NDSU AGRICULTURAL RISK POLICY CENTER

Estimated Additional Base Acres Under OBBBA for Crop Year 2026

ARPC White Paper 2026–03

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January 27, 2026

Key Insights

- **First net expansion of base acres since 2002.** The One Big Beautiful Bill Act (OBBBA) allows farmers to add new base acres for the first time in over two decades. Unlike the 2014 Farm Bill update, which was a zero-sum reallocation, this update permits a net increase in total base acres nationwide.
- **Estimated 30 million additional base acres nationally.** Under the main scenario incorporating recent USDA implementation guidance, 30 million acres would be added to the national base acre total.
- **Estimates are particularly sensitive to treatment of forage crops.** Excluding forage crops from "eligible non-covered commodities" reduces the estimated additional base acres to 18.6 million, suggesting additional base acres may be concentrated among areas with high prevalence of forage crops.
- **Corn, soybeans, and wheat receive the largest allocations.** Corn is expected to gain 10.2 million additional base acres, followed by soybeans (8.31 million) and wheat (7.1 million). In percentage terms, soybeans see the largest increase among major crops at 15%.
- **North Dakota, Texas, South Dakota, Minnesota, and Missouri lead in additional base acres.** North Dakota is expected to receive 2.88 million additional base acres, followed by Texas (2.67 million), Minnesota (2.21 million), South Dakota (2.16 million), and Missouri (1.93 million). Collectively, these states represent approximately 40% of the estimated 30 million additional base acres.
- **Additional base acres valued at hundreds of millions in potential ARC/PLC payments.** Using estimated 2025 crop year payment rates, the additional base acres would generate on the order of $414–$634 million in corn payments in a year with similar market conditions, with significant additional value for soybeans, wheat, and cotton.
- **Update widens base-planted gap for most crops, but narrows it for soybeans and canola.** Because the update can only add acres, it generally increases the divergence between base and planted acres. However, for crops like soybeans and canola where planted acres have expanded faster than base, the update brings base acres closer to current production levels.

Introduction

The One Big Beautiful Bill Act (OBBBA), signed into law on July 4, 2025, made many noteworthy changes to U.S. agricultural policy. Potentially one of the most significant of those changes, however, is the provision allowing for additional base acres. Although base acres were updated as part of the 2014 Farm Bill, the update was a zero-sum reallocation that did not result in any additional base acres. For the first time since the 2002 Farm Bill (Schnitkey, 2002), farmers will have the opportunity under OBBBA to achieve a net increase in base acres, meaning the level of commodity support provided by ARC and PLC will unambiguously be higher after the update. The remainder of this paper details the mechanics of the base acre update, estimates the potential total base acres added, and quantifies the value of these new acres via the additional ARC/PLC payments that will accompany them.

Basic Update Mechanics

The statutory formula for potential new base acres under OBBBA is:

$$\text{Potential New Base} = (\text{Avg. Covered}_{2019\text{-}2023} + \text{Adjustment Factor}) - \text{Current Base}_{2024} \quad (1)$$

where:

- **Avg. Covered$_{2019\text{-}2023}$**: The 5-year average of acres planted on the farm to covered commodities for harvest, grazing, haying, silage, or other similar purposes, plus any acreage that producers were prevented from planting to covered commodities due to drought, flood, or other natural disaster during the 2019–2023 crop years.[1]
- **Current Base$_{2024}$**: The total number of base acres for covered commodities on the farm, excluding unassigned crop base, as in effect on September 30, 2024.

[1] OBBBA §10302(e)(3)(B)(i): "The 5-year average of–(I) the acreage planted on the farm to all covered commodities for harvest, grazing, haying, silage or other similar purposes for the 2019 through 2023 crop years; and (II) any acreage on the farm that the producers were prevented from planting during the 2019 through 2023 crop years to covered commodities because of drought, flood, or other natural disaster, or other condition beyond the control of the producers."

- **Adjustment Factor**: Defined as the lesser of:[2]
  - 15% of the total acres on the farm.
  - The 5-year average of acres planted or prevented from being planted to eligible non-covered commodities during the 2019–2023 period.

Although the language provided by OBBBA does not explicitly define "total acres on the farm" or "eligible non-covered commodities", recent official implementation rules in the Federal Register (Farm Service Agency, 2026) clarify several of the ambiguities in the original language:

- **Total farm acres** is defined as total cropland acres, minus acres enrolled in federally funded conservation programs that restrict agricultural commodity production. One exception to this is acres enrolled in the Conservation Reserve Program (CRP), which are included in the total for the 15% calculation.
- **Eligible non-covered commodities** specifically excludes: (1) covered commodities; (2) trees, bushes, vines, grass, pasture, idle, and fallow land;[3](3) cover crops; (4) all conservation programs including CRP; (5) tobacco; and (6) cannabis that does not meet the definition of hemp.

A farm is only eligible to receive an allocation if the average covered commodity acreage is greater than zero and the additional base acres a farm receives must also be positive, meaning:

$$\text{Additional Base} = \max(0, \text{Potential New Base}) \tag{2}$$

Further, if the national total of eligible additional base acres exceeds 30 million, all allocations will be reduced proportionally via a pro-rating factor:

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[2] OBBBA §10302(e)(3)(B)(ii): "The lesser of–(I) 15 percent of the total acres on the farm; and (II) the 5-year average of–(aa) the acreage planted on the farm to eligible noncovered commodities for harvest, grazing, haying, silage, or other similar purposes for the 2019 through 2023 crop years; and (bb) any acreage on the farm that the producers were prevented from planting during the 2019 through 2023 crop years to eligible noncovered commodities."

[3] OBBBA §10302(e)(3)(E): "The term 'acreage planted on the farm to eligible non-covered commodities' means acreage planted on a farm to commodities other than covered commodities, trees, bushes, vines, grass, or pasture (including cropland that was idle or fallow)."

$$\text{Pro-Rating Factor} = \min\left(1, \frac{30,000,000}{\sum \text{Additional Base (all farms)}}\right) \tag{3}$$

The additional base acres are allocated among covered commodities in proportion to the 5-year average planted acreage of each covered commodity on the farm.

Data

Since farm-level data are not publicly available, this analysis estimates eligible base acre additions using the aggregated crop acreage data published by the USDA Farm Service Agency (Farm Service Agency, 2025b). It is worth noting that estimates based on aggregated data are subject to aggregation bias because the statutory formula's min and max operators are non-linear and do not distribute across sums.[4] Since data on total base acres by county are not currently available, base acres for program year 2023 (the most recent available) are used (Farm Service Agency, 2025a). To facilitate the appropriate exclusions of acreage as defined in the OBBBA legislation and Federal Register implementation guidance (Farm Service Agency, 2026), all individual crops in the FSA crop acreage data files were placed into one of the following categories: "Covered Commodities", "Trees (Fruits, Nuts, Timber)", "Bushes and Berries", "Vines", "Grass", "Forage", "Idle and Fallow", "Conservation Reserve Program (CRP)", "Other Conservation Programs", "Tobacco and Non-Hemp Cannabis", "Principal Crops (Non-covered)", "Animal Products", and "All Other Crops". For a full list of individual crops in each category, see the appendix.

To calculate the adjustment factor, total planted, prevented from being planted, and failed acres reported in the FSA crop acreage files for each year from 2019–2023 were summed and the 5-year average used as the value for "total farm acres." Acres associated with other conservation programs (excluding CRP) are excluded from this total per Federal Register guidance. To calculate "eligible non-covered commodities", the same FSA crop acreage data were taken and any acreage associated with covered commodities was removed. Additionally, any acreage falling under the categories of "Trees (Fruits, Nuts, Timber)", "Bushes and Berries", "Vines", "Grass", "Forage", "Idle and Fallow", "Conservation Reserve Program", "Other Conservation Programs", and "Tobacco and Non-Hemp Cannabis" was excluded. Further, based on (Farm Service

[4] e.g. $\sum_i \min(a_i, b_i) \leq \min\left(\sum_i a_i, \sum_i b_i\right)$

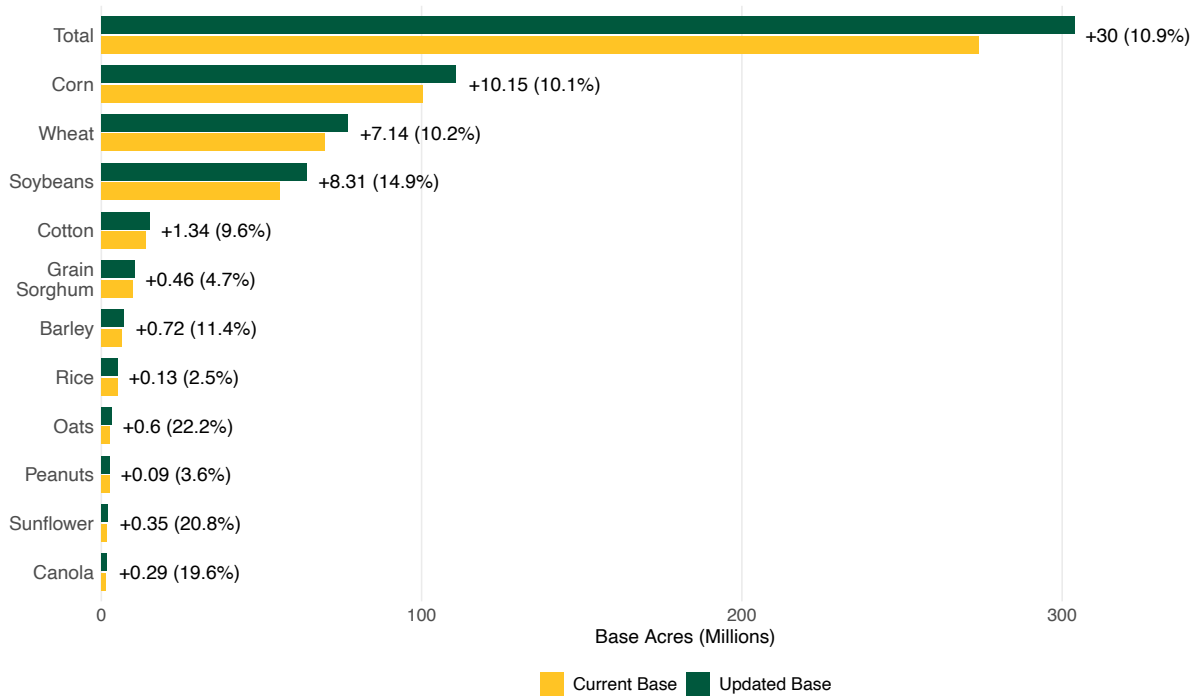
Agency, 2026)[5], acres with intended uses of "Cover Only", "Green Manure", "Sod", "Left Standing" were all excluded from calculations of both planted acres and total farm acres. Likewise, "Animal Products" are excluded from all calculations. The remaining planted, prevented from being planted, and failed acres were summed then averaged over 2019–2023 to arrive at a total for eligible non-covered commodities. The remaining calculations follow the formulas described in the previous section.

Estimates of Additional Base Acres

Under the main scenario described above, estimates suggest approximately 39.9 million base acres would be eligible to be added which would be prorated down to 30 million. Figure 1 displays the current and updated base acres for the eleven largest covered commodities in terms of current total base acres. Corn receives the largest allocation at 10.2 million additional acres, followed by soybeans (8.3 million) and wheat (7.1 million). Among major commodities, soybeans have the largest estimated increase in percentage terms at 15% which is higher than both corn (10.1%) and wheat (10.2%). Table 1 presents a state-level breakdown of additional base acres for the top 20 states (as measured by current base acres). North Dakota leads in terms of additional base acres at 2.88 million, driven primarily by wheat and soybeans. Texas follows with 2.67 million acres, reflecting similar gains primarily to wheat and cotton. Minnesota, South Dakota, and Missouri stand to gain 2.21, 2.16, and 1.93 million acres respectively, primarily in the form of corn and soybean base acres. Illinois, Indiana, and Iowa collectively represent another 3.04 million with roughly equal gains across corn and soybeans. Additional maps in the appendix display the geographic distribution of additional base acres by state for individual commodities. An important distinction is that the values presented here represent gross additional base acres. However, the most recent implementation guidance suggests that unassigned generic base acres will be reduced on and acre-for-acre basis when unassigned generic base exists on the farm. The corresponding reductions in generic base are also reported in table Table 1. In most states, the reduction is small relative to the added bases. Exceptions to this are Texas which is estimated to lose 0.55 million generic base acres and Mississippi which is estimated to gain 0.48 million base acres, but lose 0.31 million in generic base.

[5] The Federal Register language notes that "commodities that are reported as a tree, bush, vine, grass, idle, or fallow" and "cover crops, such as oats, turnip mixture, or rye grass, reported specifically as cover" are to be excluded from "eligible non-covered commodity".

Figure 1: ***Additional Base Acres by Commodity.***



Note: Total bar represents additional base acres for all covered commodities (including those not reported in the figure).
Source: Author calculations using data from the USDA Farm Service Agency.

Table 1: ***Additional Base Acres by State and Commodity (Millions of Acres).***

State	Current	Corn	Soybeans	Wheat	Cotton	Rice	Peanuts	Sorghum	Other	Generic	Total
Rest of US	33.98	2.20	1.52	1.01	0.29	0.05	0.07	0.02	0.56	-0.55	5.73
Iowa	22.48	0.89	0.70	0.00	0.00	0.00	0.00	0.00	0.01	0.00	1.60
Kansas	21.93	0.31	0.25	0.48	0.01	0.00	0.00	0.13	0.01	-0.00	1.18
Illinois	21.64	0.42	0.43	0.04	0.00	0.00	0.00	0.00	0.00	0.00	0.90
North Dakota	21.27	0.53	0.69	1.07	0.00	0.00	0.00	0.00	0.59	0.00	2.88
Texas	21.02	0.29	0.02	1.29	0.86	0.01	0.01	0.14	0.05	-0.55	2.67
Minnesota	17.22	0.88	0.90	0.37	0.00	0.00	0.00	0.00	0.07	0.00	2.21
Nebraska	16.41	0.87	0.38	0.17	0.00	0.00	0.00	0.01	0.05	-0.00	1.48
South Dakota	14.05	0.83	0.57	0.42	0.00	0.00	0.00	0.06	0.28	0.00	2.16
Indiana	11.20	0.25	0.27	0.01	0.00	0.00	0.00	0.00	0.00	0.00	0.54
Montana	10.47	0.06	0.02	1.07	0.00	0.00	0.00	0.00	0.54	0.00	1.68
Missouri	10.06	0.70	1.08	0.11	0.01	0.00	0.00	0.01	0.01	-0.03	1.93
Oklahoma	9.09	0.05	0.08	0.61	0.06	0.00	0.00	0.04	0.02	-0.08	0.85
Ohio	8.62	0.25	0.33	0.03	0.00	0.00	0.00	0.00	0.00	0.00	0.62
Arkansas	6.96	0.09	0.11	0.03	0.02	0.04	0.00	0.00	0.00	-0.09	0.29
Wisconsin	5.72	0.93	0.47	0.04	0.00	0.00	0.00	0.00	0.05	0.00	1.50
Colorado	5.41	0.20	0.00	0.23	0.00	0.00	0.00	0.05	0.09	0.00	0.57
Michigan	4.97	0.27	0.23	0.06	0.00	0.00	0.00	0.00	0.01	0.00	0.57
Washington	3.90	0.02	0.00	0.03	0.00	0.00	0.00	0.00	0.01	0.00	0.06
Mississippi	3.89	0.12	0.26	0.01	0.08	0.01	0.00	0.00	0.00	-0.31	0.48
California	3.73	0.01	0.00	0.06	0.00	0.00	0.00	0.00	0.02	-0.02	0.10
Total	**274.02**	**10.15**	**8.31**	**7.14**	**1.34**	**0.13**	**0.09**	**0.46**	**2.38**	**-1.64**	**30.00**

Note: Values in millions of acres. Top 20 states by current base acres shown; remaining states aggregated to "Rest of US." Generic column shows unassigned generic base converted to commodity-specific base (negative values). Total column represents sum of all crop columns (gross additional base). Total row shows national sums.

Source: Author calculations using data from the USDA, Farm Service Agency.

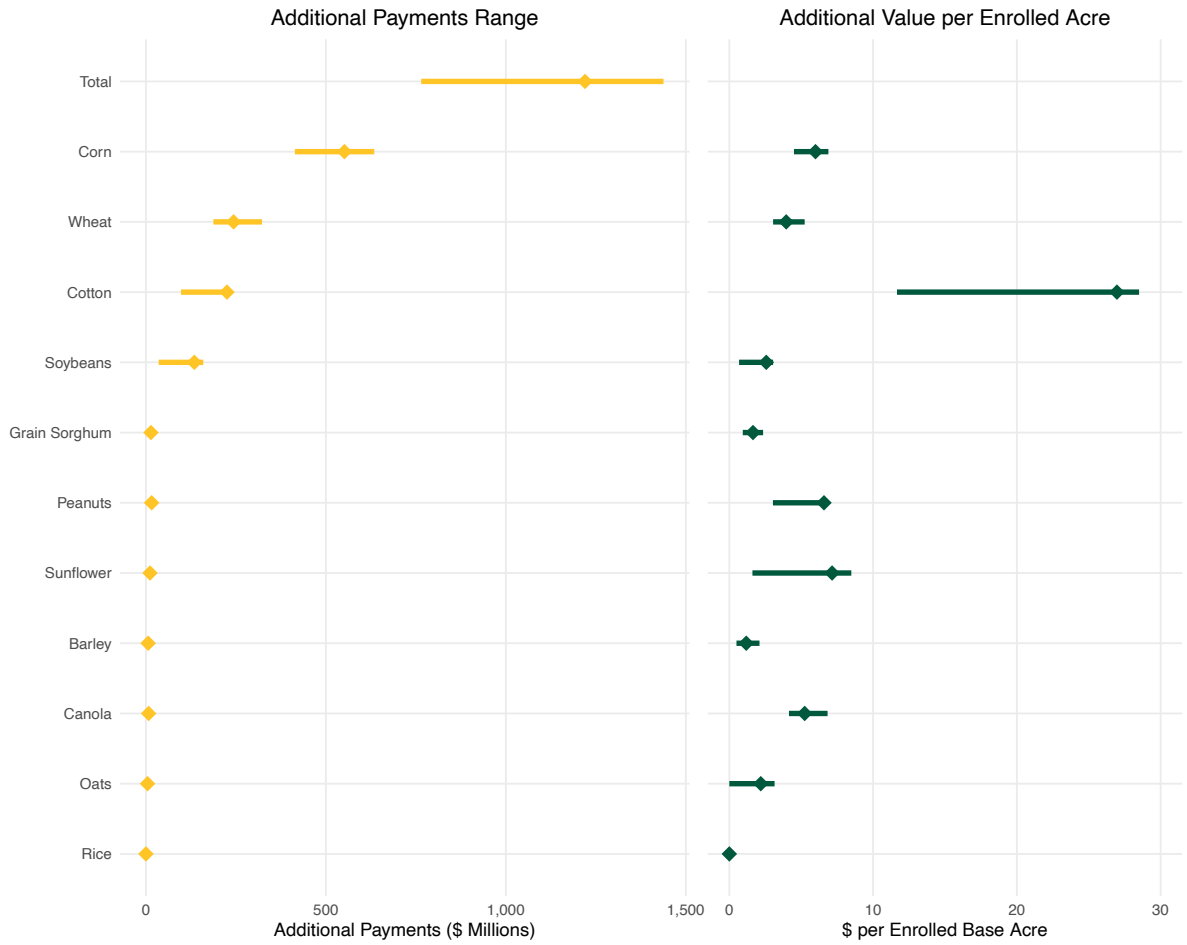
Estimated Value of Additional Base Acres

To quantify the value of additional base acres to producers, potential ARC-CO and PLC payments on the new base are estimated using estimated 2025 crop year payment rates under the updated ARC-CO and PLC provisions under OBBBA[6]. Figure 2 displays the range of additional payments by commodity. The left panel shows total additional payments in millions of dollars, while the right panel normalizes these payments by current enrolled base acres to show the additional value per acre of existing base. The bars in Figure 2 represent the range between the lowest paying allocation of base acres (i.e. every county had full base acre enrollment in the lowest paying program for each commodity) and highest paying allocation of base acres (i.e. every county had base acre enrolled in the highest paying program)[7]. The diamond indicates the estimated actual payment based on current ARC/PLC enrollment shares. Corn generates the largest total additional payments at approximately $414–634 million, followed by wheat, cotton, and soybeans. On a per-acre basis, however, cotton shows the highest additional value per enrolled acre, reflecting existing higher payment rates. It is worth noting that the value of these additional base acres will naturally fluctuate as the market conditions that trigger (and control the magnitude) of ARC/PLC payments change. The estimates here represent a specific scenario in which the market conditions for crop year 2026 perfectly match the conditions for crop year 2025.

[6] Updated OBBBA program parameters are used to estimate both ARC-CO and PLC payments for each county and crop. For details on the data sources used to estimate payments, see the appendix.

[7] OBBBA specifies that ARC-CO and PLC payments will be made based on the highest paying program for crop year 2025. This is ignored for this analysis since this provision will not apply for the 2026 crop year when the additional base acres are added.

Figure 2: ***Estimated Value of New Base Acres Via Additional ARC/PLC Payments.***



Note: Total bar represents additional payments for all covered commodities (including those not reported in the figure).
Source: Author calculations using data from the USDA Farm Service Agency.

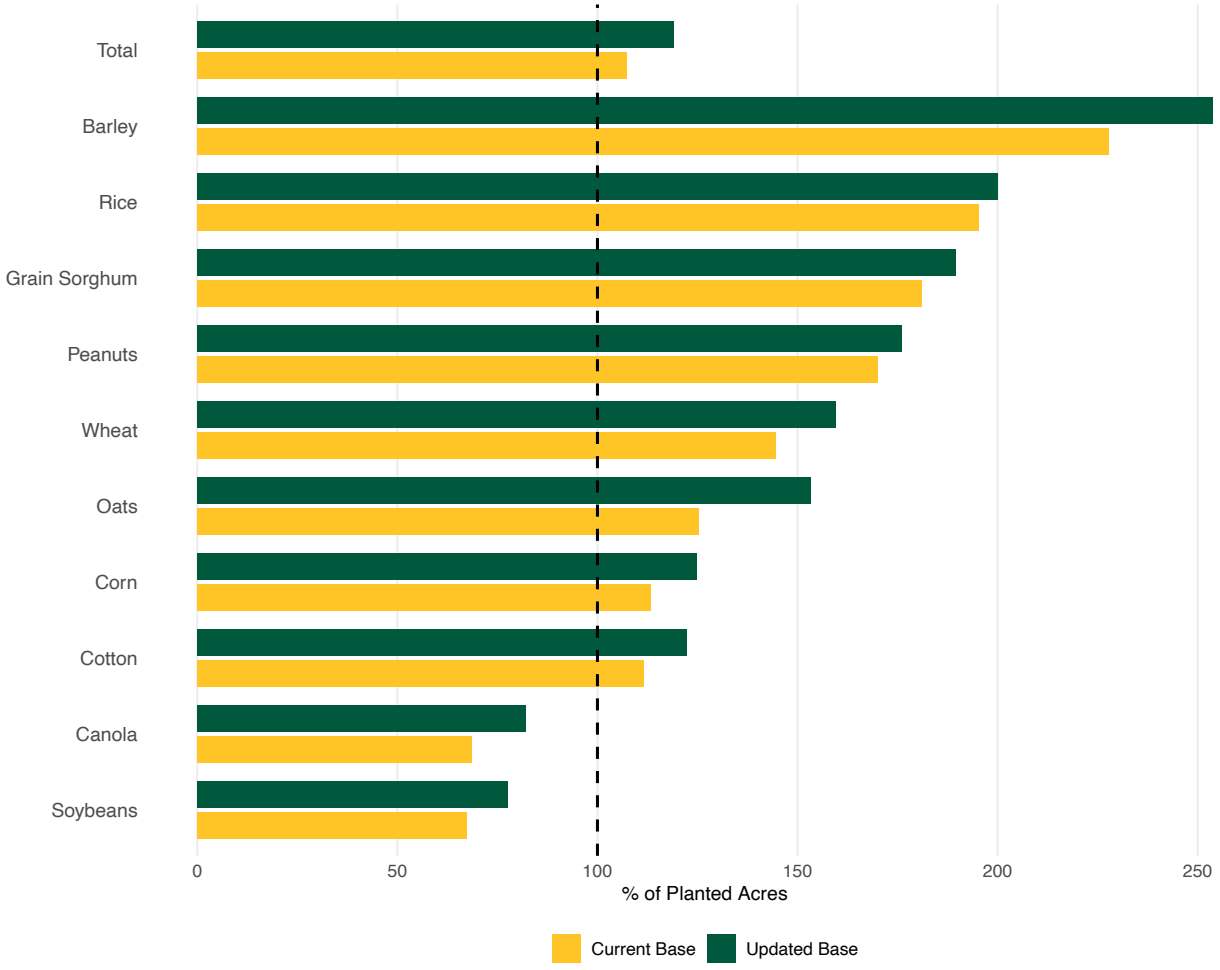
Effect on Alignment with Planted Acres

A longstanding topic of discussion in U.S. commodity policy is the divergence between base acres and planted acres. Because base acres were historically set based on planting decisions from earlier periods, they often diverge from current production patterns. Figure 3 illustrates this divergence by expressing current and updated base acres (as estimated in this paper) as a percentage of average planted acres (2019–2023) for major covered commodities.

At the national level, total base acres exceed total planted acres, meaning the base acre update (which

can only add acres, not subtract them) will generally widen this gap. For most commodities shown, current base acres already exceed planted acres, and the update will push them further above planted acres. However, for commodities where planted acres have expanded relative to historical base allocations, the update moves base acres closer to planted acres. Soybeans and canola stand out in this regard. Both crops have seen significant acreage expansion in recent decades. The 2026 update is expected to narrow this gap, bringing base acres into better alignment with current production for these commodities. Additional maps in the appendix show the state-level variation in base-to-planted acre ratios before and after the update for individual commodities.

Figure 3: ***Base Acres as Percentage of Planted Acres Before and After 2026 Update.***



Note: Planted acres are the 2019–2023 average. The dashed line at 100% indicates where base acres equal planted acres. Values above 100% indicate base acres exceed planted acres. Total bar represents all covered commodities (including those not reported in the figure).

Source: Author calculations using data from the USDA Farm Service Agency.

Alternative Scenarios

Although the estimates presented here represent a likely outcome, some room for interpretation remains on how to implement the base acre update, even with the recent guidance provided by (Farm Service Agency, 2026). For example, no explicit list of what falls under "tree, bush, vine" is provided. Similarly, cover crops are excluded from being counted as a "non-covered commodity" and are presumably excluded from total crop acreage to avoid cases of double counting, however, this is not currently specified. Edge cases may also exist around the nexus of "grass, idle, or fallow", grazed forage crops, and cover crops (i.e. a grazed cover crop). Further, the perennial nature of some hay and forage also leads to ambiguity. For example, a perennial forage may be planted in year one, then grazed in subsequent years. In such case, its not clear if "planted acres" would be counted in the first year only, or all years the crop is occupying the acreage.

To assess which assumptions are most influential to the ultimate additional base allocation, a number of alternative scenarios were run which are reported in the appendix. Appendix Table A1 reports the assumptions used in each scenario and Table A2 reports the resulting additional base acres. Scenario 1 represents the main scenario reported while the remaining scenarios report results from varied definitions of "Total Farm Acres" and "Non-covered Commodities". Six out of the 8 scenarios report total additional base acres of between 17.68–19.33 million, which are well below the 30 million estimate in the primary scenario. Comparing these scenarios to the primary scenario (S1) makes it clear that a large portion of the 30 million additional acres is likely to be driven by forage crop acreage. Scenario 3, for example, matches scenario 1 with the only difference being exclusion of forage acreage in "non-covered commodities". This alone brings the estimated additional base acres down to 18.6 million, suggesting that under the main scenario, additional base acres will tend to be concentrated in geographic areas with high prevalence of forage crops.[8] Conservation program acres are also influential, removing forage crops from non-covered commodities, but allowing conservation programs to count (scenario 7), also leads to an estimated 30 million additional base acres. Alternatively, definitions of trees, bushes, and vines are relatively less influential. Scenario 4 matches scenario 3, but includes trees, bushes, and vines in the calculation of "non-covered commodities" and raises the estimated additional base acres from 18.6 to 19.3 million.

[8] For example, moving from scenario (3) to scenario (1) leads to more than double the additional base acres in North Dakota and South Dakota where as the difference in scenarios while Illinois changes by less than 10%.

Conclusion

The estimates presented in this paper suggest that approximately 39.9 million base acres would be eligible for addition under OBBBA, which would be prorated down to the statutory cap of 30 million acres. An important caveat is that these estimates are subject to aggregation bias. The OBBBA formula is designed to be applied at the farm level, but farm-level data are not publicly available. Applying the formula to county-level aggregates introduces bias because the statutory formula's minimum and maximum operators do not distribute across sums. The direction and magnitude of this bias are difficult to quantify without access to farm-level records, though the estimates presented here likely represent a reasonable approximation given available data.

Although the primary estimates presented suggest 30 million additional acres, the sensitivity analysis reveals that the treatment of forage crops is the single most influential factor in determining additional base acres. Excluding forage crops from eligible non-covered commodities (Scenario 3) reduces the estimate from 30 million to 18.6 million acres. This suggests that under the main scenario, which follows the most recent Federal Register guidance to the extent possible, additional base acres will be concentrated in geographic areas with high prevalence of forage production. Conservation program treatment is also influential, however, the treatment of conservation programs in the update is clear and explicitly defined. Nonetheless, scenarios that include all conservation programs as eligible non-covered commodities also exceed the 30 million acre cap even without inclusion of forage crops.

Prior estimates produced before the release of Federal Register guidance varied considerably depending on assumptions used. Estimates ranged from approximately 20–30 million acres (Wongpiyabovorn and Plastina, 2025) to 38.7 million eligible acres before prorating (Zulauf et al., 2025). Most recently, (Wongpiyabovorn and Plastina, 2026) provides an updated set of estimates; by assuming grass and mixed forage are excluded from total farm acres, they arrive at a figure nearly equal to 30 million (prior to prorating). This range of estimates represents what is also demonstrated by the sensitivity analysis discussed above; minor differences in the definitions of non-covered commodities and total farm acres can lead to very different results. Although the Federal Register guidance helps resolve many of these ambiguities, the perennial nature of many forage crops does not fit squarely in the existing legislative language which is based on planted acres (a point that was also raised by Zulauf et al., 2025). Ultimately, this analysis highlights that the treatment of forage crops likely remains the critical determinant of whether the 30 million acre cap will bind.

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Appendix

ARC/PLC Payment Estimation

To estimate the value of additional base acres, potential ARC-CO and PLC payments were calculated using county-level data from multiple USDA sources. The payment estimation methodology follows the statutory formulas for both programs.

Data Sources

The ARC/PLC payment calculations draw on several FSA and NASS data sources. County-level ARC-CO benchmark data provides benchmark yields and revenues, including the 5-year Olympic average calculations used to determine the ARC-CO guarantee. National Marketing Year Average (MYA) prices by commodity and marketing year are used for both ARC-CO revenue calculations and PLC payment triggers. Effective reference prices by commodity are calculated as the higher of the statutory reference price or 85% of the 5-year Olympic average MYA price. County-level base acre allocations by commodity from FSA records establish the acreage eligible for payments, while enrolled base acre data determines which program's payment formula applies to each county-crop combination. State and national yield data from NASS surveys provide the basis for imputing missing county yields, supplemented by county yield history from the Risk Management Agency (RMA).

Yield Imputation

For counties with missing actual yield data (e.g., 2025 yields not yet reported), we employ a NASS-based imputation approach using 5-year averages. The method first calculates the 5-year average of historical actual yields for the county-crop combination. It then calculates the percentage change between the current year's NASS state yield and the 5-year average NASS state yield. This percentage change is applied to the county's 5-year average actual yield to estimate the current year's yield. If state-level NASS data is unavailable, national-level NASS data is used as a fallback. When NASS-based imputation fails, RMA expected yields serve as an additional fallback.

Irrigation Practice Adjustment

Base acres are adjusted by irrigation status based on the share of planted acres that are irrigated versus non-irrigated in each county for each crop. This adjustment ensures that payment calculations appropriately reflect the yield differences between irrigated and non-irrigated production. When county-level irrigation data is unavailable, national-level irrigation shares for that commodity are applied proportionally.

Payment Rate Calculation

For each commodity, we calculate per-acre payment rates under both ARC-CO and PLC. The "higher" and "lower" payment rate bounds in our estimates reflect the maximum (and minimum) of ARC-CO and PLC rates for each county-crop observation which reflect a range for additional payments given unknown future base acre allocation between ARC-CO and PLC.

Crop Group Classifications

The following lists detail the specific crops included in each exclusion category used in our analysis.

Trees (Fruits, Nuts, Timber): Peaches, plums, oranges, nectarines, apples, figs, pears, persimmons, lemons, limes, cherries, apricots, tangerines, tangelos, grapefruit, dates, prunes, pomegranates, avocados, kiwifruit, mulberries, plumcots, pummelo, tangos, jujube, quinces, mangos, sapote, cherimoya, tangors, guava, paw-paw, bananas, coconuts, papaya, plantain, carambola (star fruit), jack fruit, longan, lychee, sapodilla, pineapple, pitaya/dragonfruit, loquats, atemoya, caimito, guamabana/soursop, wax jamboo fruit, breadfruit, rambutan, mangosteen, wampee, genip, guavaberry, canistel, acerola, mandarins/tangerines, achachairu, citron, pecans, walnuts, pistachios, almonds, macadamia nuts, hazel nuts, pine nuts, cashew, chestnuts, trees (timber), christmas trees, olives, coffee, tea, cacao.

Bushes and Berries: Blueberries, strawberries, caneberries, mayhaw berries, juneberries, elderberries, currants, aronia (chokeberry), gooseberries, huckleberries, honeyberries, kiwiberry.

Vines: Grapes, raisins.

Grass: Grass, shrubs/forbs, milkweed, willow shrub, lambs ear.

Forage Crops: Mixed forage, clover, lespedeza, alfalfa, sorghum forage, forage soybean/sorghum, vetch, birdsfoot/trefoil.

Idle and Fallow: Fallow, idle.

Conservation Reserve Program (CRP): CRP. [9]

Other Conservation Programs: EQIP, wetland reserve program, grassland reserve program, conservation stewardship program, wildlife habitat incentive program, wetland bank reserve, emergency watershed/floodplain, water impoundment structure, waterbank, wildlife food plot, agricultural conservation easement program.[10]

Tobacco and Non-Hemp Cannabis: Tobacco (all varieties including burley, flue cured, fire cured, dark air cured, Maryland, Virginia fire cured, cigar wrapper, cigar binder, cigar filler, cigar filler binder, burley 31v, perique), cannabis, marijuana. [11]

Covered Commodities: Corn, soybeans, wheat (winter, durum, other spring), rice (long grain, medium/short grain), grain sorghum, barley, oats, seed cotton (upland, pima), peanuts, sunflower seed, rapeseed/canola, safflower, flaxseed, mustard seed, crambe, sesame seed, dry peas, lentils, chickpeas (large, small).

Crop Name Recoding: The FSA crop acreage data uses naming conventions that do not always align directly with covered commodity definitions. The following recoding was applied to match FSA crop names to covered commodities:

- **Rice:** Medium grain and short grain rice were combined into a single "medium/short grain" category. Temperate japonica rice was retained as a separate type.
- **Cotton:** Entries for "cotton - els" (extra long staple) and "cotton - upland" were standardized to crop name "cotton" with appropriate crop types. These correspond to seed cotton for program purposes.
- **Chickpeas:** Garbanzo bean entries were recoded to "chickpeas." Crop types containing "small" or "sm" were set to "small"; those containing "large" or "lg" were set to "large."

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[9] Per Federal Register, CRP is included in total farm acres for the 15% calculation but excluded from eligible non-covered commodities (Farm Service Agency, 2026).

[10] These are excluded from both total farm acres and eligible non-covered commodities.

[11] Per Federal Register, these crops are explicitly excluded from eligible non-covered commodities (Farm Service Agency, 2026).

- **Dry Peas:** Pea entries with intended use “Dry Edible” were recoded to “dry peas.”
- **Grain Sorghum:** Sorghum entries with intended use “Grain” were recoded to “grain sorghum” to distinguish from forage sorghum.
- **Flaxseed:** Flax entries with intended use “Seed” were recoded to “flaxseed.”
- **Sunflower:** All sunflower entries were standardized to “sunflower” regardless of type variations.

Principal Crops: Rye, proso millet, millet, sugar beets, sugarcane, potatoes, sweet potatoes, dry edible beans.

Animal Products: Honey, mohair, wool, pelt, crustacean, finfish, mollusk.

All Other Crops: Artichokes, asparagus, beets, broccoli, broccoflower, broccolini, broccolo, brussel sprouts, cabbage, carrots, cauliflower, celeriac, celery, cucumbers, eggplant, garlic, greens, kohlrabi, leeks, lettuce, okra, onions, parsnip, peppers, pumpkins, radishes, rhubarb, rutabaga, scallions, shallots, squash, tomatillos, tomatoes, turnips, water cress, microgreens, gailon, calaloo, dasheen, jicama, taro, tannier, yam, cassava, bamboo shoots, cardoon, chicory/radicchio, horseradish, jerusalem artichokes, salsify, cantaloupes, honeydew, watermelon, calabaza melon, canary melon, casaba melon, chinese bitter melon, citron melon, crenshaw melon, israel melons, kiwano (horned melon), korean golden melon, sprite melon, winter melon, herbs, ginger, ginseng, cinnamon, vanilla, wasabi, flowers, nursery, mushrooms, truffles, hops, hemp, industrial hemp, algae, maple sap, gourds, cactus, aloe vera, cranberries, ground cherry, passion fruits, kumquats, limequats, wolfberry/goji, noni, moringa, durian, pulasan, star gooseberry, abiu, antidesma, ambrosia, pejibaye (heart of palm), flax, guar, guayule, hesperaloe, indigo, jojoba, kenaf, lesquerella, meadowfoam, pennycress, psyllium, sunn hemp, canary seed, niger seed, chia, chufas, amaranth grain, einkorn, emmer, kamut, khorasan, wild rice, industrial rice, buckwheat, camelina, quinoa, spelt, speltz, teff, triticale, garden (commercial and home), cover crop, skip rows, turn areas, lablab/hyacinth bean, perennial peanuts, sainfoin, kochia (prostrata), ti, yu cha, hybrid poplar trees, woodland/native understory/silvopasture.

Additional Scenarios

Table A1: ***Scenario Assumptions.***

Assumption	S1	S2	S3	S4	S5	S6	S7	S8
Total Farm Acres:	FSA	NASS	FSA	FSA	FSA	FSA	FSA	FSA
Covered Commodities	✓	—	✓	✓	✓	✓	✓	✓
Trees/Bushes/Vines	✓	—	✓	✓	✓	×	✓	✓
Grass	✓	—	✓	✓	✓	×	✓	✓
Forage	✓	—	✓	✓	✓	×	✓	✓
Idle/Fallow	✓	—	✓	✓	✓	×	✓	✓
Conservation Reserve Program	✓	—	✓	✓	✓	✓	✓	×
Other Conservation Programs	×	—	×	×	×	×	✓	×
Principal Crops	✓	—	✓	✓	✓	✓	✓	✓
All Other Crops	✓	—	✓	✓	✓	✓	✓	✓
Noncovered Commodities:								
Covered Commodities	×	×	×	×	×	×	×	×
Trees/Bushes/Vines	×	×	×	✓	×	×	×	×
Grass	×	×	×	×	×	×	×	×
Forage	✓	×	×	×	×	×	×	×
Idle/Fallow	×	×	×	×	×	×	×	×
Tobacco/Non-hemp Cannabis	×	×	×	×	×	×	×	×
Conservation Reserve Program	×	×	×	×	×	×	✓	×
Other Conservation Programs	×	×	×	×	×	×	✓	×
Principal Crops	✓	✓	✓	✓	✓	✓	✓	✓
All Other Crops	✓	✓	✓	✓	×	✓	✓	✓

Note: ✓ = included; × = excluded; — = not applicable (NASS definition used).

Table A2: ***Estimated Additional Base Acres by Commodity (Millions of Acres).***

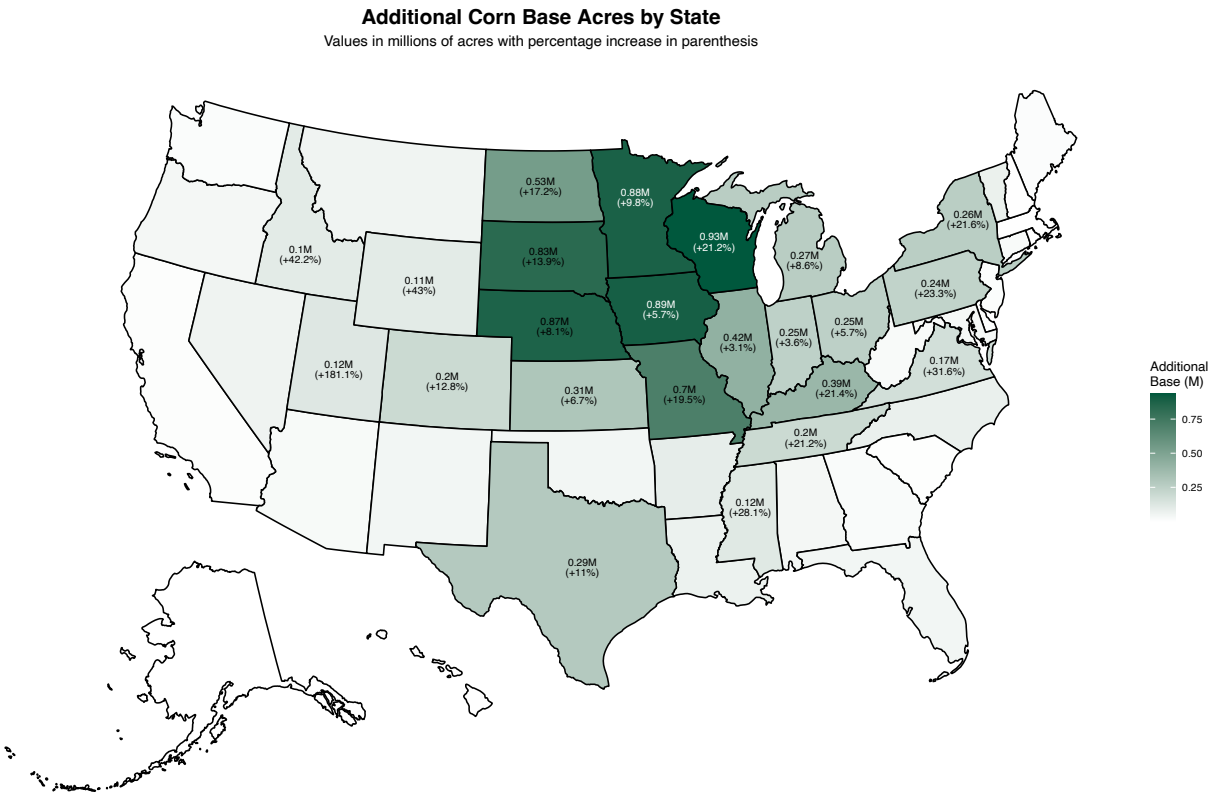
Commodity	Total Base	S1	S2	S3	S4	S5	S6	S7	S8
Corn	100.50	10.15	6.36	6.49	6.77	6.07	6.25	10.24	6.49
Wheat	69.88	7.14	3.80	3.96	4.03	3.81	3.79	6.85	3.94
Soybeans	55.70	8.31	5.77	5.80	5.97	5.59	5.76	8.58	5.79
Cotton	13.93	1.34	1.13	1.13	1.23	1.09	1.12	1.94	1.13
Grain Sorghum	9.87	0.46	0.28	0.28	0.29	0.28	0.28	0.85	0.28
Barley	6.30	0.72	0.16	0.17	0.17	0.15	0.12	0.28	0.16
Rice	5.00	0.13	0.11	0.11	0.15	0.11	0.09	0.13	0.11
Oats	2.69	0.60	0.19	0.19	0.21	0.18	0.18	0.32	0.19
Peanuts	2.59	0.09	0.10	0.10	0.13	0.08	0.09	0.14	0.10
Sunflower	1.67	0.35	0.11	0.11	0.12	0.11	0.11	0.24	0.11
Canola	1.48	0.29	0.12	0.12	0.12	0.10	0.12	0.20	0.12
Dry Peas	0.45	0.23	0.07	0.07	0.07	0.06	0.07	0.12	0.07
Lentils	0.29	0.11	0.04	0.04	0.04	0.04	0.04	0.06	0.04
Flaxseed	0.23	0.01	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Safflower	0.11	0.04	0.00	0.00	0.00	0.00	0.00	0.01	0.00
Chickpeas	0.11	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Mustard	0.03	0.02	0.01	0.01	0.01	0.01	0.00	0.01	0.01
Sesame	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01
Crambe	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Rapeseed	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Unassigned Generic Base	3.16	-1.64	-1.38	-1.38	-1.47	-1.35	-1.37	-1.74	-1.38
Total	**274.02**	**30.00**	**18.24**	**18.60**	**19.33**	**17.68**	**18.04**	**30.00**	**18.57**

Note: Values in millions of acres. Unassigned Generic Base row shows current generic base stock and conversion to commodity-specific base by scenario (negative values). Total row represents gross additional base acres (sum of commodity rows only).

Source: Author calculations using data from the USDA, Farm Service Agency.

Additional Figures and Tables: Scenario 1 (main scenario)

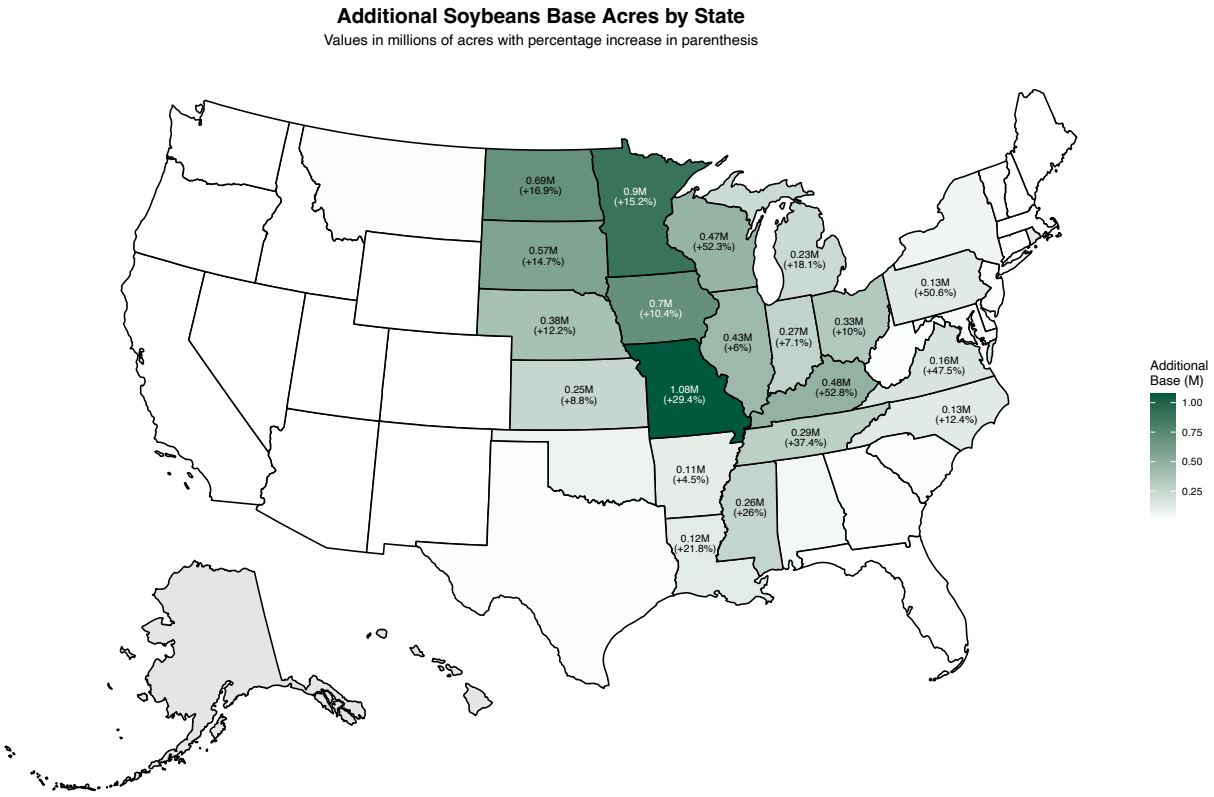
Figure A1: *Additional Corn Base Acres by State.*



Note: Unlabeled states indicate additional base acres were less than 50,000 acres.

Source: Author calculations using data from the USDA Farm Service Agency.

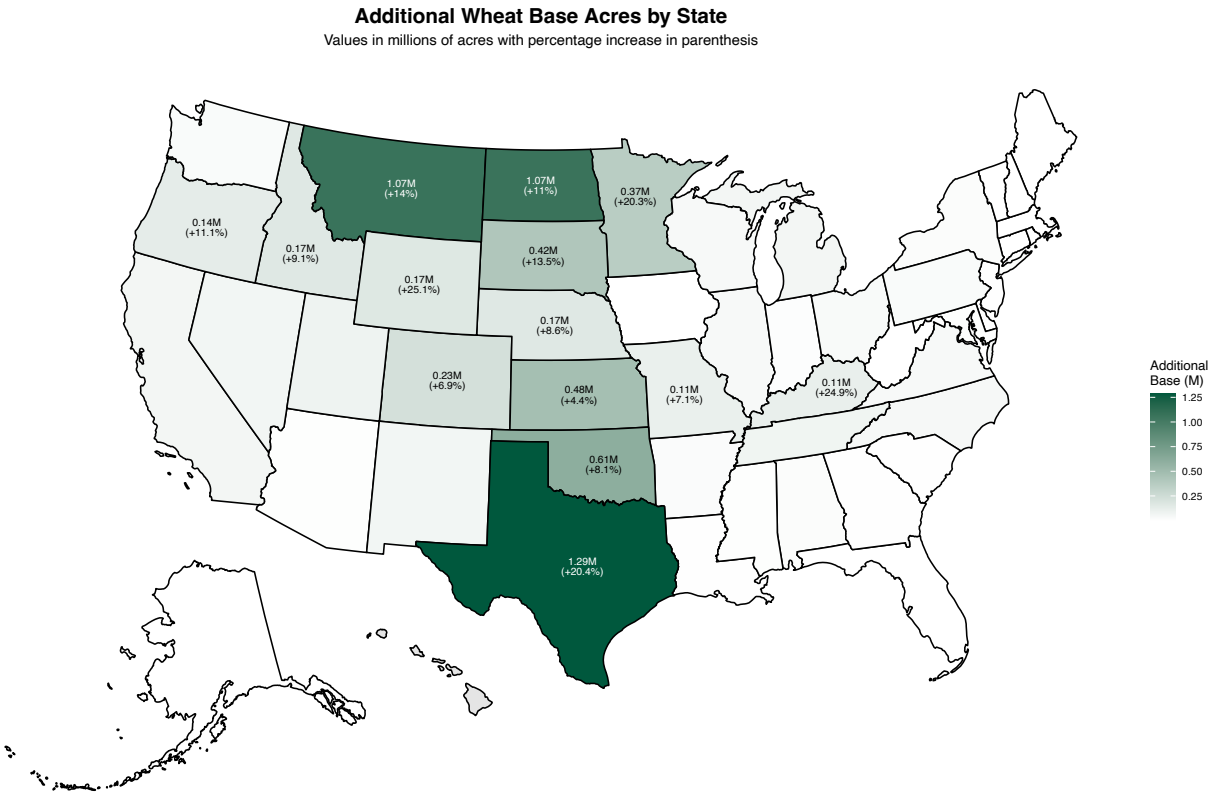
Figure A2: *Additional Soybean Base Acres by State.*



Note: Unlabeled states indicate additional base acres were less than 50,000 acres.

Source: Author calculations using data from the USDA Farm Service Agency.

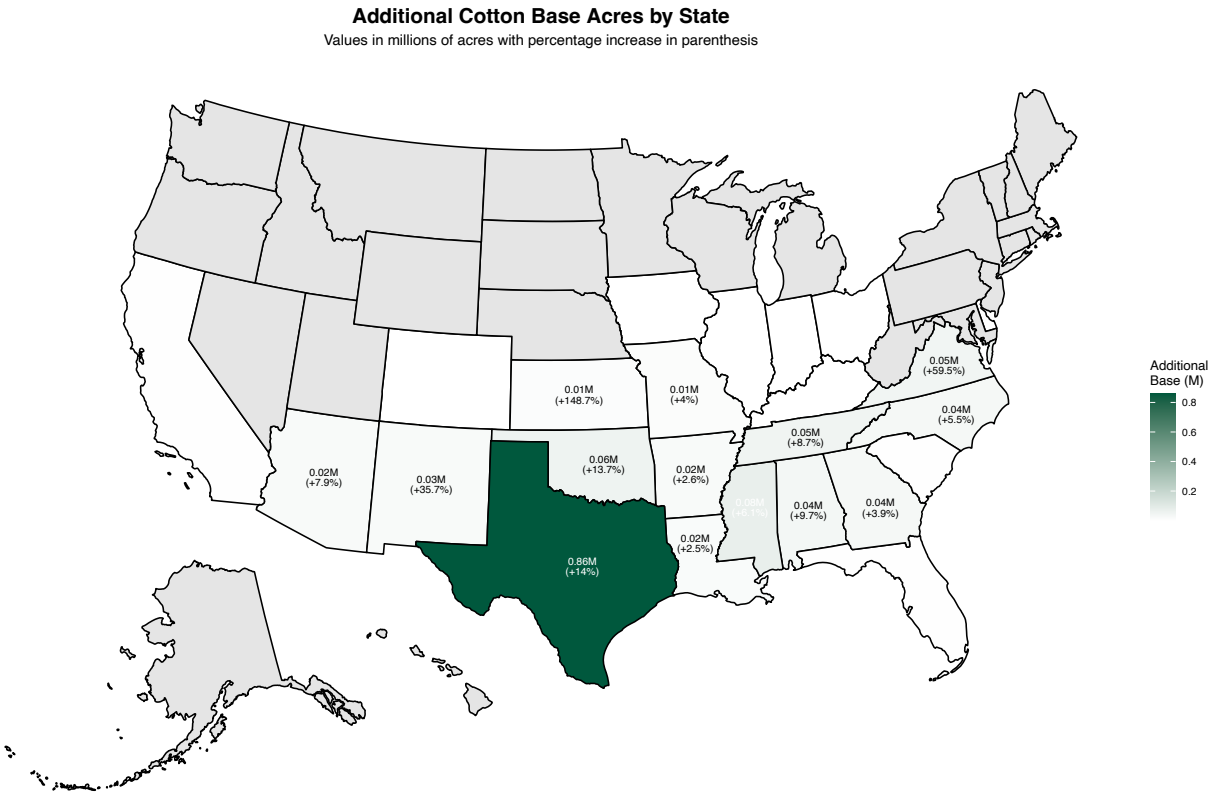
Figure A3: *Additional Wheat Base Acres by State.*



Note: Unlabeled states indicate additional base acres were less than 50,000 acres.

Source: Author calculations using data from the USDA Farm Service Agency.

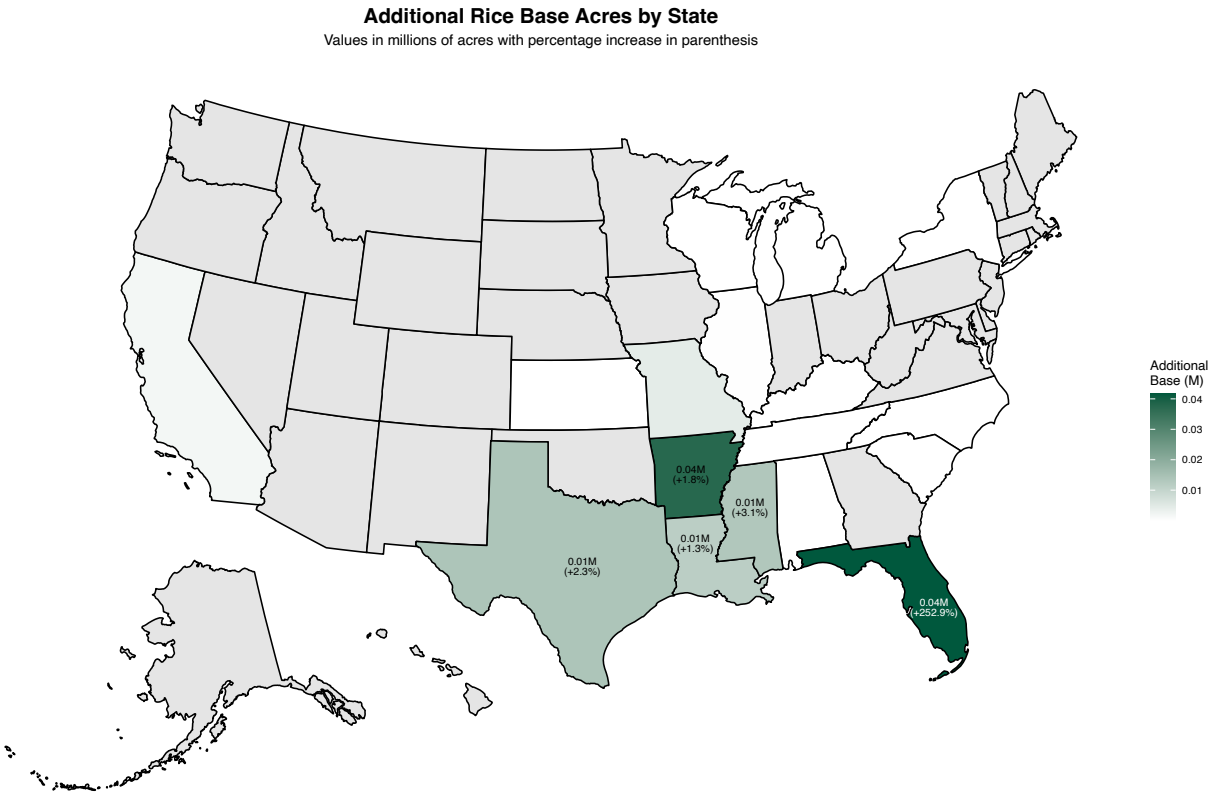
Figure A4: *Additional Cotton Base Acres by State.*



Note: Unlabeled states indicate additional base acres were less than 10,000 acres.

Source: Author calculations using data from the USDA Farm Service Agency.

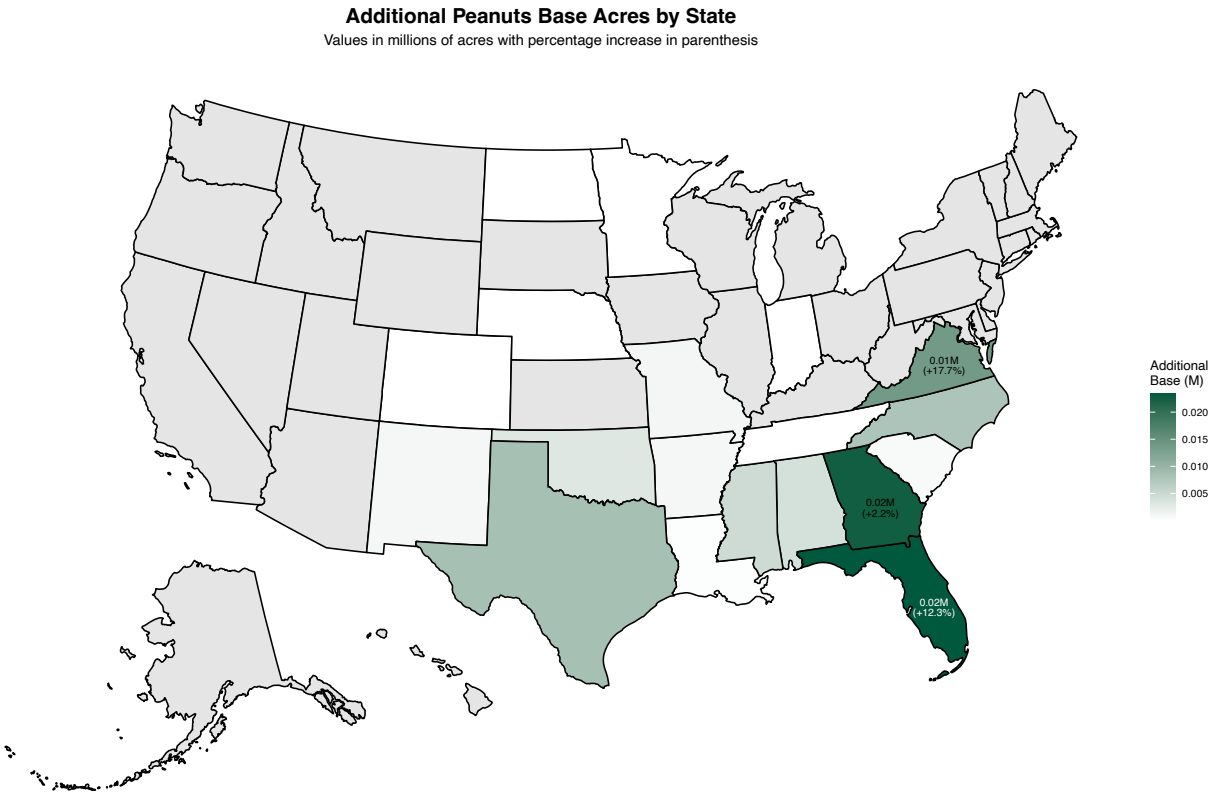
Figure A5: *Additional Rice Base Acres by State.*



Note: Unlabeled states indicate additional base acres were less than 10,000 acres.

Source: Author calculations using data from the USDA Farm Service Agency.

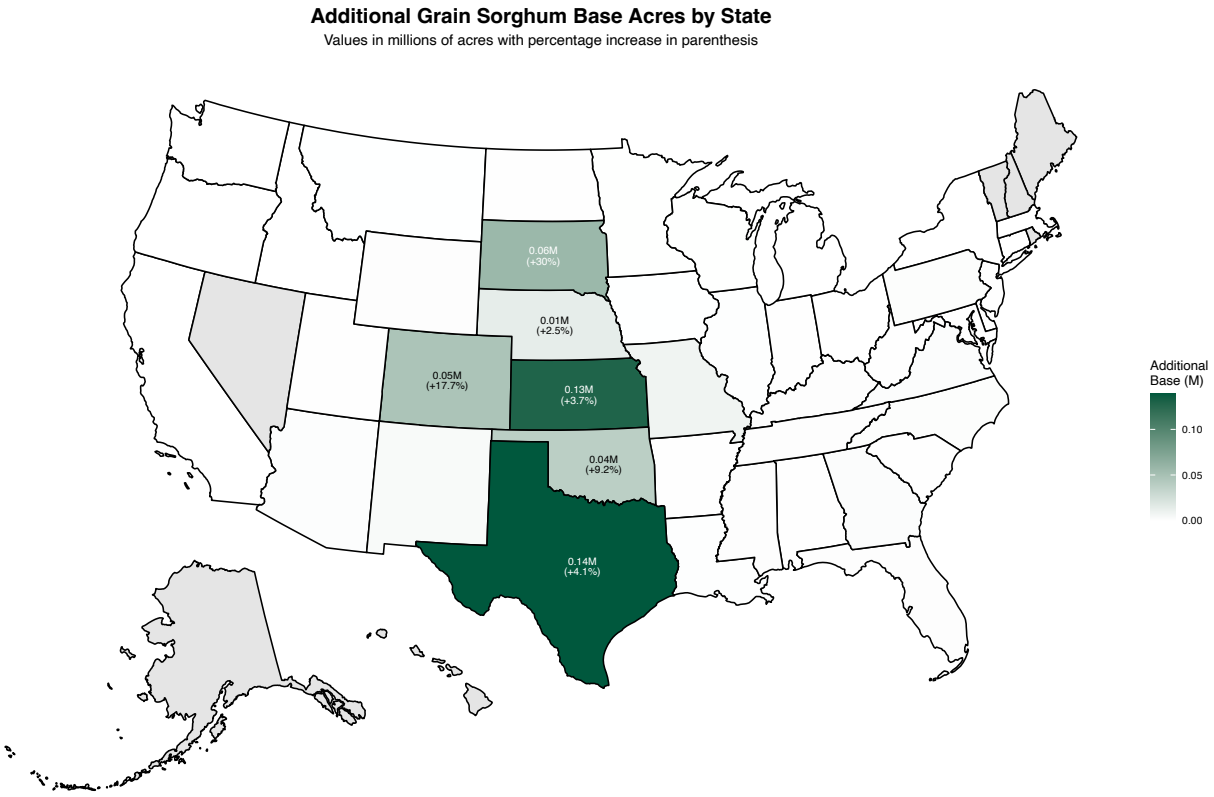
Figure A6: *Additional Peanut Base Acres by State.*



Note: Unlabeled states indicate additional base acres were less than 10,000 acres.

Source: Author calculations using data from the USDA Farm Service Agency.

Figure A7: *Additional Grain Sorghum Base Acres by State.*

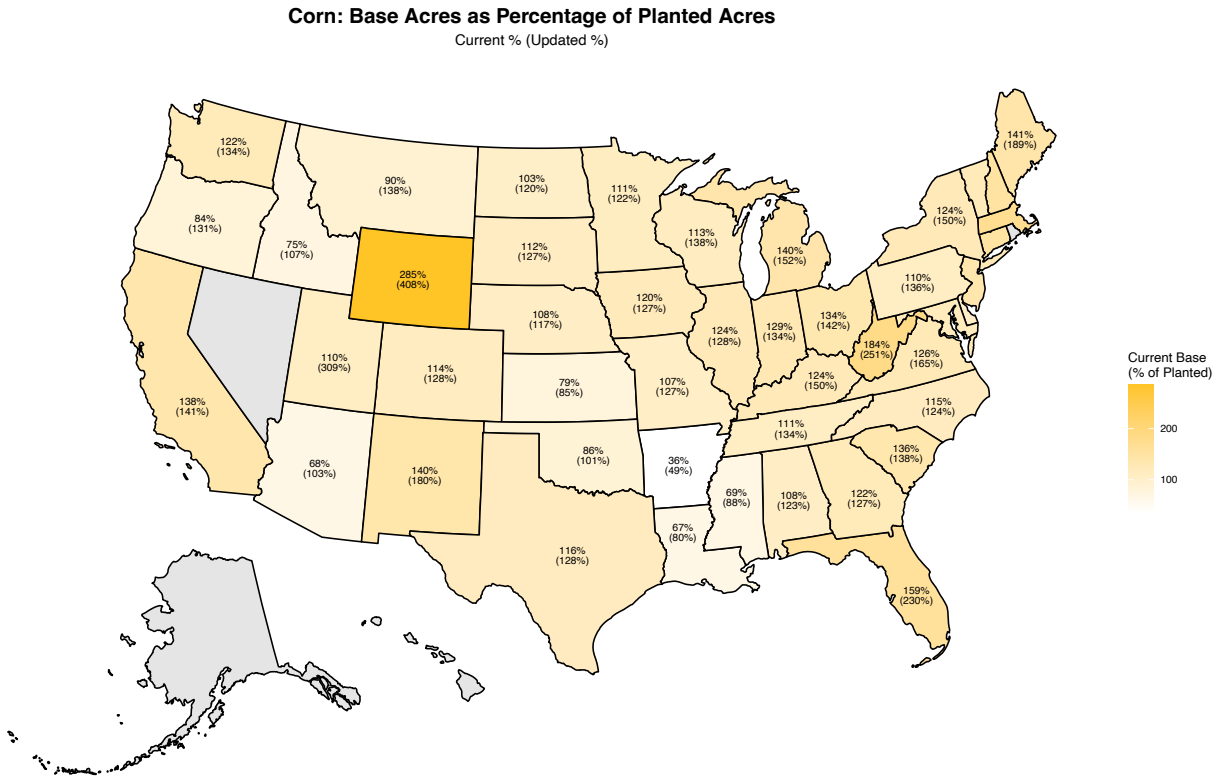


Note: Unlabeled states indicate additional base acres were less than 10,000 acres.

Source: Author calculations using data from the USDA Farm Service Agency.

4.4.1 Additional Maps: Alignment with Planted Acres

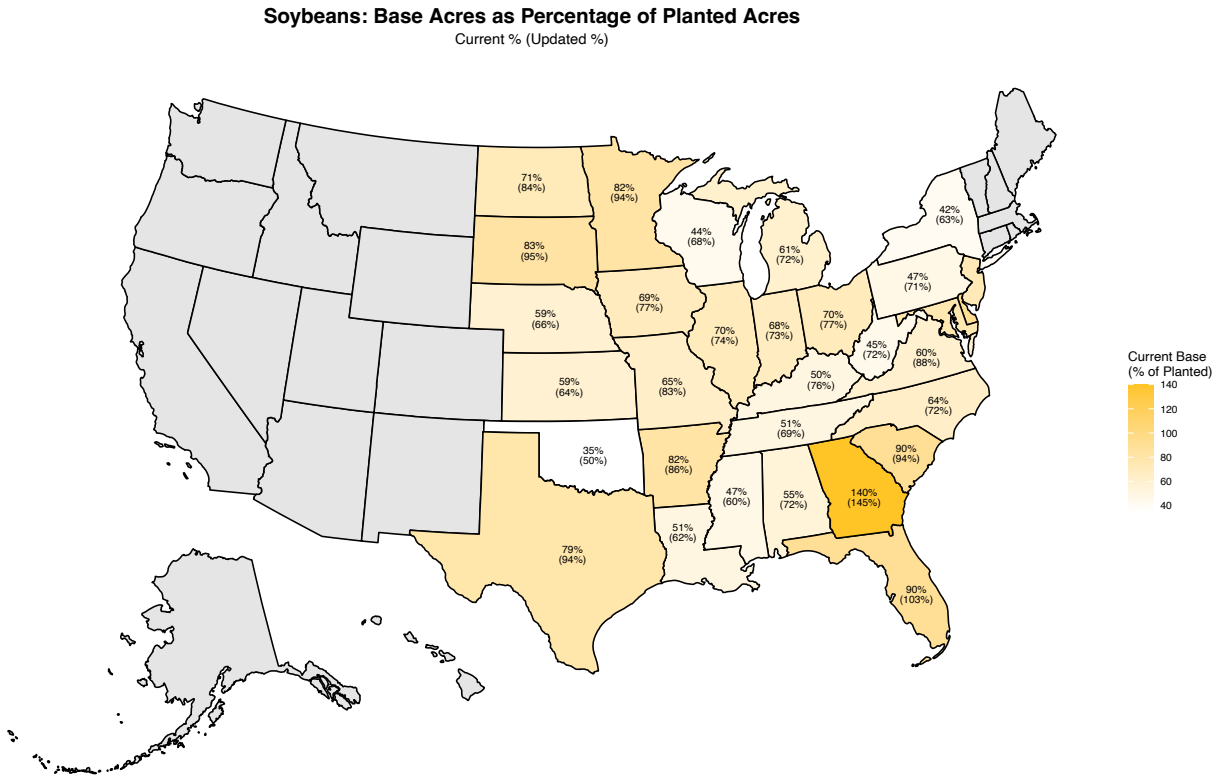
Figure A8: ***Corn: Base Acres as Percentage of Planted Acres by State.***



Note: Labels show current base acres as a percentage of planted acres, with updated base percentage in parentheses. Planted acres are the 2019–2023 average. Current base acres are from program year 2023. Updated base acres include estimated additional base acres under OBBBA. Grey states indicate less than 10,000 base acres.

Source: Author calculations using data from the USDA Farm Service Agency.

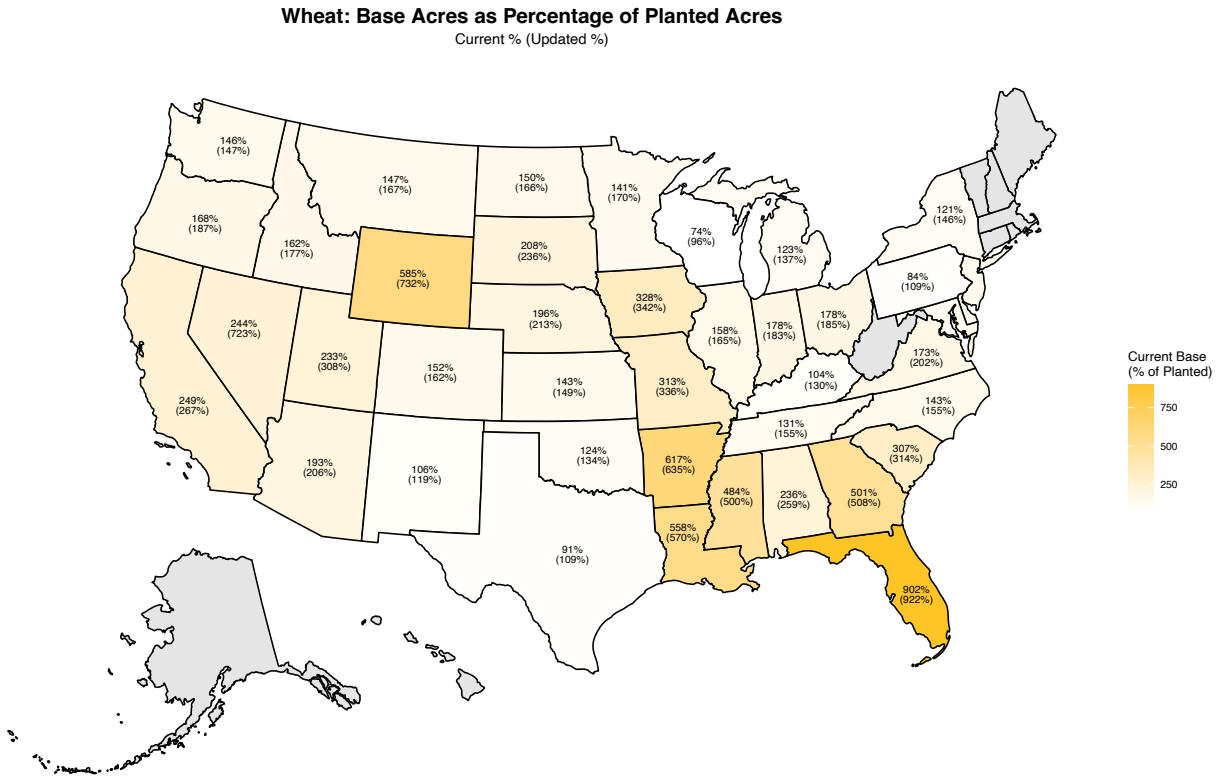
Figure A9: *Soybeans: Base Acres as Percentage of Planted Acres by State.*



Note: Labels show current base acres as a percentage of planted acres, with updated base percentage in parentheses. Planted acres are the 2019–2023 average. Current base acres are from program year 2023. Updated base acres include estimated additional base acres under OBBBA. Grey states indicate less than 10,000 base acres.

Source: Author calculations using data from the USDA Farm Service Agency.

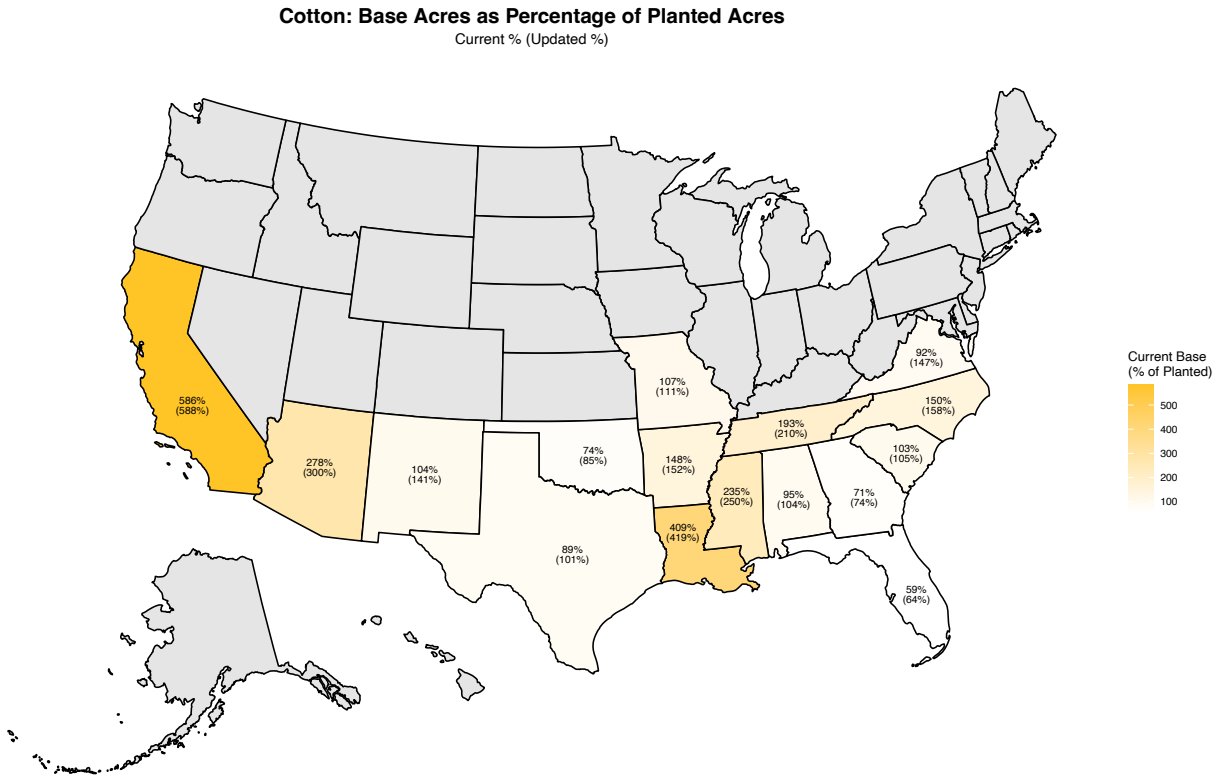
Figure A10: *Wheat: Base Acres as Percentage of Planted Acres by State.*



Note: Labels show current base acres as a percentage of planted acres, with updated base percentage in parentheses. Planted acres are the 2019–2023 average. Current base acres are from program year 2023. Updated base acres include estimated additional base acres under OBBBA. Grey states indicate less than 10,000 base acres.

Source: Author calculations using data from the USDA Farm Service Agency.

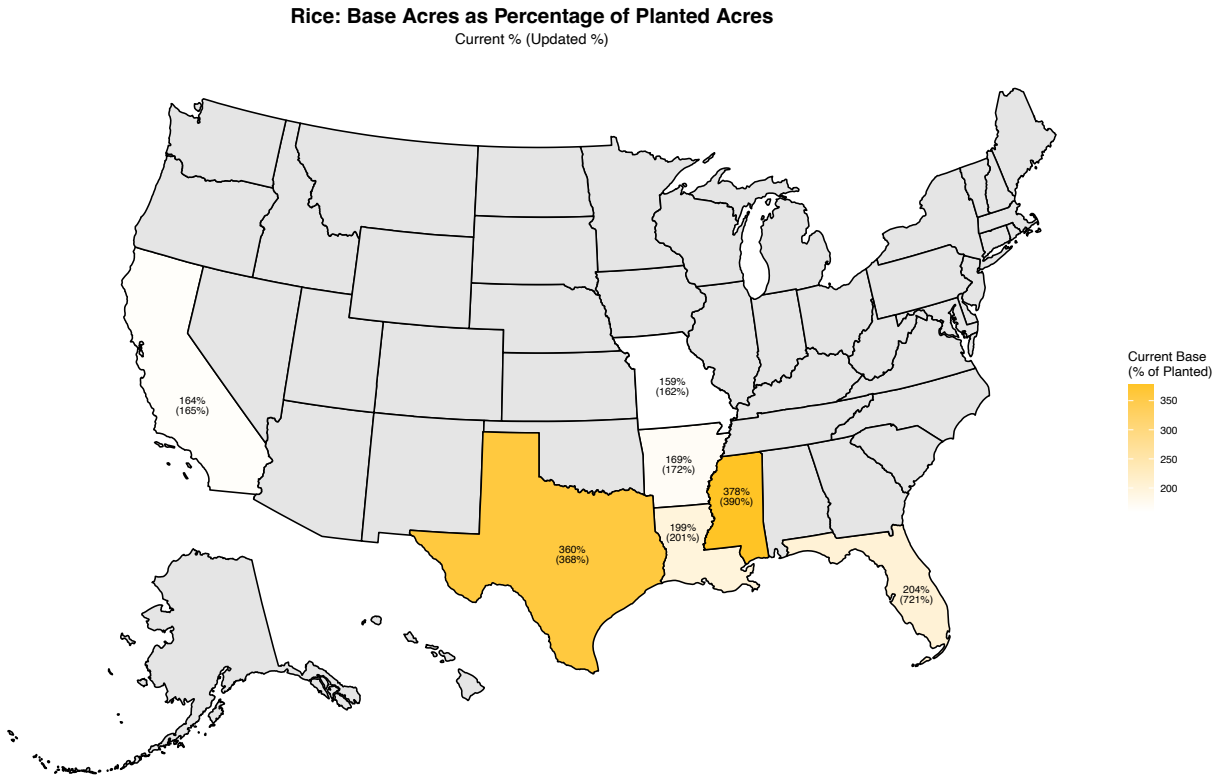
Figure A11: *Cotton: Base Acres as Percentage of Planted Acres by State.*



Note: Labels show current base acres as a percentage of planted acres, with updated base percentage in parentheses. Planted acres are the 2019–2023 average. Current base acres are from program year 2023. Updated base acres include estimated additional base acres under OBBBA. Grey states indicate less than 10,000 base acres.

Source: Author calculations using data from the USDA Farm Service Agency.

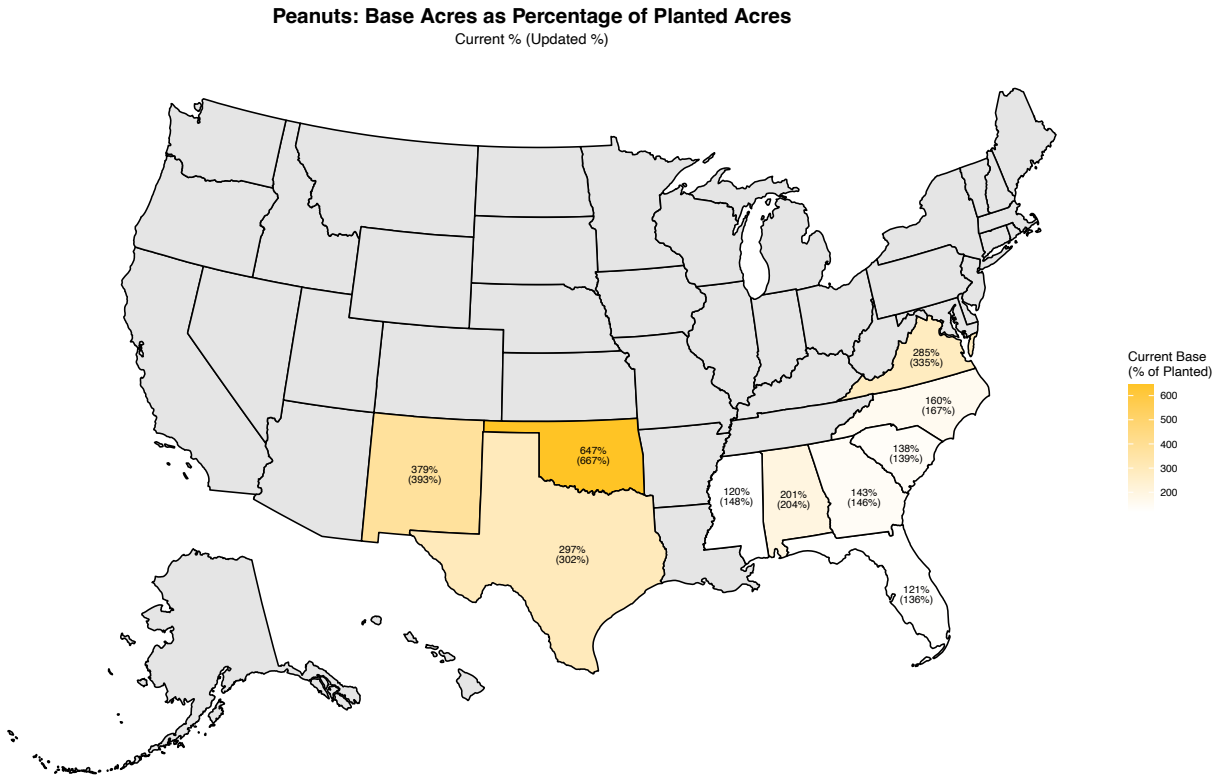
Figure A12: *Rice: Base Acres as Percentage of Planted Acres by State.*



Note: Labels show current base acres as a percentage of planted acres, with updated base percentage in parentheses. Planted acres are the 2019–2023 average. Current base acres are from program year 2023. Updated base acres include estimated additional base acres under OBBBA. Grey states indicate less than 10,000 base acres.

Source: Author calculations using data from the USDA Farm Service Agency.

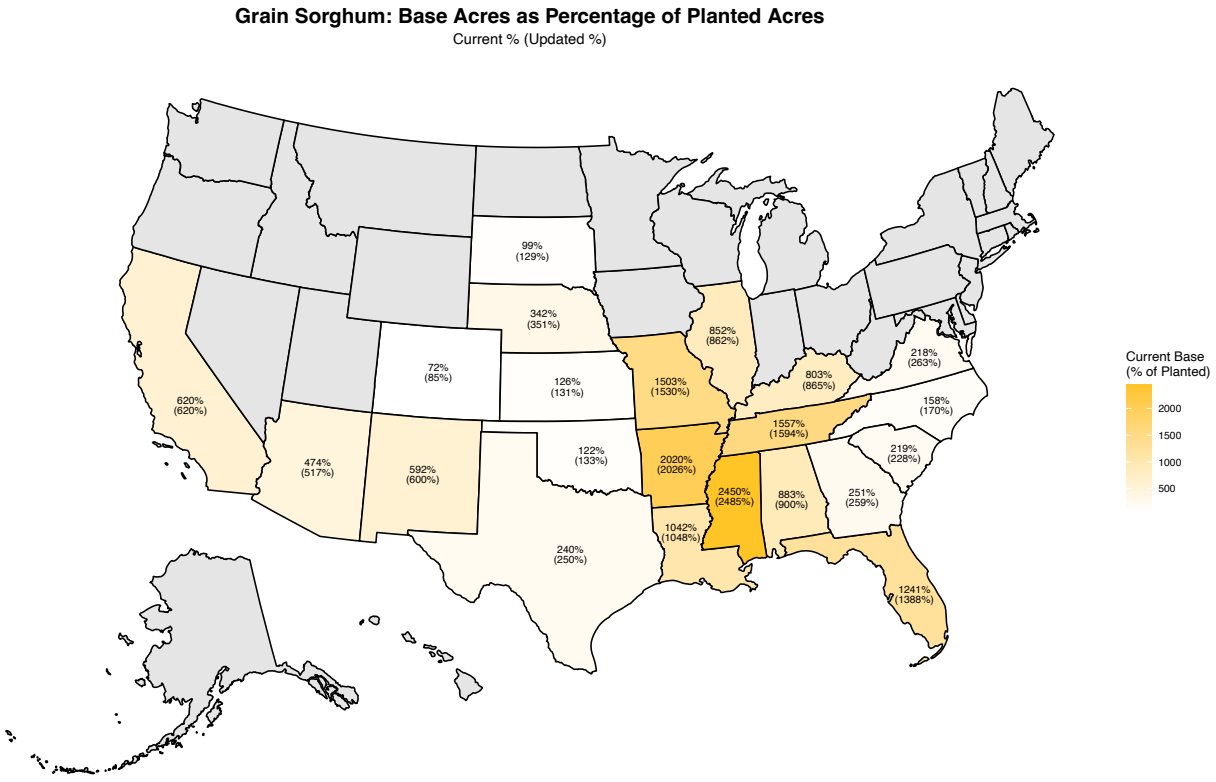
Figure A13: *Peanuts: Base Acres as Percentage of Planted Acres by State.*



Note: Labels show current base acres as a percentage of planted acres, with updated base percentage in parentheses. Planted acres are the 2019–2023 average. Current base acres are from program year 2023. Updated base acres include estimated additional base acres under OBBBA. Grey states indicate less than 10,000 base acres.

Source: Author calculations using data from the USDA Farm Service Agency.

Figure A14: *Grain Sorghum: Base Acres as Percentage of Planted Acres by State.*



Note: Labels show current base acres as a percentage of planted acres, with updated base percentage in parentheses. Planted acres are the 2019–2023 average. Current base acres are from program year 2023. Updated base acres include estimated additional base acres under OBBBA. Grey states indicate less than 10,000 base acres.

Source: Author calculations using data from the USDA Farm Service Agency.

Table A3: ***Additional Base Acres by Commodity (Millions of Acres).***

Commodity	Current Base	Additional Base	Converted Generic Base	% Increase
Corn	100.50	10.15	-0.29	10.10
Soybeans	55.70	8.31	-0.41	14.91
Wheat	69.88	7.14	-0.33	10.22
Cotton	13.93	1.34	-0.49	9.61
Barley	6.30	0.72	-0.01	11.36
Oats	2.69	0.60	-0.01	22.25
Grain Sorghum	9.87	0.46	-0.03	4.70
Sunflower	1.67	0.35	-0.00	20.77
Canola	1.48	0.29	-0.00	19.55
Dry Peas	0.45	0.23	-0.00	50.62
Rice	5.00	0.13	-0.03	2.50
Lentils	0.29	0.11	-0.00	36.73
Peanuts	2.59	0.09	-0.03	3.56
Safflower	0.11	0.04	-0.00	39.02
Mustard	0.03	0.02	-0.00	92.28
Flaxseed	0.23	0.01	0.00	5.08
Sesame	0.01	0.01	-0.00	161.69
Rapeseed	0.00	0.00	-0.00	112.35
Chickpeas	0.11	0.00	-0.00	1.61
Crambe	0.00	0.00	0.00	7.23
Unassigned Generic Base	3.16	NA	-1.64	NA
Total	**274.00**	**30.00**	**-1.64**	**10.95**

Note: Values in millions of acres. Generic Base shows unassigned generic base converted to commodity-specific base (negative values allocated proportionally by additional base). Total row shows sum of all converted generic base. Percentage increase calculated as additional base divided by current base.

Source: Author calculations using data from the USDA, Farm Service Agency.

Recommended Citation Format

Dylan Turner (2026). *Estimated Additional Base Acres Under OBBBA for Crop Year 2026.* ARPC White Paper 2026–03. Agricultural Risk Policy Center, North Dakota State University.

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The Agricultural Risk Policy Center at North Dakota State University conducts independent, evidence-based economic research to inform agricultural policy and strengthen the farm safety net. Our work focuses on evaluating risk management tools such as crop insurance and disaster assistance, analyzing market disruptions, and providing timely insights that support agricultural producers, policymakers, and industry leaders.

Strengthening the U.S. Farm Safety Net with Evidence-based Policy Insights.

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