# Farm Bill Details and Decisions

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# The 2014 Farm Bill More than Just the Farm

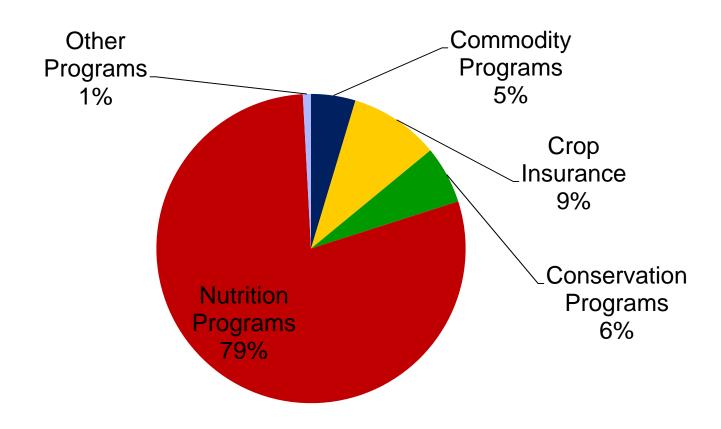
- Commodities
- Conservation
- Trade
- Nutrition
- Credit
- Rural Development
  - Copyright FP Selectional

- Research, Extension, and Related Matters
- Forestry
- Energy
- Horticulture
- Crop Insurance
- Miscellaneous



# Farm Bill Budget

Projected Spending, FY2014-2023



<sup>\*</sup> HR 2642, the "Agricultural Act of 2014" as reported out of Conference on January 27,2014 passed the House on January 29, 2014 by a 251-166 vote, passed the Senate on February 4, 2014 by a 68-32 vote, and was signed by the President on February 7, 2014.

# Farm Bill Budget

Area	Updated 2014-2023 Baseline	Senate Proposal (S954)	House Proposal (HR1947/3102)	Agricultural Act of 2014 (HR2642)*
Commodities	\$58.8 billion	-\$17.4 billion	-\$18.7 billion	-\$14.3 billion
Crop Insurance	\$84.1 billion	+\$5.0 billion	+8.9 billion	+5.7 billion
Conservation	\$61.6 billion	-\$3.5 billion	-\$4.8 billion	-\$4.0 billion
Nutrition (SNAP)	\$764 billion	-\$3.9 billion	-\$39.0 billion	-\$8.0 billion
Total	\$973 billion	-\$17.9 billion	-\$51.9 billion	-\$16.5 billion

<sup>\*</sup> HR 2642, the "Agricultural Act of 2014" as reported out of Conference on January 27,2014 passed the House on January 29, 2014 by a 251-166 vote, passed the Senate on February 4, 2014 by a 68-32 vote, and was signed by the President on February 7, 2014.

### Farm Bill Directions

- Farm income safety net has evolved over time
  - Price support and supply control
  - Income support tied to price and revenue
  - Risk management
- Future program components
  - Crop insurance as the foundation
  - Revenue safety net or price safety net
  - Underlying marketing loan
  - Supplemental crop insurance
  - Disaster assistance
  - No direct payments

# Farm Bill Details and Decisions

- Commodity programs
  - I-ARC vs. C-ARC vs. PLC
  - Base acreage update
  - Payment yield update
  - Dairy margin protection
- Crop insurance
  - SCO
  - STAX
- Disaster assistance

- Conservation
  - CRP enrollment/expiration
  - Voluntary programs
  - Conservation compliance for crop insurance
  - Sodsaver provisions for the Northern Plains states
- Other programs
  - Rural development
  - Horticulture/specialty crops
  - Beginning farmer programs

# Farm Bill Safety Net Commodity Program Decisions

- I-ARC vs. C-ARC vs. PLC
  - One-time decision for 2014-2018 for all producers on a farm (FSA farm)
    - I-ARC covers participant share of all farms enrolled in I-ARC
    - C-ARC or PLC elected on a crop-by-crop basis for each farm
- Base acreage update
  - Option to reallocate base acreage based on 2009-2012 planted/prevented planted acreage
    - not to exceed total existing base acres
    - not to exceed actual cropland acres on the farm
- Payment yield update
  - Option to update payment yields to 90% of 2008-2012 yield on a crop-by-crop basis for farms enrolled in PLC
  - Affects payments only under PLC

### Base Acreage Update (Reallocation)

- Farm's cotton base is now called "Generic Base."
- Farm's other program crop bases can be retained or reallocated in a one-time election
  - Retain base acres as of September 30, 2013, or
  - Reallocate base acres excluding generic base acres

#### Reallocation

- Based on the proportion of 2009-2012 average of acres planted and prevented planted of covered commodities
- Not to exceed 2013 total base excluding generic base

### Base Reallocation: Nebraska Example

500 acre farm with 400 base acres in 2013

200 acres corn base

100 acres soybean base

100 acres wheat base

400 acres of total crop base

2009-2012 program crop average acres

250 corn acres (50%)

250 soybean acres (50%)

Total of 500 acres > 400 base acres

Reallocated bases

200 acres corn base (50%)

200 acres soybean base (50%)

400 acres of total crop base

 Landowner can decide to update (reallocate) base or retain existing base

# Payment Yield Update

- Farm's program payment yields can be retained or updated in a one-time election
  - Retain program payment yields under the 2008 Farm Bill (as were in effect for the CCP program) or update payment yields
  - Update program payment yields to 90% of the average yields from 2008-2012
- Payment yields only apply to the PLC program, but option to update may be available to all program participants, regardless of ARC v PLC decision
  - Potential applicability to any program benefits in 2019 and beyond
- Landowner can decide to update payment yields or retain current payment yields

### Yield Update Issues

- Ability to prove yields
  - Yields have not been required to be reported to FSA
  - Landowners of rented farms will need production information from tenants
  - All owners must agree

# Farm Bill Safety Net

#### **Price Safety Net**

- Price Loss Coverage PLC
  - Following House PLC proposal
    - Adaptation of current CCP program
  - Protects deep (and shallow?) losses below legislated reference (target) prices
  - Parameters
    - Corn = \$3.70/bushel
    - Soybeans = \$8.40/bushel
    - Sorghum = \$3.95/bushel
    - Wheat = \$5.50/bushel
    - Payment yields equal to existing CCP yields or updated payment yields
    - Payment on 85% of existing or updated base acres
  - Impact
    - Provides income support and risk management when price is near or below reference price
    - Protection level set at fixed reference price, creating potential long-term distortion of production/marketing decisions

# Commodity Program Rates

#### Loan Rates and Reference Prices

Commodity	Loan	Rates	Reference Prices		
Commodity	2010-2013	2014-2018	2010-2013	2014-2018	
Wheat (bu)	\$2.94	\$2.94	\$4.17	\$5.50	
Corn (bu)	\$1.95	\$1.95	\$2.63	\$3.70	
Sorghum (bu)	\$1.95	\$1.95	\$2.63	\$3.95	
Barley (bu)	\$1.95	\$1.95	\$2.63	\$4.95	
Oats (bu)	\$1.39	\$1.39	\$1.79	\$2.40	
Rice (cwt)	\$6.50	\$6.50	\$10.50	\$14.00	
Soybeans (bu)	\$5.00	\$5.00	\$6.00	\$8.40	
Other oilseeds (cwt)	\$10.09	\$10.09	\$12.68	\$20.15	
Peanuts (ton)	\$355.00	\$355.00	\$495.00	\$535.00	
Upland cotton (lb)	\$0.52	\$0.45-0.52	\$0.7125	-	
Dry peas (cwt)	\$5.40	\$5.40	\$8.32	\$11.00	
Lentils (cwt)	\$11.28	\$11.28	\$12.81	\$19.97	
Small chickpeas (cwt)	\$7.43	\$7.43	\$10.36	\$19.04	
Large chickpeas (cwt)	\$11.28	\$11.28	\$12.81	\$21.54	

# Calculating Program Payments

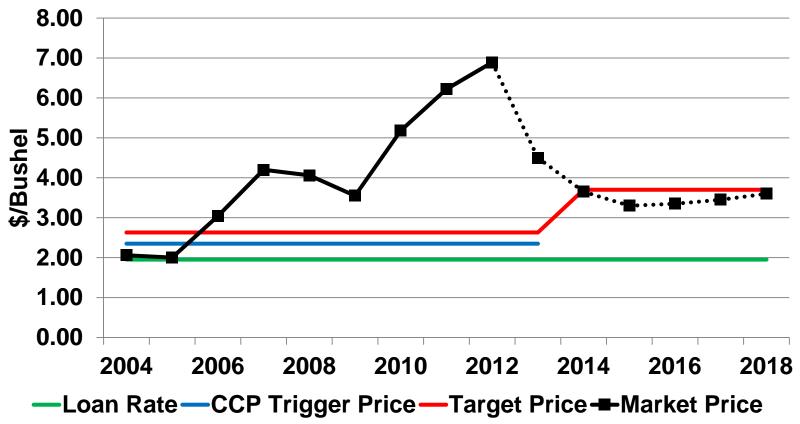
Price Loss Coverage

#### **Price Loss Coverage Payment Rate**

#### **Price Loss Coverage Payment**

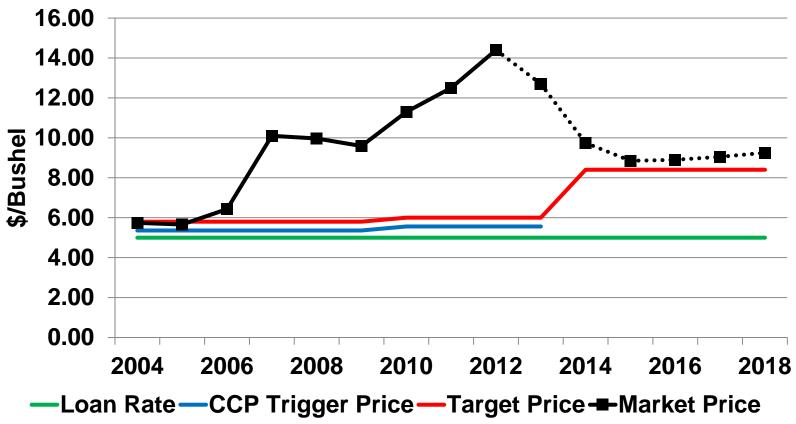
PLC rate payment yield base acres x 85% = PLC payment

Corn Prices and PLC/CCP/ML\*



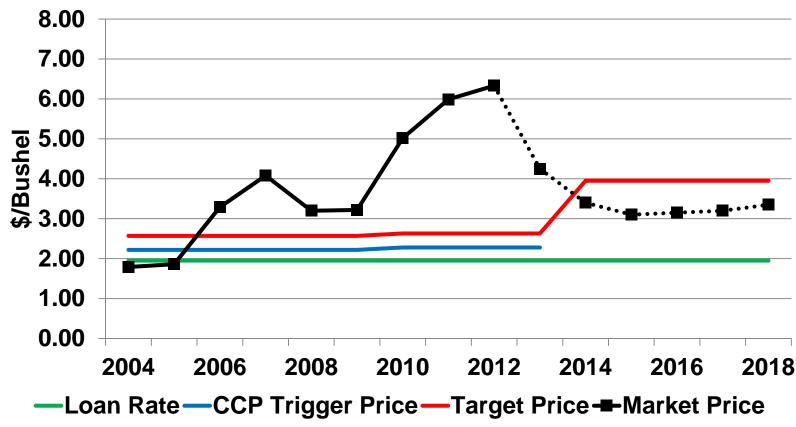
<sup>\*</sup> Estimated national marketing year average price for 2013 projected from USDA-WAOB as of February 10, 2013. Projected prices for 2014-2018 from USDA-OCE baseline estimates as of February 11, 2014.

# Farm Income Safety Net Soybean Prices and PLC/CCP/ML\*



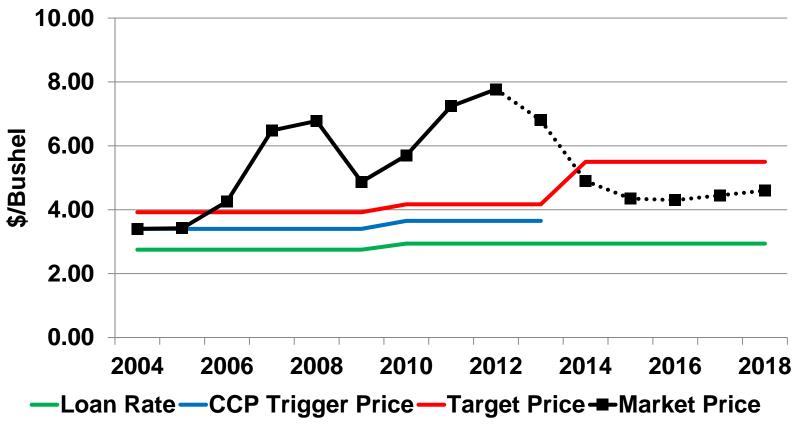
<sup>\*</sup> Estimated national marketing year average price for 2013 projected from USDA-WAOB as of February 10, 2013. Projected prices for 2014-2018 from USDA-OCE baseline estimates as of February 11, 2014.

# Farm Income Safety Net Sorghum Prices and PLC/CCP/ML\*



<sup>\*</sup> Estimated national marketing year average price for 2013 projected from USDA-WAOB as of February 10, 2013. Projected prices for 2014-2018 from USDA-OCE baseline estimates as of February 11, 2014.

Wheat Prices and PLC/CCP/ML\*



<sup>\*</sup> Estimated national marketing year average price for 2013 projected from USDA-WAOB as of February 10, 2013. Projected prices for 2014-2018 from USDA-OCE baseline estimates as of February 11, 2014.

# Farm Bill Safety Net

#### Revenue Safety Net

- Agriculture Risk Coverage ARC
  - Following Senate ARC proposal
    - Adaptation of current ACRE program for C-ARC
    - I-ARC similar to AGR or Whole Farm Plan insurance
  - Protects shallow losses below average revenue at farm (I-ARC) or county (C-ARC) level
  - Parameters
    - Protect 86-76% of average revenue
    - ARC participants ineligible for SCO
    - C-ARC
      - Crop guarantee
      - Average revenue = 5-year Olympic average price \* 5-year Olympic average yield
      - Payments on 85% of base acres
    - I-ARC
      - Whole farm guarantee
      - Average revenue = 5-year Olympic average revenue across all covered crops
      - Payments on 65% of base acres
  - Questions
    - If not signed up for ARC in a given year, is SCO available?
    - I-ARC details and implementation complex
  - Impact
    - Provides risk management when projected revenue is near or below average revenue
    - Protection level changes gradually with changes in revenue, reducing potential longterm distortion of production/marketing decisions

# Farm Bill Commodity Program

#### County Agriculture Risk Coverage

#### **C-ARC Benchmark Revenue**

x		=
5-year Olympic average county yield*	5-year Olympic average national marketing year average price **	C-ARC benchmark revenue
C-ARC Guarantee		
	_ x 86% =	
C-ARC benchmark revenue	C-ARC guarantee	
C-ARC Actual Reve	enue	
x MAX(		
	nal marketing year loan rate average price	C-ARC actual revenue

<sup>\*</sup> County yield per planted acre, minimum at county T-yield x 70% for each year

<sup>\*\*</sup> National marketing year average price, minimum price for each year at reference price

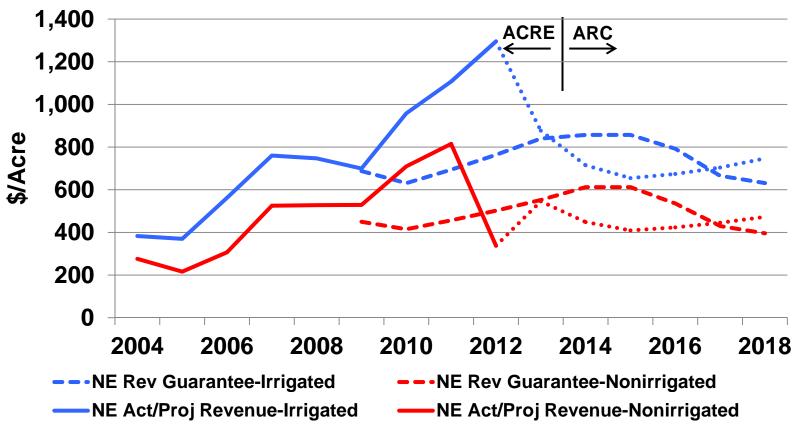
# Farm Bill Commodity Program

#### County Agriculture Risk Coverage

#### **C-ARC Payment Rate**

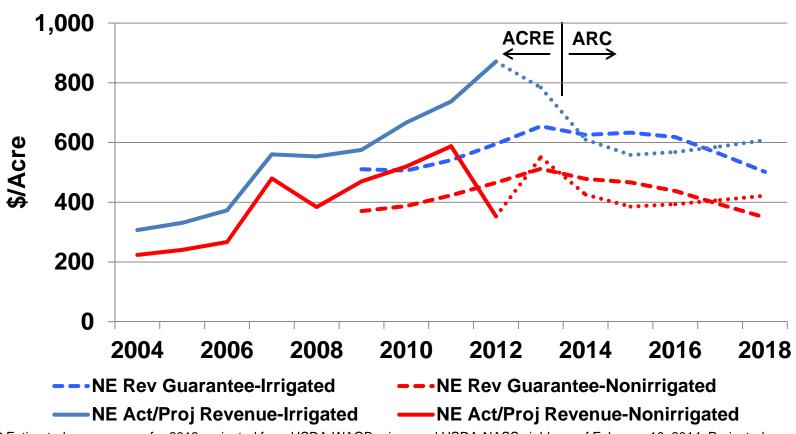
#### **C-ARC Payment**

#### Nebraska Corn Revenue and ACRE/ARC\*



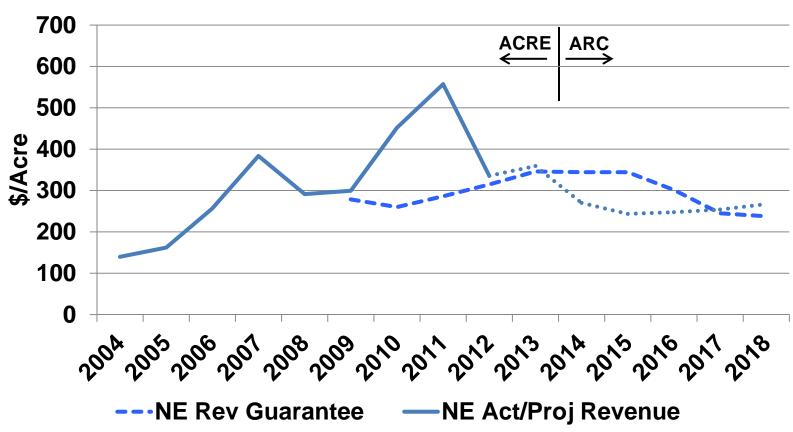
<sup>\*</sup> Estimated crop revenue for 2013 projected from USDA-WAOB prices and USDA-NASS yields as of February 10, 2014. Projected revenue for 2014 based on trend yields and USDA-OCE baseline forecast as of February 11, 2014. Projected ARC guarantee for 2014-2018 shown at state level for illustration purposes only.

# Nebraska Soybean Revenue and ACRE/ARC\*



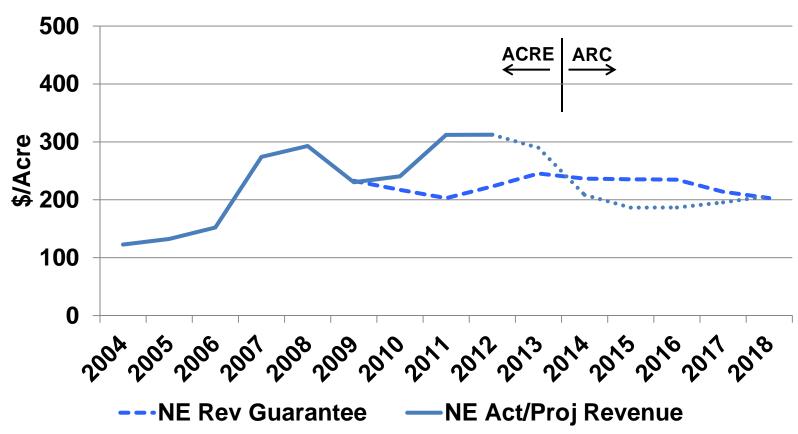
<sup>\*</sup> Estimated crop revenue for 2013 projected from USDA-WAOB prices and USDA-NASS yields as of February 10, 2014. Projected revenue for 2014 based on trend yields and USDA-OCE baseline forecast as of February 11, 2014. Projected ARC guarantee for 2014-2018 shown at state level for illustration purposes only.

# Nebraska Sorghum Revenue and ACRE/ARC\*



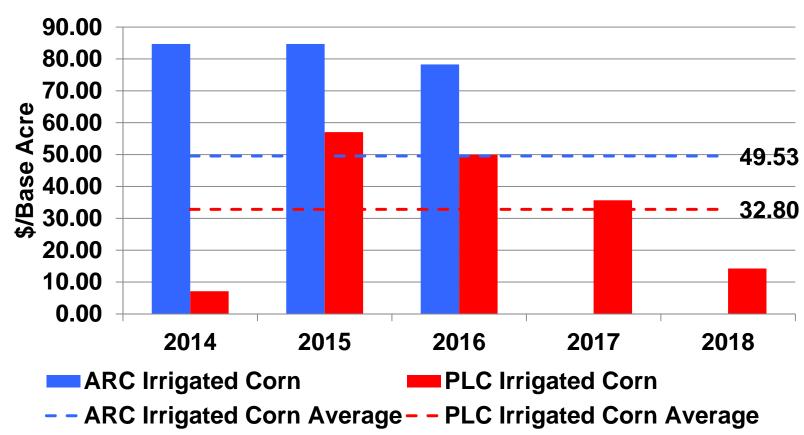
<sup>\*</sup> Estimated crop revenue for 2013 projected from USDA-WAOB prices and USDA-NASS yields as of February 10, 2014. Projected revenue for 2014 based on trend yields and USDA-OCE baseline forecast as of February 11, 2014. Projected ARC guarantee for 2014-2018 shown at state level for illustration purposes only.

# Nebraska Wheat Revenue and ACRE/ARC\*



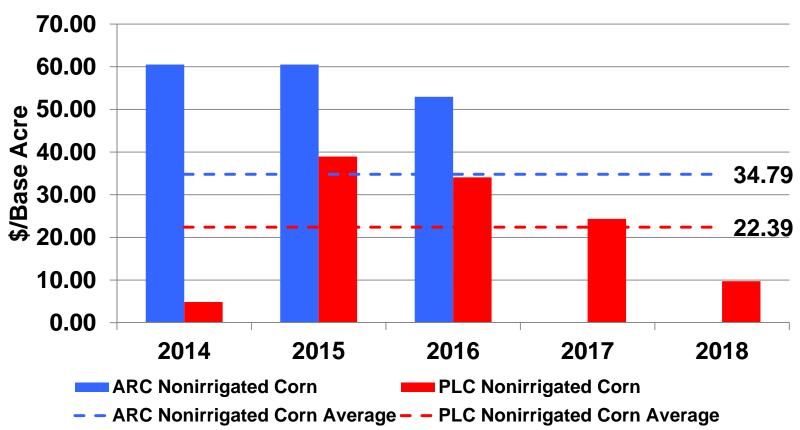
<sup>\*</sup> Estimated crop revenue for 2013 projected from USDA-WAOB prices and USDA-NASS yields as of February 10, 2014. Projected revenue for 2014 based on trend yields and USDA-OCE baseline forecast as of February 11, 2014. Projected ARC guarantee for 2014-2018 shown at state level for illustration purposes only.

Nebraska Irrigated Corn Program Payments\*



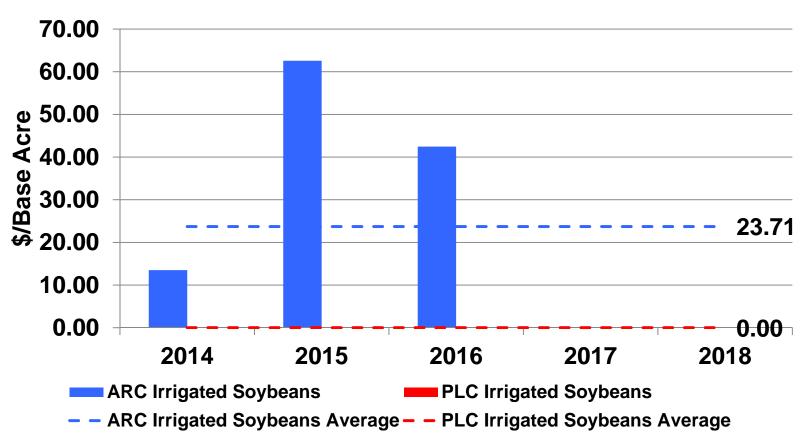
<sup>\*</sup> Projected ARC and PLC payments for 2014-2018 based on USDA baseline projections as of February, 2014. Projected ARC payments shown at state level for illustration purposes only.

Nebraska Nonirrigated Corn Program Payments\*



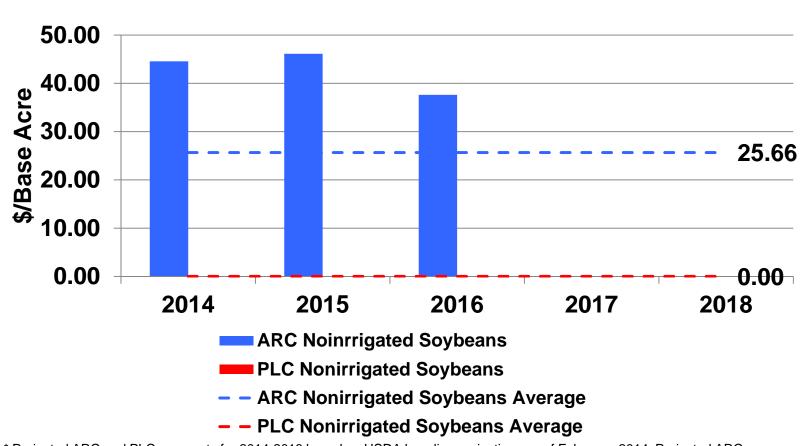
<sup>\*</sup> Projected ARC and PLC payments for 2014-2018 based on USDA baseline projections as of February, 2014. Projected ARC payments shown at state level for illustration purposes only.

Nebraska Irrigated Soybean Program Payments\*



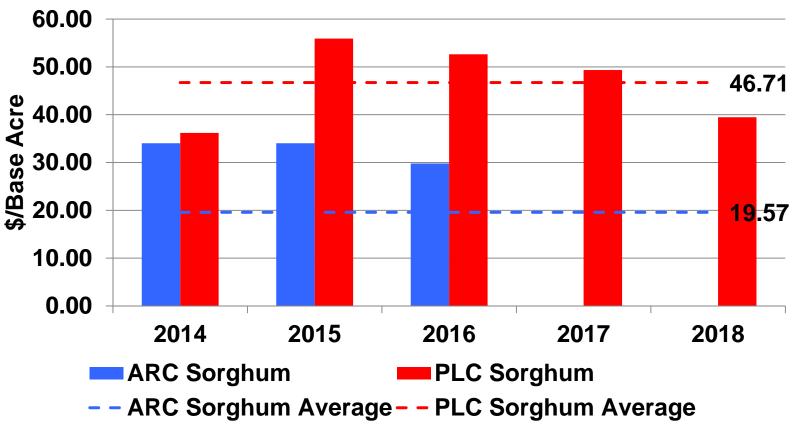
<sup>\*</sup> Projected ARC and PLC payments for 2014-2018 based on USDA baseline projections as of February, 2014. Projected ARC payments shown at state level for illustration purposes only.

Nebraska Nonirrigated Soybean Program Payments\*



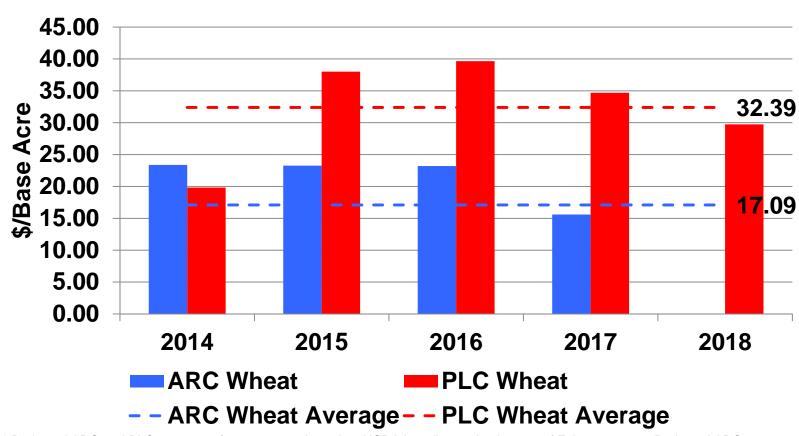
<sup>\*</sup> Projected ARC and PLC payments for 2014-2018 based on USDA baseline projections as of February, 2014. Projected ARC payments shown at state level for illustration purposes only.

Nebraska Grain Sorghum Program Payments\*



<sup>\*</sup> Projected ARC and PLC payments for 2014-2018 based on USDA baseline projections as of February, 2014. Projected ARC payments shown at state level for illustration purposes only.

#### Nebraska Wheat Program Payments\*



<sup>\*</sup> Projected ARC and PLC payments for 2014-2018 based on USDA baseline projections as of February, 2014. Projected ARC payments shown at state level for illustration purposes only.

### Farm Income Safety Net Comparison

Expected Average ARC and PLC Payments for 2014-2018
Crop Marketing Years for Nebraska

Commodity	ARC**	PLC		
	\$/ba	\$/base acre		
Irrigated Corn	\$49.53	\$32.80		
Nonirrigated Corn	34.79	22.39		
Irrigated Soybeans	23.71	0.00		
Nonirrigated Soybeans	25.66	0.00		
Grain Sorghum	19.57	46.71		
Wheat	17.09	32.39		

<sup>\*</sup> Estimated ARC and PLC payments based on 2014-2018 crop marketing year average prices in USDA baseline projections as of February 2014.

<sup>\*\*</sup> Estimated ARC payments based on state-level crop yield and revenue calculations for illustration only.

# Farm Bill Safety Net

#### Supplemental Crop Insurance

- Supplemental Coverage Option SCO
  - Following Senate and House proposals
  - Adaptation of current area-based revenue insurance (ARP, previously GRIP)
  - Provides area-based supplement to individual coverage to cover part of the deductible
  - Protects losses below allowed coverage level and above individual insurance coverage level
  - Parameters
    - Upper coverage level
      - 86% if in RLC or no program
    - Lower coverage level
      - Individual coverage level
      - 0% if no individual coverage purchased?
    - 65% premium subsidy rate
  - Questions
    - · Compatibility with crop insurance?
  - Impact
    - Protection dependent on relationship of individual and area yield and loss history better for higher correlated farm and county histories
    - Protection similar to ARC for the 76-86% band, but based on current price instead of 5year average price – could impact annual decisions on ARC vs. SCO if allowed

# Farm Bill Safety Net

#### Other Crop Insurance Details

- Policy issues for crop insurance as the foundation of the safety net
  - Payment limits/eligibility tests debated, but not included
  - Conservation compliance included
  - Interaction with commodity programs
- Other crop insurance language in the farm bill
  - STAX for cotton
  - Permanent approval of enterprise unit subsidy
  - Separate enterprise unit and separate coverage levels available for irrigated and nonirrigated production
  - APH adjustment in years of county yield losses of at least 50%
  - Premium adjustments for CAT
  - Adjustments to crop insurance Sodsaver provisions
  - Beginning farmer premium subsidy increases
  - Organic price provisions
  - Weather index pilot program

### Farm Income Safety Net Comparison

Expected Average ARC and PLC/SCO/STAX Payments for 2014-2018 Crop Marketing Years, FAPRI\*

Commodity	ARC**	PLC	SCO**	PLC+SCO/STAX***
	\$/participating acre			
Corn	\$20.91	\$22.24	\$8.94	\$29.39
Soybeans	16.21	12.58	5.09	16.65
Grain Sorghum	8.16	19.62	3.14	22.13
Wheat	9.84	16.27	3.84	19.34
Barley	10.76	30.54	4.10	33.82
Rice	8.44	53.54	12.90	63.86
Peanuts	19.76	60.63	***	***
Upland Cotton	-	-	22.60	18.08

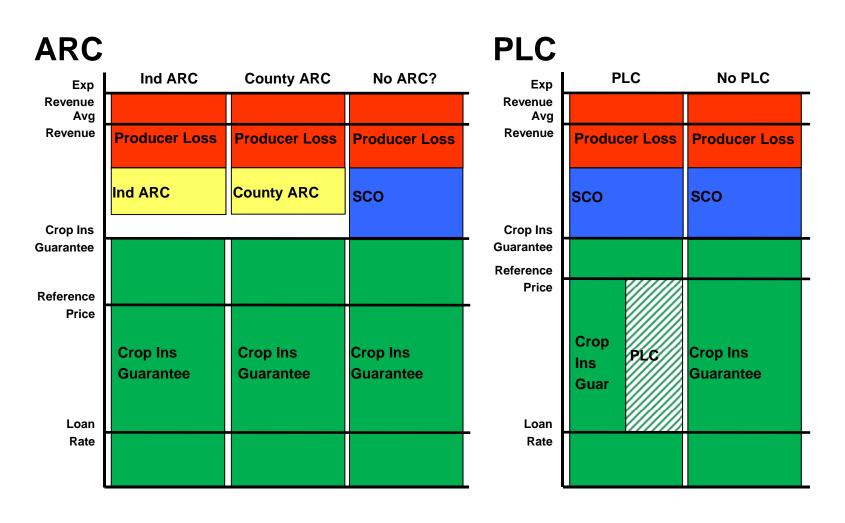
<sup>\*</sup> Estimated ARC, PLC, and SCP payments based on FAPRI projections as of March 2014.

<sup>\*\*</sup> SCO and STAX net indemnity average for 2015-2018

<sup>\*\*\*</sup> PLC+SCO/STAX payment average for 2014-2018.

<sup>\*\*\*\*</sup> Peanut net indemnities for SCO not explicitly represented in FAPRI model.

# Understanding the Safety Net Programs



# Eligibility and Payment Limits

- AGI limit for program eligibility per person or legal entity
  - 3-year average AGI less than or equal to \$900,000
- Payment limit per person or legal entity
  - \$125,000 for PLC, ARC, and MLG/LDP
  - Loan forfeitures do not apply to MLG
  - Spousal rule can double effective individual limit to \$250,000
  - Equal and separate limit for peanuts
- Definition of "actively engaged"
  - USDA will define significant contribution of active personal management
  - Family members not subject to new definition
  - Sec. of Ag Vilsack commented that it likely will be end of 2015 before new definition is completed

## Conclusions

- Federal farm income safety net has evolved over time
  - Price support and supply control
  - Income support tied to price and revenue
  - Risk management
- Farm income safety net is complex
  - Farm programs integrate with, complement, and substitute for crop insurance
  - Decisions
    - Existing base vs. base acreage reallocation based on 2009-2012 planted/prevented planted acreage
    - I-ARC vs. C-ARC vs. PLC
    - C-ARC vs. PLC by crop
    - ARC vs. PLC/SCO
- Risk management decisions are complex
  - Risk management decisions need to be based on portfolio analysis, not program-by-program decisions
  - Producer decision tools and education are a critical need

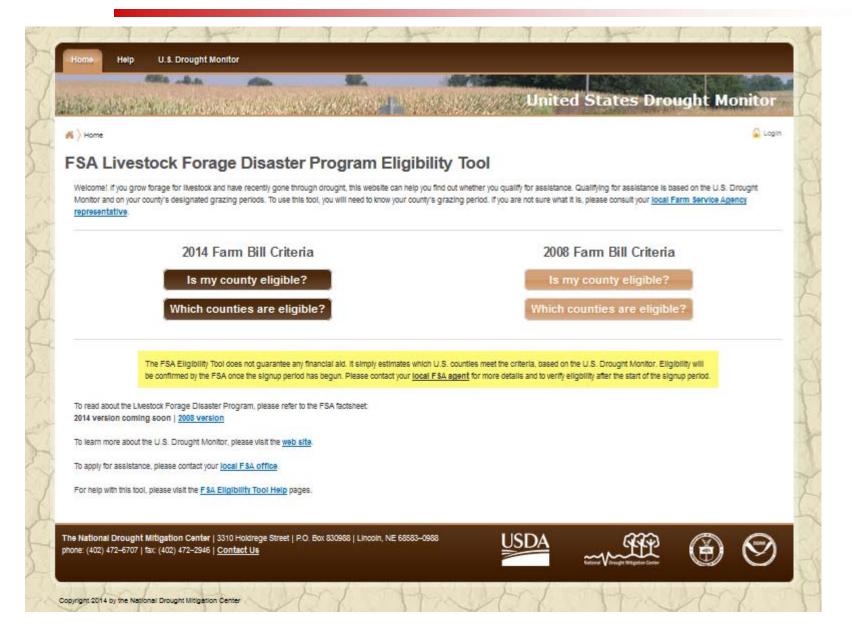
# Other Farm Bill Issues Dairy

- Margin Protection Program
  - Protection for the milk price minus feed cost margin
  - Protection available for producer purchase
    - Coverage
      - Available to protect from \$4.00 to \$8.00 of margin
      - Available on 25-90% of production history
    - Premium rates
      - Rates for 4 million pounds or less of production
      - Higher rates for over 4 million pounds of production
- Existing support programs repealed
  - MILC continues until margin program in operation

#### Other Farm Bill Issues

#### Disaster Assistance

- Disaster Assistance re-authorized and funded retroactively to 2012
- Programs
  - Livestock Indemnity Program (LIP)
    - Cover abnormal death losses due to agricultural disasters
    - 75% of market value
  - Livestock Forage Disaster Program (LFP)
    - · Covers drought and fire losses to forage and feed supplies for livestock herds
    - Payments equal to 60% of monthly feed cost for number of months based on drought severity
      - 1 month if in D2 for 8 weeks
      - 3 months if in D3 at any time
      - 4 months if in D3 for 4 weeks or D4 at any time
      - 5 months if in D4 for 4 weeks
    - Payments equal to 50% of monthly feed cost for duration of the lease up to 180 days for losses due to fire on federal grazing land
  - Emergency Assistance Program for Livestock, Honey Bees, and Farm-Raised Fish (ELAP)
    - Covers other livestock disaster losses such as disease, weather, etc. that are not covered by LIP and LFP
  - Tree Assistance Program (TAP)
    - Covers disaster losses for orchard and nursery tree growers
- SURE program for crop disaster losses not reauthorized since expiration in 2011
  - Crop losses covered only by insurance, CAT, or NAP programs



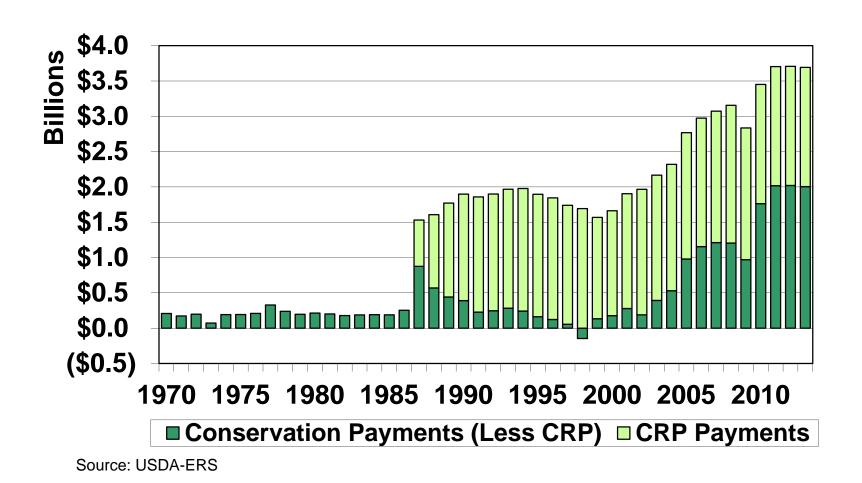
http://droughtmonitor.unl.edu/fsa/Home.aspx

## Other Farm Bill Issues

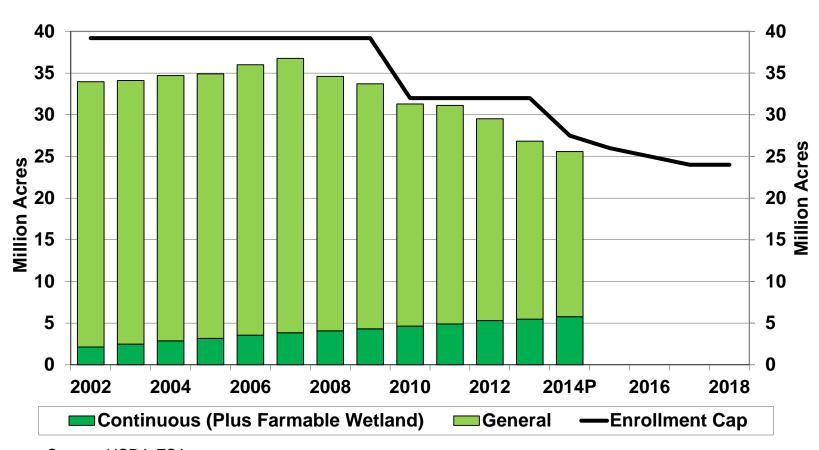
#### Conservation

- CRP
  - Enrollment cap reduced to 24 million acres by 2017
  - Current CRP contracts will be more difficult to re-bid into CRP at expiration
  - TIP reauthorized to help transition expiring CRP land to beginning farmers and ranchers
- Working lands programs
  - EQIP
    - Budget authority reduced in early years, but projected outlays continue to grow from current funding levels
    - WHIP now included in EQIP 5% of the funding
  - CSP
    - Annual acreage enrollment reduced from 12.8 to 10 million acres
    - Projected outlays continue to grow through 2018 as new acres are enrolled
- ACEP
  - WRP, FPP, and GRP combined in new easement program
  - Substantial growth in projected outlays
- Other programs
  - Several targeted programs and partnerships combined and streamlined with general increases in funding
- Conservation compliance
  - Conservation compliance or cross-compliance now required for eligibility for crop insurance premium supports (subsidies)
    - Conservation plans on highly erodible land/Sodbuster
    - Swampbuster
  - Sodsaver

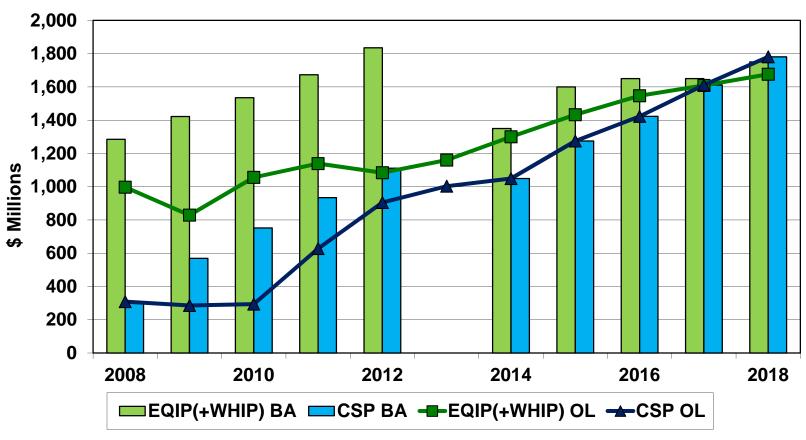
#### Conservation Program Payments



## Conservation Reserve Program Enrolled Acreage and Caps

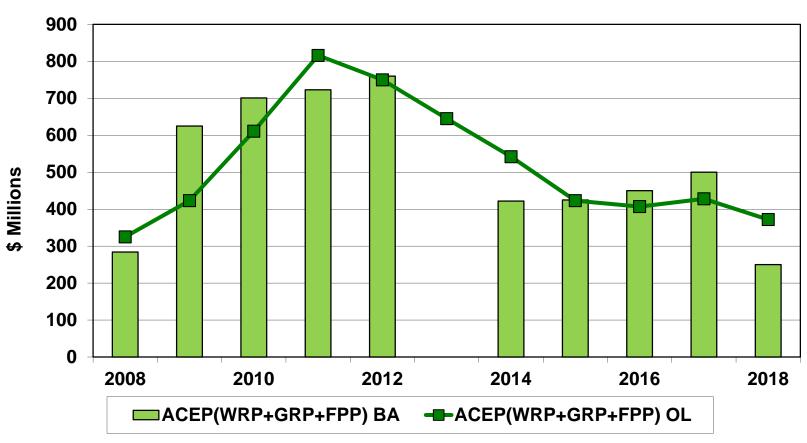


# Working Lands Programs Budget Authority (BA) and Outlays (OL)



Source: USDA-NRCS and Congressional Budget Office

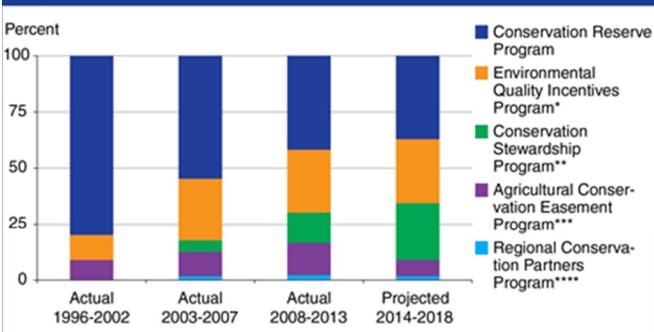
# Agricultural Conservation Easement Program Budget Authority (BA) and Outlays (OL)



Source: USDA-NRCS and Congressional Budget Office

## **Conservation Program Payments**





<sup>\*</sup>Includes EQIP and the Wildlife Habitat Incentives Program for 1996-2013.

Source: USDA-ERS

<sup>\*\*</sup>Includes the Conservation Security Program for 2002-2007.

<sup>\*\*\*</sup>Includes the Wetland Reserve Program, Farmland Protection Program, and Grassland Reserve Program (easement portion) for 1996-2013.

<sup>\*\*\*\*</sup>Includes the Agricultural Water Enhancement Program, Chesapeake Bay Watershed Program, Cooperative Conservation Partnership Initiative, and Great Lakes Basin Program for 1996-2013. Sources: ERS analysis of Office of Budget and Policy Analysis data on actual expenditures for 1996-2013; spending levels provided in the 2014 Farm Act and Congressional Budget Office estimates for 2014-2018.

#### Other Farm Bill Issues

#### Other Program Highlights

- Trade
  - Promotion and development
- Rural development
  - Broadband development
  - Grant programs
- Credit
  - Direct and guaranteed loans
  - Ownership and operating loans
- Energy
  - Biobased products
  - Bioenergy/biomass programs

- Horticulture/specialty crops
  - Research and block grants
  - Promotion, marketing, and management
  - Organic production
    - Conversion cost-share assistance
    - Crop insurance price coverage
    - Promotion
- Beginning farmer programs
  - Loan programs
  - Research and education
  - Conservation crop-share assistance
  - Transition Incentive Program for CRP
  - Crop insurance premium subsidy increase
  - Increased emphasis on veterans

## Farm Bill Outlook

#### Timeline

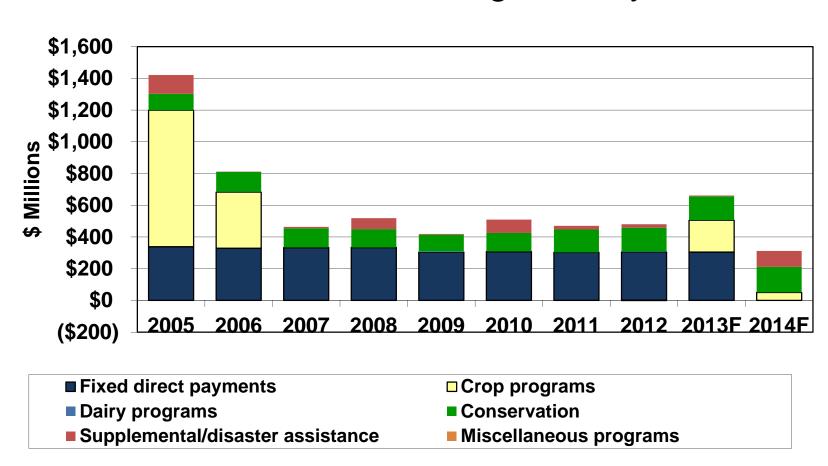
- Commodity program changes will begin for the 2014 crop year
  - Base and yield decisions over Summer?
  - Program enrollment decisions late-Fall into Winter?
- Crop insurance provisions would begin for 2015 crop year
  - Fall seeded crop insurance deadlines beginning in September

#### Implications

- Government payments in 2014 will be down, except for disaster assistance and conservation
  - No Direct Payments in 2014
  - 2013 ACRE and CCP payments expected to be small
  - 2014 ARC and PLC payments not due until 2015
  - Disaster assistance on 2012, 2013, and 2014 losses could be paid in 2014
  - Conservation payments could continue to grow, with emphasis on working lands programs

## Farm Bill Outlook

#### Government Program Payments



# Other Ag Policy Issues

- Conservation and the Environment
  - EPA proposed definition of "Waters of the U.S."
- Trade
  - TPP and TTIP negotiations
  - Conflict resolution cotton, COOL
- Energy
  - EPA decision on RFS2 mandate for 2014
  - Tax credits for biodiesel and advanced biofuels

# Policy and Management Outlook

- Farm bill decisions
  - Complex program participation decisions
  - Increased focus on risk management
- Related policy issues
  - Marketing, trade, regulations, etc.
- Management
  - More effective integration of safety net tools
    - Farm programs
    - Crop insurance
    - Marketing
  - Better risk management decision-making
    - Production, price, financial, legal, human
    - North Central Risk Management Education Center – <u>ncrme.org</u>

