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Supplemental Nutrition Assistance Program (SNAP) and Related Nutrition Programs in the House-Passed Budget Reconciliation Bill: In Brief

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The House passed a budget reconciliation bill—H.R. 1, the One Big Beautiful Bill Act—on May 22, 2025. This report focuses on the Agriculture title’s Nutrition subtitle, as passed by the House, made up of 12 Supplemental Nutrition Assistance Program (SNAP) provisions and one provision pertaining to The Emergency Food Assistance Program (TEFAP). Pursuant to the FY2025 budget resolution H.Con.Res. 14, the Agriculture title was marked up and reported by the House Agriculture Committee on May 14, 2025.¹ The House-passed bill includes changes to nutrition assistance provisions reported by the House Agriculture Committee, as modified by the rule for consideration of the bill. The Congressional Budget Office (CBO) preliminarily estimated that the Nutrition subtitle’s provisions would reduce federal spending by \$295 billion over 10 years (2025-2034), with the 12 SNAP provisions estimated to reduce spending. To inform policymakers’ work, this report provides SNAP background, summaries of each House-passed nutrition provision, and an overview of CBO’s available estimates of budgetary, participation, and benefit amount effects.

About SNAP

SNAP provides eligible low-income households electronic benefits redeemable for SNAP-eligible foods at SNAP-eligible retailers. Benefit amounts vary by household size and benefit calculation rules. Under current law, the federal government pays 100% of the cost of SNAP benefits to households. SNAP includes nonbenefit funding to match states’ administrative costs, as well as funding for Employment and Training, nutrition education, and other program costs. Fifty-three state agencies operate SNAP: 50 states, the District of Columbia, Guam, and the U.S. Virgin Islands.² SNAP is jointly administered by state agencies, which handle recipient functions, and the U.S. Department of Agriculture’s Food and Nutrition Service (USDA, FNS), which supports and oversees the states and handles retailer functions.

SNAP is authorized as open-ended mandatory spending and is funded through appropriations laws. As such, amending SNAP eligibility, benefits, or other program rules can have a budgetary impact, particularly when policy changes impact participation and benefit amounts, as benefits are about 95% of federal spending on the program.³ A SNAP proposal estimated to reduce or increase federal spending will not necessarily impact all states or all households in the same way; it would depend on the specific policy and how it is implemented by federal and state governments. H.R. 1’s provisions would impact program costs in a variety of ways that might affect households and state operations (see the “CBO’s Preliminary Estimates” section).

Nutrition Provisions of H.R. 1 Compared to Current Law

Table 1 presents short descriptions of current law before describing the bill’s proposed changes for each of the 13 Nutrition subtitle provisions. For additional background or context, see the following CRS reports:

- CRS In Focus IF12255, *Farm Bill Primer: SNAP and Nutrition Title Programs*

¹ For background on the reconciliation process, see CRS Report R48444, *The Reconciliation Process: Frequently Asked Questions*.

² References to “state” or “states” in this report refer to SNAP’s 53 state agencies.

³ For more information, see CRS In Focus IF12255, *Farm Bill Primer: SNAP and Nutrition Title Programs*, using USDA administrative data.

- CRS Report R42505, *Supplemental Nutrition Assistance Program (SNAP): A Primer on Eligibility and Benefits*
- CRS Report R48531, *Work Requirements: Existing Policies in Medicaid, SNAP, Housing Assistance, and TANF*
- CRS In Focus IF10860, *Supplemental Nutrition Assistance Program: Errors and Fraud*
- CRS Report R45408, *The Emergency Food Assistance Program (TEFAP): Background and Funding*

Table 1. House Budget Reconciliation Bill's Nutrition Program Provisions, Compared to Current Law

H.R. 1, As Passed the House on May 22, 2025

Current Law	Proposed Law
§10001. Thrifty food plan^a	
<p>Maximum monthly SNAP benefit allotments are tied to the cost of purchasing a nutritionally adequate, low-cost diet as measured by the USDA-created and -calculated market basket, the Thrifty Food Plan (TFP). The 2018 farm bill required a reevaluation of the TFP's contents every five years. USDA's 2021 reevaluation for the contiguous states and the District of Columbia (unlike reevaluations in 2006 and earlier) did not hold the cost of the new basket neutral, and benefits increased approximately \$12-\$16 per person per month.^b Separate from reevaluating the contents, the TFP is adjusted for inflation annually based on the cost of the market basket's contents, using Consumer Price Index for all Urban Consumers (CPI-U) data for the specific food types. USDA anticipates the next reevaluation in 2026. The TFP is also used as an index of inflation to calculate annual mandatory funding for TEFAP entitlement commodities as well as the Nutrition Assistance Program block grants for Puerto Rico and American Samoa (7 U.S.C. §2012(u); 7 U.S.C. §2017(a))</p>	<p>H.R. 1 would provide that not earlier than October 1, 2028, and at intervals not more frequent than five years, USDA would have discretion to reevaluate the market baskets of the TFP. Prior to any update based on such a reevaluation, the methodology and results would be required to be published in the <i>Federal Register</i> with a comment period of at least 60 days. Constraints would be added that would prevent USDA from reevaluating the TFP in a way that exceeds the rate of inflation. USDA would be required annually to adjust TFP's value according to the CPI-U.</p>
§10002. Able-bodied adults without dependents work requirements	
<p>Able-bodied adults without dependents (ABAWDs), ages 18-54, who do not meet specified work requirements (20 hours per week of work or participation in specified programs) are limited to receiving three months of SNAP benefits in a 36-month period. Dependent children are those under age 18. Some individuals are exempt from this time limit, including pregnant women and those exempt from the general work requirements (see discussion of Section 10008). Until October 1, 2030, there are exemptions for veterans, individuals experiencing homelessness, and certain individuals who aged out of foster care. The sunset also applies to the upper age limit; the upper limit would return to age 49 on October 1, 2030. (7 U.S.C. §2015(o), 7 U.S.C. §2015(d)(2))</p>	<p>H.R. 1 would expand the population subject to the time limit to ages 18-64 and adults with child dependents ages 7-17. Neither of these policy changes would sunset, but H.R. 1 would retain the sunset date for veterans, individuals experiencing homelessness, and certain individuals who aged out of foster care.</p>

Current Law**Proposed Law**

§10003. Able-bodied adults without dependents waivers

States and portions of states may request waivers, subject to USDA approval, from enforcement of the ABAWD time limit if specified unemployment conditions are occurring. The statute says areas eligible for a waiver are those with an unemployment rate greater than 10% or an area that “does not have a sufficient number of jobs.” Federal regulation defines “lack of sufficient jobs,” allowing a variety of data to constitute this lack, including if the area’s unemployment rate is at least 20% above the national average. The regulation lists a number of grounds for lack of sufficient jobs that are “readily approvable.” (7 U.S.C. §2015(o); 7 C.F.R. §273.24)^d

States enforcing the time limit earn discretionary exemptions, which they may use to provide a time-limited individual an additional month or months of benefits. States' available exemptions are calculated based on 8% of the caseload estimated to be subject to the time limit. (7 U.S.C. §2015(o)(6))

H.R. I would limit waivers to “counties or county-equivalents” with unemployment rates of over 10% and the waivers’ duration would be limited to 12 consecutive months. Discretionary exemptions would be reduced to 1% of the caseload estimated to be subject to the time limit.

§10004. Availability of standard utility allowances based on receipt of energy assistance

In SNAP eligibility determination, a household’s benefit amount can increase if it qualify for including an “excess shelter deduction” in its benefit calculation. A household can use a Low Income Home Energy Assistance Program (LIHEAP) payment (so long as it is greater than \$20) as evidence that it has incurred heating and cooling costs. This receipt garners a standard utility allowance (SUA), a figure that enters into the SNAP benefit calculation equation and makes qualifying for an excess shelter deduction more likely. LIHEAP payments are excluded from counted income. (7 U.S.C. §2014(e)(6)(C))

For households without elderly members, a LIHEAP payment (of any amount) would no longer suffice for the SUA. H.R. I would not change the law for households with elderly or disabled members.

§10005. Restrictions on internet expenses

In SNAP eligibility determination, statute does not prohibit the inclusion of internet costs in calculating utility costs for an “excess shelter deduction” in the benefit calculation. Federal regulation enumerates the extent to which internet costs can be included. (7 U.S.C. §2014(e)(6); 7 CFR §273.9(d)(6)(ii)(C))

H.R. I would prohibit use of household internet costs in calculating the excess shelter expense deduction.

Current Law	Proposed Law
§10006. Matching funds requirements	
<p>The cost of SNAP benefits are funded 100% by the federal government. (7 U.S.C. §2013)</p> <p>(See Section 10010 below for background on the calculation of error rates. Recent error rates are available on the USDA, FNS website.^e)</p>	<p>Beginning in FY2028, H.R. 1 would require all states to contribute at least 5% of the cost of SNAP benefits, with higher matching requirements based on a state's error rate. States with error rates equal to or greater than 6% but less than 8% would be required to contribute 15%, those with error rates equal to or greater than 8% but less than 10% would be required to contribute 20%, and those with error rates equal to or greater than 10% would be required to contribute 25%.</p>
§10007. Administrative cost sharing	
<p>States' costs to administer SNAP (i.e., costs associated with determining household eligibility and issuing benefits) are reimbursed 50% by the federal government. (7 U.S.C. §2025(a))</p>	<p>States' costs to administer SNAP would be reimbursed 25% by the federal government.</p>
§10008. General work requirement age	
<p>Most adults who are not elderly or disabled must register for work (typically with the SNAP state agency or a state employment service office); accept a suitable job if offered one; fulfill any work, job search, or training requirements established by administering state SNAP agencies; provide the administering public assistance agency with sufficient information to allow a determination with respect to their job availability; and not voluntarily quit a job without good cause or reduce work effort below 30 hours a week. The law <i>exempts</i> those who are physically or mentally unfit for work, under age 16 or over age 59, caring for dependents who are incapacitated or under age six, and specified others.^f Individuals may be disqualified from SNAP for failure to comply with these general work requirements for a period depending on whether it is a first, second, or third violation. (7 U.S.C. §2015(d))</p>	<p>H.R. 1 would reduce the scope of individuals exempt from the general work requirements, making 60-64-year-olds, 16-year-olds, and those caring for children age seven or older subject to general work requirements unless otherwise exempt.</p>
§10009. National Accuracy Clearinghouse	
<p>Following an interstate pilot program to check for duplicative interstate issuance of SNAP benefits, the 2018 farm bill (P.L. 115-334) required the establishment of the National Accuracy Clearinghouse (NAC) to identify concurrent SNAP enrollment in multiple states and required state action on information that could change benefit amounts. USDA implemented the provision with an interim final rule in October 2022. (7 U.S.C. §2020(x); 7 C.F.R. §272.18) Some states operate integrated eligibility systems that integrate SNAP with their Temporary Assistance for Needy Families (TANF), Medicaid, and other means-tested programs.</p>	<p>H.R. 1 would require state agencies to use NAC's indications of multiple SNAP issuances to prevent multiple issuances of other federal and state assistance program benefits through the integrated eligibility system that the state uses to administer SNAP.</p>

Current Law**Proposed Law**

§10010. Quality control zero tolerance

SNAP's Quality Control (QC) system measures errors in SNAP by calculating estimated overpayments and underpayments that exceed a certain dollar threshold. Errors are estimated using a sample of each state's SNAP cases. USDA estimates national and state error rates by comparing the errors to total benefits issued. These rates are used as a basis for calculating state liability amounts for low performance. The certain dollar threshold is called the QC error tolerance threshold (or tolerance level). Over the years, the way that statute and regulation have set the error tolerance threshold amount has changed. Since FY2014, the QC error tolerance threshold has been set in statute at \$37 (with annual inflation adjustment). The FY2025 threshold is \$57. (7 U.S.C. §2025(c)) Errors are not the same as fraud.

H.R. 1 would reduce the QC error tolerance threshold to \$0 for FY2026 and subsequent years.

§10011. National education and obesity prevention grant program repealer^g

Formerly called SNAP Nutrition Education (and sometimes still referred to as SNAP-Ed), the *Nutrition Education and Obesity Prevention Grant Program* delivers formula grant funding for states to provide nutrition and fitness education programs for SNAP (and other domestic food assistance program) participants as well as other low-income households.^h The program receives annual mandatory funding according to statutory parameters; funding was \$506 million in FY2023. (7 U.S.C. §2036a)

H.R. 1 would eliminate the program.

§10012. Alien SNAP eligibilityⁱ

Noncitizen eligibility for SNAP is governed by the term “qualified alien,” which is defined to include lawful permanent residents (LPRs), refugees, asylees, aliens paroled into the United States for at least one year, certain battered aliens, certain victims of trafficking, and migrants lawfully residing in the United States pursuant to the Compact of Free Association (COFA) (8 U.S.C. §1641). Certain qualified aliens are barred from SNAP for the first five years after entry/grant of status, including certain LPRs, battered aliens, and parolees (8 U.S.C. §1613). The income and financial resources of ineligible noncitizens are required to be considered in determining their household's eligibility and allotment for SNAP. (7 U.S.C. §2015(f))

H.R. 1 would limit noncitizen eligibility for SNAP to the following groups: LPRs (subject to the existing five-year-bar), certain Cuban parolees approved for family-based immigration and who meet other criteria, and COFA migrants lawfully residing in the United States. These individuals would also have to be otherwise eligible for SNAP.

Current Law**Proposed Law**

§10013. Emergency food assistance^e

The 2018 farm bill (§4018 of P.L. 115-334) established projects within TEFAP aimed at supporting food recovery and donation from farms and other agricultural entities to food banks and similar feeding organizations (Farm to Food Bank Projects). The law provided \$4 million in annual mandatory funding for the projects from FY2019 to FY2023, which was extended through FY2024 by P.L. 118-22. While FY2024 funds can carry over, funding for Farm to Food Bank Projects has not been specifically provided for FY2025. (7 U.S.C. §7507(d))

H.R. 1 would extend funding for TEFAP's Farm to Food Bank Projects, providing \$4 million in annual mandatory funding for each of FY2025-FY2031.

Source: CRS summaries based on cited provisions of current law and proposals in House-passed H.R. 1.

Notes: These summaries are based on the May 18, 2025, version of the text available at https://rules.house.gov/sites/evo-subsites/rules.house.gov/files/documents/rcp_119-3_final.pdf.

- a. A more detailed description of the TFP and this proposal is included in the summary of Section 12401 in CRS Report R48167, *The 2024 Farm Bill: H.R. 8467 Compared with Current Law*. Except for the starting date, the House-passed proposal is identical to Section 12401 of H.R. 8467 (118th Congress).
- b. An update to Hawaii's TFP in 2023, using Honolulu data, resulted in a TFP lower than the plan in place in the contiguous states. See, generally, USDA, FNS, Center for Nutrition Policy and Promotion, "USDA Food Plans," <https://www.fns.usda.gov/research/cnpp/usda-food-plans>.
- c. The Fiscal Responsibility Act of 2023 (P.L. 118-5, Section 311) extended the upper age limit from 49 to 54. This policy is set to sunset October 1, 2030.
- d. As of January 1, 2025, 31 states have waivers from the ABAWD time limit under these provisions. Most of these waivers are for certain areas of a state, but seven states have statewide waivers.
- e. See USDA, FNS, "SNAP Payment Error Rates," <https://www.fns.usda.gov/snap/qc/per>.
- f. Others exempt from general work requirements are individuals between ages 16 and 18 if they are not a head of household and are attending school or training, individuals working at least 30 hours per week or the minimum wage equivalent, individuals subject to or complying with a specified assistance program's work requirements, specified postsecondary students, and residents of substance abuse treatment programs.
- g. The provision is titled "National education and obesity prevention grant program repealer" but statute titles the program, "Nutrition Education and Obesity Prevention Grant Program" (7 U.S.C. 2036a).
- h. See USDA, FNS, "SNAP-Ed," <https://www.fns.usda.gov/snap/snap-ed>.
- i. This summary was contributed by Abigail Kolker, CRS Analyst in Immigration Policy.
- j. This summary was contributed by Kara Billings, CRS Analyst in Social Policy.

CBO's Preliminary Estimates

Before H.R. 1 was considered on the House floor, CBO had published analyses of the provisions' costs and a letter detailing participation and benefit impacts of the SNAP provisions. These resources can assist in contextualizing what the provisions mean for nutrition program spending and SNAP households and operations.

Cost Estimates⁴

On May 20, 2025, CBO published a preliminary estimate of the bill's budgetary impact, including a cost estimate for each title and the sections that compose the title. The estimate for the Agriculture title was based on the legislation as ordered reported by the House Committee on the Budget on May 18, 2025. The May 18 version of the bill is substantially similar to the House-passed version (12 of 13 provisions have the same legislative language), but differs on Section 10012 (Alien SNAP eligibility), so the score of that provision and the Nutrition provisions' total may ultimately change in a subsequent publication.

The Agriculture provisions, taken together, were estimated to reduce direct spending by more than \$238 billion over 10 years (2025-2034). The Nutrition provisions were estimated to reduce direct spending by nearly \$295 billion over the 10 years, while the other agricultural provisions together were estimated to increase direct spending by nearly \$59 billion.⁵ These cost estimates may differ from an estimate of the legislation version considered by the House Rules Committee.

Within the Nutrition provisions, CBO estimated the largest reductions would come from the creation of a state match for benefit costs (Section 10006; \$128 billion over 10 years) and changes to the ABAWD population and waivers of the ABAWD time limit (Sections 10002 and Section 10003; score presented together as \$92 billion over 10 years).⁶ CBO's publication includes estimates for each section. A subsequent letter (discussed in the next section) contextualizes these cost estimates in terms of households, benefit amounts, and states.

Potential State and Household Effects⁷

In a published letter to Ranking Members Klobuchar and Craig, dated May 22, 2025, CBO elaborated on the preliminary cost estimate by discussing the potential effects of the nutrition provisions based on CBO's assumptions in the current baseline versus the proposal. CBO's estimated effects include the following:

⁴ This section summarizes CBO, "Estimated Budgetary Effects of a Bill to Provide for Reconciliation Pursuant to Title II of H. Con. Res. 14, the One Big Beautiful Bill Act," May 20, 2025, <https://www.cbo.gov/publication/61420>. Additional information is available in this source. These estimates are based on a version of Section 10012 that differs from the House-passed bill.

⁵ This is the estimate in budget authority. The estimated outlays for the non-Nutrition Agriculture provisions are less for the budget window, \$56.4 billion. Per CRS communication with CBO (May 27, 2025) the preliminary cost estimate of the Nutrition provisions also includes savings from Medicaid and Child Nutrition Programs.

⁶ CBO also estimated the interaction of the nutrition provisions, which adds a cost of \$25 billion and which may impact the cost estimates of individual provisions.

⁷ This section summarizes CBO, *Re: Potential Effects on the Supplemental Nutrition Assistance Program of Reconciliation Recommendations Pursuant to H. Con. Res. 14, as Ordered Reported by the House Committee on Agriculture on May 12, 2025*, letter to Ranking Members Klobuchar and Craig, May 22, 2025, https://www.cbo.gov/system/files/2025-05/Klobuchar-Craig-Letter-SNAP_5-22-25.pdf. This estimate is based on a version of Section 10012 that is different from the House-passed bill.

- The TFP proposal is not estimated to impact participation but would reduce benefits beginning in 2027. By 2034, the average monthly benefit would be reduced by \$15. The cost estimate includes reductions in spending for other USDA, FNS programs (nutrition assistance programs for Puerto Rico and American Samoa, the Summer Electronic Benefits Transfer for Children Program [sometimes called Summer EBT or SUN Bucks], and TEFAP).
- ABAWD time limit proposals (defining the individuals subject to the limit and changes to waivers) would reduce SNAP participation by 3.2 million people in an average month over the 10-year window from 2025 through 2034.⁸
- Treatment of the energy assistance proposal is estimated to decrease monthly benefits by approximately \$100 for about 3% of SNAP households in an average year from 2026 through 2034.
- Treatment of the internet expenses proposal is estimated to decrease monthly benefits by about \$10 for approximately 65% of SNAP households, on average in each year from 2026 through 2034.
- For the proposal to require a state match for benefit funding, most of the federal savings comes from states paying a portion of benefit costs. CBO also expects a variety of state responses to this potential requirement: some maintaining current benefits and eligibility, some modifying benefits or eligibility, and some leaving SNAP. Altogether, CBO estimates that the provision may eliminate benefits for 1.3 million people in an average month over 2025-2034, and that the provision would decrease child nutrition program spending (by \$700 million over 2028-2034), affecting benefits for 420,000 children in an average month.

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⁸ More specifically, CBO said that this 3.2 million participation estimate is made up of three affected subpopulations: about 1 million adults ages 55-64 without dependents, 0.8 million adults who live with children age 7 or older, and 1.4 million adults without dependents who would receive a waiver or exemption under current law. CBO did not indicate whether any of these participation changes are due to increases in participant income.

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