

# H.R. 1 HEAT AND EAT FACT SHEET

## Technical Notes

This analysis is for the impact of the H.R. 1 changes to the LIHEAP-SNAP connection. Currently, 13 states, including the District of Columbia (California, Connecticut, the District of Columbia, Maine, Maryland, Massachusetts, Michigan, New York, Oregon, Pennsylvania, Rhode Island, Washington, and Montana) operate Heat and Eat programs using LIHEAP or state-funded energy assistance. In fiscal year 2023, over 4.2 million households claimed the highest SUAs because they received LIHEAP assistance from these states. Of these households, **1.5 million (37 percent) of these households did not include an older adult or person with a disability.** These technical notes describe that analysis.

This analysis used the [Fiscal Year 2023 Supplemental Nutrition Assistance Program \(SNAP\) Quality Control \(QC\) Public-Use Sample](#), a household-level raw dataset published by U.S. Department of Agriculture Food and Nutrition Service (USDA FNS) that provides detailed demographic, economic, and SNAP eligibility and benefit data for a representative sample of SNAP participants. According to USDA FNS, “The data, produced annually, are well suited for tabulating characteristics of SNAP participants.”

To ensure the estimates represent the full SNAP household population, FRAC applied the QC-provided analysis weights (*fywgt*) throughout (Leftin et al., 2025, p. 37, 62). Several key variables from the dataset formed the foundation of this analysis, including state name (*statename*), type of Standard Utility Allowance (SUA) (*sua1*) used by the household, indicator for whether the household includes a person with a disability (*fsdis*), and indicator for whether the household includes an older adult age 60+ (*fselder*) (Leftin et al., 2025, p. 37, 62) (FIGURE 1).

### CONSTRUCTED VARIABLE

From these raw variables, FRAC created new measures to align with the policy question. *Household’s SUA usage and entitlement (sua1)* was the primary variable of interest (FIGURE 2).

- Households were classified according to whether they used any Standard Utility Allowance (SUA). **Households with SUA (*sua*)** was generated based on the *Household’s SUA usage and entitlement (sua1)*, where [0/ actual, none, or other] represents households that use actual utility costs, have no utility costs or are classified as “other” in the dataset and [1/“Uses SUA”] represented households with SUAs (FIGURE 3).

- A narrower measure of households using a **Heating and Cooling SUA (*hcsua*)** was constructed by identifying those with *Household’s SUA usage and entitlement (sua1)* with higher standard that account for heating or cooling where [0/actual cost, lower or individual SUA] represents households that use actual utility costs and no utility costs, or used a lower, individual or limited utility, or are classified as “other” in the dataset, and [1/“Uses HCSUA”] represents households that use the heating and cooling SUA (HCSUA). This column in spreadsheet (Column C) **can be cross-referenced and checked against Table B.11** of the [FY2023 SNAP Characteristics report](#) (p. 103) (FIGURE 4).

FIGURE 1

```
. describe statename sua1 sua2 fsdis fselder fsusize fsknid fsenergy fywgt
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| variable name | storage type | display format | value label | variable label   |
|---------------|--------------|----------------|-------------|--|
| statename     | str20        | %20s           |             | STATE NAME   |
| sua1          | byte         | %8.0g          |             | STANDARD-UTILITY-ALLOW 1   |
| sua2          | byte         | %8.0g          |             | STANDARD-UTILITY-ALLOW 2   |
| fsdis         | byte         | %8.0g          |             | INDICATOR IF ANY NON-ELDERLY INDIVIDUALS WITH DISABILITIES IN UNIT |
| fselder       | byte         | %8.0g          |             | INDICATOR IF ANY ELDERLY INDIVIDUALS IN UNIT                       |
| fsusize       | byte         | %8.0g          |             | NUMBER OF PERSONS IN THE FS UNIT                                   |
| fsknid        | byte         | %8.0g          |             | NUMBER OF KIDS UNDER 18 IN UNIT                                    |
| fsenergy      | int          | %8.0g          |             | SUM OF ALL ENERGY INCOME   |
| fywgt         | double       | %12.0g         |             | HOUSEHOLD WEIGHT USED FOR FULL YEAR TABS                           |

FIGURE 2

| SUA1 | R | STANDARD UTILITY ALLOWANCE-USAGE AND ENTITLEMENT   |
|------|---|--|
|      |   | Range = (1, 9)   |
|      |   | 1 = No utilities and no LIHEAA assistance  |
|      |   | 2 = Uses actual expenses   |
|      |   | 3 = Uses higher standard based on LIHEAA assistance  |
|      |   | 4 = Uses higher standard and does not receive LIHEAA assistance  |
|      |   | 5 = Uses lower, or limited, standard   |
|      |   | 6 = Uses telephone-only standard   |
|      |   | 7 = Uses individual standards  |
|      |   | 8 = Uses higher standard, LIHEAA assistance status unknown   |
|      |   | 9 = Other  |
|      |   | Some values have been edited to obtain consistency with UTIL. See Appendix B for details.  |
|      |   | Coded as missing for MFIP units and for units participating in an SSI-CAP program in States that use standard SSI-CAP benefits.                        |
|      |   | LIHEAA is the Low Income Home Energy Assistance Act of 1981. Some State programs may have another name, such as Home Energy Assistance Program (HEAP). |
|      |   | Higher standard is an SUA based upon payment of heating or cooling and includes all utilities.   |
|      |   | Lower, or limited, standard is an SUA based upon all utilities but is for households that do not incur heating or cooling or receive LIHEAA.           |

FIGURE 3

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. tab sua1 sua [lw=fywgt], m
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| STANDARD-UTILITY-ALLO | Households with SUA |           |            | Total      |
|-----------------------|---------------------|-----------|------------|------------|
|                       | W 1                 | actual, n | Uses SUA   |            |
| No SUA used           |                     | 5772241.8 | 0          | 5772241.8  |
| Actual utility costs  |                     | 68,707.34 | 0          | 68,707.34  |
| Heating & Cooling SUA |                     | 0         | 4388202.3  | 4388202.3  |
| Limited SUA (all exce |                     | 0         | 8679373.6  | 8679373.6  |
| Phone SUA only        |                     | 0         | 300,341.2  | 300,341.2  |
| Single utility SUA    |                     | 0         | 1155334.5  | 1155334.5  |
| Multiple utilities SU |                     | 0         | 109,404.98 | 109,404.98 |
| Other SUA (state-spec |                     | 0         | 338,199.6  | 338,199.6  |
| Unknown/Other         |                     | 184,048.5 | 0          | 184,048.5  |
| .                     |                     | 0         | 0          | 379,425    |
| Total                 |                     | 6024997.6 | 14,970,856 | 379,425    |
|                       |                     |           |            | 21,375,279 |

FIGURE 4

Table B.11. Distribution of participating households by use of standard utility allowance and by State

| State              | Standard utility allowance (SUA)-usage and entitlement <sup>a</sup> |                                     |       |                             |       |                        |       |
|--------------------|---|-------------------------------------|-------|-----------------------------|-------|------------------------|-------|
|                    | Total households  | Households with heating/cooling SUA |       | Households with another SUA |       | Households with no SUA |       |
|                    | Number (000)  | Number (000)                        | Row % | Number (000)                | Row % | Number (000)           | Row % |
| Total <sup>b</sup> | 21,375  | 13,406                              | 62.7  | 1,749                       | 8.2   | 5,841                  | 27.3  |

```
. tab sua1 hcsua [lw=fywgt], m
```

| Households with Heating & Cooling SUA | hcsua                 |            |           | Total      |
|---------------------------------------|-----------------------|------------|-----------|------------|
|                                       | actual, none, or othe | Uses HCSU  | .         |            |
| actual, none, or othe                 | 68,707.34             | 0          | 5956290.3 | 6024997.6  |
| Uses SUA                              | 1565080.7             | 13,405,775 | 0         | 14,970,856 |
| .                                     | 0                     | 0          | 379,425   | 379,425    |
| Total                                 | 1633788.1             | 13,405,775 | 6335715.3 | 21,375,279 |

► To specifically identify “Heat and Eat” households (*heatandeat*), which qualify for the highest SUA based on receiving assistance through the Low-Income Home Energy Assistance Act (LIHEAA), including Home Energy Assistance Programs in several states, records were flagged with *Household’s SUA usage and entitlement (sua1)*; equal to is flagged as “Uses higher standard based on LIHEAA assistance” (Leftin et al., 2025, p. 73). This figure can be cross-checked with table (FIGURE 5).

► To capture impacted house, an indicator for households with either an older adult or a person with a disability (*olderdisable*) was created. [1/Yes] represents household with either an older adult or a person with a disability and [0/No] represents households without these specific populations. This column in spreadsheet (Columns E and F) can be cross-referenced and checked against Table B.5 of the FY2023 SNAP Characteristics report (p. 97) (FIGURE 6).

**H.R. 1 ANALYSIS**

The Republican-passed law shifts the LIHEAP-SNAP connection by limiting utility deductions only to households that include an older adult or a person with a disability. This will cause households without an older adult or person with a disability, including many working families with children, to experience an increased paperwork burden by having to prove utility payments, and cut SNAP benefits by an estimated \$5.9 billion over 10 years.

To operationalize this policy, FRAC identified “excluded” households as those flagged for “Heat and Eat” (*heatandeat* = 1) but without an older adult or disabled member (*olderdisable* = 0). Conversely, “safe” households were those that received “Heat and Eat” and included an older adult or person with a disability, meaning they would remain protected under Section 10103.

The analysis was then aggregated to the state level. Using Stata’s collapse function, FRAC summed the number of households in each category — total households, SUA, Heating and Cooling SUA, Heat and Eat, older/disabled, *excluded*, and *safe* — applying the weights to produce representative estimates. FRAC also calculated the percentage of households with an older adult or disabled member by dividing the *olderdisable* count by total households. The results were exported into Excel for tabulation and review.

The final table summarizes the results by state, showing the number of Heat and Eat households, the number of households no longer able to claim the highest SUA due to H.R.1, and the percent of SNAP households impacted. For example, in California there were an estimated 719,762 Heat and Eat households, of which 267,127 would be excluded under the proposed policy change, while 452,635 would remain safe due to the presence of an older adult or disabled member.

It is important to note the limitations of this analysis. The QC dataset is a sample, and while weighted, the results represent estimates rather than exact counts. The measures rely on definitions from the QC codebook, and any different classification in key variables such as *sua1*, *fsdis*, or *fselder* could influence the results. Finally, the analysis assumes that Heat and Eat households are fully represented by those with *sua1* equal to 3, which may simplify certain state-level nuances in SUA policy.

**SOURCES:**

Leftin, J., Monkovic, M., Yang, F., Maula, J. C., & Bonelli, S. (2025). *Technical documentation for the fiscal year 2023 Supplemental Nutrition Assistance Program quality control database and the QC minimodel*. USDA Food and Nutrition Service. Mathematica Inc. <https://snapqcdata.net/sites/default/files/2025-03/FY%202023%20Tech%20Doc.pdf>

U.S. Department of Agriculture, Food and Nutrition Service, Evidence, Analysis, and Regulatory Affairs Office. *Characteristics of Supplemental Nutrition Assistance Program households: Fiscal year 2023*, by Mia Monkovic and Ben Ward. Project Officer, Aja Weston. Alexandria, VA, 2025. <https://fns-prod.azureedge.us/sites/default/files/resource-files/snap-FY23-Characteristics-Report.pdf>

*Estimated budgetary effects of Public Law 119-21, to provide for reconciliation pursuant to Title II of H. Con. Res. 14, relative to CBO’s January 2025 baseline*. (2025, July 21). Congressional Budget Office. <https://www.cbo.gov/publication/61570>

FIGURE 5

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. tab sua1 heatandeat [iw=fywt], m
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| STANDARD-UTILITY-ALLO<br>W 1 | Highest SUA based on<br>LIHEAA |                  | Total             |
|------------------------------|--------------------------------|------------------|-------------------|
|                              | Lower or                       | Uses HCSU        |                   |
| No SUA used                  | 5772241.8                      | 0                | 5772241.8         |
| Actual utility costs         | 68,707.34                      | 0                | 68,707.34         |
| Heating & Cooling SUA        | 0                              | 4388202.3        | 4388202.3         |
| Limited SUA (all exce        | 8679373.6                      | 0                | 8679373.6         |
| Phone SUA only               | 300,341.2                      | 0                | 300,341.2         |
| Single utility SUA           | 1155334.5                      | 0                | 1155334.5         |
| Multiple utilities SU        | 109,404.98                     | 0                | 109,404.98        |
| Other SUA (state-spec        | 338,199.6                      | 0                | 338,199.6         |
| Unknown/Other                | 184,048.5                      | 0                | 184,048.5         |
| .                            | 379,425                        | 0                | 379,425           |
| <b>Total</b>                 | <b>16,987,077</b>              | <b>4388202.3</b> | <b>21,375,279</b> |

FIGURE 6

| State         | Children        |       | Elderly<br>Individuals |       | Non-elderly<br>individuals<br>with a<br>disability |       | Elderly<br>Individuals or<br>non-elderly<br>individuals<br>with a<br>disability |       | Single adults<br>with children |       | Adults age 18-<br>49 without a<br>disability in<br>childless<br>households* |       |
|---------------|-----------------|-------|------------------------|-------|--|-------|---|-------|--------------------------------|-------|---|-------|
|               | Number<br>(000) | Row % | Number<br>(000)        | Row % | Number<br>(000)                                    | Row % | Number<br>(000)   | Row % | Number<br>(000)                | Row % | Number<br>(000)   | Row % |
| <b>Total*</b> | 7,329           | 34.3  | 7,060                  | 33.0  | 3,753  | 17.6  | 10,686  | 50.0  | 4,523                          | 21.2  | 3,597   | 16.8  |

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. tab olderdisable [iw=fywt], m
```

| Household<br>w/ Older<br>Adult or<br>PwD | Freq.             | Percent       | Cum.   |
|--|-------------------|---------------|--------|
| No                                       | 10688897.4        | 50.01         | 50.01  |
| Yes                                      | 10686381.4        | 49.99         | 100.00 |
| <b>Total</b>                             | <b>21375278.8</b> | <b>100.00</b> |        |