



May 22, 2025

Honorable Amy Klobuchar
Ranking Member
Committee on Agriculture,
Nutrition, and Forestry
U.S. Senate
Washington, DC 20515

Honorable Angie Craig
Ranking Member
Committee on Agriculture
U.S. House of Representatives
Washington, DC 20515

*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*

Dear Ranking Member Klobuchar and Ranking Member Craig:

You have asked the Congressional Budget Office to provide information about the effects of the reconciliation recommendations of the House Committee on Agriculture for participation in and benefits under the Supplemental Nutrition Assistance Program (SNAP).

On May 21, CBO transmitted an estimate of the budgetary effects of the 2025 reconciliation legislation as ordered reported by the House Committee on the Budget on May 18, 2025.¹

In total, enacting all of the provisions in Subtitle A would reduce spending on SNAP by \$285.7 billion over the 2025–2034 period. Under the baseline, spending on SNAP totals \$109.6 billion in 2025 rising to \$115.8 billion in 2034. Under the bill, total spending on SNAP would fall to \$76.6 billion in 2034. This estimate for the spending reduction on SNAP differs from total savings for subtitle A as published on May 19, 2025, because that estimate also includes budgetary effects for Medicaid and child nutrition programs.

This letter describes CBO’s estimates of the effects of the Committee’s

1. Congressional Budget Office, estimated budgetary effects of a bill to provide for reconciliation pursuant to title II of H. Con. Res. 14, the One Big Beautiful Act (May 20, 2025), www.cbo.gov/publication/61420.

recommendations for the 2025 reconciliation legislation as ordered reported on May 12, 2025.² Unless noted otherwise, the effects are presented here for each section as if enacted on its own; they do not account for interactions among provisions. Because of overlap in the affected populations, the effects of simultaneously enacting all of the provisions would differ from the sum of effects of enacting each provision separately.

CBO estimates that, if enacted, the 2025 reconciliation legislation would affect SNAP participation and benefits as follows:

Thrifty Food Plan

Section 10001 would cap annual increases in the cost of the Thrifty Food Plan (TFP) at the rate of growth in the consumer price index for all urban consumers. The TFP is a basket of foods selected by the Department of Agriculture to provide a nutritious diet for a household of a particular size. The maximum SNAP benefit is determined by the number of people in the household and the cost of the TFP for a household of that size.

CBO expects that the scheduled reevaluations for 2027 and 2032 will increase the cost of the TFP under current law, and our baseline projections for the cost of SNAP incorporate those expected increases. Section 10001 would not permit those reevaluations to increase the cost of the TFP, however. As a result, CBO estimates that beginning in 2027, the average monthly benefit would be reduced; by 2034 that benefit would be about \$15 lower relative to CBO's current-law projections for that year. CBO does not expect that enacting section 10001 would affect participation.

CBO estimates that enacting section 10001 would reduce direct spending by \$37 billion over the 2027–2034 period. That amount includes reductions in spending for the nutrition assistance programs for Puerto Rico and American Samoa, the Summer Electronic Benefit Transfer and the Emergency Food Assistance Program because spending on those programs also is based on the cost of the TFP.

Work Requirements

Section 10002 would expand the SNAP work requirement to able-bodied adults through age 64 who do not live with dependent children, as well as to adults aged 18 to 64 who live with children age 7 or older. The spouse of someone who meets the requirements would be exempt if the couple lives

2. House Committee on Agriculture, "Committee print to comply with reconciliation directives included in H. Con. Res. 14 Section 2001(B)(1)" (May 13, 2025), <https://tinyurl.com/36srxsk2>.

together and cares for a child age 7 or older. Under current law, certain able-bodied adults aged 18 to 54 who do not live with dependents must work or attend a training program for at least 80 hours a month to receive SNAP benefits for more than 3 months within a 36-month period. (Starting in 2031, that requirement applies only to people under the age of 50.)

Section 10003 would restrict states' ability to waive the work requirements to only those counties with an unemployment rate above 10 percent. The section also would reduce the number of monthly exemptions that states could use for people who otherwise would be subject to the work requirements. Under current law, states can waive the requirement for people who live in an area, as defined by the state, that has an unemployment rate above 10 percent or that does not have available a sufficient number of jobs.

CBO estimates that together those provisions would reduce direct spending for SNAP by \$92 billion over the 2025–2034 period. Enacting those combined sections would reduce participation in SNAP by roughly 3.2 million people in an average month over the 2025–2034 period, CBO estimates. Of those people, about 1 million people losing benefits in an average month would be able-bodied adults through age 64 who do not live with dependent children, another 0.8 million would be able-bodied adults age 18 to 64 who live with children who are age 7 or older, and the remaining 1.4 million would be able-bodied adults aged 18 to 54 (or 18 to 49, starting in 2031) who do not live with dependents but who receive a waiver or exemption from the requirements under current law.

Availability of Standard Utility Allowance Based on Receipt of Energy Assistance

Section 10004 would eliminate the automatic qualification for a heating and cooling allowance for households that receive energy assistance and do not have an elderly or disabled member. The value of that allowance is used, along with other factors, to determine the amount of housing expenses that households can deduct from their income in calculating benefit amounts. CBO expects that monthly benefits would decrease by roughly \$100 for about 3 percent of households, on average, in each year over the 2026–2034 period. CBO estimates that enacting section 10004 would reduce direct spending by \$6 billion over the same period.

Restrictions on Internet Expenses

Section 10005 would exclude Internet expenses from an allowance that is used, along with other factors, to determine the amount of housing expenses that households can deduct from their income in calculating benefit amounts.

CBO expects that monthly benefits would decrease by about \$10 for roughly 65 percent of SNAP households, on average, in each year over the 2026–2034 period, thereby reducing direct spending by \$11 billion over the same period.

Matching Funds Requirements

Section 10006 would require each state to pay at least 5 percent of the SNAP benefit costs in their state starting in 2028. Under current law, the federal government pays the full cost of benefits. The cost share would be higher for states with payment error rates that are 6 percent or greater, up to a maximum cost share of 25 percent. The payment error rate measures the accuracy of a state's eligibility determinations and benefit payments. It includes underpayments and overpayments. CBO estimates that enacting section 10006 would reduce direct spending by \$128 billion over the 2028–2034 period.

Most of that amount (a little under \$100 billion) would stem from states paying for part of the benefit. In addition, there would be a variety of state responses to the new requirement. CBO expects that some states would maintain current benefits and eligibility and others would modify benefits or eligibility or possibly leave the program altogether because of the increased costs. In CBO's view, state responses would vary; thus, CBO estimated state responses in the aggregate using a probabilistic approach to account for a range of possible outcomes.

Under that approach, CBO expects that states collectively would reduce or eliminate benefits for about 1.3 million people in an average month over the 2025–2034 period. Those reductions or eliminations would reduce direct spending by about \$30 billion over the 2028–2034 period, CBO estimates. CBO also estimates that subsidies provided through child nutrition programs would decrease for about 420,000 children in an average month, reducing direct spending by about \$700 million over the 2028–2034 period.

Alien SNAP Eligibility

Section 10012 would prohibit people who are not citizens or lawful permanent residents (also known as green card holders) from receiving SNAP benefits. CBO expects that between 120,000 and 250,000 people would become ineligible for benefits that we project will average about \$210 per month over the 2026–2034 period. CBO estimates that enacting section 10012 would reduce direct spending by \$4 billion over the 2025–2034 period.

Honorable Amy Klobuchar and Honorable Angie Craig

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I hope this information is useful to you. Please contact me if you have further questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Phillip L. Swagel", with a long, sweeping horizontal flourish extending to the right.

Phillip L. Swagel
Director

cc: Honorable John Boozman
Chairman
Senate Committee on Agriculture, Nutrition, and Forestry

Honorable Glenn W. "GT" Thompson
Chairman
House Committee on Agriculture