty Crop Block Grants funding 2. Increase Farmers Market and Local Food Promotion funding 3. Increase Plant, Pest and Disease Management funding	1. Increase Specialty Crop Block Grants funding 2. Increase Farmers Market and Local Food Promotion funding 3. Increase Coordinated Plant Management funding	H:+543M S:+359M
XI. Crop Insurance	1. Increase Supplemental Coverage Option program funding 2. Establish cotton and peanut revenue insurance programs	1. Increase Supplemental Coverage Option program funding 2. Establish cotton and peanut revenue insurance programs 3. Require crop insurance program participants to meet conservation compliance standards	H:+8.9B S: +4.9B
XII. Miscellaneous	1. Increase Noninsured Crop Assistance Program funding	1. Decrease Noninsured Crop Disaster Assistance Program funding	H:+161M S: -294M
TOTAL			H: -33.3B S: -18.0B

ⁱ Sources: House Farm Bill is the Federal Agriculture Reform and Risk Management Act of 2013 (H. 1947). Full legislation and CBO budget estimates available at <http://agriculture.house.gov/farmbill>. Senate Farm Bill is the Agriculture Reform, Food and Jobs Act of 2013 (S. 954). Full legislation and Congressional Budget Office budget estimates available at <http://www.ag.senate.gov/issues/farm-bill>.

ⁱⁱ Source: Congressional Budget Office. H: House Version, S: Senate Version; B = Billion dollars, M = Million dollars.