

**IN THE UNITED STATES DISTRICT COURT
FOR THE DISTRICT OF RHODE ISLAND**

RHODE ISLAND STATE COUNCIL OF
CHURCHES, *et al.*,

Plaintiffs,

v.

BROOKE ROLLINS, *et al.*,

Defendants.

Case No. 25-569

**EMERGENCY RELIEF
REQUESTED**

**MOTION FOR TEMPORARY RESTRAINING ORDER AND PRELIMINARY STAY
UNDER 5 U.S.C. § 705**

Plaintiffs hereby move for a temporary restraining order under Federal Rule of Civil Procedure 65 and a preliminary stay under 5 U.S.C. § 705, to run concurrently with the temporary restraining order, regarding Defendants' abrupt suspension of benefits for the Supplemental Nutrition Assistance Program (SNAP) and their early termination of waivers for able-bodied adults without dependents (ABAWDs). Plaintiffs respectfully request that the Court enter relief with respect to the suspension of SNAP benefits in advance of November 1, when SNAP benefits will be cut off, and that it enter relief with respect to the early termination of waivers no later than November 2, when the termination is set to go into effect. As set forth in the attached memorandum and supporting declarations, Defendants' actions violate the Administrative Procedure Act because they are contrary to law, arbitrary and capricious, and in excess of statutory authority, and because Defendants have unlawfully withheld agency action. Plaintiffs will suffer immediate and irreparable harm absent a temporary restraining order and a preliminary stay. And the balance of equities and public interest weigh strongly in Plaintiffs'

favor. Accordingly, Plaintiffs respectfully request that the Court immediately issue an order granting the following relief:

1. Temporarily enjoin Defendants from enforcing, implementing, giving effect to, maintaining, or reinstating under a different name the directives in the October 10, 2025, memorandum (“Supplemental Nutrition Assistance Program (SNAP) Benefit and Administrative Expense Update for November 2025”) or the October 24, 2025, memorandum (“Supplemental Nutrition Assistance Program (SNAP) Benefit and Administrative Expense Update for November 2025”).
2. Temporarily stay those directives under 5 U.S.C. § 705.
3. Temporarily enjoin and compel Defendants to release the withheld funding for SNAP benefits insofar as funds are available under the contingency funds from the FY24 and FY25 appropriations or under USDA’s authority under 7 U.S.C. § 2257.
4. Temporarily stay, under 5 U.S.C. § 705, Defendants’ early termination of ABAWD waivers before their expiration date.
5. Temporarily enjoin Defendants from enforcing, implementing, giving effect to, maintaining, or reinstating under a different name the termination of ABAWD waivers before the waivers’ expiration dates.
6. Order Defendants to immediately take every step necessary to effectuate the Court’s order, including clearing any administrative, operational, or technical hurdles to implementation, including but not limited to requesting or effectuating any necessary apportionment of these funds by the U.S. Office of Management and Budget or any submission or approval of an updated U.S. Department of Agriculture lapse plan.

7. Order Defendants, within 24 hours of entry of a temporary restraining order or preliminary stay, to file a notice confirming that they have informed relevant officials of the court order and to file a status report confirming that they have taken whatever steps are necessary to comply with that temporary restraining order or stay, and to file reports every 48 hours as to the status of the release of funds pursuant to paragraph 3 of this Order pending satisfaction of this Court.

Plaintiffs also respectfully request expedited consideration of this motion.

October 30, 2025

Respectfully submitted,

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CERTIFICATE OF SERVICE

I hereby certify that I electronically filed the within document, the attached memorandum in support, and all attached supporting exhibits via the Court's CM/ECF system on the 30th day of October 2025, that the participants in the case that are registered CM/ECF users will be served electronically by the CM/ECF system, and that I provided the same documents by email to: Joseph Borson (Joseph.Borson@usdoj.gov) and Jason Altabet (jason.k.altabet2@usdoj.gov) of the U.S. Department of Justice, Civil Division, Federal Programs Branch and Kevin Bolan (kevin.bolan@usdoj.gov), Civil Chief of the U.S. Attorney's Office for the District of Rhode.

/s/ Amy R. Romero

Amy R. Romero

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**MEMORANDUM IN SUPPORT OF PLAINTIFFS' MOTION FOR TEMPORARY
RESTRAINING ORDER AND PRELIMINARY STAY UNDER 5 U.S.C. § 705**

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INTRODUCTION

More than forty million people—approximately one in eight Americans—depend on the Supplemental Nutrition Assistance Program (SNAP) to meet their basic nutritional needs. This includes more than 14 million children, nearly 8 million elderly people, and 1.2 million veterans who live in households that receive SNAP benefits. Beyond the many people (including Plaintiff SEIU’s members) who rely on SNAP for food, SNAP is crucial for business for thousands of grocery stores and retailers, including many in rural areas. It is estimated that hundreds of thousands of jobs depend on food-related spending enabled by SNAP.

Defendants have needlessly plunged SNAP into crisis. Just this month, the U.S. Department of Agriculture (USDA) abruptly suspended SNAP benefits, effective November 1, 2025. The agency claims it cannot fund the program due to the government shutdown—even though previously appropriated funds are available, including contingency funds that Congress expressly designated for use when “necessary to carry out program operations.” And USDA did not explain its about face from the agency’s longstanding position that SNAP benefits continue even when the government is shut down. USDA also needlessly and prematurely terminated waivers of certain SNAP work requirements in states and areas with insufficient jobs. The agency threw the process of phasing out these waivers into chaos, acting without statutory authorization or consideration of the effects on people and communities scrambling to keep up with newly restricted SNAP eligibility. These actions, which will leave millions without adequate food and imperil local communities, violate the Administrative Procedure Act.

Plaintiffs in this case include a national union whose membership includes SNAP recipients who risk losing their benefits; cities that will divert critical resources to support their residents who depend on SNAP to feed themselves and their families; churches, faith-based organizations, and nonprofits that provide emergency food assistance, legal services, and other

critical resources, whose missions are impaired by the impending crisis; and food retailers that rely on SNAP-powered purchases to keep their doors open. Their declarations highlight just a fraction of the staggering harms that Defendants’ actions will cause: Americans will not be able to feed their families, food pantries will be overwhelmed, organizations will be forced to divert resources from core programs to accommodate those in need of assistance, and small businesses will lose substantial revenue that is critical to maintaining their labor force and supplier relationships. In light of these enormous harms, and in the absence of any countervailing interest of Defendants in not funding SNAP, the equities and public interest strongly support emergency relief.

This Court should immediately grant temporary relief to ensure that millions of Americans continue to receive critical food benefits through SNAP.

BACKGROUND

A. The SNAP program provides critical support to food-insecure individuals and families

While federally funded food assistance dates back to the Great Depression, Congress created the most recent iteration, known as the Supplemental Nutrition Assistance Program, in the Food and Nutrition Act of 2008. Food, Conservation, and Energy Act of 2008, Pub. L. No. 110-246, §§ 4001–4002, 122 Stat. 1853 (2008); *see also* U.S. Dep’t of Agric. Food and Nutrition Serv., *A Short History of SNAP* (Aug. 29, 2025), <https://perma.cc/BU2Q-3MYA>. With the SNAP program, Congress aimed to “alleviate . . . hunger and malnutrition” among low-income households by enabling them to “obtain a more nutritious diet through normal channels of trade.” 7 U.S.C. § 2011. It does that by providing eligible individuals an allotment that they can use to buy food at approved retailers. *Id.* § 2013(a)(1). USDA administers the program. *Id.* Congress created SNAP as an entitlement: The statute provides that “[a]ssistance under this program shall

be furnished to all eligible households who make application for such participation.” *Id.* § 2014(a).

Today, SNAP is the nation’s largest domestic food assistance program, and it provides critical support to food-insecure individuals and families across the country. Ausenberg, et al., Cong. Rsch. Serv., R48531, *Work Requirements: Existing Policies in Medicaid, SNAP, Housing Assistance, and TANF* 1 (June 25, 2025), <https://perma.cc/L94B-B75F>. In fiscal year 2024, the program served an average of 41.7 million people per month—12.3 percent of U.S. residents. Over one-third of SNAP participants are children. U.S. Dep’t of Agric. Food and Nutrition Serv., *Characteristics of SNAP Households: Fiscal Year 2023* (May 2, 2025), <https://perma.cc/X4EY-B8W7>. And the vast majority—88 percent in fiscal year 2023—are in households with either a child, an elderly individual, or a person with a disability. *Id.* SNAP provides Americans approximately \$8 billion in food assistance monthly. USDA, *The Food and Nutrition Assistance Landscape: Fiscal Year 2024 Annual Report* at 9 (July 2025), <https://perma.cc/BV5D-ZM98>.

In addition to serving as the first line of defense against hunger, SNAP reduces poverty, improves health and economic outcomes, and supports working people who are paid low wages. It also benefits the economy more broadly, with USDA estimating that, in a slowing economy, \$1 billion of SNAP benefits generates over \$1.5 billion in economic activity and creates over 13,500 new jobs. U.S. Dep’t of Agric. Econ. Rsch. Serv., *Supplemental Nutrition Assistance Program (SNAP) – Key Statistics and Research* (July 24, 2025), <https://perma.cc/NST2-C9KL>. SNAP benefits are capped at \$298 per month for a single-person household. USDA Food & Nutrition Serv., *SNAP Eligibility* (Sept. 30, 2025), <https://perma.cc/MEY4-SBXJ>. But most households receive less. On average, participants received \$187 per month from SNAP in fiscal year 2024 to help cover food costs. U.S. Dep’t of Agric. Econ. Rsch. Serv., *Supplemental*

Nutrition Assistance Program (SNAP) – Key Statistics and Research (July 24, 2025), <https://perma.cc/NST2-C9KL>.

The USDA and states jointly administer the SNAP program, with states handling most recipient functions, like determining eligibility and issuing benefits, and the USDA’s Food and Nutrition Service supporting and overseeing state functions and approving retailers to accept SNAP benefits. 7 U.S.C. §§ 2018, 2020. Ten states delegate administrative responsibilities to counties such that SNAP is county-administered in those states. Nat’l Assoc. of Counties, *H.R. 1 and the Supplemental Nutrition Assistance Program (SNAP): What Counties Should Know* (Aug. 13, 2025), <https://perma.cc/V924-F28L>. The federal government funds all SNAP benefits, 7 U.S.C. § 2013(a), and the federal government and states share administrative costs, *id.* § 2025(a).

B. USDA improperly withholds funding for SNAP benefits

Congress generally funds the SNAP program through appropriations bills. In a 2024 appropriations act, for example, Congress appropriated more than \$122 billion for SNAP and directed that \$3 billion, “to remain available through September 30, 2026, shall be placed in reserve for use only in such amounts and at such times as may become necessary to carry out program operations.” Pub. L. No. 118-42, 138 Stat. 25, 93. Those funding levels were extended in a 2025 appropriations act. Pub. L. No. 119-4, 139 Stat. 9, 13. Together, these two appropriations therefore provide for a total of \$6 billion in contingency reserves for the SNAP program.

Aside from the contingency funds, USDA is authorized under 7 U.S.C. § 2257 to use a percentage of appropriated funds “interchangeably” for certain expenditures. One appropriated fund available to USDA—a fund created by section 32 of the Agricultural Adjustment Act amendments of 1935—had over \$23 billion in it as of October 8, 2025. *See* OpenOMB, *State Child Nutrition Programs*, <https://perma.cc/39Y3-4K9F>. USDA previously used a portion of this

money to fund the Women, Infants & Children (WIC) program during the shutdown. *See* OpenOMB, *Special Supplemental Nutrition Program for Women, Infants, and C*, <https://perma.cc/G34G-X898>; Marcia Brown, *USDA Tells Lawmakers WIC Will Be Funded Through October*, Politico (Oct. 10, 2025), <https://perma.cc/74PN-7R2F>.

For the current fiscal year, Congress has not yet passed an appropriations act funding SNAP benefits. Ordinarily, because of the congressionally appropriated contingency funds totaling \$6 billion as well as funding available to tap under USDA's § 2257 authority, this would not immediately jeopardize SNAP's operations. After all, Congress appropriated funds to be used when "necessary to carry out program operations." And previous administrations, including the first Trump administration, recognized that those contingency funds were available to fund SNAP. *See* Letter from Jessica Shahin to FNS Regions, *Early Issuance of February 2019 SNAP Benefits – Questions & Answers #2* (Jan. 14, 2019), <https://perma.cc/9HCL-5GCU>; U.S. Dep't of Agric., *Q&A for SNAP Recipients in the Event of a Government Shutdown*, <https://perma.cc/P5YF-ARV9>.

But on October 10, 2025, the agency did an about face. USDA issued guidance informing state officials that "if the current lapse in appropriations continues, there will be insufficient funds to pay full November SNAP benefits for approximately 42 million individuals across the Nation." Dep't of Agric., *Supplemental Nutrition Assistance Program (SNAP) Benefit and Administrative Expense Update for November 2025* (Oct. 10, 2025), <https://perma.cc/LDG4-DQMC>. The memo acknowledged that "several States would normally begin sending November benefit issuance files to their electronic benefit transfer (EBT) vendors soon," but it directed

states “to hold their November issuance files and delay transmission to State EBT vendors until further notice.” *Id.*

USDA followed up with another memo on October 24. Dep’t of Agric., *Supplemental Nutrition Assistance Program (SNAP) Benefit and Administrative Expense Update for November 2025* (Oct. 24, 2025), <https://perma.cc/4VPF-4ANN>. This time, USDA stated that it was “suspending all November 2025 benefit allotments until such time as sufficient federal funding is provided, or until [Food and Nutrition Service] directs State agencies otherwise.” *Id.* The memo directed states to “take immediate action to implement this suspension.” *Id.* And in a separate memo issued on the same day, USDA asserted, without any citation or legal support, that SNAP contingency funds were “not available to support FY 2026 regular benefits, because the appropriation for regular benefits no longer exists.” Dep’t of Agric., *Impact of the Government Lapse on November Supplemental Nutrition Assistance Program (SNAP) Household Benefits*, <https://perma.cc/L343-L7YA>.

Meanwhile, a banner displayed on USDA’s website inaccurately claims “the well has run dry” to fund the SNAP program, blames “Senate Democrats” for not voting to “reopen the government so mothers, babies, and the most vulnerable among us can receive critical nutrition assistance,” and states that “there will be no benefits issued November 01.” U.S. Dep’t of Agric., <https://perma.cc/BL88-8QU6>.

C. USDA prematurely terminates waivers of ABAWD work requirements in states and areas with insufficient jobs

In addition to withholding funding altogether, Defendants have also abruptly changed the terms on which Americans can obtain SNAP benefits, with little notice to states and counties

administering the program, little time to prepare, and little support in navigating the changes. Those changes deal with SNAP's work requirements.

SNAP Work Requirements. The Food and Nutrition Act generally requires capable individuals to work in order to be eligible for SNAP benefits. In particular, SNAP imposes two work requirements: a general one and one that applies to people classified as “able-bodied adults without dependents” (ABAWDs). 7 U.S.C. § 2015(d), (o). Under the general work requirement, individuals aged 16-59 and “physically and mentally fit” must, with certain exceptions, register for employment, participate in an employment and training program if offered by their state, take a suitable job if offered, and not voluntarily quit (or reduce their hours below 30 per week) without good cause. *Id.* § 2015(d)(1).

The ABAWD-specific rules impose additional, more stringent requirements on able-bodied adults without dependents. Under these rules, such adults are limited to receiving only three months of SNAP benefits every three years unless they meet the ABAWD work requirements or qualify for an exemption. *Id.* § 2015(o)(2). Until July 2025, the exemptions covered those exempt from the general work requirement (as described above) as well as anyone younger than 18 or older than 54; anyone certified as physically or mentally unfit for employment; a parent or other member of a household that includes a minor under 18; anyone who is pregnant; unhoused individuals; veterans; and young adults under 25 who transitioned out of foster care. *Id.* § 2015(o)(3) (2024).

In July 2025, Congress passed H.R. 1, also known as the “One Big Beautiful Bill Act,” which eliminated or modified certain exemptions. Under that law, the exemptions no longer cover individuals aged 55-65, parents or other caretakers of kids 14 years old or older, veterans, unhoused individuals, or former foster youths. *Id.* § 2015(o)(3). SNAP recipients who are

classified as ABAWDs and not exempt must either work 20 hours per week (averaged monthly), participate in a state employment and training program for the same amount of time, or participate in a state's workfare program. *Id.* § 2015(o)(2); 7 C.F.R. § 273.24(a). States are not required to offer ABAWDs a slot in an employment and training program or a workfare program. Dep't of Agric., *Supplemental Nutrition Assistance Program - Clarifications on Work Requirements, ABAWDs, and E&T - May 2018* (May 25, 2018), <https://perma.cc/6J4A-8RHH>.

SNAP recipients subject to the ABAWD work requirements who fail to comply with them—referred to as accruing “countable months”—face a steep penalty. *See* 7 C.F.R. § 273.24(b). If a recipient accrues three countable months (whether consecutive or not), they lose eligibility for SNAP benefits for any month thereafter in which they fail to meet the ABAWD work requirements for the balance of the three-year period. 7 U.S.C. § 2015(o)(2), (5). Each state determines how to measure and track the three-year period, known as a “clock.” 7 C.F.R. § 273.24(b)(3). A SNAP recipient who loses eligibility after not meeting the ABAWD work requirements for three months may regain eligibility by complying with the ABAWD work requirements in a subsequent month. 7 U.S.C. § 2015(o)(5). However, if the recipient then fails to meet the work requirement for three months again, their benefits will be terminated, and they will be ineligible to receive SNAP benefits for the remainder of the three-year period during any time when they are not meeting the minimum work requirement. *Id.* § 2015(o)(5)(C). Thus, accruing “countable months” has lasting legal and practical consequences for recipients throughout the pending three-year period.

Waivers of ABAWD Work Requirements. To mitigate the harsh effects of these requirements on individuals who live in areas with limited employment opportunities, the statute permits states to request a waiver from the ABAWD three-month time limit in certain

circumstances. Before passage of H.R. 1 in July 2025, the Food and Nutrition Act allowed states to obtain a waiver of the ABAWD time limit for areas with “an unemployment rate over 10 percent” or that lack “a sufficient number of jobs to provide employment” for recipients in that area. 7 U.S.C. § 2015(o)(4)(A) (2024). Pursuant to that provision, many states requested, and USDA granted, waivers. Dep’t of Agric., *ABAWD Waivers* (updated Aug. 29, 2025), <https://perma.cc/88ES-S6D3>. Those waivers generally last for one year. 7 C.F.R. § 273.24(f)(5). States planned their operations and budgets around those waivers.

In H.R. 1, Congress amended the waiver provision such that, now, states may only obtain a waiver for areas with “an unemployment rate of over 10 percent.” 7 U.S.C. § 2015(o)(4)(A). USDA can no longer grant waivers on the ground that an area does not have “a sufficient number of jobs.” *See id.* H.R. 1 does not purport to have retroactive effect, nor does it grant USDA new authority to terminate existing waivers.

At the time H.R. 1 was enacted, around 20 states had active ABAWD waivers. Those waivers had differing end dates, with the latest ones expiring in June 2026. Seventeen states, including Rhode Island, Connecticut, New York, and Kentucky, had waivers expiring on or after November 30, 2025. The CBO estimates that pursuant to H.R. 1, in an average month, roughly one million people who would have been protected by a waiver under the prior criteria will be cut off from SNAP. Cong. Budget Off., *Estimated Effects of Public Law 119-21 on Participation and Benefits Under the Supplemental Nutrition Assistance Program (2025)* (Aug. 11, 2025), <https://perma.cc/LNV8-2FVA>.

USDA’s Early Termination of States’ Waivers. On October 3, 2025, over two months after H.R. 1’s passage, USDA announced for the first time and without warning that it would terminate existing ABAWD waivers early. Dep’t of Agric., *Supplemental Nutrition Assistance*

Program Provisions of the One Big Beautiful Bill Act of 2025 – ABAWD Waivers - Implementation Memorandum (Oct. 3, 2025), <https://perma.cc/YN4E-PUF7>. In an “Implementation Memorandum” entitled “Supplemental Nutrition Assistance Program Provisions of the One Big Beautiful Bill Act of 2025 — ABAWD Waivers” (ABAWD Termination Memo), USDA stated that it would “review all future waiver requests” under H.R. 1’s new standards. *Id.* However, it also went beyond that—and beyond what H.R. 1 requires or authorizes—and announced that it would terminate existing ABAWD waivers which had already been approved under the “lack of sufficient jobs” criteria. *Id.* That termination will be effective 30 days later, *i.e.*, on November 2, 2025, but USDA also encouraged states to terminate their own waivers even earlier. *Id.*

This imposes a demanding and complex change in SNAP administration for waiver states on a newly compressed timeframe. The Termination Memo advised states that they “must prepare to enforce the time limit” in areas that will no longer be covered by a waiver, and specified that, “[a]t a minimum,” this would “include updating eligibility systems, notifying SNAP households of the time limit, and training eligibility workers.” *Id.* The Memo also advised states to screen work registrants to determine whether to refer them to a SNAP employment and training program. *Id.* Thus, USDA directed states to begin enforcing ABAWD time limits and assessing countable months for failure to meet the ABAWD work requirements, while at the same time acknowledging that state agencies are expected to update systems, provide notice to thousands of recipients, train or retrain their workers, and screen participants for potential referral to an employment and training program.

D. The nonfunding of SNAP benefits causes Plaintiffs irreparable harm

USDA’s suspension of funds for SNAP benefits beginning November 1, 2025, will cause serious and irreparable harm to Plaintiffs, their members and constituents, and many others.

Most urgently, 42 million Americans will lose access to SNAP benefits, which constitute the primary or sole means by which they can purchase food. Among these SNAP recipients are individual members of Plaintiff SEIU, who rely on SNAP benefits to feed themselves and their families—even though they work part-time or full-time jobs. *See* Ex. 19, Declaration of Elena Medina (Medina Decl.), Attachments A-D. Not having benefits means that Plaintiff SEIU’s members who receive SNAP will immediately have to survive on a very reduced diet, which will have critical consequences to their health and ability to work and care for their children. *Id.* They will not be able to get adequate sustenance from food pantries and other emergency food assistance because of their work schedules and the limited availability of food supplies to meet unmet need during a system-wide shutdown of SNAP. *Id.*

Likewise, many of the nonprofit Plaintiffs—including Federal Hill House, East Bay Community Action Program, Dr. Martin Luther King, Jr. Community Center, The Milagros Project, members of Plaintiff Rhode Island State Council of Churches, and members of Plaintiff National Council of Nonprofits—offer direct food assistance to low-income clients, many of whom rely on both SNAP benefits and Plaintiffs’ food pantry services to meet their basic nutritional needs. *See* Ex. 11, Declaration of Kimberly Fernandez (Fernandez Decl.) ¶¶ 6, 7; Ex. 10, Declaration of Rilwan Feyisitan (Feyisitan Decl.) ¶¶ 6, 7; Ex. 9, Declaration of Heather Strout (Strout Decl.) ¶¶ 6, 7; Ex. 12, Declaration of Bonnie Piekarski (Piekarski Decl.) ¶ 5; Ex. 1, Declaration of Jeremy Langill (Langill Decl.) ¶¶ 7, 8; Ex. 2, Declaration of Diane Yentel (Decl.) ¶ 11. These nonprofits provide emergency food assistance as a core function of their individual missions, and they will face direct and serious harm if SNAP benefits are suspended on November 1. Fernandez Decl. ¶¶ 4, 25; Feyisitan Decl. ¶¶ 4, 25; Strout Decl. ¶¶ 3, 21; Piekarski Decl. ¶¶ 15, 19; Langill Decl. ¶¶ 3, 26; Yentel Decl. ¶¶ 15, 17.

For example, Plaintiff Federal Hill House, which operates one of the busiest food pantries in Rhode Island, has already had to divert staff and volunteers to support food pantry operations, and from its administrative and development team to attempt to secure food and financial resources to meet the demand; as of October 28, its family support team, which is designed to offer resources and support across programs, is now instead stationed primarily in its food pantry. *See* Fernandez Decl. ¶¶ 6, 23, 24. The harm to Federal Hill House will worsen each day that SNAP benefits are suspended. Despite the diversions of staff time and financial resources to address the food crisis, FHH will be unable to keep up with the pace of demand and expects that it will ultimately have to turn hungry families away if the SNAP funding suspension continues. *Id.* ¶¶ 25. This would frustrate FHH's core mission and harm its relationships and partnerships with the community *Id.* ¶¶ 25, 29, 42.

Plaintiff Rhode Island State Council of Churches member St. Peter and St. Andrew Episcopal Church is diverting funds to its food program to meet the acute needs of its community for groceries. Langill Decl. ¶ 22. With SNAP benefits about to be suspended on November 1, obtaining sufficient food to feed people who would otherwise receive food through SNAP diverts resources away from the church's social worker internship program, ministry to women who have recently come out of prison, and also drains energy that is needed for pastoral care for the parish, the volunteers, and guests. *Id.* ¶ 23.

If the SNAP suspension happens on November 1, Plaintiff The Milagros Project (TMP) will be forced to turn away hungry families who have nowhere else to turn for food, representing a fundamental frustration of TMP's core mission and will prevent TMP from offering programs, services and resources that would help its communities thrive. Piejarski Decl. ¶ 15. For example, in order to try to meet the increased demand for food assistance, TMP would be forced to end its

nonviolence program which works with youth in the city who are justice-impacted and provides them with re-entry services, as well as nonviolence training. *Id.* ¶¶ 16, 17.

As of October 28, 2025, East Bay Community Action Program has had to designate approximately \$85,000 in unrestricted funds on emergency food purchases in response to the exponential increase in need. Feyisitan Decl. ¶ 24. This represents a diversion of resources from its other critical programs, including workforce development, health and youth education. *Id.* Additionally, if SNAP benefits are suspended, EBCAP will be forced to reassign staff from other programs, including its workforce development program, to help manage food pantry operations. *Id.* ¶ 27.

Likewise, the SNAP suspension threatens Plaintiff NCN's members that provide food assistance to their communities. Yentel Decl. ¶ 11. NCN member Jewish Family and Career Services (JFCS) in Louisville, Kentucky, will have to divert resources from its older adult programming, career counseling, and clinical services in order to meet the growing demand for food assistance. Ex. 18, Declaration of David Finke (Finke Decl.) ¶¶ 1, 20. Even still, JFCS's operations were not designed to handle the expected influx, and it will likely have to turn families away, which would undermine its core mission. *Id.* ¶¶ 9, 21, 22. NCN member Johnston Partnerships (JP), a food pantry in Iowa, faces similar threats. Ex. 17, Declaration of Andrea Cook (Cook Decl.) ¶¶ 1, 27. JP has already spent more than \$8,000 of unbudgeted funds on emergency food purchases in anticipation of the suspension, and is cutting back on mentoring programs, holiday support programs, and local school district food assistance in order to do so. *Id.* ¶¶ 20. Because of the SNAP suspension, JP cannot effectively pursue its mission of mobilizing partnerships, resources, and services to respond to essential community needs. *Id.* ¶¶ 21, 25.

Plaintiff NYLAG serves clients who are experiencing barriers to accessing and maintaining public benefits, including SNAP, and expects to be inundated with requests as soon as SNAP benefits are suspended. Ex. 15, Declaration of Abby Biberman (Biberman Decl.) ¶ 17. NYLAG's clients rely on the delivery of SNAP each month to meet their basic subsistence needs. *Id.* When clients do not receive their benefits for November and do not understand why, they will reach out to NYLAG in unprecedented numbers. *Id.* NYLAG has already received many frantic calls from current clients and community members who are desperately worried about how they will feed themselves and their families if November SNAP benefits are not issued. *Id.* NYLAG will need to provide individual advice and develop materials that can be shared widely, both of which will consume substantial staff time and expertise. *Id.* ¶ 21. NYLAG will therefore have to divert resources from other clients who need assistance and other areas of essential legal support. *Id.*

City Plaintiffs, too, will be irreparably harmed by the imminent suspension of SNAP benefits for their most vulnerable residents. *See generally* Ex. 3, Declaration of Mayor Maria Rivera (Rivera Decl.); Ex. 4, Declaration of Mayor Donald Grebien (Grebien Decl.); Ex. 5, Declaration of Courtney Hawkins (Hawkins Decl.); Ex. 6, Declaration of Letitia Dzirasa; Ex. 7, Declaration of Christopher Long (Long Decl.); Ex. 8, Declaration of Mayor Justin Elicker (Elicker Decl.). For example, nearly one-fourth of the City of Central Falls' population receives SNAP benefits, and many residents live paycheck to paycheck and depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families. Rivera Decl. ¶¶ 6, 8. Central Falls expects to experience a dramatic increase in demand for City services and programs as a result of the SNAP suspension, as residents who suddenly lose their primary means of purchasing food will turn to City resources, and the City will be forced to expend

significant financial resources, including overtime for public safety staff, staffing from multiple city departments at emergency food distribution centers, increased funding for emergency food assistance programs, purchasing of gift cards for families to purchase food, and expanded hours at city facilities serving as emergency response centers. *Id.* ¶¶ 18, 19. This Saturday, November 1, 2025, because SNAP will be suspended, Central Falls is hosting a city-wide food drive, designed to provide food for up to 800 families and which will require the City to expend resources, including thousands of dollars to purchase grocery store gift cards and staffing from the police department, the department of public works, and the office of constituent services—resources that would have otherwise been spent on the delivery of city services and public safety. *Id.* ¶ 20.

The City of Columbus, Ohio has already allocated emergency funding for the area’s largest food collective, and it is working on an emergency response plan, which includes coordinating with other local governmental units, local non-profits, and for-profit corporations to further address issues of food insecurity and providing additional funding in support of individuals who have had their SNAP benefits cancelled. Long Decl. ¶ 11. As a result, it will be forgoing other investments central to maintaining core city services. *Id.* ¶ 17.

Finally, the suspension of benefits will have devastating impacts on the local economy and small businesses like Plaintiff Black Sheep Market. As just one example, Plaintiff Black Sheep Market stands to lose the 40 percent of its revenue that is currently fulfilled by SNAP transactions. Ex. 14, Declaration of Patrick Cheatham (Cheatham Decl.) ¶ 12. It will not be able to recoup that money and, in the meantime, also risks damaging its relationships with food suppliers and community partners, as well as its ability to offer full work schedules to its twelve employees. *Id.* ¶ 13. Plaintiff Black Sheep Market exists to meet the needs of low-income

individuals in its community, but without SNAP benefits being available to those individuals, Plaintiff Black Sheep Market will not be able to fulfill that mission. *Id.* ¶ 14.

These stories just scratch the surface of the instability and irreparable harm created by Defendants’ actions. The harms to each and every Plaintiff described above would be irreparable if SNAP benefits are suspended. Each day that SNAP benefits remain suspended, more Americans like SEIU’s SNAP recipient members will go hungry, more resources will be diverted from nonprofit and city Plaintiffs’ other critical programs, more unrecoverable revenue will be lost for small business Plaintiffs, and more damage will be done to each Plaintiff’s ability to fulfill their missions of supporting their communities. Furthermore, the uncertainty and disruption created by the SNAP suspension harm Plaintiffs’ ability to plan—whether SEIU’s members’ ability to budget for groceries, food pantries’ abilities to fill their shelves, legal service organizations’ abilities to meet client demand, or cities’ abilities to care for their residents. *See, e.g.,* Medina Decl., Attachments A-D; Fernandez Decl. ¶ 44; Biberman Decl. ¶¶ 17, 18; Rivera Decl. ¶ 36. The longer the SNAP suspension continues, the more difficult it will be for Plaintiffs to resume their normal activities.

E. The early termination of ABAWD waivers causes impacted Plaintiffs irreparable harm

USDA’s early and sudden termination of states’ previously approved ABAWD waivers on November 2, 2025, will also cause serious and irreparable harm to Plaintiffs Rhode Island State Council of Churches, United Way of RI, Federal Hill House, The Milagros Project, City of Central Falls, City of Providence, City of Pawtucket, City of New Haven, NYLAG, and NCN (the “Waiver Plaintiffs”), their members and constituents, and many others.

Even if the immediate SNAP payment suspension is resolved, SNAP recipients who are subject to ABAWD requirements in many jurisdictions—including parts of Rhode Island,

Connecticut, New Jersey, New York, and Kentucky—will face potential loss of benefits soon, up to eight months earlier than they expected under their state’s waiver. And they will immediately face having to meet—and having to figure out how to meet—new work requirements that until now had been waived due to the lack of sufficient jobs in their communities. They will be doing so in jurisdictions that have administered SNAP with a waiver in place, but now must adapt and create new protocols and processes, on an exceptionally compressed timeframe, to assess SNAP eligibility under new requirements. *See* Biberman Decl. ¶ 18. The difficulty of this unexpectedly shortened adaptation period will compound the difficulties described below. *See id.*

Waiver Plaintiffs that help with SNAP benefit applications—like United Way of Rhode Island, NYLAG, and NCN member Brothers Building A Better Nation—anticipate that their staff will be inundated with requests for assistance navigating new ABAWD requirements. Ex. 13, Declaration of Cortney M. Nicolato (Nicolato Decl.) ¶¶ 14-18, 22; Biberman Decl. ¶ 17; Yentel Decl. ¶ 13; Ex. 16, Declaration of Quadeer Porter (Porter Decl.) ¶ 19. USDA’s sudden termination of the waivers also requires them to expend time and resources educating themselves about these changes, training staff members to assist clients with these changes, developing operational infrastructure, including technology, to support changing reporting requirements, and educating clients that their support will be available. Nicolato Decl. ¶ 17; Biberman Decl. ¶ 18; Yentel Decl. ¶ 14; Porter Decl. ¶ 19. Plaintiffs are already stretched thin and will have to divert resources from their other programs to meet this need. Nicolato Decl. ¶ 25; Biberman Decl. ¶ 21; Yentel Decl. ¶ 14; Porter Decl. ¶ 19. Under the waivers’ established durations, Waiver Plaintiffs should have had longer to make these changes and to train staff; the abrupt termination of the waivers accelerates the timeline, makes it more difficult to make the necessary changes, and

forces Waiver Plaintiffs to divert resources toward making the changes in a now-rushed timeframe. Biberman Decl. ¶ 18; *see also* Fernandez Decl. ¶ 37.

For example, Plaintiff United Way of Rhode Island (UWRI) operates the state's only 211 Contact Center and Aging and Disability Resource Center (ADRC), which is a central access point for residents seeking help with benefits, employment and community resources. Niciolato Decl. ¶ 23. The removal of the ABAWD waiver would lead to a significant increase in the number of individuals contacting UWRI for factual information, referrals and direct support, as well as a rise in in-person visits and outreach requests. *Id.* ¶ 24. UWRI staff would face an influx of calls and cases requiring complex explanations of new rules, employment requirements and reinstatement procedures, that would not only strain its contact center capacity, but also extend to UWRI's outreach, community impact and partnership networks, as more residents seek urgent help and UWRI will be forced to divert resources from other programs to meet those needs. *Id.* The heightened demand would stretch UWRI's human and financial resources beyond sustainable limits, as overtime costs would rise, staff fatigue and burnout would increase, and its ability to maintain timely responses across all 211 and ADRC call categories would decline. *Id.* ¶ 25. In effect, a single policy shift could disrupt the entire ecosystem of assistance that United Way provides to tens of thousands of Rhode Islanders every year. *Id.*

Likewise, NYLAG will need to help clients understand the newly applicable work requirements. Biberman Decl. ¶ 18. NYLAG will have to assess each client's eligibility for an exemption from work requirements and assist clients in gathering and submitting documentation. *Id.* And NYLAG will have to advise clients about how to comply with relevant appointments for ABAWD-qualifying work activities. *Id.* These tasks will place a substantial burden on NYLAG's Public Benefits Unit staff. *Id.* Given that the Public Benefits Unit has limited staff and is already

operating at or beyond capacity, directing time and effort to addressing this anticipated surge in clients will divert NYLAG's resources from other clients who need assistance and other areas of essential legal support. *Id.* ¶ 21.

NCN member BBABN serves a population that is significantly impacted by the early termination of New Jersey's waiver, as more than 90 percent of its community members are both eligible for SNAP benefits and subject to ABAWD requirements. Porter Decl. ¶¶ 6, 15. BBABN provides support with SNAP applications and job placement, and it expects to be inundated with requests for help in light of the sudden changes to its constituents' eligibility and work requirements. *Id.* ¶¶ 17, 19. BBABN expects to spend considerable staff time educating itself and its constituents about the new requirements; hire advocates to represent its constituents at their SNAP hearings; and put time into helping its constituents track their work hours. *Id.* ¶ 19. BBABN will have to divert resources from its other critical programs to meet this need, as it is already stretched thin. *Id.* ¶¶ 18, 19.

Finally, the termination of the ABAWD waiver will result in an entire category of individuals that cannot meet the new requirements losing SNAP benefits months earlier than expected and turning to Waiver Plaintiffs for emergency assistance. For the same reasons that a suspension of SNAP benefits during the shutdown will frustrate the missions of Plaintiffs Rhode Island State Council of Churches and its members, National Council of Nonprofits and its members, United Way of RI, Federal Hill House, The Milagros Project, City of Central Falls, City of Providence, City of Pawtucket, and City of New Haven and force them to divert resources in response, the early waiver termination will also increase demand on their already-strained resources and prevent them from effectively serving their communities. *See supra* Background section D.

For example, the termination of the ABAWD waiver will result in an entire category of residents in the Plaintiff Cities of Providence, Central Falls, and Pawtucket potentially losing SNAP benefits four months earlier than expected and turning to Plaintiff's City services and local food pantries—which are funded in part by these Plaintiff Cities—for emergency assistance. Hawkins Decl. ¶ 29; Rivera Decl. ¶ 30; Grebien Decl. ¶ 29. The residents in Providence, Central Falls, and Pawtucket who are subject to ABAWD requirements already face significant barriers to employment, including limited English proficiency, lack of transportation, criminal records, or health issues that do not meet the threshold for disability. Hawkins Decl. ¶ 27; Rivera Decl. ¶ 28; Grebien Decl. ¶ 27. When these residents of Plaintiff Cities lose their SNAP benefits after three months of noncompliance, they will turn to City agencies for assistance with food, housing and emergency needs. Hawkins Decl. ¶ 27; Rivera Decl. ¶ 28; Grebien Decl. ¶ 27.

Even though Waiver Plaintiffs would have had to make adjustments for the eventual termination of their states' waivers in the coming months, the extra months of emergency support that they will need to provide will be a substantial drain on their resources, and their other programs and missions will suffer as a result. *See* Hawkins Decl. ¶ 25; Rivera Decl. ¶ 26; Grebien Decl. ¶ 25. The early waiver terminations threaten to overwhelm Plaintiffs' capacity from multiple directions and will cause ongoing, irreparable harm.

LEGAL STANDARD

The Administrative Procedure Act (APA) authorizes courts to “to postpone the effective date of an agency action” or “issue all necessary and appropriate process . . . to preserve status or rights pending conclusion of the review proceedings” when “necessary to prevent irreparable injury.” 5 U.S.C. § 705. Courts also have equitable authority to grant a temporary restraining order. *See* The Judiciary Act, § 11, 1 Stat. 73, 78 (1789). The same standards apply to both types

of preliminary relief. *See New Hampshire Hosp. Ass’n v. Burwell*, No. 15-CV-460-LM, 2016 WL 1048023, at *5 n.6. (D.N.H. Mar. 11, 2016).

To obtain preliminary relief of either type, Plaintiffs must establish (1) a likelihood of success on the merits; (2) that irreparable harm is likely without preliminary relief; (3) that the balance of equities tips in Plaintiffs’ favor; and (4) that a preliminary injunction is in the public interest. *Winter v. Nat. Res. Def. Council, Inc.*, 555 U.S. 7, 20 (2008). Where the government is the opposing party, the final two factors merge. *Nken v. Holder*, 556 U.S. 418, 435 (2009). Irreparable injury operates on “a sliding scale” such that “the greater the likelihood [of success], the less harm must be shown.” *Soscia Holdings, LLC v. Rhode Island*, 684 F. Supp. 3d 47, 49 (D.R.I. 2023) (citing *Braintree Labs., Inc. v. Citigroup Glob. Mkts. Inc.*, 622 F.3d 36, 42–43 (1st Cir. 2010)).

ARGUMENT

The federal government’s actions to abruptly discontinue SNAP funding and abruptly and prematurely terminate waivers are not just cruel and chaotic, they are unlawful. For nearly a century, federal law has prohibited the government from taking actions that are, among other things, arbitrary and capricious, unexplained, without authority, or inconsistent with the law. 5 U.S.C. § 706. It has also prohibited federal agencies from withholding or delaying action that Congress has required. Defendants have violated these prohibitions by suspending SNAP funding and prematurely terminating waivers from certain work requirements for areas with insufficient jobs.

Defendants’ actions have irreparable and dire consequences: they will lead to a lack of basic food for millions, harm grocers and food retailers that rely on SNAP transactions to fuel their business, overwhelm city and community programs and organizations, and leave food

kitchens, churches, and nonprofits unable to fulfill their missions, requiring a diversion of critical resources. The factors for emergency relief are plainly met and the Court should grant Plaintiffs' motion.

I. Plaintiffs Are Likely to Succeed on the Merits

A. Plaintiffs have standing

1. Plaintiffs have standing to challenge the withholding of funding for SNAP

Plaintiffs have standing to challenge the suspension of SNAP benefits because they will each suffer an “injury in fact” that is “fairly traceable” to the action and “may be redressed by” a judicial order enjoining its implementation. *McBreairty v. Miller*, 93 F.4th 513, 518 (1st Cir. 2024). As detailed here and in the accompanying declarations, Plaintiffs have demonstrated that the suspension of benefits will impose a range of injuries, including their members losing food access and critical benefits; losing a substantial portion of business revenue; frustration of their missions to provide emergency food assistance; and diversion of resources from core programs to meet their communities' critical need for support. *See supra* Background section D; *see also Food & Drug Admin. v. All. for Hippocratic Med.*, 602 U.S. 367, 383, 395 (2024) (confirming that organizations are injured where the challenged actions “directly affect[] and interfere[] with [their] core business activities” and where plaintiffs have shown that “third parties will likely react in predictable ways, that in turn will likely injure the plaintiffs”) (internal quotations and citations omitted); *Havens Realty Corp. v. Coleman*, 455 U.S. 363, 379 (1982).¹ Here, each

¹ Plaintiffs Service Employees International Union, National Council of Nonprofits, and Main Street Alliance have associational standing to challenge Defendants' withholding of SNAP funding. Plaintiff SEIU may sue on behalf of its SNAP recipient members—who would have standing to sue in their own right due to the loss of critical food and benefits—because ensuring that their members have access to SNAP benefits is “germane” to SEIU's purpose of improving

injury flows directly from the suspension of benefits and the resulting need for increased food assistance and would be redressed by immediate injunctive relief.

2. Waiver Plaintiffs have standing to challenge the early termination of the ABAWD waivers

Waiver Plaintiffs likewise have standing to challenge the ABAWD waiver terminations.²

Waiver Plaintiffs have demonstrated that the early waiver terminations will likewise impose a range of injuries, including frustration of their missions to provide emergency food assistance, SNAP application support, and job placement services; and diversion of resources from core programs to meet their communities' critical need for support. *See supra* Background section E; *see also All. for Hippocratic Med.*, 602 U.S. at 383, 395; *Havens Realty Corp.*, 455 U.S. at 379. Each injury flows directly from the termination of the waivers and the resulting need for increased support with SNAP applications, job placement, and food assistance and would thus be redressed by immediate injunctive relief.

the lives of workers and their families. *See* Medina Decl. ¶¶ 6-12; *see also United Food & Com. Workers Union Loc. 751 v. Brown Grp., Inc.*, 517 U.S. 544, 553 (1996). Plaintiff NCN may sue on behalf of its nonprofit members that provide food assistance and other support to SNAP recipients—which would have standing to sue in their own right given the severe harms to their missions and resources—because ensuring that their members can provide services to their constituents is “germane” to NCN’s purpose of supporting nonprofits to ensure that communities thrive. *See* Yentel Decl. ¶ 5; *see also United Food & Com. Workers Union Loc. 751*, 517 U.S. at 553. Plaintiff MSA may sue on behalf of its small business members that accept SNAP benefits—which would have standing to sue in their own right on the basis of lost revenue and its consequences—because ensuring that their members in low-income areas can rely on SNAP benefits for sales is “germane” to MSA’s purpose of creating an economy where all small business owners have an equal opportunity to succeed. Neither Plaintiffs’ claims nor their requested relief requires the participation of individual SNAP recipients, individual nonprofits, or individual small businesses. *Id.*

² Plaintiff NCN also has associational standing to challenge Defendants’ early termination of ABAWD waivers. *See supra* note 1.

B. Defendants' Actions Violate the APA

1. APA standard of review

Under the APA, courts can review “final agency action” and must set it aside if it is “in excess of statutory jurisdiction, authority, or limitations,” “not in accordance with law,” or “arbitrary [and] capricious.” 5 U.S.C. §§ 704, 706(2)(A), (C).

To qualify as final agency action, two conditions must be satisfied: the action (1) “must mark the consummation of the agency’s decisionmaking process,” and (2) “must be one by which rights or obligations have been determined, or from which legal consequences will flow.” *Bennett v. Spear*, 520 U.S. 154, 177–78 (1997) (internal quotation marks and citation omitted). Both are met here.

For agencies charged with administering statutes, “[b]oth their power to act and how they are to act is authoritatively prescribed by Congress.” *City of Arlington v. FCC*, 569 U.S. 290, 297 (2013). An agency “literally has no power to act . . . unless and until Congress confers power upon it.” *La. Pub. Serv. Comm’n v. FCC*, 476 U.S. 355, 374 (1986). And “if an agency acts without statutory authority, then a court must set that action aside” under the APA. *Drs. for Am. v. OPM*, No. 25-cv-322, 2025 WL 1836009, at *17 (D.D.C. July 3, 2025). So too if an agency action conflicts with a statute. *See* 5 U.S.C. § 706(A). In determining whether an agency has acted within its statutory authority and consistent with the governing statute, “courts must exercise their independent judgment,” and “may not defer to an agency interpretation of the law simply because a statute is ambiguous.” *Loper Bright Enters. v. Raimondo*, 603 U.S. 369, 413 (2024).

Courts must also set aside any agency action that is arbitrary and capricious—that is, any action that is “not ‘reasonable and reasonably explained.’” *Ohio v. EPA*, 603 U.S. 279, 292

(2024) (quoting *FCC v. Prometheus Radio Project*, 592 U.S. 414, 423 (2021)). To pass muster under arbitrary-and-capricious review, an agency must offer “a satisfactory explanation for its action” and can neither “rel[y] on factors which Congress has not intended it to consider” nor ignore “an important aspect of the problem.” *Motor Vehicle Mfrs. Ass’n of U.S., Inc. v. State Farm Mut. Auto. Ins. Co.*, 463 U.S. 29, 43 (1983). While agencies are free to change their existing policies, they must “display awareness that” they are doing so, provide “good reasons for the new policy,” and demonstrate that they have taken account of “reliance interests” engendered by the prior policy. *FCC v. Fox Television Stations, Inc.*, 556 U.S. 502, 515 (2009). In assessing the reasonableness of an agency’s explanation for its action, “the Court must look to ‘the grounds that the agency invoked when it took the action.’” *New York v. Kennedy*, 789 F. Supp 3d 174, 205 (D.R.I. 2015)(quoting *Michigan v. EPA*, 576 U.S. 743, 758, (2015)).

2. The suspension of SNAP benefits violates the APA

USDA’s suspension of SNAP benefits violates the APA because it is final agency action that is both contrary to law and arbitrary and capricious and because, in failing to release funding required to pay benefits, Defendants are unlawfully withholding agency action required by law.

a. The suspension is reviewable final agency action

The suspension is reviewable final agency action. In its October 10 guidance, USDA directed state agencies to “delay transmission to State EBT vendors until further notice.” U.S. Dep’t of Agric., *Supplemental Nutrition Assistance Program (SNAP) Benefit and Administrative Expense Update for November 2025* (Oct. 10, 2025), <https://perma.cc/LDG4-DQMC>. Then, in its October 24 memo, USDA informed SNAP state agencies that it was suspending “all November 2025 benefit allotments,” effective November 1. U.S. Dep’t of Agric., *Supplemental Nutrition Assistance Program (SNAP) Benefit and Administrative Expense Update for November*

2025 (Oct. 24, 2025), <https://perma.cc/4VPF-4ANN>. The agency’s decisionmaking process is over. And legal consequences flow from USDA’s action, as USDA instructed the state agencies to “take immediate action to implement this suspension,” including to “notify households of the suspension.” *Id.* USDA’s suspension of SNAP benefits, as reflected in both the October 10 and October 24 memos, constitutes final agency action under the APA.

b. The suspension is contrary to law

USDA’s suspension of SNAP benefits must be set aside as contrary to law. In establishing the SNAP program, Congress used mandatory language providing that “[a]ssistance under this program shall be furnished to all eligible households.” 7 U.S.C. § 2014(a). Even assuming the obligation to pay SNAP benefits is subject to the availability of appropriated funds, nothing in the statutory scheme permits USDA to suspend benefits where appropriated funds are available.

Here, appropriated funds are available for the SNAP program from at least two sources. First, the Consolidated Appropriations Act of 2024 provides that \$3 billion, “to remain available through September 30, 2026, shall be placed in reserve for use only in such amounts and at such times as may become necessary to carry out program operations.” Pub. L. No. 118-42, 138 Stat. 25, 93. Those funding levels were maintained in the Full-Year Continuing Appropriations and Extensions Act of 2025. Pub. L. No. 119-4, 139 Stat. 9, 13. In other words, Congress set aside \$6 billion in appropriated funds to be used for the SNAP program when necessary. USDA’s failure to use those funds as Congress intended is contrary to law.

USDA has insisted that the contingency funds are “not available to support FY 2026 regular benefits, because the appropriation for regular benefits no longer exists.” U.S. Dep’t of Agric., *Impact of the Government Lapse on November Supplemental Nutrition Assistance*

Program (SNAP) Household Benefits, <https://perma.cc/L343-L7YA>. But the agency has provided no support for that claim, which is directly at odds with the statutory language making clear that the reserve is to be used when “necessary to carry out program operations.” And USDA previously took the exact opposite position: during the first Trump administration, USDA advised regional partners that funding from the contingency reserve was available to provide SNAP benefits. Letter from Jessica Shahin to FNS Regions, *Early Issuance of February 2019 SNAP Benefits – Questions & Answers #2* (Jan. 14, 2019), <https://perma.cc/9HCL-5GCU>. The Obama administration took the same view. *See* U.S. Dep’t of Agric., *Q&A for SNAP Recipients in the Event of a Government Shutdown*, <https://perma.cc/P5YF-ARV9> (USDA guidance indicating that contingency funds could be used for some SNAP benefits).

Beyond that, a second source of funding is available as well. USDA is authorized under 7 U.S.C. § 2257 to use a percentage of appropriated funds “interchangeably” for certain expenditures. And other funds are available for transfer under this authority. For example, another fund available to USDA had over \$23 billion in it as of October 8, 2025. *See* OpenOMB, *State Child Nutrition Programs*, <https://perma.cc/39Y3-4K9F>. USDA recently used some of this money to fund the Women, Infants & Children (WIC) program during the shutdown, invoking its authority under 7 U.S.C. § 2257. *See* OpenOMB, *Special Supplemental Nutrition Program for Women, Infants, and C*, <https://perma.cc/G34G-X898>; Marcia Brown, *USDA Tells Lawmakers WIC Will Be Funded Through October*, Politico (Oct. 10, 2025), <https://perma.cc/74PN-7R2F>. USDA could take the same approach to fund the SNAP program. Its failure to do so is contrary to the statutory mandate that assistance “shall” be furnished to eligible households, *see* 7 U.S.C. § 2014(a).

c. The suspension is arbitrary and capricious

USDA's suspension of SNAP benefits is also arbitrary and capricious for several reasons. For one, USDA failed to provide a reasoned explanation for its decision not to fund the SNAP program with contingency funds or other available appropriations. The agency made no effort to account for the enormous harms that will result to SNAP beneficiaries, as well as to organizations that provide emergency food assistance and other services and will be forced to divert resources due to the suspension of benefits. USDA thus failed to consider "important aspects of the problem" or to articulate a "rational connection between the facts found and the choice made." *Motor Vehicle Mfrs. Ass'n of U.S., Inc. v. State Farm Mut. Auto. Ins. Co.*, 463 U.S. 29, 52 (1983) (citations omitted).

Nor did USDA consider the extraordinarily weighty reliance interests at stake in the SNAP program—including the reliance interests of beneficiaries who rely on SNAP for adequate nutrition for themselves and their families, retailers who rely on SNAP to keep their stores (including stores in food deserts) operational, and organizations, cities, and other jurisdictions that rely on SNAP as the primary way to address food insecurity for the low-income communities they serve. The Supreme Court has made clear that failure to "consider[] potential reliance interests"—standing alone—renders agency action arbitrary and capricious. *DHS v. Regents of Univ. of Cal.*, 591 U.S. 1, 30 (2020). The suspension of funding is arbitrary and capricious for that reason alone.

Beyond that, USDA also failed to acknowledge that its decision not to use contingency funding reflects a change in policy or to reasonably explain the reasons for that change. Previous administrations, including the first Trump administration, issued guidance explaining that contingency funds appropriated by Congress would be available to fund SNAP in the event of a

government shutdown. USDA then abruptly deviated from that position without any justification. In doing so, the agency did not “display awareness that” it was changing positions or provide “good reasons for the new policy.” *FCC v. Fox Television Stations, Inc.*, 556 U.S. 502, 515 (2009); *see also Regents*, 591 U.S. at 30 (“When an agency changes course . . . it must be cognizant that longstanding policies may have engendered serious reliance interests that must be taken into account.” (internal quotation marks and citation omitted)).

Defendants’ withholding of funds is also arbitrary and capricious because its premise that no funds are available is incorrect. In fact, funds are available both from the FY 2024 and FY 2025 contingency appropriations and in the funds available under 7 U.S.C. § 2257, as explained above.

Lastly, the agency’s conduct after announcing the suspension further illustrates that its decision was arbitrary and capricious. A banner displayed on USDA’s website during the shutdown blames “Senate Democrats” for not voting to “reopen the government so mothers, babies, and the most vulnerable among us can receive critical nutrition assistance,” and states that “there will be no benefits issued November 01.” U.S. Dep’t of Agric., <https://perma.cc/BL88-8QU6>. Withholding these critical funds from millions of Americans for political purposes plainly qualifies as arbitrary and capricious.

d. Defendants have unlawfully withheld agency action by refusing to release SNAP funding

Plaintiffs are also likely to succeed on their claim under 5 U.S.C. § 706(1) to “compel agency action unlawfully withheld.” To prevail on such a claim, a plaintiff must identify a “discrete agency action” that the agency is “required to take,” either by statute or regulation. *Norton v. S. Utah Wilderness All.*, 542 U.S. 55, 64 (2004) (emphasis omitted). Defendants’ refusal to release funding for the immediately-due November SNAP benefits satisfies that

requirement. Congress has directed that “[a]ssistance under this program *shall* be furnished to all eligible households who make application for such participation.” 7 U.S.C. § 2014(a) (emphasis added). This imposes a mandatory duty on Defendants to provide assistance to eligible people who apply, at least insofar as funding is available. As explained above, funding is available both in the contingency funds Congress appropriated in FY 2024 and FY 2025 and in the funds available to USDA under its authority under 7 U.S.C. § 2257. In withholding funding necessary to furnish assistance to all eligible households, Defendants failed to take “discrete” steps “required” by law. *Norton*, 542 U.S. at 64.

3. *The early termination of ABAWD waivers violates the APA*

Defendants’ premature termination of ABAWD waivers also violates the APA for two independent reasons: The abrupt and premature waiver termination both exceeds Defendants’ statutory authority and is arbitrary and capricious.

a. The early termination is reviewable final agency action

The early termination is reviewable final agency action. Defendants have made a final decision to terminate states’ existing ABAWD waivers before their expiration dates. The decision determines rights and obligations and produces legal consequences by changing the eligibility requirements for SNAP benefits and by requiring recipients to meet—and state administrators to enforce—work requirements that were waived under the prematurely terminated waivers.

b. The early termination exceeds Defendants’ statutory authority

No provision of the Food and Nutrition Act—or of H.R. 1’s amendments to it—authorizes Defendants to terminate ABAWD waivers early. H.R. 1 changed the standard for granting *new* waivers: Under the amended law, USDA “may waive” the ABAWD work

requirement for people living areas with an unemployment rate above 10 percent, but can no longer grant such waivers for people living in areas with “insufficient jobs.” *See* 7 U.S.C. § 2015(o)(4). But, at the time H.R. 1 was enacted, USDA had already granted waivers based on “insufficient jobs,” and those waivers were for a set duration (generally one year, *see* 7 C.F.R. § 273.24(f)(5)) that expired in the future. Food and Nutrition Serv., *ABAWD Waivers* (2025). Nothing in H.R. 1 authorized USDA to terminate those previously approved waivers. Indeed, with H.R. 1’s amendments, the statute provides only that the USDA Secretary “may waive” the requirements “on the request of” a state. 7 U.S.C. § 2015(o)(4)(A). It does not authorize the agency to terminate any existing waivers that were approved under the previous standard. Because the statute does not authorize Defendants to terminate existing waivers due to noncompliance with the standard that applies to new waivers, the early termination must be set aside as exceeding Defendants’ statutory authority, 5 U.S.C. § 706(2)(C).

c. The early termination is arbitrary and capricious

The early termination decision must also be set aside for the independent reason that it is arbitrary and capricious. For one, the early termination fails the most basic requirement of the APA because it has “not been explained at all.” *Martin Luther King, Jr. Cnty. v. Turner*, 785 F. Supp. 3d 863, 889 (W.D. Wash. 2025). Defendants provided no explanation for their actions, much less “a satisfactory explanation for [their] action, including a rational connection between the facts found and the choice made.” *Ohio*, 603 U.S. at 292 (quotations omitted).

Defendants’ early termination of waivers is also arbitrary and capricious because they did not consider the “serious reliance interests” of states and counties that administer SNAP, the participants who rely on SNAP benefits for food, or the municipalities and nonprofits that rely on SNAP to provide food security in their communities. *See DHS v. Regents of Univ. of Cal.*, 591

U.S. 1, 30 (2020). The Supreme Court has made clear that the failure to “consider[] potential reliance interests,” standing alone, renders agency action arbitrary and capricious. *Id.*

Specifically, an agency is “required to assess whether there were reliance interests, determine whether they were significant, and weigh any such interests against competing policy concerns.” *Id.* at 33. There is no indication Defendants did that here.

Similarly, Defendants failed to consider an “important aspect of the problem,” *State Farm*, 463 U.S. at 43, because they did not account for the effects of USDA’s abrupt action on states’ and counties’ ability to come into compliance with new rules that, under the existing waivers, should not have applied until later. Defendants did not consider how states and counties would be able to update their systems, train staff, revise their policies and procedures, provide sufficient notice to recipients regarding the now un-waived requirements, or provide work activities and referrals to enable ABAWD recipients to comply with the requirements. Nor did they consider how the early waiver termination made existing challenges even worse by accelerating already challenging timelines to implement H.R. 1’s other new rules.

Defendants also failed to consider the effects on ABAWD SNAP recipients, who will be expected to find employment or alternative work activities within a compressed timeframe, or else begin accruing “countable months” toward the three-month SNAP time limit. Nor do Defendants appear to have considered how abruptly compressing the timeframe for states to comply with new rules—and to prepare to help their residents find jobs or alternative placements—would make it more difficult for ABAWD beneficiaries to find opportunities that would satisfy the work requirement.

Finally, Defendants also considered factors Congress did not permit them to consider by apparently terminating existing waivers in light of the standard for approving or disapproving

new waivers. For all these reasons, the early termination must be set aside as arbitrary and capricious.

II. Plaintiffs Will Suffer Irreparable Injury Absent Emergency Relief

A. Plaintiffs face irreparable harm from the withholding of funding for SNAP benefits

USDA's suspension of funding for SNAP benefits will irreparably harm Plaintiffs.

“District courts have broad discretion to evaluate the irreparability of alleged harm and to make determinations regarding the propriety of injunctive relief.” *K-Mart Corp. v. Oriental Plaza, Inc.*, 875 F.2d 907, 915 (1st Cir. 1989) (citations omitted). “To establish irreparable harm, . . . a plaintiff need not demonstrate that the denial of injunctive relief will be fatal to its business”; rather, “[i]t is usually enough if the plaintiff shows that its legal remedies are inadequate.” *Ross-Simons of Warwick, Inc. v. Baccarat, Inc.*, 102 F.3d 12, 18 (1st Cir. 1996) (citations omitted). Thus, “[i]f the plaintiff suffers a substantial injury that is not accurately measurable or adequately compensable by money damages, irreparable harm is a natural sequel.” *Id.* at 19. Additionally, “[o]bstacles that unquestionably make it more difficult for the plaintiff to accomplish its primary mission provide injury for purposes of irreparable harm.” *Massachusetts v. NIH*, 770 F. Supp. 3d 277, 322 (D. Mass. 2025) (quoting *League of Women Voters of U.S. v. Newby*, 838 F.3d 1, 9 (D.C. Cir. 2016)) (internal quotation marks, citation, and alterations omitted).

The record here is replete with examples of just such harms. Plaintiff SEIU's members who receive SNAP will lose those benefits for the duration of the lapse in appropriations, which will critically impair their ability to feed themselves and their families. Medina Decl., Attachments A-D. Plaintiff Black Sheep Market will lose upwards of twenty thousand dollars in revenue each week, which will harm Black Sheep Market's partnerships with its suppliers and its

ability to plan day-to-day operations effectively. Cheatham Decl. ¶ 13. It will also cause Black Sheep Market to cut back its employees' hours, which will in turn make it more difficult for those employees to make ends meet. *Id.*

The nonprofit Plaintiffs that offer direct food assistance to low-income clients will have to expend significant resources to meet the influx of need, which will require them to scale back on other critical programs like a youth nonviolence program, ministry to women who have recently come out of prison, a cross-program family support team, clinical services, and a mentoring program. *See* Piekarski Decl. ¶ 17; Langill Decl. ¶ 23; Fernandez Decl. ¶ 24; Finke Decl. ¶ 20; Cook Decl. ¶ 20. Moreover, these organizations' missions largely focus on providing their clients with comprehensive support, of which providing emergency food assistance is only one part. *See supra* Background section D. The crisis they are forced to meet severely undermines their missions, and they will have to turn people in need away. *Id.* Plaintiffs that assist individuals seeking to access SNAP will also be forced to divert substantial resources to help clients who have lost benefits. Nicolato Decl. ¶ 14; Bibender Decl. ¶ 17.

The city Plaintiffs, too, will have to expend and divert funds to meet their residents' food needs. They operate as the first line of defense for their most vulnerable residents, and they are using the resources that would otherwise go toward city services and public safety to stand up their own food drives and provide emergency funding to their nonprofit food delivery partners. *See* Rivera Decl. ¶ 20; Long Decl. ¶ 11. Forcing cities to divert funds from other critical functions to feed their residents is an "economic harm" that cannot be remedied by monetary damages. *E. Bay Sanctuary Covenant v. Biden*, 993 F.3d 640, 677 (9th Cir. 2021). And several Plaintiffs attest that their inability to meet their constituents' needs will damage their reputations and relationships with community partners. *See, e.g.,* Rivera Decl. ¶ 34; Elicker Decl. ¶ 33;

Fernandez Decl. ¶¶ 25, 29, 42; *see also Ross-Simons of Warwick, Inc.*, 102 F.3d at 20 (describing damage to reputation as “not easily measured or fully compensable in damages” and therefore “often held to be irreparable”); *Planned Parenthood Ass’n of Utah v. Herbert*, 828 F.3d 1245, 1264 (10th Cir. 2016) (governor’s directive to withhold funding to health services provider would irreparably harm provider’s reputation).

Plaintiffs have established irreparable harm as to Defendants’ suspension of SNAP benefits.

B. Plaintiffs face irreparable harm from the early termination of ABAWD waivers

For similar reasons, Waiver Plaintiffs are also irreparably harmed by USDA’s premature termination of the ABAWD waivers. In addition to the strains on nonprofit Plaintiffs providing food assistance directly, nonprofit Plaintiffs that help with SNAP benefit applications anticipate that their staff will be inundated with requests for assistance navigating new ABAWD requirements. Nicolato Decl. ¶ 24; Biberman Decl. ¶ 18; Porter Decl. ¶ 19. They will have to educate themselves and their clients on sudden changes to their eligibility and work requirements. Biberman Decl. ¶ 21; Yentel Decl. ¶ 14; Porter Decl. ¶ 19. As a result, their ability to meet their other programmatic obligations—including responding across 211 and ADRC call categories across Rhode Island, representing clients facing other legal assistance issues in New York, and maintaining workforce programming in Newark—will decline. Nicolato Decl. ¶ 25; Biberman Decl. ¶ 21; Porter Decl. ¶ 19.

Indeed, in *District of Columbia v. U.S. Dept’t of Agric.*, 444 F. Supp. 3d 1, 40–41 (D.D.C. 2020), the court found that organizational plaintiff Bread for the City, which provided both food and legal services to SNAP recipients, had established irreparable harm in a challenge related to ABAWD waivers because it would be forced “to divert resources to its food assistance

program and to helping ABAWDs navigate the new time limits and away from other social service programs and from legislative advocacy and community organizing.” Waiver Plaintiffs have established the same irreparable harm here.

III. The Balance of Equities and Public Interest Favor Immediate Temporary Relief

The balance of the equities and public interest favor immediate temporary relief. The final two temporary restraining order factors—balancing the equities and weighing the public interest—“merge when the Government is the opposing party.” *Nken v. Holder*, 556 U.S. 418, 435 (2009). Here, Plaintiffs’ strong likelihood of success on the merits, *see supra* Argument section I, itself establishes that the equities and public interest favor preliminary relief. “[T]he government cannot suffer harm from an injunction that merely ends an unlawful practice.” *Massachusetts v. NIH*, 770 F. Supp. 3d at 326–27 (citation modified). Rather, there is “substantial public interest ‘in having governmental agencies abide by the federal laws.’” *Id.* at 326 (citation omitted). Therefore, the injunction would serve the public interest as USDA is forced to abide by existing law and regulations.

The consequences for Plaintiffs and their members stemming from USDA’s actions cannot be overstated. Countless families, residents, clients, programs, organizations, and communities will suffer if SNAP benefits to pay for food are suspended and the ABAWD waivers are ended prematurely. The cumulative effect of SNAP benefits being suspended and the ABAWD waivers being cut short will not only directly harm Plaintiff members that receive SNAP benefits, but programs and organizations dedicated to directly and indirectly addressing such issues will become overburdened through the abrupt cessation of payments. *See Maine v. USDA*, 778 F. Supp. 3d 200, 235–36 (D. Me. 2025) (“[T]he balance of the equities weighs heavily in favor of granting the Plaintiff’s TRO” where action by the federal government resulted

in “no way to get funds from the USDA to the schools and other facilities, and children will not be fed. . . . absent such an order” (citation omitted)). “[A]bsent such an order, there is a substantial risk that the . . . citizens will face a significant disruption in health, education, and other public services that are integral to their daily lives due to this pause in federal funding.” *New York v. Trump*, 764 F. Supp. 3d 46, 52 (D.R.I. Jan. 31, 2025).

Conversely, Defendants’ assertion that such funds will not and cannot be made available does not demonstrate a comparable harm. If the Court were to grant the requested emergency relief, Defendants would merely be required to draw on SNAP contingency reserve funds that USDA itself and OMB have deemed available for such uses in the past and the existing ABAWD waivers that were already approved would simply not be cut short.

Thus, the balance of the equities and the public interest is clear. On one hand, granting the requested TRO maintains the status quo and implements processes that USDA has itself previously approved or in the case of the ABAWD waivers, already granted. On the other hand, allowing the SNAP benefit payments to cease and improperly ending the ABAWD waivers both violate the APA and would impact Plaintiffs and their members in countless and devastating ways. Particularly here, where so much is at stake, the government should not be permitted to “leverag[e] the needs of our most vulnerable fellow humans” to advance its own goals. *Martin Luther King, Jr. Cnty. v. Turner*, 785 F. Supp. 3d 863, 891(W.D. Wash. 2025). Such an action would be “breathtaking in its callousness.” *Id.*

The public interest and the equities clearly favor Plaintiffs. Immediate temporary relief is necessary to protect the SNAP benefits and ABAWD waivers that are so vital to Plaintiffs and their members.

* * *

The requested temporary restraining order should compel the release of all withheld SNAP funding, insofar as funds are available under the contingency funds from the FY 2024 and FY 2025 appropriations or under USDA’s authority under 7 U.S.C. § 2257, and necessary to meet the November payment schedule. Given the geographic diversity of Plaintiffs and their membership as well as the injuries certain Plaintiffs suffer from the elimination of SNAP in their communities and states as a whole, a more limited order would not provide complete relief. *Trump v. CASA, Inc.*, 606 U.S. 831, 853–54 (2025). Further, the requested preliminary Section 705 stays operate against the agency actions themselves, and they should be preliminarily stayed. *Rhode Island Coal. Against Domestic Violence v. Bondi*, No. CV 25-279, 2025 WL 2271867, at *10 (D.R.I. Aug. 8, 2025); *see also CASA*, 606 U.S. at 847, n.10 (“Nothing we say today resolves the distinct question whether the Administrative Procedure Act authorizes federal courts to vacate federal agency action.”).

The Court also should not require Plaintiffs to post a bond in granting this relief. Rule 65(c) “vest[s] broad discretion in the district court to determine the appropriate amount” of a bond, “including the discretion to require no bond at all.” *Woonasquatucket River Watershed Council v. U.S. Dep’t of Agric.*, 778 F. Supp. 3d 440, 477 (D.R.I. 2025), *appeal pending on other grounds*, No. 25-1428. Where requiring a bond “would have the effect of denying the plaintiffs their right to judicial review of administrative action,” no bond is necessary. *Id.*; *see also Nat. Res. Def. Council, Inc. v. Morton*, 337 F. Supp. 167, 168 (D.D.C. 1971) (collecting cases). A bond would have that effect here because Plaintiffs do not have the resources to post a significant bond, and even requiring a modest one would require them to divert resources from their critical programs. At most, the Court should require Plaintiffs post only a nominal bond, because

Plaintiffs already “have plenty on the line in this litigation.” *See New York v. Kennedy*, 789 F. Supp. 3d 174, 214 (D.R.I. 2025).

CONCLUSION

For the foregoing reasons, the Court should grant immediate temporary relief as detailed in Plaintiffs’ motion.

October 30, 2025

Respectfully submitted,

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[^] *Pro hac vice* motion forthcoming

EXHIBIT 1

DECLARATION OF JEREMY MICHAEL LANGILL, EXECUTIVE MINISTER, RHODE ISLAND STATE COUNCIL OF CHURCHES

I, Jeremy Michael Langill, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Executive Minister of Rhode Island State Council of Churches (“RISCC”), a nonprofit membership organization of churches serving as an advocate for those who have no voice and resource for individuals, congregations, denominations, and civil organizations, operating as a coalition of individuals and faith communities located in Providence, Rhode Island.

2. I have served as Executive Minister of Rhode Island State Council of Churches since 2023. In this capacity, I am responsible for the administration of Council affairs, leadership, and all other aspects of carrying out the work of the Council. As Executive Minister, I am familiar with the needs of the congregations we serve. The facts set forth in this declaration are based on my personal knowledge, files and documents of RISCC that I have reviewed, as well as information supplied to me in my official capacity by members of RISCC whom I know to be reliable. If called as a witness, I could and would testify competently to the matters stated herein.

I. RISCC’S MISSION AND SERVICES

3. RISCC was founded in 1937 by a Christian minister, a Unitarian minister, and a Rabbi. Our mission is built around the principle that God loves everyone, that God includes everyone, and that because of this, we are called upon to

care for our neighbors. One way we do this is by providing all manner of support, including food assistance.

4. RISCC maintains relationships with ten judicatory bodies of eight denominations. Our membership consists of 30 individual congregations across Rhode Island. RISCC provides its member churches and their congregations with educational programs, such as a “coffee and conversation” series around economic justice issues, while member churches provide financial support, serve on committees, and are embedded in the work of RISCC. RISCC advocates across the state for economic and social justice, providing member churches a way to engage at the intersection of faith and civic responsibility.

5. Our belief in welcoming strangers and serving those in need is rooted in scripture: Micah 6:8 instructs that, “What does the Lord require of you but to do justice and to love kindness and to walk humbly with your God?” It is our firmly rooted theological commitment that all are welcome at the table, that all are included in God’s embrace. God does not turn anyone away from God’s family, so we do not either.

6. RISCC fulfills its mission by drawing on and building community through our congregants, community, volunteers, and connections with others who care for those in need. Many RISCC member churches live out this mission by providing food to those in need.

II. RISCC’S FOOD ASSISTANCE PROGRAMS

7. Food assistance is a critical component of services provided by RISCC member churches. Many RISCC member churches operate food pantries that provide

emergency food assistance to thousands of households each month. These member churches provide produce, meat, dairy, and non-perishables to individuals and families, and for some churches these pantries serve as an entry point for other programs and services.

8. Many of the individuals and families RISCC member churches serve rely on both SNAP benefits and food pantry services to meet their basic nutritional needs. The individuals and families who use these food pantries include children, seniors, veterans, people with disabilities, immigrants with limited English proficiency, and other vulnerable populations struggling to afford adequate food.

9. A substantial portion of people served by our member churches are SNAP recipients who use their benefits as their primary means of purchasing food, supplementing those benefits with emergency food assistance from our pantries when necessary.

10. RISCC churches' food pantry services are already operating at or near capacity. We carefully manage our food inventory, volunteer schedules, and distribution operations to efficiently serve the existing demand from our community.

III. INJURY TO RISCC AND ITS MEMBERS CHURCHES FROM SNAP BENEFIT SUSPENSION

11. Based on my knowledge of the communities served by our member churches, including conversations with pastors, ministers, and staff at those churches, I am aware that many or most of the households served by these food pantries include at least one member who receives SNAP benefits.

12. The suspension of SNAP benefits will cause immediate and severe harm to RISCC, its members, and our ability to fulfill our mission. Member church staff have already received calls from SNAP recipients seeking information or emergency food assistance. RISCC member churches expect to experience a dramatic and unprecedented increase in demand for emergency food assistance at their food pantries if SNAP benefits are suspended. Individuals and families who normally rely on SNAP benefits to purchase food will be forced to turn to emergency food sources to avoid going hungry.

13. Based on reports from our member churches, we have already seen a significant and dramatic increase in the number of households seeking food assistance since the federal government shut down in early October. We expect that number to dramatically increase if SNAP benefits are not distributed in November, much as we saw when people had a decrease in income during the Covid pandemic.

14. This surge in demand is unsustainable for our member churches. Their food pantries were designed and resourced to provide *supplemental* emergency food assistance, not to serve as the primary food source for thousands of households that have suddenly lost their SNAP benefits.

15. The dramatic increase in demand would rapidly deplete the food inventory for RISCC member churches. We are already distributing food at a rate that far exceeds our normal pace, and our existing supply chains were not designed to accommodate this level of sustained demand. RISCC member churches will be forced to expend significant additional financial resources trying to find and/or raise

money to purchase emergency food supplies to meet the increased demand and do our best to counteract the loss of SNAP benefits for those we serve.

16. As of today, member churches have already spent unbudgeted funds on emergency food purchases in response to the anticipated SNAP suspension. If the SNAP suspension occurs, RISCC member churches will face impossible choices: either continue depleting our food inventory and capacity to raise funds at an unsustainable rate, or turn away hungry families who have nowhere else to turn. Neither option is acceptable, and both represent a fundamental frustration of RISCC and its member churches' core mission.

17. For example, Mathewson Street Church is an urban church in Providence and a member of RISCC. Like many other members, Mathewson Street Church offers a food pantry to its community as part of its mission. Their food pantry runs five days every week and provides over 1000 meals every week. Already, since the shutdown, they sometimes run out of food to serve people in need. People they serve are frightened and worried, scared about how they will be able to buy food if the food pantry is not resourced. The Mathewson Street Church's ability to provide food will be stretched beyond breaking if SNAP benefits are cut, and they will be unable to perform a role central to their mission.

18. The First Unitarian Church of Providence is another RISCC member church that operates a food pantry once every month, regularly relied upon by nearly 150 families. Their storage, refrigeration, and freezer space is at capacity, yet they need to increase what they provide to meet the need in their community. First

Unitarian has already run out of food several times in the last six months, and seen a significant increase since the beginning of October, when at least twenty-five families came for emergency food for the first time.

19. RISCC's mission is to share God-given resources and provide for our neighbors in times of need. The SNAP suspension would undermine this mission by forcing us to operate in crisis mode, focusing all available resources on emergency food distribution while our other programs suffer.

20. The increased demand will also place extraordinary strain on RISCC and member churches staff and volunteers. Food pantry staff and volunteers will be forced to work longer hours and manage far greater numbers of clients than these operations were designed to handle. RISCC will be required to organize member churches to respond to the increased, widespread need, drawing away from its other work.

21. The harm to RISCC and its member churches will worsen each day that SNAP benefits are suspended. We cannot sustain or even meet this level of emergency response. Even the effort to do so will have devastating consequences for RISCC, its member churches, and the community we serve.

22. One example of this impact is St. Peter and St. Andrew Episcopal Church in Providence, Rhode Island. A member of RISCC, St. Peter and St. Andrew holds a food pantry every Saturday, currently for 225 families. This pantry is already over-capacity and has run out of food, having experienced an increase from 175 to 225 families just since the government shutdown. The pastor, who is nearly 80 years old,

is working overtime hours to help meet this need. The community that relies on St. Peter and St. Andrew is expressing a tremendous amount of anxiety and, for the volunteers and staff, it is difficult to help them wait for the next groceries to be available. Although this church is already diverting funds to its food program and people are stepping up with donations, the church does not expect to have sufficient resources to meet an increased need.

23. For St. Peter and St. Andrew Episcopal Church, the gathering of food to feed people impacts all that they do because it drains energy and keeps their focus mainly on feeding, rather than helping people through its other programs. It limits the churches' ability to think outside the box to help people in ways that would actually help them to have employment that would meet the needs of their family. For example, resources are being diverted away from the churches' EEL program and its social worker internship program. The churches also have a ministry to women who have recently come out of prison, with their partner agency, Better Lives RI, that is in its infancy and needs care, but here again, the energy is going towards food, draining away energy to make sure this program has what it needs. This diversion of resources away from other programs will be compounded and if SNAP benefits are suspended. As a church, it would also drain energy that is needed for pastoral care for the parish, the volunteers, and guests.

24. Another example is Lime Rock Baptist Church in Lincoln, Rhode Island. Lime Rock Baptist Church has been in operation for 193 years, and its food pantry is part of the Rhode Island Community Food Bank network, serving the entire zip code

of 02865. It also serves the people in the cities of Pawtucket and Central Falls. Since the shutdown, the demand for food has increased twenty percent. Since many of the people they serve already receive SNAP benefits, the need is certain to increase if benefits are cut, and they will be unable to meet the need to which they are committed. People from the community are experiencing heightened anxiety, and are wondering if the Lime Rock Baptist Church food pantry will run out of food altogether. The staff of Lime Rock Baptist Church recognize that, if demand increases, their food inventory will be rapidly depleted.

25. Lime Rock Baptist Church is a small congregation and its ministries are staffed mainly by volunteers. With food insecurity at crisis proportions, the time and attention of those volunteers must be focused on the food pantry program. Currently, this involves participating in food drives, to meet the increased demand. It is particularly stressful when we run out of items that are staple food products, like rice. Having to engage in food drives to fill in the gaps is a monumental drain on the Church's resources and volunteer time, diverting resources away from other church programs like Eldercare, and focus from other typical congregational and pastoral activities.

IV. THE HARM TO RISCC AND THE COMMUNITIES ITS MEMBERS SERVE ABSENT A TRO WOULD BE IRREPARABLE

26. The harms to RISCC, its member churches, and the communities served described above would be irreparable if SNAP benefits are suspended. Each day that SNAP benefits remain suspended, more families will go hungry, more resources will be diverted from RISCC's other critical programs, and more damage will be done to

its ability and the ability of its members to fulfill their mission of providing for our neighbors in need.

27. If RISCC member churches exhaust their food inventory and resources, they may be forced to reduce or close food pantry operations temporarily, leaving vulnerable families with no source of emergency food assistance. The harm to those families—and to member churches' relationship with the community we have served for decades and through generations—would be irreparable.

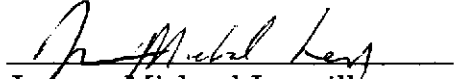
28. The uncertainty and crisis atmosphere created by the SNAP suspension also harm member churches' ability to maintain partnerships with food suppliers and community organizations, and plan effectively for food programs and services.

29. A temporary restraining order requiring USDA to immediately release November SNAP benefits would directly remedy the harms to RISCC and its member churches. SNAP recipients would receive their benefits, reducing the demand on these food pantries to sustainable levels and allowing each to continue normal operations and our full range of community engagement and support.

30. Without such relief, the harm to RISCC will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for RISCC member churches to recover and restore programs to their normal functioning.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.



Jeremy Michael Langill

Executive Minister, Rhode Island State Council of Churches

EXHIBIT 2

**DECLARATION OF DIANE YENTEL, PRESIDENT AND CEO,
NATIONAL COUNCIL OF NONPROFITS**

I, Diane Yentel, declare as follows:

1. I am the President and CEO of the National Council of Nonprofits (“NCN”), which is the largest network of nonprofits in the United States and North America.

2. Our members include state and regional associations that collectively represent more than 32,000 nonprofit and foundation members across the country.

3. The facts set forth in this declaration are based on my personal knowledge, information provided to me by NCN staff in the course of their duties, and review of NCN’s records.

4. NCN’s core mission is to champion, connect, and inform the nonprofit sector. We are dedicated to improving and strengthening the nonprofit sector and the communities they serve through collaboration and direct engagement.

5. NCN believes that communities thrive when nonprofits succeed. To that end, we work to support nonprofits that serve as pillars in their communities, including hundreds of organizations that provide critical food and benefits assistance.

6. NCN has also been on the forefront of working with nonprofits across the nation to advance nonprofit-government partnerships and streamline government grants and contracts at the federal and state levels.

7. We routinely advocate on behalf of nonprofits at the federal, state, and local levels, addressing issues that would severely burden their operations and the

communities they support or addressing opportunities for nonprofits to continue to serve their communities.

8. Many nonprofits are small and do not have the capacity to advocate on their own behalf—because they are so focused on fulfilling their missions of service.

9. As the leader of NCN, I spend significant time engaging and listening to nonprofit members.

10. Many of NCN's members that I have heard from in recent weeks have expressed grave concerns about upcoming changes to SNAP, including the imminent suspension of funds for November SNAP benefits and the early termination of states' previously approved waivers for able-bodied adults without dependents (ABAWDs).

11. Indeed, a large number of NCN's members are directly affected by the suspension of SNAP funds and/or the early termination of ABAWD waivers because their core functions involve providing access to emergency food assistance, helping community members apply for benefits, or supporting their constituents with job training and placement opportunities.

12. As just one example, NCN member Brothers Building A Better Nation (BBABN), a community-based nonprofit organization located in Newark, New Jersey, will be directly impacted by the suspension of SNAP funding and the termination of New Jersey's ABAWD waiver. BBABN serves low-income men, including by helping them sign up for SNAP benefits and providing workforce development programming.

13. First, because of the suspension of SNAP funding, BBABN will need to divert resources from its general operating funds to meet the increased need for food

assistance in its community. BBABN plans to provide gift cards to grocery stores to help fill the gap, and it will need to entirely rethink plans for a program that it was set to launch that would provide individuals without access to kitchens a means to prepare food.

14. Second, because new eligibility requirements for ABAWDs in New Jersey will take effect three months earlier than expected, BBABN will have to divert significant resources and time from its other core activities to educate its staff and its community members about the new requirements, hire advocates to attend SNAP hearings with community members, and help individuals track their work hours to maintain SNAP eligibility.

15. Likewise, NCN members include direct emergency food assistance providers like food banks and food pantries, some of which are challenged by meeting increased community needs as it is—and will need to divert significant resources to meet the increased demand in the wake of individuals losing their SNAP benefits.

16. NCN member organizations are not equipped, financially or physically, to address the demand for services that the SNAP suspension and ABAWD waiver terminations will create.

17. Without relief, many nonprofits in our network will need to significantly increase operations of their core programs and divert staff to address food insecurity. Because many nonprofits already do not have the resources or capacity to meet the increased demand for services in their communities in light of federal funding cuts, they will face an even greater struggle to address the surge in need because of SNAP

suspension and ABAWD waiver terminations. Most will be unable to fulfill their missions of ensuring that their communities do not go hungry.

18. The SNAP suspension and ABAWD waiver terminations would be catastrophic and are nothing short of five-alarm fires for many nonprofit organizations and the people and communities they serve. Even a short pause in SNAP benefits could be devastating, harming thousands of organizations and leaving neighbors without the healthy food and services they need.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

Signed by:



F86F3E4F6B4340A...

Diane Yentel

President and CEO, National Council of Nonprofits

EXHIBIT 3

DECLARATION OF MARIA RIVERA, MAYOR, CITY OF CENTRAL FALLS

I, Maria Rivera, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Mayor of the City of Central Falls, Rhode Island.

2. I have served as the Mayor of the City of Central Falls, Rhode Island, since 2021. In this capacity, I have direct responsibility for overseeing the City's operations, public safety, city services, and budget, and I am familiar with the needs of Central Falls residents and the challenges facing our community. The facts set forth in this declaration are based on my personal knowledge, information provided to me by City staff in the course of their duties, and review of City records. If called as a witness, I could and would testify competently to the matters stated herein.

I. CITY OF CENTRAL FALLS

3. The City of Central Falls, Rhode Island, is a municipal corporation organized under the laws of the State of Rhode Island and is authorized to bring the cause of action in this lawsuit under R.I. Gen. Laws § 45-15-1, which grants municipalities the power to sue and be sued and to exercise all powers necessary for the effective operation of municipal government and the welfare of its inhabitants.

4. Central Falls has a population of approximately 22,500 residents and is the smallest and most densely populated city in Rhode Island, covering just 1.29 square miles. Despite our small geographic size, Central Falls is home to a vibrant, diverse community that reflects the immigrant heritage that has defined our city for generations.

5. Central Falls is also one of the most economically vulnerable communities in Rhode Island. Our residents face significant economic challenges, including high rates of poverty, unemployment, and food insecurity. According to recent data, approximately 22% of Central Falls residents live

below the federal poverty line, compared to just 10% statewide. Our residents include high percentages of children, seniors, people with disabilities, veterans, and immigrants with limited English proficiency—populations that are particularly vulnerable to food insecurity and economic instability.

II. CENTRAL FALLS RESIDENTS RELY ON SNAP BENEFITS

6. According to data from the Rhode Island Department of Human Services, approximately 5,100 residents—nearly one-fourth of the city’s population — in Central Falls receive SNAP benefits. These benefits are critical to preventing hunger and supporting food security among the City’s residents.

7. For many of these households, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer (“EBT”) cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.

8. Many of our City’s residents live paycheck to paycheck with no savings or financial cushion. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families.

9. Central Falls is also one of the nine Rhode Island municipalities covered by the able-bodied adults without dependents (“ABAWD”) waiver that USDA approved effective March 1, 2025, through February 28, 2026. This waiver was granted based on the lack of sufficient jobs for ABAWDs in Central Falls and was intended to ensure that individuals who want to work but cannot find adequate employment would not lose their food assistance.

10. A significant number of Central Falls residents are subject to ABAWD work requirements. These individuals—able-bodied adults without dependents between the ages of 18 and 54—are subject to a time limit on their SNAP benefits unless they meet certain work requirements or live in an area covered by a waiver of those requirements.

III. IMPACT OF SNAP BENEFIT SUSPENSION ON CENTRAL FALLS

11. On October 10, 2025, USDA issued a letter to all State SNAP agencies directing them to “hold their November issuance files and delay transmission to State EBT vendors until further notice.” As a result, SNAP benefits will not be issued beginning November 1, 2025, to approximately 140,000 Rhode Islanders—including thousands of Central Falls residents.

12. USDA stated in its letter that if the lapse in appropriations continues, there will be “insufficient funds to pay full November SNAP benefits.” However, USDA did not cite any legal authority for its directive and did not explain why it could not use available contingency funds and appropriations to continue SNAP benefits, as it reportedly has done for the WIC program. As a direct and immediate result of USDA’s October 10, 2025 directive, and its October 24, 2025 memo formally suspending SNAP benefits, SNAP benefits will not be available to recipients in Rhode Island beginning November 1, 2025.

13. As a municipality, Central Falls provides essential services and programs to support our residents, including public safety, public health, education, recreation, and various social services designed to help individuals and families achieve stability and self-sufficiency, including food security. The City operates and/or funds the Office of Constituent Services, the Parks and Recreation Department, the Adams Library, youth programs, recreation programs, public health initiatives such as of the Office on Health and our EMS services within our Fire Department, that serve thousands of Central Falls residents each year.

14. The City also partners with and provides funding to local nonprofit organizations and food pantries that provide emergency food assistance and other support services to Central Falls residents, including Progreso Latino and the Elisha Project.

15. The City’s ability to provide these services depends on careful planning and allocation of limited municipal resources. As a City that came out of State Receivership and Federal Bankruptcy

in the last decade, Central Falls operates with a constrained budget, and any significant increase in demand for City services or need to divert resources to address emergency situations creates substantial strain on our operations and impairs our ability to serve our residents effectively.

16. The suspension of SNAP benefits will have immediate and severe consequences for the City of Central Falls and its residents. Many households in the City rely on SNAP as their primary source of food assistance. When those benefits are suspended, the burden of meeting basic nutritional needs falls to local government and nonprofit service providers that already operate at capacity.

17. The City's community partners—including local food pantries, schools, and senior centers—have reported an increase in residents seeking emergency food assistance since the federal government shutdown began in early October. If November SNAP benefits are not issued, the City anticipates a surge in food insecurity and hunger that will far exceed available resources.

18. The City expects to experience a dramatic and unprecedented increase in demand for City services and programs as a result of the SNAP suspension. Residents who suddenly lose their primary means of purchasing food will turn to City resources, local food pantries, and other emergency assistance programs.

19. The City will be forced to expend significant additional financial resources to address the crisis created by the SNAP suspension. This may include overtime for public safety staff, staffing from multiple city departments at emergency food distribution centers, increased funding for emergency food assistance programs, including the purchasing of gift cards for families to purchase food and/or expanded hours at city facilities serving as emergency response centers.

20. As one example, this Saturday, November 1, 2025, because SNAP will be suspended, the City is hosting a city-wide food drive. This food drive, designed to provide food for up to 800 families, will require the City to expend resources, including thousands of dollars to purchase grocery store gift cards and staffing from the police department, the department of public works and the office

of constituent services; resources that would have otherwise been spent on the delivery of city services and public safety.

21. The City's Office of Constituent Services and Office on Health will experience immediate strain. Staff are already fielding calls from residents seeking information about the SNAP lapse. City personnel will be required to divert time and resources from their normal duties to assist affected households, including coordinating emergency food distribution, connecting residents with nonprofit partners, and responding to increased public safety and health concerns.

22. Central Falls will also face higher costs related to emergency services, including increased demand on its public schools (as more children arrive hungry or without adequate meals), health programs, and senior nutrition programs.

23. Although we understand that community members and philanthropic organizations are stepping up to donate to food banks and food pantries in this time of need, we have no expectation that donations will close the gap that SNAP benefits typically provide. Even if we saw exponential growth in charitable support, it would not replace the essential role that SNAP benefits play in ensuring food security for Central Falls residents.

24. The SNAP suspension undermines the City's ability to meet its legal and moral obligations to safeguard the welfare of its residents. The harm to Central Falls will continue to worsen each day that SNAP benefits remain suspended. These diversions of staff time and financial resources impair the City's ability to carry out its regular municipal functions and thus frustrate our mission of serving and supporting our residents. We cannot sustain this level of emergency response without devastating consequences for our City government and the community we serve.

IV. IMPACT OF ABAWD WAIVER TERMINATION ON CENTRAL FALLS

25. Rhode Island received approval from USDA's Food and Nutrition Service for a partial ABAWD waiver effective March 1, 2025, through February 28, 2026. This waiver was granted based

on the lack of sufficient jobs for ABAWDs in nine Rhode Island municipalities, including Central Falls, and was intended to ensure that individuals who want to work but cannot find adequate employment would not lose their food assistance. A significant portion of Central Falls residents are individuals who will be subject to ABAWD work requirements when the waiver expires.

26. In addition to suspending SNAP benefit issuances during the shutdown, USDA has also terminated Rhode Island's ABAWD waiver effective November 2, 2025. This termination occurred despite the fact that Rhode Island's waiver had been approved through February 28, 2026, and was based on USDA's own finding that Rhode Island lacks sufficient jobs for ABAWDs. The early termination of this waiver will directly harm City residents and City operations.

27. USDA's termination of the ABAWD waiver means that able-bodied adults without dependents in Central Falls who do not meet work requirements will begin losing their SNAP benefits after three months, even if they want to work but cannot find adequate employment.

28. Many residents in Central Falls who are subject to ABAWD requirements face significant barriers to employment, including limited English proficiency, lack of transportation, criminal records, or health issues that do not meet the threshold for disability. When these residents lose their SNAP benefits after three months of noncompliance, they will turn to City agencies for assistance with food, housing, and emergency needs.

29. The termination of the ABAWD waiver thus independently harms the City because it means that even if the immediate SNAP suspension is resolved, a significant portion of our population subject to ABAWD requirements will face loss of benefits in the coming months.

30. The termination of the ABAWD waiver will result in an entire category of Central Falls residents losing SNAP benefits four months earlier than expected and turning to City services and local food pantries for emergency assistance. For the same reasons that a suspension of SNAP benefits during the shutdown will frustrate the City's ability to serve residents and force us to divert

municipal resources in response, the early waiver termination will also increase demand on our already-strained resources and prevent us from effectively carrying out our municipal functions.

31. The City anticipates that the termination of the ABAWD waiver will increase demand on its workforce development assistance and emergency food services. The City will be forced to divert staff time away from other municipal functions to meet the additional demand for job placement support, benefits navigation assistance, and emergency services for residents losing SNAP benefits under the waiver termination.

32. The early termination of the ABAWD waiver will also exacerbate public health and safety issues within Central Falls. Hunger and poverty contribute to increased stress, mental health challenges, and instability that strain City resources across departments, including police, fire, and emergency medical services.

V. HARM TO CENTRAL FALLS AND OUR CITIZENS ABSENT A TRO WOULD BE IRREPARABLE

33. The combined effect of the SNAP suspension and the ABAWD waiver termination poses an existential challenge to Central Falls' capacity to serve its residents. The City operates with a modest budget and limited reserve funds. The additional burdens caused by these federal actions will require the City to divert money and personnel away from essential municipal services, impairing its ability to function effectively. Each day that SNAP benefits remain suspended, and each additional day that ABAWDs are at risk of losing their SNAP eligibility, more families will go hungry.

34. The harm is not merely financial. Central Falls' relationship with our residents, the City's capacity to provide essential services, our public health and safety systems, and our ability to plan and operate effectively are all being damaged in ways that cannot be quantified or compensated after the fact.

35. Similarly, the disruption to the City's educational, workforce development, and other programs caused by the need to divert resources to emergency food response or ABAWD-specific

job placement and benefits advice would cause irreparable harm to the individuals and families who depend on those programs. Delays in education, job training, and support services can have lasting consequences that cannot be remedied later.

36. The uncertainty and crisis atmosphere created by the SNAP suspension and ABAWD waiver termination also harm the City's ability to plan effectively for our programs and services.

37. More than 2,000 children in Central Falls will suffer irreparable developmental, educational, and health consequences from food insecurity that cannot be remedied by later restoration of SNAP benefits. The harm of going hungry during critical developmental periods cannot be undone.

38. A temporary restraining order requiring USDA to immediately release November SNAP benefits and to restore Rhode Island's ABAWD waiver would directly remedy the harms to Central Falls. SNAP recipients would receive their benefits, reducing the demand on City services to sustainable levels and allowing the City to continue normal operations and provide our full range of municipal programs and services to residents.

39. Without such relief, the harm to Central Falls will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for the City to recover and restore our operations to normal functioning. The same is true for each day that Central Falls must absorb the responsibility of providing emergency support to ABAWDs affected by Rhode Island's early waiver termination.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

Signed by:

7CF87EA9F55145D...
Maria Rivera
Mayor

EXHIBIT 4

DECLARATION OF DONALD R. GREBIEN, MAYOR, CITY OF PAWTUCKET

I, Donald R. Grebien, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Mayor of the City of Pawtucket, Rhode Island.

2. I have served as the Mayor of the City of Pawtucket, Rhode Island, since 2011. In this capacity, I have direct responsibility for overseeing the City's operations, services, and budget, and I am familiar with the needs of Pawtucket residents and the challenges facing our community. The facts set forth in this declaration are based on my personal knowledge, information provided to me by City staff in the course of their duties, and review of City records. If called as a witness, I could and would testify competently to the matters stated herein.

I. CITY OF PAWTUCKET

3. The City of Pawtucket, Rhode Island, is a municipal corporation organized under the laws of the State of Rhode Island and is authorized to bring the cause of action in this lawsuit under R.I. Gen. Laws § 45-15-1, which grants municipalities the power to sue and be sued and to exercise all powers necessary for the effective operation of municipal government and the welfare of its inhabitants.

4. Pawtucket has a population of approximately 75,600 residents, and is home to a vibrant, diverse community.

5. Pawtucket is also one of the most economically vulnerable communities in Rhode Island. Many of our residents face significant economic challenges, including high rates of poverty, unemployment, and food insecurity. According to recent

data, approximately 14% of Pawtucket residents live below the federal poverty line, compared to 10.9% statewide. Our residents include high percentages of children, seniors, people with disabilities, veterans, and immigrants with limited English proficiency—populations that are particularly vulnerable to food insecurity and economic instability.

II. PAWTUCKET RESIDENTS RELY ON SNAP BENEFITS

6. According to data from the Rhode Island Department of Human Services, approximately 15,900 residents, one-fifth of the City's population, receive SNAP benefits. These benefits are critical to preventing hunger and supporting food security among the City's residents.

7. For many of these households, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer ("EBT") cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.

8. Many of our City's residents live paycheck to paycheck with no savings or financial cushion. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families.

9. Pawtucket is also one of the nine Rhode Island municipalities covered by the able-bodied adults without dependents ("ABAWD") waiver that the U.S. Department of Agriculture ("USDA") approved effective March 1, 2025, through February 28, 2026. This waiver was granted based on the lack of sufficient jobs for ABAWDs in Pawtucket and was intended to ensure that individuals who want to work but cannot find adequate employment would not lose their food assistance.

10. A significant number of Pawtucket residents are subject to ABAWD work requirements. These individuals—able-bodied adults without dependents between the ages of 18 and 64—are subject to a time limit on their SNAP benefits unless they meet certain work requirements or live in an area covered by a waiver of those requirements.

III. IMPACT OF SNAP BENEFIT SUSPENSION ON PAWTUCKET

11. On October 10, 2025, USDA issued a letter to all State SNAP agencies directing them to “hold their November issuance files and delay transmission to State EBT vendors until further notice.” As a result, SNAP benefits will not be issued beginning November 1, 2025, to approximately 140,000 Rhode Islanders—including thousands of Pawtucket residents.

12. USDA stated in its letter that if the lapse in appropriations continues, there will be “insufficient funds to pay full November SNAP benefits.” However, USDA did not cite any legal authority for its directive and did not explain why it could not use available contingency funds and appropriations to continue SNAP benefits, as it reportedly has done for the WIC program. As a direct and immediate result of USDA’s October 10, 2025 directive, and its October 24, 2025 memo formally suspending SNAP benefits, SNAP benefits will not be available to recipients in Rhode Island beginning November 1, 2025.

13. As a municipality, Pawtucket provides essential services and programs to support our residents, including public safety, public health, education, recreation, and various social services designed to help individuals and families achieve stability and self-sufficiency. The City operates and funds describe relevant city programs,

such as: community centers, senior centers, youth programs, recreation programs, and public health initiatives that serve thousands of Pawtucket residents each year.

14. The City also partners with and provides funding to local nonprofit organizations and food pantries that provide emergency food assistance and other support services to Pawtucket residents, including Elisha Project, Progreso Latino, Pawtucket Backpackers, Pawtucket Soup Kitchen, BVCAP, and the Blackstone Valley Emergency Food Center.

15. The City's ability to provide these services depends on careful planning and allocation of limited municipal resources. Pawtucket operates with a constrained budget, and any significant increase in demand for City services or need to divert resources to address emergency situations creates substantial strain on our operations and impairs our ability to serve our residents effectively.

16. The suspension of SNAP benefits will have immediate and severe consequences for Pawtucket and its residents. Many households in the City rely on SNAP as their primary source of food assistance. When those benefits are suspended, the burden of meeting basic nutritional needs falls to local government and nonprofit service providers that already operate at capacity.

17. The City's community partners—including local food pantries, schools, and senior centers—have reported an increase in residents seeking emergency food assistance since the federal government shutdown began in early October. If November SNAP benefits are not issued, the City anticipates a surge in food insecurity and hunger that will far exceed available resources.

18. The City expects to experience a dramatic and unprecedented increase in demand for City services and programs as a result of the SNAP suspension. Residents who suddenly lose their primary means of purchasing food will turn to City resources, local food pantries (many of which receive City funding or operate in City facilities), and other emergency assistance programs.

19. The City will be forced to expend significant additional financial resources to address the crisis created by the SNAP suspension. This may include provide specifics as applicable: increased funding for emergency food assistance programs, expanded hours at city facilities serving as emergency response centers, additional staff overtime, and emergency contracts with service providers.

20. The City and School Department will experience immediate strain. Staff are already fielding calls from residents seeking information about the SNAP lapse. City personnel will be required to divert time and resources from their normal duties to assist affected households, including coordinating emergency food distribution, connecting residents with nonprofit partners, and responding to increased public safety and health concerns.

21. Pawtucket will also face higher costs related to emergency services, including increased demand on its public schools (as more children arrive hungry or without adequate meals), health programs, and senior nutrition programs.

22. Although we understand that community members and philanthropic organizations are stepping up to donate to food banks and food pantries in this time of need, we have no expectation that donations will close the gap that SNAP benefits

typically provide. Even if we saw exponential growth in charitable support, it would not replace the essential role that SNAP benefits play in ensuring food security for Pawtucket residents.

23. The SNAP suspension undermines the City's ability to meet its legal and moral obligations to safeguard the welfare of its residents. The harm to Pawtucket will continue to worsen each day that SNAP benefits remain suspended. These diversions of staff time and financial resources impair the City's ability to carry out its regular municipal functions and thus frustrate our mission of serving and supporting our residents. We cannot sustain this level of emergency response without devastating consequences for our City government and the community we serve.

IV. IMPACT OF ABAWD WAIVER TERMINATION ON PAWTUCKET

24. Rhode Island received approval from USDA's Food and Nutrition Service for a partial ABAWD waiver effective March 1, 2025, through February 28, 2026. This waiver was granted based on the lack of sufficient jobs for ABAWDs in nine Rhode Island municipalities, including Pawtucket, and was intended to ensure that individuals who want to work but cannot find adequate employment would not lose their food assistance. A significant portion of Pawtucket residents are individuals who will be subject to ABAWD work requirements when the waiver expires.

25. In addition to suspending SNAP benefit issuances during the shutdown, USDA has also terminated Rhode Island's ABAWD waiver effective November 2, 2025. This termination occurred despite the fact that Rhode Island's waiver had been approved through February 28, 2026, and was based on USDA's own finding that

Rhode Island lacks sufficient jobs for ABAWDs. The early termination of this waiver will directly harm City residents and City operations.

26. USDA's termination of the ABAWD waiver means that able-bodied adults without dependents in Pawtucket who do not meet work requirements will begin losing their SNAP benefits after three months, even if they want to work but cannot find adequate employment.

27. Many residents in Pawtucket who are subject to ABAWD requirements face significant barriers to employment, including limited English proficiency, lack of transportation, criminal records, or health issues that do not meet the threshold for disability. When these residents lose their SNAP benefits after three months of non-compliance, they will turn to City agencies for assistance with food, housing, and emergency needs.

28. The termination of the ABAWD waiver thus independently harms the City because it means that even if the immediate SNAP suspension is resolved, a significant portion of our population subject to ABAWD requirements will face loss of benefits in the coming months.

29. The termination of the ABAWD waiver will result in an entire category of Pawtucket residents losing SNAP benefits four months earlier than expected and turning to City services and local food pantries for emergency assistance. For the same reasons that a suspension of SNAP benefits during the shutdown will frustrate the City's ability to serve residents and force us to divert municipal resources in response, the early waiver termination will also increase demand on our already-

strained resources and prevent us from effectively carrying out our municipal functions.

30. The City anticipates that the termination of the ABAWD waiver will increase demand on its workforce development programs, community centers, and emergency food services. The City will be forced to divert staff time away from other municipal functions to meet the additional demand for job placement support, benefits navigation assistance, and emergency services for residents losing SNAP benefits under the waiver termination.

31. The early termination of the ABAWD waiver will also exacerbate public health and safety issues within Pawtucket. Hunger and poverty contribute to increased stress, mental health challenges, and instability that strain City resources across departments, including police, fire, and emergency medical services.

**V. HARM TO PAWTUCKET AND OUR CITIZENS ABSENT A TRO
WOULD BE IRREPARABLE**

32. The combined effect of the SNAP suspension and the ABAWD waiver termination poses an existential challenge to Pawtucket's capacity to serve its residents. The City operates with limited budget and reserve funds. The additional burdens caused by these federal actions will require the City to divert money and personnel away from essential municipal services, impairing its ability to function effectively. Each day that SNAP benefits remain suspended, and each additional day that ABAWDs are at risk of losing their SNAP eligibility, more families will go hungry.

33. The harm is not merely financial. Pawtucket's relationship with our residents, the City's capacity to provide essential services, our public health and safety

systems, and our ability to plan and operate effectively are all being damaged in ways that cannot be quantified or compensated after the fact.

34. Similarly, the disruption to the City's educational, workforce development, and other programs caused by the need to divert resources to emergency food response or ABAWD-specific job placement and benefits advice would cause irreparable harm to the individuals and families who depend on those programs. Delays in education, job training, and support services can have lasting consequences that cannot be remedied later.

35. The uncertainty and crisis atmosphere created by the SNAP suspension and ABAWD waiver termination also harm the City's ability to plan effectively for our programs and services.

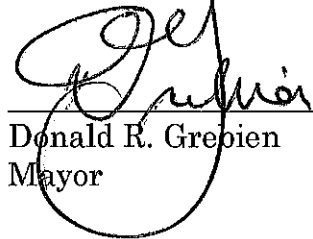
36. Children in Pawtucket will suffer irreparable developmental, educational, and health consequences from food insecurity that cannot be remedied by later restoration of SNAP benefits. The harm of going hungry during critical developmental periods cannot be undone.

37. A temporary restraining order requiring USDA to immediately release November SNAP benefits and to restore Rhode Island's ABAWD waiver would directly remedy the harms to Pawtucket. SNAP recipients would receive their benefits, reducing the demand on City services to sustainable levels and allowing the City to continue normal operations and provide our full range of municipal programs and services to residents.

38. Without such relief, the harm to Pawtucket will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for the City to recover and restore our operations to normal functioning. The same is true for each day that Pawtucket must absorb the responsibility of providing emergency support to ABAWDs affected by Rhode Island's early waiver termination.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.



Donald R. Grebien
Mayor

EXHIBIT 5

DECLARATION OF COURTNEY E. HAWKINS

I, Courtney E. Hawkins, Chief Operating Officer, City of Providence declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Chief Operating Officer of the City of Providence, Rhode Island.

2. I have served as the Chief Operating Officer of the City of Providence, Rhode Island, since January 2, 2023. In this capacity, I have direct responsibility for overseeing the City's operations, services, and budget, and I am familiar with the needs of Providence residents and the challenges facing our community. The facts set forth in this declaration are based on my personal knowledge, information provided to me by City staff in the course of their duties, and review of City records. If called as a witness, I could and would testify competently to the matters stated herein.

I. CITY OF PROVIDENCE SERVICES

3. The City of Providence, Rhode Island, is a municipal corporation organized under the laws of the State of Rhode Island and is authorized to bring the cause of action in this lawsuit under R.I. Gen. Laws § 45-15-1, which grants municipalities the power to sue and be sued and to exercise all powers necessary for the effective operation of municipal government and the welfare of its inhabitants.

4. Providence has a population of approximately 194,000 residents and is the capital city and major administrative and service center hub of Rhode Island.

5. Providence is also one of the most economically vulnerable cities in Rhode Island and New England. Our residents face significant economic challenges,

including high rates of poverty, unemployment, and food insecurity. According to recent data, approximately 21.3% of Providence residents live below the federal poverty line, compared to 10.8% statewide. Our residents include high percentages of children, seniors, people with disabilities, veterans, and households with limited English proficiency—populations that are particularly vulnerable to food insecurity and economic instability.

II. PROVIDENCE RESIDENTS RELY ON SNAP BENEFITS

6. According to data from the Rhode Island Department of Human Services, approximately 25,000 residents (16,000 children) in Providence receive SNAP benefits. These benefits are critical to preventing hunger and supporting food security among the City's residents.

7. For many of these households, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer ("EBT") cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.

8. Many of our City's residents live paycheck to paycheck with no savings or financial cushion. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families.

9. Providence is also one of the nine Rhode Island municipalities covered by the able-bodied adults without dependents ("ABAWD") waiver that USDA approved effective March 1, 2025, through February 28, 2026. This waiver was granted based on the lack of sufficient jobs for ABAWDs in Providence and was intended to

ensure that individuals who want to work but cannot find adequate employment would not lose their food assistance.

10. A significant number of Providence residents are subject to ABAWD work requirements. These individuals—able-bodied adults without dependents between the ages of 18 and 64—are subject to a time limit on their SNAP benefits unless they meet certain work requirements or live in an area covered by a waiver of those requirements.

III. IMPACT OF SNAP BENEFIT SUSPENSION ON PROVIDENCE

11. On October 10, 2025, USDA issued a letter to all State SNAP agencies directing them to “hold their November issuance files and delay transmission to State EBT vendors until further notice.” As a result, SNAP benefits will not be issued beginning November 1, 2025, to approximately 140,000 Rhode Islanders—including approximately 25,000 Providence residents.

12. USDA stated in its letter that if the lapse in appropriations continues, there will be “insufficient funds to pay full November SNAP benefits.” However, USDA did not cite any legal authority for its directive and did not explain why it could not use available contingency funds and appropriations to continue SNAP benefits, as it reportedly has done for the WIC program. As a direct and immediate result of USDA’s October 10, 2025 directive, and its October 24, 2025 memo formally suspending SNAP benefits, SNAP benefits will not be available to recipients in Providence beginning November 1, 2025.

13. As a municipality, Providence provides essential services and programs to support our residents, including public safety, public health, education, recreation, and various social services designed to help individuals and families achieve stability

and self-sufficiency. The City operates and funds essential service programs such as neighborhood community centers, legal aid, job training, affordable housing, benefits navigation and SSI/SSDI Outreach, Access, and Recovery (SOAR), child nutrition and community meals, homeless shelter operations, mobile outreach, Behavioral Health Crisis Response and Diversion programming, Safe Stations and recovery programs, Mental Health First Aid, maternal health programs, warming and cooling center operations, non-violence programming, health literacy, afterschool programming, and senior health and wellness events that collectively serve thousands of Providence residents each year.

14. The City also partners with and provides significant funding to local nonprofit organizations and food pantries that provide emergency food assistance and other support services to Providence residents, including but not limited to Capital City Community Center, DaVinci Center for Community Progress, Federal Hill House, Mount Hope Neighborhood Association, Nickerson Community Center, Silver Lake Annex, Washington Park Citizens Association, West End Community Center, and farmer's market voucher programs.

15. The City's ability to provide these services depends on careful planning and allocation of limited municipal resources. Providence operates with a constrained budget, and any significant increase in demand for City services or need to divert resources to address emergency situations creates substantial strain on our operations and impairs our ability to serve residents effectively.

16. The suspension of SNAP benefits will have immediate and severe consequences for Providence and its residents. Many households in the City rely on SNAP as their primary source of food assistance. When those benefits are suspended, the burden of meeting basic nutritional needs falls to local government and nonprofit service providers that already operate at capacity.

17. The City's community partners—including local food pantries and senior centers—have reported an increase in residents seeking emergency food assistance since the federal government shutdown began in early October. If November SNAP benefits are not issued, the City anticipates a surge in food insecurity and hunger that will far exceed available resources.

18. The City expects to experience a dramatic and unprecedented increase in demand for City services and programs as a result of the SNAP suspension. Residents who suddenly lose their primary means of purchasing food will turn to City resources, local food pantries (many of which receive City funding and/or operate in City-owned facilities), and other emergency assistance programs.

19. The City will be forced to expend significant additional financial resources to address the crisis created by the SNAP suspension. This may include canceling programs to enable reallocation of funding to emergency food assistance programs, staff overtime for emergency planning, communications, and logistics coordination for funding, food drives and food distribution, development and deployment of new public information communications tools and strategies to direct constituents to

alternative community resources, and reassignment of staff to assist residents in navigating the loss of benefits.

20. The City's 3-1-1 system, Center for City Services, Housing and Human Services Department and Public School Department will experience immediate strain. Staff are already fielding calls from residents seeking information about the SNAP lapse and guidance to alternative benefit programs to help meet their most basic needs. City personnel will be required to divert time and resources from their normal duties to assist affected households, including coordinating emergency food distribution, connecting residents with nonprofit partners, and responding to increased public safety and health concerns.

21. Providence will also face higher costs related to emergency services, including increased demand on its public schools' meal programs and food pantries (as more children arrive hungry or without adequate meals) and senior nutrition and health programs as SNAP benefits are well-documented to be associated with lower rates of hospitalization and improved health outcomes for enrolled seniors.

22. Although we understand that community members and philanthropic organizations are stepping up to donate to food banks and food pantries in this time of need, we have no expectation that donations will close the gap that SNAP benefits typically provide. Even if we saw exponential growth in charitable support, it would not replace the essential role that SNAP benefits play in ensuring food security for Providence residents.

23. The SNAP suspension undermines the City's ability to meet its legal and moral obligations to safeguard the welfare of its residents. The harm to Providence will continue to worsen each day that SNAP benefits remain suspended. These diversions of staff time and financial resources impair the City's ability to carry out its regular municipal functions and thus frustrate our mission of serving and supporting our residents. We cannot sustain this level of emergency response without devastating consequences for our city government and the community we serve, and the related decrease in local consumer spending associated with loss of SNAP will have further indirect impacts on the City's local businesses and economy.

IV. IMPACT OF ABAWD WAIVER TERMINATION ON PROVIDENCE

24. Rhode Island received approval from USDA's Food and Nutrition Service for a partial ABAWD waiver effective March 1, 2025, through February 28, 2026. This waiver was granted based on the lack of sufficient jobs for ABAWDs in nine Rhode Island municipalities, including Providence, and was intended to ensure that individuals who want to work but cannot find adequate employment would not lose their food assistance. A significant portion of Providence residents are individuals who will be subject to ABAWD work requirements when the waiver expires.

25. In addition to suspending SNAP benefit issuances during the shutdown, USDA has also terminated Rhode Island's ABAWD waiver effective November 2, 2025. This termination occurred despite the fact that Rhode Island's waiver had been approved through February 28, 2026, and was based on USDA's own finding that Rhode Island lacks sufficient jobs for ABAWDs. The early termination of this waiver will directly harm City residents and City operations.

26. USDA's termination of the ABAWD waiver means that able-bodied adults without dependents in Providence who do not meet work requirements will begin losing their SNAP benefits after three months, even if they want to work but cannot find adequate employment.

27. Many residents in Providence who are subject to ABAWD requirements face significant barriers to employment, including limited English proficiency, lack of transportation, criminal records, or health issues that do not meet the threshold for disability. When these residents lose their SNAP benefits after three months of non-compliance, they will turn to City agencies for assistance with food, housing, and emergency needs.

28. The termination of the ABAWD waiver thus independently harms the City because it means that even if the immediate SNAP suspension is resolved, a significant portion of our population subject to ABAWD requirements will face loss of benefits in the coming months.

29. The termination of the ABAWD waiver will result in an entire category of Providence residents losing SNAP benefits four months earlier than expected and turning to City services and local food pantries for emergency assistance. For the same reasons that a suspension of SNAP benefits during the shutdown will frustrate the City's ability to serve residents and force us to divert municipal resources in response, the early waiver termination will also increase demand on our already-strained resources and prevent us from effectively carrying out our municipal functions.

30. The City anticipates that the termination of the ABAWD waiver will increase demand on its homeless shelter system, workforce development programs, community centers, and emergency food services. The City will be forced to divert staff time away from other municipal functions to meet the additional demand for case management and job placement support, benefits navigation assistance, and emergency services for residents losing SNAP benefits under the waiver termination.

31. The early termination of the ABAWD waiver will also exacerbate public health and safety issues within Providence. Hunger and poverty contribute to increased stress, mental health challenges, and instability that strain City resources across departments, including police, fire, and emergency medical services.

**V. HARM TO PROVIDENCE AND OUR CITIZENS ABSENT A TRO
WOULD BE IRREPARABLE**

32. The combined effect of the SNAP suspension and the ABAWD waiver termination poses an existential challenge to Providence' capacity to serve its residents. The City operates with a modest budget and limited reserve funds. The additional burdens caused by these federal actions will require the City to divert money and personnel away from essential municipal services, impairing its ability to function effectively. Each day that SNAP benefits remain suspended, and each additional day that ABAWDs are at risk of losing their SNAP eligibility, more families will go hungry.

33. The harm is not merely financial. Providence' relationship with our residents, the City's capacity to provide essential services, our public health and safety

systems, and our ability to plan and operate effectively are all being damaged in ways that cannot be quantified or compensated after the fact.

34. Similarly, the disruption to the City's educational, workforce development, and other programs caused by the need to divert resources to emergency food response or ABAWD-specific job placement and benefits advice would cause irreparable harm to the individuals and families who depend on those programs. Delays in education, job training, and support services can have lasting consequences that cannot be remedied later.

35. The uncertainty and crisis atmosphere created by the SNAP suspension and ABAWD waiver termination also harm the City's ability to plan effectively for our programs and services.

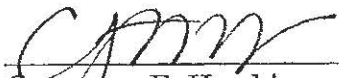
36. Children in Providence will suffer irreparable developmental, educational, and health consequences from food insecurity that cannot be remedied by later restoration of SNAP benefits. The harm of going hungry during critical developmental periods cannot be undone.

37. A temporary restraining order requiring USDA to immediately release November SNAP benefits and to restore Rhode Island's ABAWD waiver would directly remedy the harms to Providence. SNAP recipients would receive their benefits, reducing the demand on City services to sustainable levels and allowing the City to continue normal operations and provide our full range of municipal programs and services to residents.

38. Without such relief, the harm to Providence will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for the City to recover and restore our operations to normal functioning. The same is true for each day that Providence must absorb the responsibility of providing emergency support to ABAWDs affected by Rhode Island's early waiver termination.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.



Courtney E. Hawkins
Chief Operating Officer

EXHIBIT 6

DECLARATION OF LETITIA DZIRASA

I, Letitia Dzirasa, M.D., declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Deputy Mayor of Health and Human Services of Baltimore City, Maryland.

2. I have served as the Deputy Mayor since July 2025, a role I previously held from May 2023 to June 2024. I also served as the Commissioner for the Baltimore City Health Department from 2019 to 2023. In my capacity as Deputy Mayor, I have direct responsibility for overseeing the City's health and human services departments and initiatives, and I am familiar with the health needs of Baltimore City residents and the challenges facing our community. The facts set forth in this declaration are based on my personal knowledge, information provided to me by City staff in the course of their duties, and review of City records. If called as a witness, I could and would testify competently to the matters stated herein.

3. Baltimore City, Maryland is a municipal corporation organized under the laws of the State of Maryland and the Baltimore City Charter, established as a home rule jurisdiction with the power to sue and be sued and invested with police powers to protect the health and safety of its residents.

4. Baltimore is the 30th largest city in the United States, with just under 570,000 residents.

5. Baltimore is a majority minority city with a poverty rate of approximately 20 percent, over double the poverty rate of Maryland (about 9.5%) and almost twice the national average (12.5%). Our residents include high percentages of

children, seniors, and people with disabilities—populations that are particularly vulnerable to food insecurity and economic instability.

6. Baltimore City is also home to a high number of federal employees—approximately 12,000—and a large number of former federal employees displaced by DOGE and other workforce reduction plans.

7. According to data from the Maryland Department of Human Services, in August 2025, Baltimore City had 144,954 participants in SNAP. These benefits are critical to preventing hunger and supporting food security among the City’s residents. SNAP benefits also generate \$48 million per month in economic impact for Baltimore City, as the SNAP money spent on food generates demand at grocery stores and small food retailers, which creates jobs throughout the food chain.

8. For many of these households, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer (“EBT”) cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.

9. Many of our City’s residents live paycheck to paycheck with no savings or financial cushion. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families.

10. On October 10, 2025, USDA issued a letter to all State SNAP agencies directing them to “hold their November issuance files and delay transmission to State EBT vendors until further notice.” As a result, SNAP benefits will not be issued

beginning November 1, 2025, to the nearly 150,000 Baltimore City residents who rely on them.

11. USDA stated in its letter that if the lapse in appropriations continues, there will be “insufficient funds to pay full November SNAP benefits.” However, USDA did not cite any legal authority for its directive and did not explain why it could not use available contingency funds and appropriations to continue SNAP benefits, as it reportedly has done for the WIC program.

12. As a municipality, Baltimore City provides essential services and programs to support our residents, including public safety, public health, education, recreation, and various social services designed to help individuals and families achieve stability and self-sufficiency. The City operates and funds homeless services, public health programs, services for children and families, violence reduction plans, and many more initiatives that serve tens of thousands of Baltimore City residents each year.

13. The City’s ability to provide these services depends on careful planning and allocation of limited municipal resources. Baltimore City operates with a constrained budget, and any significant increase in demand for City services or need to divert resources to address emergency situations creates substantial strain on our operations and impairs our ability to serve our residents effectively, particularly amidst other unexpected federal funding cuts to these types of programs.

14. The suspension of SNAP benefits will have immediate and severe consequences for Baltimore City and its residents. Many households in the City rely on

SNAP as their primary source of food assistance. When those benefits are suspended, the burden of meeting basic nutritional needs falls to local government and nonprofit service providers that already operate at capacity.

15. If November SNAP benefits are not issued, the City anticipates a surge in food insecurity and hunger that will far exceed the available resources of both the City and its nonprofit partners.

16. The City expects to experience a dramatic and unprecedented increase in demand for City services and programs as a result of the SNAP suspension. Residents who suddenly lose their primary means of purchasing food will turn to City resources, local food pantries (many of which receive City funding or operate in City facilities), and other emergency assistance programs.

17. The City will be forced to expend significant additional financial resources to address the crisis created by the SNAP suspension. Baltimore has already committed \$4.6 million to help support workers and residents with food, child care, and rent during the government shutdown. The City is allocating \$1 million for rental assistance for federal workers and those with federal housing subsidies. \$1.71 million is going toward food distribution by government agencies and non-profit partners: the Maryland Food Bank, the Baltimore City Health Department for the Home Delivered Food Box Program, the Department of Planning for the Produce Box Distribution Program, So What Else for mobile food delivery across West and Southwest Baltimore, The Food Project to support three months of operational and food costs, and the Baltimore Hunger Project for weekend meal delivery for Baltimore City

Public Schools students. The City has committed \$1 million to help with child care costs of federal workers working without pay.

18. In addition, City personnel will be required to divert time and resources from their normal duties to assist affected households and to develop plans for addressing the crisis.

19. Although we understand that community members and philanthropic organizations are stepping up to donate to food banks and food pantries in this time of need, we have no expectation that donations will close the gap that SNAP benefits typically provide. Even if we saw exponential growth in charitable support, it would not replace the essential role that SNAP benefits play in ensuring food security for Baltimore City residents.

20. The SNAP suspension undermines the City's ability to meet its legal and moral obligations to safeguard the welfare of its residents. The harm to Baltimore City will continue to worsen each day that SNAP benefits remain suspended. These diversions of staff time and financial resources impair the City's ability to carry out its regular municipal functions and thus frustrate our mission of serving and supporting our residents. We cannot sustain this level of emergency response without devastating consequences for our City government and the community we serve.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

Signed by:

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Letitia Dzirasa, M.D.
Deputy Mayor, Baltimore City

EXHIBIT 7

**DECLARATION OF CHRISTOPHER LONG, DIRECTOR,
COLUMBUS DEPARTMENT OF FINANCE AND MANAGEMENT**

I, Christopher Long, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Director of the Columbus Department of Finance and Management.

2. I have served as the Director of the Columbus Department of Finance and Management since 2025.

3. The Columbus Department of Finance and Management has a staff of over 300 employees responsible for the development and administration of the City of Columbus's operating budget and capital budgets. The Department is further tasked with facilitating, crafting, and monitoring of the City's fleet, facilities maintenance, procurement, and real estate and construction management.

4. In my capacity as Director, I have direct responsibility for overseeing certain parts of the City's operations, services, and budget, and I am familiar with the needs of Columbus residents and the challenges facing our community. In my role, I am responsible for overseeing the City's budget management as well as supervising our multi-year capital improvements program. The facts set forth in this declaration are based on my personal knowledge, information provided to me by City staff in the course of their duties, and review of City records. If called as a witness, I could and would testify competently to the matters stated herein.

I. CITY OF COLUMBUS SERVICES

5. The City of Columbus, Ohio, is a municipal corporation organized under Ohio law. *See* Ohio Const. Art. XVIII. Columbus has all the powers of local self-government and home rule under the constitution and laws of the state of Ohio, which are exercised in the manner prescribed by the Charter of the City of Columbus.

6. Columbus, located in Franklin County, is the capital of Ohio. It is the largest city in the state and the fifteenth largest city in the United States, with a population of 905,748, according to the 2020 Census.

7. Columbus provides a wide range of services on behalf of its residents, including operating the municipal electric, water and sewer services, and covering certain medical expenses for uninsured individuals living in Columbus, providing a sliding scale of no cost and low-cost clinics through the Columbus Public Health Department (CPH). The City also operates low cost and no cost drop-in health clinics and no cost inhalers, Columbus community/recreation centers and their accompanying free early schooling and arts programming, and supports a range of human services needs through a network of community partners such as rental assistance, work force development programs, financial skills programs, and after school childcare programs.

II. COLUMBUS RESIDENTS RELY ON SNAP BENEFITS

8. According to data from the Ohio Jobs and Family Services, approximately 12.8% of households in Columbus receive SNAP benefits. These benefits are crucial to preventing hunger and supporting food security among the

City's residents. Franklin County has 173,523 SNAP beneficiaries obtaining approximately \$31 million per month in benefits and Columbus City Schools estimates that approximately 29,000 students receive SNAP benefits.

9. For many of these households, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer ("EBT") cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.

10. Many of our City's residents live paycheck to paycheck with minimal savings or financial cushion. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families.

III. IMPACT OF SNAP BENEFIT SUSPENSION ON COLUMBUS

11. This week, with SNAP benefits set to run out, the Columbus City Council has been forced to allocate \$25,000 in emergency funding for the area's largest food bank collective. The Administration is also working on an emergency response plan, which includes coordinating with other local governmental units, local non-profits and for-profit corporations to further address issues of food insecurity as a result of this loss of benefits. The City also expects to provide additional funding in support of individuals who have had their SNAP benefits cancelled. Although a finalized dollar amount has not yet been established, the City will be using its limited financial resources to support individuals who are facing food insecurity issues.

12. On October 10, 2025, USDA issued a letter to all State SNAP agencies directing them to “hold their November issuance files and delay transmission to State EBT vendors until further notice.”

13. On October 24, 2025, USDA issued a memo formally suspending SNAP benefits.

14. As a result, SNAP benefits will not be issued beginning November 1, 2025, to approximately 1.5 million Ohioans—including 173,523 Franklin County residents.

15. As a municipality, Columbus provides essential services and programs to support our residents, including public safety, public health, education, recreation, refuse collection, housing, and various social services designed to help individuals and families achieve stability and self-sufficiency. The City operates and funds early schooling, arts programming, community centers, and public health initiatives that serve thousands of Columbus residents each year. The City and many of its employees have been forced to step away from their normal duties to work with our non-profit partners and others in the community to make sure that we have the necessary resources available to our residents for them to coordinate and gather resources to community residents while SNAP benefits are unavailable.

16. Columbus also partners with and provides funding to local nonprofit organizations and food pantries that provide emergency food assistance and other support services to residents, including Mid-Ohio Food Collective, Childrens Hunger Alliance, LifeCare Alliance, and other partners such as the Columbus City Schools.

17. The City's ability to provide these services depends on careful planning and allocation of limited municipal resources. Columbus operates with a constrained budget, and any significant increase in demand for City services or need to divert resources to address emergency situations creates substantial strain on our operations and impairs our ability to serve our residents effectively. With SNAP benefits set to run out in a few short days, Columbus has already been forced to deploy emergency funding that was not originally budgeted for. The City of Columbus operates under a balanced budget, and its financial resources are not unlimited. Therefore, the need to redirect funding for emergency needs carries with it certain opportunity costs. These costs come in the form of forgoing other investments central to maintaining core city services.

18. The suspension of SNAP benefits will have immediate and severe consequences for Columbus and its residents. Many households in the City rely on SNAP as their primary source of food assistance. When those benefits are suspended, the burden of meeting basic nutritional needs falls to local government and nonprofit service providers that already operate at capacity.

19. The City's community partners—including local food pantries—have reported an increase in residents seeking emergency food assistance since the federal government shutdown began in early October. If November SNAP benefits are not issued, the City anticipates a surge in food insecurity and hunger that will far exceed available resources.

20. Columbus expects to experience a dramatic and unprecedented increase in demand for City services and programs as a result of the SNAP suspension. Residents who suddenly lose their primary means of purchasing food will turn to City resources, community centers, local food pantries, and other emergency assistance programs.

21. The emergency \$25,000 allocated by the City Council is not sufficient to address a massive and sustained increase in food demand in the City. Community partners, including the Human Services Chamber, a conglomeration of local non-profits, have told the City that existing issues will only get worse than they are now if SNAP benefits are not issued.

22. The City anticipates that as residents are forced to find alternatives to their SNAP benefits, they will redirect their money away from core needs, such as housing, transportation, and other expenses into money needed for food. This may result in these residents not having sufficient resources to pay for their housing, transportation, or health needs.

23. We also anticipate that the City will face additional financial burdens, including higher strain on the Columbus Emergency Medical Services system and the public health department as residents will be forced to skip paying their insurance premiums to buy food. As individuals living in Columbus that do not have health insurance do not receive a bill for emergency ambulance transport, that cost will be passed on to the City. Additionally, as more folks are forced to skip insurance premium payments, they will get pushed to seek care from Columbus Public Health

Department clinics that serve as providers of last resort. City services will become increasingly overburdened at a time when there is less money than usual to bolster their programs.

24. Additionally, we expect to see reduced economic activity in Columbus, as \$1.50 of economic activity is generated by every \$1 in SNAP benefits spent.

25. Columbus will also face higher costs related to emergency services, including increased demand on its public school system (as more children arrive hungry or without adequate meals), health programs, and after-school programming. The City anticipates that there will be an increased demand for rental and utility assistance as SNAP benefits are no longer available. In addition, because of the widespread use of school breakfast and lunch programs, the City anticipates that malnutrition will become a health issue that will need to be addressed due to missed meals at home because of a lack of SNAP benefits. Further, this will cause other problems as this leads to loss of educational opportunities due to malnutrition and lack of concentration.

26. Although we understand that Columbus community members and local philanthropic organizations are stepping up to donate to food banks and food pantries in this time of need, we have no expectation that donations will close the gap that SNAP benefits typically provide. Even if we saw exponential growth in charitable support, it would not replace the essential role that SNAP benefits play in ensuring food security for Columbus residents. SNAP benefits are approximately \$31 million

per month for 173,523 recipients. Local government and local partners simply cannot make up that shortfall.

27. The SNAP suspension undermines the City's ability to meet its legal and moral obligations to safeguard the welfare of its residents. The harm to Columbus will continue to worsen each day that SNAP benefits remain suspended. These diversions of staff time and financial resources impair the City's ability to carry out its regular municipal functions and thus frustrate our mission of serving and supporting our residents. We cannot sustain this level of emergency response without devastating consequences for our City government and the community we serve.

**IV. HARM TO COLUMBUS AND OUR CITIZENS ABSENT A TRO
WOULD BE IRREPARABLE**

28. The effect of the SNAP suspension poses an existential challenge to the City's capacity to serve its residents. Columbus operates with a balanced budget and limited financial resources. The additional burdens caused by these federal actions will require the City to divert money and personnel away from essential municipal services, impairing its ability to function effectively. Already, \$25,000 have been diverted to address the upcoming SNAP suspension. We continue to work closely with our local for profit and nonprofit partners to further address this shortfall and expect the City to respond with additional resources. However, the city is not able divert an additional \$1 million each day to make up for the loss of SNAP benefits. Each day that SNAP benefits remain suspended more families will go hungry and poverty in Columbus will deepen.

29. Municipal budgeting requires the city to plan based upon its population and its reasonable expectation that programs that have existed for decades continue. Prior to November 1, 2025, Columbus budgeted based upon its reasonable belief that SNAP benefits would be available to its residents. Because of this cutoff, Columbus has had to turn on a dime and immediately determine how to reallocate funds to support residents who may desperately need assistance.

30. The harm is not merely financial. Columbus's relationship with our residents, the City's capacity to provide essential services, our public health and safety systems, and our ability to plan and operate effectively are all being damaged in ways that cannot be quantified or compensated after the fact.

31. Similarly, the disruption to the City's educational, workforce development, and other programs caused by the need to divert resources to emergency food response would cause irreparable harm to the individuals and families who depend on those programs. A similar hardship is suffered directly by the City itself in that it must redirect the efforts of its employees in order to react to this crisis. Those same employees will face extra responsibilities at health clinics, after school programs, rental assistance, and other city services. Delays in education, job training, and support services can have lasting consequences that cannot be remedied later.

32. The City has already been forced to divert some resources and planning as a result of the federal governmental shutdown. With the additional loss of SNAP

benefits, that uncertainty has been compounded and made even more difficult for the City to plan and attempt to address.

33. The uncertainty and crisis atmosphere created by the SNAP suspension also harm the City's ability to plan effectively for our programs and services.

34. Children in Columbus will suffer irreparable developmental, educational, and health consequences from food insecurity that cannot be remedied by later restoration of SNAP benefits. The harm of going hungry during critical developmental periods cannot be undone.

35. A temporary restraining order requiring USDA to immediately release November SNAP benefits would directly remedy the harms to Columbus. SNAP recipients would receive their benefits, reducing the demand on City services to sustainable levels and allowing the City to continue normal operations and provide our full range of municipal programs and services to residents.

36. Without such relief, the harm to Columbus will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for the City to recover and restore our operations to normal functioning.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

Signed by:



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Christopher Long

Director of the Columbus Department of Finance and Management

EXHIBIT 9

**DECLARATION OF HEATHER STROUT, EXECUTIVE DIRECTOR,
DR. MARTIN LUTHER KING, JR. COMMUNITY CENTER**

I, Heather Strout, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Executive Director of Dr. Martin Luther King, Jr. Community Center (“MLKCC”), a multi-service community-based organization located in Newport, Rhode Island.

2. I have served as Executive Director of the Dr. Martin Luther King Community Center since 2018. In this capacity, I have direct responsibility for overseeing MLKCC’s operations, programs, and services, and I am familiar with the needs of the individuals and families we serve. The facts set forth in this declaration are based on my personal knowledge, information provided to me by MLKCC staff in the course of their duties, and review of MLKCC’s records. If called as a witness, I could and would testify competently to the matters stated herein.

I. MARTIN LUTHER KING COMMUNITY CENTER’S MISSION AND SERVICES

3. The MLKCC was incorporated in 1922 as the Newport Community Center. From its opening, the Center immediately became a gathering place for people of all cultures and communities. The MLKCC operates with a mission to nourish, educate, and support Newport County residents to improve their economic, social, and physical well-being.

4. The MLKCC is committed to creating an environment where all persons affiliated with the Center, particularly those of us who are people of color, within the LGBTQIA+ community, and/or with disabilities, are truly seen and treated with the

utmost consideration, respect, and compassion. Guided by our values, we provide community-responsive services that promote well-being, foster relationships, empower the individual, and are centered in equity. After 103 years of service to our community, our organization, our physical building, and our programs are stronger than ever.

5. MLKCC Programs encompass three areas: Hunger Prevention and Nutrition, Children's Education (PreK, afterschool, and summer camp), and Community Support and Wellness. Only childcare programs have fees, with nearly all children (98%) being subsidized. Today, MLKCC is a central service provider for at-risk individuals, families, and seniors. 8,706 unique individuals were served last year, 92% low-income, 8% moderate-income, and 64% racially diverse.

II. MARTIN LUTHER KING COMMUNITY CENTER'S HUNGER RELIEF PROGRAMS

6. Our hunger services, with service figures from FY25 (completed June 30, 2025), encompass a large variety of areas to fight hunger in the six municipalities of Newport County, RI. They include:

- Feed a Friend Food Pantry - (guest choice, open 5 days/week), the County's highest volume food pantry, serving 4,253 individuals with 692,706 equivalent meals in FY25.
- Mobile Pantry - bringing healthy food to 16 low-income & senior housing sites across the County on a rotating basis 2x weekly, serving 913 individuals with 136,290 equivalent meals last year.

- Food2Friends - delivers pantry food to the homes of homebound elderly and adults living with disabilities each month, serving 202 individuals with 70,854 equivalent meals.
- Breakfast Program - the County's only daily meal site serving 1,145 individuals (18% increase over prior year) with 38,056 meals. Service may further increase with the addition of our new showering program.
- Produce to the People - distributes fruit and vegetables every Thursday at the MLKCC and in low-income housing and senior service sites in Middletown & Newport 3 additional days from June – October. 2,193 individuals (9% increase over year prior) were provided with 222,243 equivalent meals (26% increase).
- Three-times-weekly community lunches provide 43,200 meals annually.
- Food for holiday meals is provided through special food pantry access in November and December. Thanksgiving food served 2,320 households with 11,600 equivalent meals and the Holiday distribution served 2,978 households with 14,890 equivalent meals.
- In 2023, we opened a satellite food pantry embedded in Middletown High School to serve students, faculty, families, and neighbors. This proved so impactful that in 2024, we opened a second satellite food pantry in Tiverton High School. 85,570 equivalent meals (40% increase over

the year prior) were provided last year to 303 individuals. We are working on opening a 3rd satellite food pantry in Newport's North End this year.

- In 2025 we began providing food to youth receiving counseling services in a local mental health center's Family Transitions programs. We are now bringing nonperishable food every two weeks that children can prepare themselves, such as peanut butter, single serve cereals, soup, fresh fruit, etc. We are considering developing a food pantry model there.

7. Many of the individuals and families we serve rely on both SNAP benefits and our hunger relief services to meet their basic nutritional needs. The individuals and families who use MLKCC's hunger relief programs include children, seniors, veterans, people with disabilities, immigrants with limited English proficiency, and other vulnerable populations struggling to afford adequate food. A substantial portion of our clients are SNAP recipients who use their benefits as their primary means of purchasing food, supplementing those benefits with emergency food assistance from our pantries when necessary.

8. In 2025, MLKCC's hunger relief programs served more than 6,400 unique individuals and distributed more than 1.3 million equivalent meals to our community. More than 50% of these clients were children under 18.

9. Our food pantry services are already operating at or near capacity. We carefully manage our food inventory, volunteer schedules, and distribution operations to efficiently serve the existing demand from our community.

III. MARTIN LUTHER KING COMMUNITY CENTER CLIENTS WHO ARE SNAP RECIPIENTS

10. Based on my knowledge of our client population and information gathered from intake procedures and client interactions, I estimate that approximately 65% of the individuals served by MLKCC's hunger relief programs receive SNAP benefits.

11. For many of these households, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer ("EBT") cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.

12. Many of our clients live paycheck to paycheck with no savings or financial cushion. Many of them are working in essential jobs that keep our community safe and economically strong. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families.

IV. INJURY TO DR. MARTIN LUTHER KING COMMUNITY CENTER FROM SNAP BENEFIT SUSPENSION

13. The suspension of SNAP benefits will cause immediate and severe harm to MLKCC and our ability to fulfill our mission. Specifically:

14. Our staff have already received hundreds of visits from SNAP recipients seeking information or emergency food assistance. We have had to divert employees and volunteers from community programs as well as administrative tasks to manage this influx. This disruption impairs our ability to carry out other essential services and strains our limited administrative and financial resources.

15. MLKCC is already seeing a surge in our hunger relief programming and expects a dramatic and unprecedented increase in demand for emergency food assistance at all of our hunger programs. Individuals and families who normally rely on SNAP benefits to purchase food will be forced to turn to emergency food sources to avoid going hungry.

16. Based on reports from our food pantry managers and volunteers, we have already seen an approximate 10% increase in the number of households seeking food assistance since the federal government shut down in early October. We expect that number to dramatically increase if SNAP benefits are not distributed in November. Some MLKCC clients have expressed panic and desperation about the pending cuts, not knowing how they will feed their children or themselves without their SNAP benefits. Unlike the panic and anxiety during COVID, there does not appear to be any safety net other than food pantries, which can't withstand this type of surge.

17. This surge in demand is unsustainable for MLKCC. Our hunger relief programs were designed and resourced to provide *supplemental* emergency food assistance, not to serve as the primary food source for thousands of households that have suddenly lost their SNAP benefits.

18. The dramatic increase in demand would rapidly deplete MLKCC's food inventory. We are already distributing food at a rate that far exceeds our normal pace, and our existing supply chains and purchasing arrangements were not designed to accommodate this level of sustained demand.

19. MLKCC will be forced to expend significant additional financial resources to purchase emergency food supplies to meet the increased demand and do our best to counteract the loss of SNAP benefits for those we serve. We will be forced to divert funds from other programs and services to ensure we can provide food to the families coming to our doors.

20. As of October 28, 2025, we have spent approximately \$10,000 in unbudgeted funds on emergency food purchases in response to the anticipated SNAP suspension. This represents a diversion of resources from other critical programs, including childcare programming.

21. If the SNAP suspension continues, MLKCC will face impossible choices: either continue depleting our food inventory and financial reserves at an unsustainable rate, or turn away hungry families who have nowhere else to turn. Neither option is acceptable, and both represent a fundamental frustration of MLKCC's core mission.

22. The increased demand will also place extraordinary strain on MLKCC's staff and volunteers. Our food pantry staff, who were already working at full capacity, will be forced to work longer hours and manage far greater numbers of clients than our operations were designed to handle.

23. We will be forced to reassign staff from other programs to help manage the food pantry operations if SNAP benefits are suspended. This will disrupt our other services and prevent us from fully delivering on our commitments to clients in our educational, wellness, and holiday programs.

24. Although we understand that community members and philanthropic organizations are stepping up to donate to food banks and food pantries like ours in this time of need, we have no expectation that donations will come close to filling the gap that SNAP benefits typically provide. Even if we saw exponential growth in support, we would not be able to scale our food assistance operations without significant cuts to our other programming due to staff and space limitations.

25. At MLKCC we envision a strong and inclusive community where all people are empowered to be self-reliant and to live their best quality of life. The SNAP suspension would undermine this goal by forcing us to operate in crisis mode, focusing all available resources on emergency food distribution while our other programs suffer.

26. The harm to MLKCC will worsen each day that SNAP benefits are suspended. These diversions of staff time and financial resources impair MLKCC's ability to carry out its regular programs and thus frustrate our mission. We cannot sustain this level of emergency response without devastating consequences for our organization and the community we serve.

V. THE HARM TO MATIN LUTHER KING COMMUNITY CENTER AND OUR CLIENTS ABSENT A TRO WOULD BE IRREPARABLE

27. The harms to MLKCC and our clients described above would be irreparable if SNAP benefits are suspended. Each day that SNAP benefits remain suspended, more families will go hungry, more resources will be diverted from MLKCC's other critical programs, and more damage will be done to our ability to fulfill our mission of supporting individuals and families from birth until death.

28. If MLKCC exhausts its food inventory and financial reserves, we may be forced to reduce or close our hunger relief operations temporarily, leaving vulnerable families with no source of emergency food assistance. The harm to those families—and to MLKCC’s relationship with the community we have served for 103 years—would be irreparable.

29. Similarly, the disruption to MLKCC’s educational, wellness, and other programs caused by the need to divert resources to emergency food response would cause irreparable harm to the individuals and families who depend on MLKCC’s regular programs. Delays in education, wellness, and support services can have lasting consequences that cannot be remedied later.

30. The uncertainty and crisis atmosphere created by the SNAP suspension also harm MLKCC's ability to maintain partnerships with food suppliers and community organizations, and plan effectively for our programs and services.

31. A temporary restraining order requiring USDA to immediately release November SNAP benefits would directly remedy the harms to MLKCC. SNAP recipients would receive their benefits, reducing the demand on MLKCC’s hunger relief programs to sustainable levels and allowing us to continue our normal operations and our full range of programs and services.

32. Without such relief, the harm to MLKCC will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for MLKCC to recover and restore our programs to their normal functioning.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

Heather Hole Strout

Heather Strout

Executive Director, Dr. Martin Luther King, Jr. Community Center

EXHIBIT 10

**DECLARATION OF RILWAN K. FEYISITAN, JR., PRESIDENT AND CEO
OF EAST BAY COMMUNITY ACTION PROGRAM**

I, Rilwan K. Feyisitan, Jr., declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the President and Chief Executive Officer of East Bay Community Action Program ("EBCAP"), a private, non-profit, 501(c)(3) health and human services agency, serving the residents of 10 cities and towns in Rhode Island's East Bay: East Providence, Barrington, Warren, Bristol, Tiverton, Little Compton, Portsmouth, Middletown, Newport, and Jamestown. EBCAP is both a Community Action Agency and a Federally Qualified Health Center.

2. I have served as President and CEO of East Bay Community Action Program since 2023. In this capacity, I have direct responsibility for overseeing EBCAP's operations, programs, and services, and I am knowledgeable of the needs of individuals and families we serve. The facts set forth in this declaration are based on my personal knowledge, information provided to me by EBCAP staff, and review of EBCAP's records. If called as a witness, I could and would testify competently to the matters stated herein.

I. EAST BAY COMMUNITY ACTION PROGRAM'S MISSION AND SERVICES

3. East Bay Community Action Program was formed in 2004 with the merger of two well-established Community Action agencies—New Visions for Newport County, Inc. (established in Newport in 1965) and Self Help, Inc. (established in East Providence in 1966). In 2015, another key merger, with East Bay

Center, added Behavioral Health services to our offerings, allowing EBCAP to provide a fully integrated model of health care to our patients. EBCAP provides a wide range of health and human services, and it is dedicated to serving low-income individuals and families from 10 cities and towns in Rhode Island's East Bay region.

4. EBCAP's mission is to provide high quality, comprehensive, and accessible health and human services to assist people to achieve their fullest potential. We are a mission-driven organization where people come first. When a resident walks through our doors, we get to know them personally. Then, we connect them with the right service at the right time.

5. Each year, EBCAP serves more than 30,000 residents of East Providence, Barrington, Warren, Bristol, Tiverton, Little Compton, Portsmouth, Middletown, Newport, and Jamestown. Our core services include health; behavioral health; dental; WIC; emergency food assistance; LIHEAP (home energy assistance) and weatherization; Head Start and other early childhood education programs; workforce development; youth services; senior services; and various support services to help individuals and families attain stability and self-reliance.

II. EBCAP'S FOOD ASSISTANCE PROGRAMS

6. Food assistance is a critical component of EBCAP's services. EBCAP operates three food pantries in East Providence, Newport, and Tiverton, Rhode Island. Through these food pantries, EBCAP provides emergency food assistance to hundreds of households each month. At the EBCAP food pantries, we offer food assistance to individuals and families, and these pantries often serve as an entry point for EBCAP's other programs and services. Our food pantry clients participate

in a comprehensive assessment of other health and social service needs, and staff connect clients with resources to address those needs.

7. Many of the individuals and families we serve rely on both SNAP benefits and our food pantry services to meet their basic nutritional needs. The individuals and families who use EBCAP's food pantries include children, seniors, veterans, people with disabilities, immigrants with limited English proficiency, and other vulnerable populations struggling to afford adequate food. A substantial portion of our clients are SNAP recipients who use their benefits as their primary means of purchasing food, supplementing those benefits with emergency food assistance from our pantries when necessary.

8. In 2024, EBCAP's food pantries served more than 1,320 unique households across more than 5,391 visits and distributed more than 110,000 pounds of food to those families.

9. Our food pantry services are already operating at or near capacity. We carefully manage our food inventory, volunteer schedules, and distribution operations to efficiently serve the existing demand from our community.

10. In addition to operating three food pantries, EBCAP directly addresses food insecurity through a variety of other programs including a Congregate Nutrition Program for seniors and individuals with disabilities; WIC; Backpack Feeding Program at the Pell Elementary School in Newport; Head Start, pre-K, licensed childcare, and out-of-school time learning programs.

11. Additionally, we address hunger in all our case management programs by helping clients enroll in SNAP, WIC, Meals on Wheels and other resources, in and accessing crisis funds, gift cards, and food provided through our own fundraising efforts and other community organizations.

12. Our community outreach programs also fight hunger by hosting and supporting other food pantries, including within local school systems, convening community partners to develop local systems of care and share resources, and educating the public about healthy eating and available resources.

13. Finally, through our array of services we address overall household cost burden to help prevent hunger through programs such as LIHEAP, Weatherization, Home Stabilization, and workforce development programs, including adult and youth education, and RI Works.

III. EBCAP CLIENTS WHO ARE SNAP RECIPIENTS

14. Based on my knowledge of our client population and information gathered from intake procedures and client interactions, I estimate that approximately 60% of the households served by EBCAP's programs include at least one member who receives SNAP benefits or is eligible for SNAP.

15. For many of these households, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer ("EBT") cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.

16. Many of our clients live paycheck to paycheck with no savings or financial cushion. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families.

IV. INJURY TO EBCAP FROM SNAP BENEFIT SUSPENSION

17. The suspension of SNAP benefits will cause immediate and severe harm to EBCAP and our ability to fulfill our mission. Specifically:

18. Our staff have already received hundreds of calls from SNAP recipients seeking information or emergency food assistance. We have had to divert employees and volunteers from other programs, such as our housing programs and Health Equity Zones (HEZ), which are providing other critical services, to manage this influx. This disruption impairs our ability to carry out other essential services and strains our limited administrative and financial resources.

19. EBCAP expects to experience a dramatic and unprecedented increase in demand for emergency food assistance at our three pantries, Congregate Nutrition Program, WIC, Backpack Feeding Program, and all case management and community outreach programs. Individuals and families who normally rely on SNAP benefits to purchase food will be forced to turn to emergency food sources to avoid going hungry.

20. Based on reports from our food pantry managers and volunteers, we have already seen an approximate 20% increase in the number of households seeking food assistance since the federal government shut down in early October; and an approximate increase of 47% increase in the number of individuals served by our food

pantries. We expect that number to dramatically increase if SNAP benefits are not distributed in November.

21. This surge in demand is unsustainable for EBCAP. Our food pantries, Congregate Nutrition Program, Backpack Feeding Program, and related programs were designed and resourced to provide *supplemental* emergency food assistance, not to serve as the primary food source for thousands of households that have suddenly lost their SNAP benefits.

22. The dramatic increase in demand would rapidly deplete EBCAP's food inventory. We are already distributing food at a rate that far exceeds our normal pace, and our existing supply chains and purchasing arrangements were not designed to accommodate this level of sustained demand.

23. EBCAP will be forced to expend significant additional financial resources to purchase emergency food supplies to meet the increased demand and do our best to counteract the loss of SNAP benefits for those we serve. We will be forced to divert funds from other programs and services to ensure we can provide food to the families coming to our doors.

24. As of October 28, 2025, we have designated approximately \$85,000.00 in unrestricted funds on emergency food purchases in response to the exponential increase in need. This represents a diversion of resources from other critical programs, including health, youth education, senior services, workforce development, and overall fund development for the organization.

25. If the SNAP suspension continues, EBCAP will face impossible choices: either continue depleting our food inventory and financial reserves at an unsustainable rate or turn away hungry families who have nowhere else to turn. Neither option is acceptable, and both represent a fundamental frustration of EBCAP's core mission.

26. The increased demand will also place extraordinary strain on EBCAP's staff and volunteers. Our food pantry staff, who were already working at full capacity, will be forced to work longer hours and manage far greater numbers of clients than our operations were designed to handle.

27. We will be forced to reassign staff from other programs to help manage the food pantry operations if SNAP benefits are suspended. This will disrupt our other services and prevent us from fully delivering on our commitments to clients in our housing, community outreach, and safety net programs.

28. EBCAP's mission is to provide comprehensive support services that help individuals and families achieve stability and self-sufficiency. The SNAP suspension would undermine this mission by forcing us to operate in crisis mode, focusing all available resources on emergency food distribution while our other programs suffer.

29. The suspension of SNAP benefits would have significant impact on three of our core activities—food assistance, workforce development, and benefits navigation—and would threaten to overwhelm EBCAP's capacity from multiple directions, causing ongoing, irreparable harm to our organization and mission.

30. The harm to EBCAP will worsen each day that SNAP benefits are suspended. These diversions of staff time and financial resources impair EBCAP's ability to carry out its regular programs and thus frustrate our mission. We cannot sustain this level of emergency response without devastating consequences for our organization and the community we serve.

V. **THE HARM TO EAST BAY COMMUNITY ACTION PROGRAM AND ITS CLIENTS ABSENT A TRO WOULD BE IRREPARABLE**

31. The harms to EBCAP and our clients described above would be irreparable if SNAP benefits are halted. Each day that SNAP benefits remain suspended, more families will go hungry, more resources will be diverted from EBCAP's other critical programs, and more damage will be done to our ability to fulfill our mission of supporting individuals and families across the lifespan.

32. If EBCAP exhausts its food inventory and financial reserves, we may be forced to reduce or close our food pantry operations temporarily, leaving vulnerable families with no source of emergency food assistance. The harm to those families—and to EBCAP relationship with the community we have served for 60 years—would be irreparable.

33. Similarly, the disruption to EBCAP's educational, workforce development, and other programs caused by the need to divert resources to emergency food response and benefits navigation would cause irreparable harm to the individuals and families who depend on EBCAP's regular programs. Delays in education, job training, and support services can have lasting consequences that cannot be remedied later.

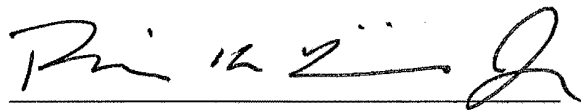
34. The uncertainty and crisis atmosphere created by the SNAP suspension also harm EBCAP's ability to maintain partnerships with food suppliers and community organizations, and plan effectively for our programs and services.

35. A temporary restraining order requiring USDA to immediately release November SNAP benefits would directly remedy the harms to EBCAP. SNAP recipients would receive their benefits, reducing the demand on EBCAP's food pantries and other programs to sustainable levels and allowing us to continue our normal operations and our full range of programs and services.

36. Without such relief, the harm to EBCAP will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for EBCAP to recover and restore our programs to their normal functioning.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

A handwritten signature in black ink, appearing to read 'Rilwan K. Feyisitan, Jr.', written over a horizontal line.

Rilwan K. Feyisitan, Jr.

President and Chief Executive Officer, East Bay Community Action Program

EXHIBIT 11

**DECLARATION OF KIMBERLY FERNANDEZ, EXECUTIVE DIRECTOR,
FEDERAL HILL HOUSE**

I, Kimberly Fernandez, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Executive Director of Federal Hill House (“FHH”), a multi-service community-based organization located in Providence, Rhode Island.

2. I have served as Executive Director of Federal Hill House since 2017. In this capacity, I have direct responsibility for overseeing FHH’s operations, programs, and services, and I am familiar with the needs of the individuals and families we serve. The facts set forth in this declaration are based on my personal knowledge, information provided to me by FHH staff in the course of their duties, and review of FHH’s records. If called as a witness, I could and would testify competently to the matters stated herein.

I. FEDERAL HILL HOUSE’S MISSION AND SERVICES

3. Federal Hill House is one of the oldest community centers in Providence, Rhode Island, having served as a second home to its neighbors for more than 138 years. Founded in 1887, FHH has a long history of serving low-income, immigrant, and limited English-speaking individuals and families in the City of Providence – first Irish immigrants, then Italians, and now community members from both near and far.

4. FHH’s mission is to help our neighbors in Federal Hill, Olneyville, and the surrounding community thrive, at every stage of life. We provide education, opportunities, and support across the lifespan of an individual, and often serve multiple

family members across programs and over time. We pride ourselves on being a place where people can access the resources that all of us need to thrive. We draw from and build upon the strengths of the people who come through our doors, whether they come to volunteer, access services, or join our programs.

5. Each year, FHH serves more than 7,500 households in Providence and the surrounding communities. Our core services include emergency food assistance, early childhood education, after school programs, parent education, youth workforce development, senior programs, free tax preparation, and various support services designed to help individuals and families achieve stability and self-sufficiency.

II. FEDERAL HILL HOUSE'S FOOD ASSISTANCE PROGRAMS

6. Food assistance is a critical component of FHH's services. FHH operates one of the busiest food pantries in Rhode Island—and until the end of 2024, operated a second food pantry that was the busiest in the entire state. From January 1 through October 28, 2025, FHH has provided emergency food assistance to 3,600 unique households through 19,046 visits, an 11% increase over the same period in 2024. At the FHH food pantry, individuals and families can access up to a week's worth of culturally responsive produce, meat, dairy, and non-perishables, and can visit twice each month. FHH's food pantry serves as an entry point for FHH's other programs and services, and for information and referrals to community resources and organizations through our family support team.

7. Many of the individuals and families we serve rely on both SNAP benefits and our food pantry services to meet their basic nutritional needs. The individuals and families who use FHH's food pantries include families with children, seniors

(42%), veterans, people with disabilities, immigrants with limited English proficiency, and other vulnerable populations struggling to afford adequate food. A substantial portion of our clients are SNAP recipients who use their benefits as their primary means of purchasing food, supplementing those benefits with emergency food assistance from our pantries when necessary.

8. In 2024, FHH food pantries served more than 7,000 unique households across more than 45,000 visits. We distributed more than 2,000,000 pounds of food to those families – valued at more than \$4 million. At the end of 2024, Federal Hill House had to give up operation of the Olneyville Food Center due to the financial constraints its operating costs placed on the rest of our programs and services. Despite our mission to respond to the directly-expressed needs of our community, we simply could not keep up with continuously rising demand for food assistance at two locations, and shifted our focus to our Swiss Street Food Pantry location, which is co-located with many of our other programs and services.

9. Demand for food assistance continues to rise. From January through September of 2025, compared with the same nine-month period for 2024, FHH's food pantry saw an 11% increase in unduplicated households; an 18% increase in total visits; a 32% increase in individual served per month; and a 18% growth in average visits per month. More than 1,200 unique households accessed our food pantry for the first time in 2024.

10. FHH's food pantry services are already operating at capacity. We carefully manage our food inventory, volunteer schedules, and distribution operations to

efficiently serve the existing demand from our community. In addition to at least two staff members supporting pantry operations at all times, and a driver to pick up daily food donations, we rely on an average of ten volunteers at any given time when the pantry is open or food is being delivered or restocked.

III. FEDERAL HILL HOUSE'S CLIENTS WHO ARE SNAP RECIPIENTS

11. Based on my knowledge of our client population and information gathered from intake procedures and client interactions, I estimate that approximately 75% of the households served by FHH's food pantry include at least one member who receives SNAP benefits. Of the individuals and households served by FHH's other programs and services, the overwhelming majority are low or extremely low-income, meaning they are also likely eligible for SNAP benefits.

12. For many of these households, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer ("EBT") cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.

13. Many of our clients live paycheck to paycheck with no savings or financial cushion. Many are on fixed incomes due to their age or disability. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families, and to manage their other basic needs such as housing, transportation, and healthcare.

**IV. INJURY TO FEDERAL HILL HOUSE FROM SNAP BENEFIT
SUSPENSION**

14. On October 10, 2025, USDA issued a letter to all State SNAP agencies directing them to “hold their November issuance files and delay transmission to State EBT vendors until further notice.” This directive will prevent Rhode Island and other states from issuing SNAP benefits that were already calculated and ready for distribution to approximately 42 million individuals nationwide, including approximately 140,000 SNAP recipients in Rhode Island, 46,000 of whom are children.

15. USDA stated in its letter that if the lapse in appropriations continues, there will be “insufficient funds to pay full November SNAP benefits.” However, USDA did not cite any legal authority for its directive and did not explain why it could not use available contingency funds and appropriations to continue SNAP benefits, as it reportedly has done for the WIC program.

16. As a direct and immediate result of USDA’s October 10, 2025 directive, and its October 24, 2025 memo formally suspending SNAP benefits, SNAP benefits will not be available to recipients in Rhode Island beginning November 1, 2025.

17. The suspension of SNAP benefits will cause immediate and severe harm to FHH and our ability to fulfill our mission. Specifically:

18. We have already seen a dramatic increase in demand in our food pantry since the news came out that SNAP benefits would not be released for November 1. During the week of October 20, we had three out of four days with more than 140 visits, a record for our pantry. We have had to divert employees and volunteers from other programs, particularly our family support team and senior services, to manage

this influx. This disruption impairs our ability to carry out other essential services and strains our limited administrative and financial resources.

19. FHH expects to experience a dramatic and unprecedented increase in demand for emergency food assistance at our food pantry after November 1. Individuals and families who normally rely on SNAP benefits to purchase food will be forced to turn to emergency food sources to avoid going hungry. Individuals and families who already rely on our food pantry once a month will return for a second time each month. We anticipate that seniors who rely on SNAP will come for a hot lunchtime meal through our congregate meal site instead, forcing FHH to spend unbudgeted funding on food and staff to meet the increased demand.

20. Based on reports from our food pantry coordinator and other FHH staff members, FHH clients across programs have expressed panic and desperation about the pending cuts, not knowing how they will feed their children or themselves without their SNAP benefits. We know from our experience when the Covid-19 emergency SNAP benefits were terminated towards the end of 2023 that demand increases at our food pantry – in 2024, we served 1,635 more unique households over 3,909 more visits than in 2023, which was already a higher number of visits than in 2022 and each year prior.

21. This surge in demand is unsustainable for FHH. Our food pantry is designed and resourced to provide *supplemental* emergency food assistance, not to serve as the primary food source for thousands of households that have suddenly lost their SNAP benefits.

22. The dramatic increase in demand would rapidly deplete FHH's food inventory, which already includes daily deliveries that are completely distributed before the next delivery arrives. We are already distributing food at a rate that far exceeds our normal pace, and our existing supply chains were not designed to accommodate this level of sustained demand. For context – so far in 2025 we've distributed 623,147 pounds of food, at a value of \$1,227,600.

23. FHH will be forced to expend significant additional resources to secure emergency food supplies to meet the increased demand and do our best to counteract the loss of SNAP benefits for those we serve. We will be forced to divert staff time and funds from other programs and services to ensure we can provide food to the families coming to our doors. We will also be forced to divert fundraising efforts by agency administration and development to respond to this need, rather than to raise support for our portfolio of important programs and services.

24. As of October 28, we have already diverted staff and volunteers from other programs to support food pantry operations, and from our administrative and development team to attempt to secure food and financial resources to meet the demand. For example, our family support team is designed to circulate across FHH programs to offer resources and support, but instead is stationed primarily in our food pantry to assist clients accessing both food and resources.

25. If the SNAP suspension continues, FHH will be forced to turn away hungry families who have nowhere else to turn for food. This is not acceptable, represents a fundamental frustration of FHH's core mission, and will prevent FHH from offering

additional programs, services, and resources that can help hungry individuals and families in other areas of their lives (housing, education, healthcare, transportation, workforce development, etc.). We will also be forced to limit our food distribution to once per month, reducing by half the amount of food that individuals and families can access to supplement their nutritional needs.

26. The increased demand will also place extraordinary strain on FHH's staff and volunteers. Our food pantry staff, who are already working at full capacity, will be forced to work longer hours and manage far greater numbers of clients than our operations were designed to handle. Our volunteers, many who are retired or have disabilities, will be asked to volunteer longer hours with more manual labor and increased demands for customer service, putting them at risk for strain and burnout.

27. We will be forced to reassign staff from other programs to help manage the food pantry operations if SNAP benefits are suspended. This will disrupt our other services and prevent us from fully delivering on our commitments to clients in our senior programs, parent education, and family support programs.

28. Although we understand that community members and philanthropic organizations are stepping up to donate to food banks and food pantries like ours in this time of need, we have no expectation that donations will close the gap that SNAP benefits typically provide. I am aware that the national Feeding America food bank network, for example, states that for every meal that its network provides, SNAP provides nine. Even if we saw exponential growth in support, we would not be able to scale our food assistance operations without significant cuts to our other

programming due to staff and space limitations. In addition, without SNAP benefits, food insecure families will not have the choice they deserve to select what they need to eat for any number of reasons, including health and cultural preference. We anticipate that a “surge” in emergency support from philanthropy will focus on staple items, reduce “shoppers’ choice” (a very successful food pantry model where clients select their own food items), and reduce the percentage of food available that is fresh and culturally responsive, which are the items with the highest demand at our pantry but also more costly to purchase.

29. FHH’s mission is to provide comprehensive support services that help individuals and families achieve stability and self-sufficiency. The SNAP suspension would undermine this mission by forcing us to operate in crisis mode, focusing all available resources on emergency food distribution while our other programs suffer.

30. The harm to FHH will worsen each day that SNAP benefits are suspended. These diversions of staff time and financial resources impair FHH’s ability to carry out its regular programs and thus frustrate our mission. We cannot sustain this level of emergency response without devastating consequences for our organization and the community we serve. We also anticipate that clients in our other programs and services may no longer be able to afford the transportation it takes to participate in senior center activities and parent education programs, or to pick their children up from after school, or to pay tuition or co-pays for childcare. Families across our programs who receive SNAP benefits are worried that they will have to

chose between food and medicine, food and housing, food and transportation, or food and programs / services for their child(ren).

V. FEDERAL HILL HOUSE'S CLIENTS WOULD BE SUBJECT TO ABAWD WORK REQUIREMENTS

31. Rhode Island received approval from USDA's Food and Nutrition Service for a partial ABAWD waiver effective March 1, 2025, through February 28, 2026. This waiver was granted based on the lack of sufficient jobs for ABAWDs in nine Rhode Island municipalities, including Providence, and was intended to ensure that individuals who want to work but cannot find adequate employment would not lose their food assistance.

32. FHH serves a significant population of individuals who will be subject to ABAWD work requirements when the waiver expires. These individuals—able-bodied adults without dependents between the ages of 18 and 64—are subject to a time limit on their SNAP benefits unless they meet certain work requirements or live in an area covered by a waiver of those requirements.

33. In addition to suspending SNAP benefit issuances during the shutdown, USDA has also terminated Rhode Island's ABAWD waiver effective November 2, 2025. This termination occurred despite the fact that Rhode Island's waiver had been approved through February 28, 2026, and was based on USDA's own finding that Rhode Island lacks sufficient jobs for ABAWDs.

VI. INJURY TO FEDERAL HILL HOUSE FROM ABAWD WAIVER TERMINATION

34. USDA's termination of the ABAWD waiver means that able-bodied adults without dependents in Rhode Island who do not meet work requirements will

begin losing their SNAP benefits after three months, even if they want to work but cannot find adequate employment.

35. The termination of the ABAWD waiver independently harms FHH because it means that even if the immediate SNAP suspension is resolved, a significant portion of our client population subject to ABAWD requirements will face loss of benefits in the coming months.

36. Many of the FHH clients who are subject to ABAWD requirements face barriers to employment, including limited English proficiency, lack of transportation, physical or mental health challenges that do not rise to the level of disability, lack of work experience, or criminal records that make finding employment extremely difficult.

37. We also anticipate that our staff will be inundated with requests for assistance navigating new ABAWD requirements. We are building capacity to provide this type of assistance as part of our family support team, stationing them in our food pantry to help clients access community resources and support. We did not expect that Rhode Island's waiver would be terminated until the end of February and have not yet developed plans for educating our clients about how the waiver's termination will affect their work requirements. USDA's sudden termination of the waiver requires us to expend time and resources educating ourselves about these changes, training staff members to assist clients with these changes, developing operational infrastructure, including technology, to support changing reporting requirements, and educating clients that our support will be available. We are already stretched

thin and will have to divert resources from our parent education and family support programs to meet this need.

38. The termination of the ABAWD waiver will result in an entire category of individuals losing SNAP benefits four months earlier than expected and turning to FHH's food pantries for emergency assistance. For the same reasons that a suspension of SNAP benefits during the shutdown will frustrate FHH's mission and force us to divert resources in response, the early waiver termination will also increase demand on our already-strained resources and prevent us from effectively serving our community.

39. We will need to significantly expand our food assistance operations to fill even some of the gap for ABAWDs losing their benefits under the waiver termination. Although we would have had to make adjustments for the eventual termination on February 28, 2026, the extra four months of emergency support that we will need to provide will be a substantial drain on our resources, and our other programs and mission will suffer as a result.

40. The waiver termination's significant impact on two of our core activities—food assistance, and support accessing community resources, including benefits—threatens to overwhelm FHH's capacity from multiple directions and causes ongoing, irreparable harm to our organization and mission.

VII. THE HARM TO FEDERAL HILL HOUSE AND OUR CLIENTS ABSENT A TRO WOULD BE IRREPARABLE

41. The harms to FHH and our clients described above would be irreparable if SNAP benefits are suspended or if Rhode Island's waiver is terminated early. Each

day that SNAP benefits remain suspended, and each additional day that ABAWDs are at risk of losing their SNAP eligibility, more families will go hungry, more resources will be diverted from FHH's other critical programs, and more damage will be done to our ability to fulfill our mission of supporting individuals and families across the lifespan.

42. If FHH exhausts its food inventory and financial resources, we may be forced to reduce or close our food pantry operations temporarily, leaving vulnerable families with no source of emergency food assistance. The harm to those families—and to FHH's relationship with the community we have served for 138 years—would be irreparable. It would also prevent individuals and families from accessing other critical programs and services through FHH, which relies on the food pantry as a main point of entry to our services.

43. Similarly, the disruption to FHH's educational and other programs caused by the need to divert resources to emergency food response or ABAWD-specific compliance and benefits access would cause irreparable harm to the individuals and families who depend on FHH's regular programs. Delays in education and support services can have lasting consequences that cannot be remedied later.

44. The uncertainty and crisis atmosphere created by the SNAP suspension and ABAWD waiver termination also harm FHH's ability to maintain partnerships with food suppliers and community organizations, and plan effectively for our programs and services. It also impairs our ability to raise critical funds for other important programs and services that rely on philanthropic support.

45. A temporary restraining order requiring USDA to immediately release November SNAP benefits and to restore Rhode Island's ABAWD waiver would directly remedy the harms to FHH. SNAP recipients would receive their benefits, reducing the demand on FHH's food pantries to sustainable levels and allowing us to continue our normal operations and our full range of programs and services.

46. Without such relief, the harm to FHH will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for FHH to recover and restore our programs to their normal functioning. The same is true for each day that FHH needs to absorb the responsibility of providing food and benefits assistance to ABAWDs affected by Rhode Island's early waiver termination.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.


Kimberly Fernandez
Executive Director, Federal Hill House

EXHIBIT 12

**DECLARATION OF BONNIE PIEKARSKI, EXECUTIVE DIRECTOR,
THE MILAGROS PROJECT**

I, Bonnie Piekarski, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Executive Director of The Milagros Project (“TMP”), a community-based organization located in Woonsocket, Rhode Island.

2. I co-founded TMP in 2020 to provide direct food assistance to local residents during the COVID-19 epidemic. While initially just a small project in Woonsocket, we now assist people who are food insecure throughout the northern part of the state, including the City of Providence.

3. I have served as Executive Director of The Milagros Project since its inception in 2020. In this capacity, I have direct responsibility for overseeing TMP’s operations, programs, and services, and I am familiar with the needs of the individuals and families we serve.

4. The facts set forth in this declaration are based on my personal knowledge, information provided to me by TMP volunteers in the course of their duties, and review of TMP’s records. If called as a witness, I could and would testify competently to the matters stated herein.

I. THE MILAGROS PROJECT’S MISSION

5. The primary purpose of The Milagros Project is to provide food to the most at-risk citizens in Woonsocket and the surrounding area. This includes individuals and families who receive SNAP benefits but still need supplemental food assistance to survive.

6. TMP serves approximately 150 people each week, primarily providing food through our food pantry. We also provide a hot lunch on Saturdays to about 150-180 individuals and families.

7. We offer a unique social service by serving people in need of emergency food assistance with virtually no administrative barriers to recipients.

8. We work collaboratively with local elected officials from both political parties to serve our community.

9. TMP relies exclusively on volunteers to operate; no one receives a salary or wages. There are six core team members and ten youth volunteers. We rely on financial donations to cover rent, utilities, emergency assistance, and food.

II. THE NEED

10. According to Rhode Island Kids Count, approximately 33 % of the population in Woonsocket has income below the federal poverty level; the median income is \$45,000 per year.

11. In the past year and a half, the number of people receiving food assistance from TMP has doubled; about a quarter of the population we serve are children under age 18.

12. If needy individuals and families lose their SNAP benefits, there is no other low-barrier, community-based organization besides TMP that can that provide them with food.

13. The suspension of SNAP benefits will cause immediate and severe harm to TMP and our ability to fulfill our mission. Specifically, our tiny volunteer staff has

been working frantically to find alternative sources of food by this Saturday, November 1, 2025, to meet the anticipated additional need. There is about \$7,500 left in our emergency fund, which could be depleted within the next two months.

14. The increased demand will place extraordinary strain on TMP's staff and volunteers. Our volunteers, who are already stretched too thin, will be forced to work longer hours and manage far greater numbers of clients than our operations were designed to handle. Our volunteers will be asked to volunteer longer hours with more manual labor and increased demands for customer service, putting them at risk for strain and burnout.

15. If the SNAP suspension continues, TMP will be forced to turn away hungry families who have nowhere else to turn for food. This is not acceptable, represents a fundamental frustration of TMP's core mission, and will prevent TMP from offering additional programs, services, and resources that can help our community thrive.

16. This additional burden will also interfere with our ability to carry out our others programs, as TMP will be forced to diver all of its resources and staff time to address the increased need for food assistance.

17. For example, TMP may be forced to end our nonviolence program which we offer for youth in Woonsocket, which we created in August 2024. In that program, we work with youth in the city who are justice-impacted and provide them with re-entry services as well as nonviolence training for those charged with nonviolent offenses.

18. Similarly, TMP has coordinated events to meet the needs of the community in Woonsocket, including backpack giveaways, where children are provided backpacks filled with all the supplies they would need to start the school year right, and haircuts to start the new school year.

19. If SNAP benefits are suspended, we will be forced to divert resources away from these and other programs to meet the increased need for food assistance, which will be a loss for communities in Woonsocket and harm TMP's core mission.

**III. THE HARM TO THE MILAGROS PROJECT AND OUR CLIENTS
ABSENT EMERGENCY RELIEF WOULD BE IRREPARABLE**

20. The harms to TMP and our clients described above would be irreparable if SNAP benefits are suspended or if Rhode Island's waiver is terminated early. Each day that SNAP benefits remain suspended, and each additional day that ABAWDs are at risk of losing their SNAP eligibility, more families will go hungry.

21. People will have to choose between eating and paying their rent; this will likely contribute to an increase in the homeless population, exacerbating social stresses and negatively impacting the mental health of people we serve.

22. If our emergency fund is depleted, we will be forced to reduce or close our food pantry operations temporarily, leaving vulnerable families with no source of emergency food assistance. The harm to those families—and to TMP's relationship with the community – would be irreparable.

23. A temporary restraining order requiring USDA to immediately release November SNAP benefits would directly remedy the harms to TMP. SNAP recipients

would receive their benefits, reducing the demand on TMP's food pantries to sustainable levels and allowing us to continue our normal operations and our full range of programs and services.

24. Without such relief, the harm to TMP will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for TMP to recover and restore our programs to their normal functioning

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

/s/ Bonnie Piekarski
Bonnie Piekarski, Executive Director

EXHIBIT 13

**DECLARATION OF CORTNEY NICOLATO, PRESIDENT AND CEO,
UNITED WAY OF RHODE ISLAND**

I, Cortney M. Nicolato, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the President and CEO at United Way of Rhode Island ("UWRI"), a multi-service community-based organization located in Providence, Rhode Island.

2. I have served as President and CEO at United Way of Rhode Island since 2018. In this capacity, I have direct responsibility for overseeing UWRI's operations, programs, and services, and I am familiar with the needs of the individuals and families we serve. The facts set forth in this declaration are based on my personal knowledge, information provided to me by UWRI staff in the course of their duties, and review of UWRI's records. If called as a witness, I could and would testify competently to the matters stated herein.

I. UNITED WAY OF RHODE ISLAND'S MISSION AND SERVICES

3. From our inception in 1926, United Way of Rhode Island has effectively moved people from crisis to stability while working to shore up the systems that provide support across the community. United Way of Rhode Island is a proud member of the National Council of Nonprofits.

4. United Way of Rhode Island is uniting our community and resources to build racial equity and opportunities for all Rhode Islanders. As a member of the world's largest nonprofit network, we bring together individuals, business, nonprofit, community leaders and government to tackle the root causes of inequity and achieve

specific, measurable goals. Our programs include 211, the statewide front door connecting Rhode Islanders with social services, resources, and vital programs. Both directly and through grants to nonprofits, we are investing to build economic opportunity, advance childhood learning, expand philanthropy, and drive policy and participation.

5. Each year, United Way connects hundreds of thousands of Rhode Islanders to critical resources that support every aspect of their wellbeing. Through our contact centers, outreach teams, and VITA programs we provide assistance to families and individuals across Rhode Island that helps secure pathways to lasting stability.

II. UWRI'S FOOD ASSISTANCE PROGRAMS

6. Assisting members of the community in receiving SNAP benefits is a critical component of services provided by UWRI. In SFY25, our efforts helped more than 9,000 households understand their SNAP eligibility and over 300 households complete or renew applications, concrete steps toward reducing food insecurity. In addition, more than 3,200 residents received factual, easy to understand information about SNAP, ensuring that families who may not yet be ready to apply left with empowering knowledge about their options. Lastly, in 2025 there has been over 6,200 contacts seeking information on food resources, a 26% increase from the previous year.

7. Our 211, ADRC, and Community Outreach teams play a pivotal role in food assistance, serving as the first point of contact for residents seeking help with food access. Call specialists and resource navigators provide factual information

about SNAP, explain eligibility criteria, and make direct referrals to SNAP outreach staff for application or recertification assistance. In addition to phone and online assistance, all three teams also provide in-person application support for walk-in clients at the United Way offices in Providence and at over 40 outreach events per month across the state of Rhode Island.

8. In 2024 we provided information and assistance to more than 100,000 Rhode Islanders across more than 40 sites and calls.

9. Our contact centers have already seen an increase in food requests with food-related needs in the wake of the government shutdown, surpassing rent and utility assistance for the top spot this week. Additionally, on October 27th, 90% of contacts were in search of food assistance.

10. In examining our clients served, in 2025 food related needs rose 15% in our contact centers and SNAP outreach contacts rose over 200%.

III. INJURY TO UWRI FROM SNAP BENEFIT SUSPENSION

11. The suspension of SNAP benefits will cause immediate and severe harm to UWRI and our ability to fulfill our mission. Specifically:

12. Should SNAP be unavailable, the impact on Rhode Island's communities, and on United Way's frontline teams, would be immediate and profound. Families would lose a vital source of nutrition support, forcing them to make impossible choices, whether to pay rent or buy groceries, whether to heat their homes or put food on the table. These tradeoffs are not theoretical; they are decisions that low-income Rhode Islanders already face on tight budgets.

13. Without SNAP benefits to help stabilize household food access, the “heat or eat” dilemma would become a daily reality for thousands. Parents would skip meals so their children could eat. Seniors living on fixed incomes would ration medication to afford food. Workers would come to their shifts hungry, exhausted, and less able to focus or stay healthy. Community food pantries and mutual aid networks, already stretched thin, would face overwhelming demand.

14. Based on reports, our contact centers have already seen an increase in food requests with food related needs, and have become the top concern of people who reach out to UWRI for assistance. We anticipate these numbers will continue to increase within our contact centers and outreach teams if SNAP benefits are withheld and families find themselves in an impossible situation, determining how to feed themselves and their families.

15. This surge will be unsustainable as resources will continue to be depleted at food pantries.

16. A sudden loss of SNAP would create demand for food assistance that would skyrocket overnight. Our partners are already moving food faster than ever before, and even with our strong 211 network and community partnerships, the calls for help would far outpace what local food systems can sustain. We would be facing a volume of need that no single organization, no matter how dedicated, could meet alone.

17. When individuals lose SNAP benefits, they turn to trusted organizations like United Way for help understanding what happened and what to do next. The

influx of calls, emails, and in-person visits would require exorbitant additional staff hours across multiple departments. Our contact center specialists would need to spend more time on each call explaining complex policy changes, walking clients through new eligibility rules, and connecting them to alternative food and employment resources. Outreach staff would need to expand their schedules to attend additional community events and respond to partner requests, while program managers would need to divert capacity from other critical initiatives to coordinate this emergency response.

18. For United Way, this would also create significant strain on our 211 and ADRC teams, who would see a surge in calls from desperate households seeking help that may no longer exist. Every day, these teams serve as the connective thread between Rhode Islanders in crisis and the resources that sustain them. If SNAP were unavailable, the phone lines and inboxes would fill with voices of fear and uncertainty—parents trying to stretch a few remaining groceries, seniors deciding between food and life-saving medication, and families suddenly unsure how they will make it through the week.

IV. HARM TO UWRI FROM ABAWD WAIVER TERMINATION

19. USDA's termination of the ABAWD waiver means that able-bodied adults without dependents in Rhode Island who do not meet work requirements will begin losing their SNAP benefits after three months, even if they want to work but cannot find adequate employment.

20. UWRI serves a significant population of individuals through its contact centers and outreach teams who will be subject to ABAWD work requirements when

the waiver expires. These individuals—able-bodied adults without dependents between the ages of 18 and 64—are subject to a time limit on their SNAP benefits unless they meet certain work requirements or live in an area covered by a waiver of those requirements.

21. The anticipated removal of Rhode Island's ABAWD time-limit waiver will have a profound effect on individuals who rely on SNAP for their most basic nutritional needs. If this waiver is removed, a large number of people will lose their SNAP benefits, often suddenly and without clear understanding of why. Many of those affected will experience confusion, fear, and frustration as they try to interpret complex eligibility rules and meet new participation requirements.

22. The removal of the ABAWD waiver and the resulting loss of SNAP benefits for many Rhode Islanders would create a significant financial and operational burden on United Way of Rhode Island. As the state's primary connector through 211, the Aging and Disability Resource Center, and our Community Outreach and Impact teams, we would face an unprecedented surge in demand for assistance, guidance, and case support.

23. The termination of the waiver will also trigger a surge in individuals urgently seeking appropriate work or volunteer opportunities in order to retain their benefits. As the operator of the state's only 211 Contact Center and Aging and Disability Resource Center (ADRC), as well as through our Community Outreach and Impact teams, United Way of Rhode Island serves as a central access point for residents seeking help with benefits, employment, and community resources.

24. The removal of the ABAWD waiver would lead to a significant increase in the number of individuals contacting 211 and ADRC for factual information, referrals, and direct support, as well as a rise in in-person visits and outreach requests. Staff would face an influx of calls and cases requiring complex explanations of new rules, employment requirements, and reinstatement procedures. This would not only strain our contact center capacity but also extend to our outreach, community impact, and partnership networks, as more residents seek urgent help navigating an unfamiliar and often intimidating process and we are forced to divert resources from other programs to meet those needs.

25. This heightened demand would stretch our human and financial resources beyond sustainable limits. Overtime costs would rise, staff fatigue and burnout would increase, and our ability to maintain timely responses across all 211 and ADRC call categories would decline. In effect, a single policy shift could disrupt the entire ecosystem of assistance that United Way provides to tens of thousands of Rhode Islanders every year.

26. The ripple effect would extend to our core mission work. Programs that focus on long-term stability, such as financial empowerment, education, workforce development, and equity initiatives, would experience reduced capacity as staff are redirected to meet the urgent and immediate demand for food and benefits support. Partnerships that rely on our leadership and coordination could slow or stall, affecting progress across the broader community impact landscape.

V. HARM TO UNITED WAY OF RHODE ISLAND WILL BE IRREPARABLE ABSENT A TRO

27. The harms to UWRI and our clients described above would be irreparable if SNAP benefits are suspended or if Rhode Island's ABAWD waiver is terminated early. For United Way staff, the emotional toll would be profound. Our 211 and ADRC specialists, who take thousands of calls each year, would bear the heartbreak of listening to residents describe their hunger and knowing that fewer options exist to help them. Outreach staff, accustomed to connecting people to practical solutions, would find themselves in the painful position of having to say, "there's nothing available right now." The weight of those conversations cannot be overstated. It erodes morale, contributes to burnout, and challenges the very mission that drives our team—to ensure that everyone in Rhode Island can meet their basic needs.

28. United Way of Rhode Island's mission is to build stable communities where every person has the opportunity to thrive. A suspension or loss of SNAP would directly undermine that mission, forcing us and our partners to shift from long-term, empowerment-focused work to constant crisis response. Instead of helping families move toward stability and self-sufficiency, we would be consumed with meeting urgent, short-term needs—diverting staff, funding, and energy away from the broader programs that strengthen our community.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.



Cortney M. Nicolato
President and CEO, United Way of Rhode Island

EXHIBIT 14

DECLARATION OF PATRICK CHEATHAM, OWNER,
BLACK SHEEP MARKET

I, Patrick Cheatham, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Owner of Black Sheep Market, a meat market with two locations in Greenville, South Carolina and Laurens, South Carolina.

2. The facts set forth in this declaration are based on my personal knowledge, information provided to me by Black Sheep Market staff in the course of their duties, and review of Black Sheep Market records.

3. I spent years working in grocery stores as a meat cutter before opening Black Sheep Market in Greenville in 2021. My goal was to utilize my skills to provide something to my community during the pandemic, as opposed to catering to high-end customers like many of the grocery stores I had worked in.

4. I pride myself on providing quality meat for people on an everyday budget, and my business model is built with affordability in mind. For example, we operate on a commercial market instead of local farm to table meat, and our customers have agreed to purchase their food products in the manufacturer's packaging. That allows us to keep our labor and packaging costs down and focus on selling high volumes rather than making a margin on each individual purchase.

5. In addition to fresh meat, Black Sheep Market offers vegetables such as onions, potatoes, and carrots. We also carry in-season fruit.

6. We employ nine people at our Greenville location, which opened in 2021, and three people at our Laurens location, which just opened in August 2025.

7. Because of our competitive pricing and our locations, most of our customer base is low-income. In fact, community resource programs and churches often refer low-income individuals to shop at Black Sheep.

8. At our Greenville location, we accept SNAP benefits. We have also partnered with South Carolina's Healthy Bucks Program, which allows SNAP recipients to obtain additional fresh fruits and vegetables when they use their benefits to purchase fresh produce.

9. We applied to accept SNAP benefits at our new Laurens location as well, but because of the federal government shutdown, we have not yet received approval. We have had to turn customers away because of it.

10. We also started a "Meat Mobile" program in 2022. On weekends, we fill up our refrigerated truck with hundreds of pounds of beef, chicken, and pork and travel to low-income communities and food deserts where buying those products is not affordable or accessible. We accept SNAP benefits at our designated mobile pick-up sites.

11. Over the course of the past year, about 40 percent of our revenue came from transactions paid for with an Electronic Benefits Transfer card loaded with SNAP benefits. We make 50 to 60 thousand dollars in sales per week, so the total amount of SNAP sales is significant. And because we operate on very slim profit margins, SNAP recipients are the customers that keep our doors open.

12. With SNAP funds set to be suspended on November 1, 2025, we expect to lose the 40 percent of our revenue that is paid by SNAP benefits. That will cause substantial harm to our business that cannot be recovered.

13. The uncertainty and crisis atmosphere created by the SNAP suspension also harm our ability to maintain partnerships with our suppliers and community organizations, and to plan effectively for our day-to-day operations. We will likely have to cut back our employees' hours, which will in turn make it more difficult for our employees to make ends meet. We had to make similar adjustments to our labor force during the last emergency that our community faced: Hurricane Helene in 2024.

14. I am especially concerned about the impact that the loss of SNAP benefits will have on members of my community who depend on them for daily nutritional needs. I opened my business to help serve these needs, but I am powerless to do that if my customers do not have the resources to pay for affordable groceries.

15. The harm to Black Sheep Market will worsen each day that SNAP benefits are suspended. A temporary restraining order requiring USDA to immediately release November SNAP benefits would directly remedy the harms to Black Sheep Market.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

Signed by:

A09FEF8791554E8...
Patrick Cheatham
Owner, Black Sheep Market

EXHIBIT 15

**DECLARATION OF ABBY BIBERMAN, ASSOCIATE DIRECTOR,
PUBLIC BENEFITS UNIT, NEW YORK LEGAL ASSISTANCE GROUP**

I, Abby Biberman, hereby declare as follows:

1. I am the Associate Director of the Public Benefits Unit (“PBU”) at the New York Legal Assistance Group (“NYLAG”). I submit this declaration in support of Plaintiffs’ application for a temporary restraining order and motion for a stay pursuant to 5 U.S.C. § 705 or a preliminary injunction in this matter.

2. I have served as Associate Director of the PBU since 2022. I have been an attorney in other positions at NYLAG since 2011.

3. In my capacity as Associate Director of PBU, I have direct responsibility for overseeing PBU’s operations, programs, and services, and I am familiar with the needs of the individuals and families we serve. The facts set forth in this declaration are based on my personal knowledge, information provided to me by NYLAG staff in the course of their duties, and review of NYLAG’s records. If called as a witness, I could and would testify competently to the matters stated herein.

4. NYLAG uses the power of the law to help New Yorkers in need combat social, racial, and economic injustice. We address emerging and urgent legal needs with comprehensive, free civil legal services, impact litigation, policy advocacy, and community education. NYLAG serves immigrants, seniors, the homebound, families facing foreclosure, renters facing eviction, low-income consumers, those in need of government assistance, children in need of special education, domestic violence victims, persons with disabilities, patients with chronic illness or disease, low-wage workers, low-income members of the LGBTQ community, Holocaust survivors, and

veterans, as well as others in need of free legal services. NYLAG impacted the lives of nearly 130,000 individuals in 2024.

5. NYLAG's Public Benefits Unit serves clients who are experiencing barriers to accessing and maintaining public benefits, including Public Assistance, SNAP, appropriate shelter, Section 8, Medicaid, Homecare, Social Security Disability, Supplemental Security Income, and Veterans' Benefits. We also prepare medical and financial advance planning documents for clients in need. In New York City, where the high cost of living is coupled with a level of benefits insufficient to meet basic needs, we serve clients with overlapping needs related to food scarcity, housing instability, and homelessness.

NYLAG's SNAP Practice

6. NYLAG's Shelter and Economic Stability Project represents clients having trouble accessing or maintaining public assistance, SNAP benefits, related housing subsidies, and appropriate shelter. We represent clients at Administrative Fair Hearings and conduct advocacy with the Department of Social Services and bring impact litigation to ensure that our clients are obtaining and maintaining an adequate level of benefits. We also provide legal services and advocacy to low-income people in and trying to access homeless shelter placements in New York City.

7. PBU's staffing consists of 22 attorneys and 9 paralegals who serve clients across New York City, in Westchester, and Long Island, who are experiencing barriers to accessing and maintaining public benefits. Within this Public Benefits Unit, our Shelter and Economic Stability Project is staffed by a dedicated team of 6

attorneys and 3 paralegals who focus exclusively on issues related to public assistance, SNAP benefits, and access to shelter.

8. Since the beginning of 2024, NYLAG has handled over 1300 cases related to public assistance and SNAP benefits and served approximately 3575 clients experiencing problems with their public assistance and SNAP benefits.

9. PBU partners with several community-based organizations to provide on-site staffing and direct legal services to their members. These organizations are typically located in the neighborhoods where our clients live or spend time and are often visited for services like food pantries or mobile soup kitchens. Clients are referred to NYLAG when they face issues such as wrongful denial of benefits, including SNAP; receiving insufficient benefit amounts, including SNAP; or other barriers to accessing public benefits, including SNAP. We also assist clients who need in-depth consultations, legal analysis, or personalized advice based on their specific circumstances, including about eligibility for benefits like SNAP and public assistance.

10. PBU also conducts intakes through our dedicated phone line, completing them over the phone or in person when necessary. And we receive internal referrals from other NYLAG units when a client is already receiving legal representation for a different matter. These internal referrals are prioritized in alignment with our commitment to providing holistic legal support.

11. PBU is supported through a combination of program-specific grants and other funding.

Food Insecurity in New York City

12. SNAP plays a critical role in addressing hunger and food insecurity in the community that NYLAG serves. SNAP is the first line of defense against hunger for low-income residents. NYLAG sees firsthand what happens when low-income people lose their SNAP benefits and the effects it has on their lives. Many of these recipients are elderly or live with disabilities, and when their SNAP is discontinued, they don't know where to turn to access food.

13. In a city of roughly 8 million people, almost 1.3 million New York City residents are currently struggling to feed themselves and their families.¹ Indeed, 1 in 5 children in New York City are suffering from food insecurity.² In 2023 alone, 31% of adult New Yorkers and 44% of families with children in New York City experienced food hardship.³ Since the pandemic, the situation has grown more dire, as 1 in 3 New Yorkers have relied on a food pantry over a three-year period post-pandemic, and monthly visits to soup kitchens and food pantries across the City are up 75%.⁴

14. These statistics do not affect the City's diverse population equally. Unsurprisingly, families and communities of color face higher levels of hunger.⁵ Similarly, rates of diabetes and hypertension, which are closely linked to nutritional intake, are higher among people of color.⁶ In fact, people of color are twice as likely to experience diabetes compared to their White neighbors.⁷

¹ <https://www.cityharvest.org/hunger-in-nyc/>

² *Id.*

³ <https://robinhood.org/reports/poverty-tracker-spotlight-food-assistance-nyc-pantry-system/>

⁴ *Id.*

⁵ <https://www.nyc.gov/assets/foodpolicy/downloads/pdf/nycfoodbythenumbers.pdf>

⁶ *Id.*

⁷ *Id.*

15. Community health is inextricably linked to adequate nourishment, and research overwhelmingly demonstrates that food insecurity has significant health and economic consequences.⁸ In adults, the medical implications of inadequate nutrition include, but are not limited to, diabetes, obesity, heart disease, depression, and fatigue.⁹ In children, the consequences extend to low birth weights and delayed cognitive development.¹⁰ Such health concerns can then lead to lowered productivity and higher medical costs.¹¹ In contrast, children who are well fed do better in school; seniors with adequate food access need not make the choice between feeling nourished and purchasing other necessities; families that are satiated thrive.

Harms to NYLAG from Recipients' Loss of SNAP Benefits

16. If SNAP recipients do not receive their November benefits, and/or if the USDA prematurely terminates the existing waiver of federal work requirements for Able-Bodied Adults Without Dependents (ABAWD), the effects on the community of NYLAG clients will be catastrophic. This, in turn, will place a substantial burden on NYLAG, causing harm to our organization.

17. First, we expect that the number of clients seeking advice and counsel about the cessation of their benefits will be overwhelming. These clients rely on the delivery of SNAP each month to meet their basic subsistence needs. When clients do not receive their benefits for November and do not understand why, they will reach out directly to NYLAG in unprecedented numbers. We expect that our intake lines

⁸ <https://www.harvesters.org/Learn/How-Many-are-Hungry/The-Impact-of-Hunger>

⁹ *Id.*

¹⁰ *Id.*

¹¹ *Id.*

and community clinics will be swamped. NYLAG staff and our intake hotlines have already received many frantic calls from current NYLAG clients and community members who are desperately worried about how they will feed themselves and their families if November SNAP benefits are not issued.

18. Simultaneously, our public benefits staff will need to help our current NYLAG clients understand the letters they will receive from the NYC Human Resources Administration (HRA) regarding newly applicable work requirements. NYLAG attorneys and paralegals will also be required to assess each client's eligibility for an exemption from work requirements, and to assist clients in gathering and submitting documentation required to obtain work exemptions. Furthermore, NYLAG staff will have to advise clients about how to comply with relevant appointments for ABAWD-qualifying work activities, and to request and conduct fair hearings regarding improper assessments of months counted towards the three-month limit. Each of these tasks will place an enormous additional burden on NYLAG's Public Benefits Unit staff. Moreover, based on our many years of experience responding to HRA agency issues, we anticipate that the work screening system that HRA rushes to develop in response to the abrupt termination of ABAWD waivers will have numerous technical problems and result in many erroneous determinations. We expect that NYLAG attorneys and paralegals will have to represent hundreds of clients who are denied SNAP benefits they are entitled to, due to systems failures and the lack of adequate guidance on how beneficiaries can demonstrate their compliance with work requirements.

19. Second, we anticipate receiving vastly more referrals from our partner organizations. For many community members, these organizations are the first point of contact when they face a deprivation of public assistance benefits. But in a time of overwhelming, Citywide food insecurity, those organizations will themselves lack resources to assist all comers. We therefore expect that in addition to a substantially higher volume of clients directly contacting NYLAG for assistance, we will receive unprecedented numbers of referrals from our partner organizations.

20. For example, several years ago, a computer error in New York City's Section 8 voucher recertification program caused thousands of recipients to receive erroneous notices of termination. Within days, our partner organizations contacted NYLAG seeking emergency advice on behalf of hundreds of affected clients. NYLAG public benefits and housing attorneys spent thousands of hours responding to our community partners, social workers, and community organizers who were frantically attempting to figure out how to assist our shared client population.

21. NYLAG will need to provide individual advice to each client and community advocate, and to develop materials that can be shared widely with clients and partner organizations. Both such efforts will consume substantial staff time and expertise. Given that PBU has limited staff and we are already operating at or beyond our capacity, directing time and effort to addressing this anticipated surge in clients will divert our resources from other clients and programs who need assistance.

22. Third, NYLAG will need to refer these clients to organizations and resources that can address their food insecurity, such as food pantries. This, too, will consume NYLAG staff resources.

23. Fourth, we expect these food assistance resources to be thinly stretched during a period of massive, Citywide food insecurity. As a result, many individuals will not be able to feed their families if they rely on those resources. And certain of NYLAG's clients have special dietary needs such that they cannot eat the food at pantries. For these clients who cannot obtain food assistance elsewhere, we will need to spend extensive time helping clients who cannot be served by food pantries access the very limited other sources of food aid available in the city.

24. Fifth, because SNAP allows families experiencing poverty to meet their most basic needs, when SNAP benefits cease, individuals will also face other overwhelming financial pressures for which we expect them to seek advice from NYLAG. For example, we anticipate an increasing number of intake callers and current clients who have utility bills and rent arrears. These clients will need NYLAG's advice and counsel on applying for other forms of benefits relief that can fill those gaps.

25. Sixth, the organizations that partner with and refer to NYLAG regularly help clients with applications and recertifications for other benefits besides SNAP, as well as a range of non-SNAP other issues. Because the referring organizations will be stretched so thin, they will likely not have the capacity to continue that work. Accordingly, we expect a higher volume of referrals on non-SNAP issues as well,

straining the capacity of PBU and other NYLAG staff that provide advice and counsel about these same issues.

26. Disruptions to SNAP, whether through failure to issue November benefits or diminished eligibility from early termination of the ABAWD waiver, will also place substantial additional burden on multiple NYLAG units and practices other than PBU.

27. Many of NYLAG's clients are extremely financially insecure, and monthly SNAP benefits are a crucial support that allow them to feed their families while preserving other financial resources for rent and utilities. If SNAP benefits become unavailable, we anticipate that many more families will be unable to meet these other obligations.

28. These effects would be widespread and immediate if no SNAP benefits are issued for the month of November. Similarly, early termination of the ABAWD waiver would have the effect of ceasing SNAP benefits in the coming months for many individuals and families who historically have relied on them, as described above.

29. NYLAG's Tenants Rights Unit ("TRU") represents families facing eviction in Housing Court. TRU fights for housing justice: fair, safe, and affordable housing for adults and families so that they can stay in their communities and thrive. Last fiscal year TRU represented clients in over 2,000 eviction cases in New York City Housing Court.

30. Families who rely on SNAP to secure food and do not receive benefits in November, or are denied SNAP in the coming months because of the ABAWD waiver,

will be forced to devote their scarce resources to purchasing food to protect the health and safety of their families. For many, this will render them unable to pay rent.

31. Without SNAP benefits, we expect tenants to fall behind on rent and for eviction filings to increase; those clients will all be in need of representation in their housing court cases. In addition, in the future, as families and individuals lose eligibility due to the early termination of the ABAWD waiver, we expect a greater share of those individuals to be sued for eviction in Housing Court. Those increased filings will put additional pressure on TRU's staff to represent these respondents, when TRU staff are already working at capacity.

32. TRU currently represents many individuals and families in eviction proceedings who have settlement stipulations or judgments which obligate the families to pay arrears and make certain rent payments going forward. When TRU attorneys negotiated that relief, many clients committed to payment agreements based on an expectation that they would continue to receive the SNAP benefits to which they are entitled. If all or some of them do not receive those benefits, we anticipate that they will be unable to pay the court-ordered amounts, placing them in default. Defaulting on court-ordered stipulations or judgments causes the underlying housing proceedings to resume, which requires TRU attorneys to engage in active representation as they file emergency orders to show cause to stave off imminent evictions.

33. Many TRU clients apply for one-time rental assistance from New York City's Human Resources Administration. Under these grants, the agency will pay an

applicant's back rent, but only upon a finding that the applicant will be able to afford rent going forward. The evaluation by the agency typically considers the ongoing resources that will be available to a family; such resources often include SNAP benefits. If applicants who previously would have received SNAP benefits will no longer receive such benefits, either because of the shutdown or because of reduced eligibility following early termination of the ABAWD waiver, then it may impact applicants' ability to secure these rental assistance grants. If TRU's clients cannot secure the grants, then TRU attorneys must expend additional resources defending them in court.

34. Similarly, a key responsibility of TRU attorneys is to negotiate settlements of clients' eviction proceedings. These stipulations depend on a client's ability to pay rent going forward. If SNAP eligibility is constricted because of early termination of the ABAWD waiver, it will make it harder for TRU attorneys to negotiate resolutions on behalf of those clients, consuming valuable attorney time and effort.

35. NYLAG's LegalHealth unit will also be impacted by SNAP disruptions, either from a failure to pay November benefits or from reduced eligibility resulting from the early termination of the ABAWD waiver.

36. LegalHealth partners with 38 hospitals and community-based health organizations to provide free legal services to patients that address the health harming legal needs of low-income people with serious health problems. LegalHealth trains healthcare professionals to understand that the social drivers of health often

have legal solutions, allowing them to refer patients to LegalHealth's free, hospital-based clinics. LegalHealth attorneys work as part of a patient's care team, providing representation in matters such as immigration, housing, public benefits, and advance planning.

37. LegalHealth serves many clients, including children, who receive SNAP benefits. If these clients experience an interruption of their benefits, whether from a failure to issue November benefits or early termination of the ABAWD waiver, LegalHealth expects to receive a surge of requests for emergency appointments for consultation with LegalHealth staff. This will burden LegalHealth, since its staff is already working at capacity to handle the existing volume of requests.

38. LegalHealth also regularly provides advice and resources to social workers at its 38 partner hospitals. Legalhealth anticipates that these social workers will be inundated with hospital patients seeking advice about their SNAP benefits and, with regard to the ABAWD waiver, seeking assistance meeting additional eligibility requirements. These social workers are likely to ask NYLAG for resources to guide their responses to this client need; creating such resources, and answering questions about them, will place an additional burdens on LegalHealth staff.

39. The adults and children that LegalHealth serves are often very seriously or chronically ill, suffering from diseases like cancer, heart disease, diabetes and others. Individuals with these conditions often have specific food and dietary needs, and SNAP is very effective in helping them meet those needs. Alternative food sources, even if individuals can find them, such as food pantries and delivery services,

often do not have appropriate food. And even providers that do carry specialized food, such as certain dedicated food services for cancer patients, are likely to be unable to meet all needs in the event of City-wide food insecurity. The health effects on these ill individuals are likely to result in more hospitalizations, and, consequently, more legal needs by hospitalized patients that are likely to be referred to LegalHealth. Historically, when hospitals become stretched, LegalHealth has seen increased referrals for our services and increased burden on our staff. We anticipate a similar surge following any serious SNAP disruptions.

40. Other NYLAG units, such as the Consumer Protection Unit and Financial Empowerment and Advocacy Unit, are also likely to see additional clients due to the severe economic effects of SNAP deprivations.

Pursuant to 28 U.S.C. § 1746, I declare under penalty of perjury under the laws of the United States that the foregoing declaration is true and correct to the best of my knowledge, information, and belief.

Dated: October 29, 2025
New York, New York

/s/ Abby Biberman
Abby Biberman

EXHIBIT 16

**DECLARATION OF QUADEER PORTER, EXECUTIVE DIRECTOR, BROTHERS BUILDING A BETTER
NATION**

I, Quadeer Porter, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Founder and Executive Director of Brothers Building A Better Nation (“BBABN”), a community-based nonprofit organization located in Newark, New Jersey. BBABN is a member of Plaintiff National Council of Nonprofits’ New Jersey state association.

2. I have served as Executive Director of BBABN since 2020. In this capacity, I have direct responsibility for overseeing BBABN’s operations, programs, and services, and I am familiar with the needs of the individuals and families we serve. The facts set forth in this declaration are based on my personal knowledge, information provided to me by BBABN staff in the course of their duties, and review of BBABN’s records. If called as a witness, I could and would testify competently to the matters stated herein.

I. BROTHERS BUILDING A BETTER NATION’S MISSION AND SERVICES

3. Brothers Building A Better Nation is a community-driven organization in Newark’s Lower Broadway neighborhood.

4. BBABN’s mission is to empower individuals who were born male or identify as male to embrace healing, cultivate self-expression, and strengthen the bonds of brotherhood as a foundation for thriving families and communities. BBABN serves as a bridge to purpose, helping participants identify their strengths and connect with opportunities to lead with confidence and contribute to the vitality of

Newark and beyond. Through integrated supports in mental health, mentorship, health education, advocacy, and wraparound services, we equip individuals to heal, grow, and lead.

5. Each year, BBABN serves more than 125 individuals in Newark. Our core services include case management, mentorship, workforce readiness, and mental and behavioral health.

II. BROTHERS BUILDING A BETTER NATION'S CLIENTS WHO ARE SNAP RECIPIENTS

6. Based on my knowledge of our client population and information gathered from intake procedures and client interactions, I estimate that approximately 90% of the individuals served by BBABN receive SNAP benefits.

7. For many of these individuals, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer ("EBT") cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.

8. Many of our constituents live paycheck to paycheck with no savings or financial cushion. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families.

III. INJURY TO BROTHERS BUILDING A BETTER NATION FROM SNAP BENEFIT SUSPENSION

9. The suspension of SNAP benefits will cause immediate and severe harm to BBABN and our ability to fulfill our mission. Specifically:

10. BBABN is committed to helping its community members achieve food security and get access to healthy food. Its primary way of meeting this core goal was helping individuals sign up for SNAP benefits.

11. BBABN was also set to launch a new program to help individuals without access to kitchens, such as people who are unhoused or living in motels, prepare healthy food. This program would depend on BBABN's community members being able to purchase their own groceries with the assistance of SNAP benefits.

12. Now that SNAP funding is set to expire, neither of BBABN's core food-related interventions will allow it to effectively fulfill its purpose. Instead, BBABN will have to devise new ways to respond to increased need in the community. For example, BBABN plans to expend its general operating funds on providing individuals with gift cards to grocery stores. It will have to divert resources from its new kitchen program and from some of its other community-based programming to do so.

IV. BROTHERS BUILDING A BETTER NATION'S CLIENTS WOULD BE SUBJECT TO ABAWD WORK REQUIREMENTS

13. BBABN serves a significant population of individuals who will be subject to ABAWD work requirements when New Jersey's waiver expires. These individuals—able-bodied adults without dependents between the ages of 18 and 64—are subject to a time limit on their SNAP benefits unless they meet certain work requirements or live in an area covered by a waiver of those requirements.

V. INJURY TO BROTHERS BUILDING A BETTER NATION FROM ABAWD WAIVER TERMINATION

14. USDA's termination of the ABAWD waiver means that able-bodied adults without dependents in New Jersey who do not meet work requirements will begin losing their SNAP benefits after three months, even if they want to work but cannot find adequate employment.

15. The termination of the ABAWD waiver independently harms BBABN because it means that even if the immediate SNAP suspension is resolved, a significant portion, 90%, of our client population subject to ABAWD requirements will face loss of benefits in the coming months.

16. Many of the BBABN clients who are subject to ABAWD requirements face barriers to employment, including limited English proficiency, lack of transportation, physical or mental health challenges that do not rise to the level of disability, lack of work experience, or criminal records that make finding employment extremely difficult.

17. BBABN serves many individuals in this population through our workforce development and job training programs. However, our capacity to help every ABAWD find and maintain qualifying employment is limited, particularly in an economy with insufficient job opportunities.

18. Moreover, we would have to divert staff time away from other programs such as behavioral therapy, mentorship, and community outreach to meet the additional demand for job placement support.

19. We also anticipate that our staff will be inundated with requests for assistance navigating new ABAWD requirements. We will have to put considerable staff time into understanding the new requirements and helping individuals understand what they need to do to comply. We likely will have to hire advocates to attend SNAP hearings with individuals so that they are best represented. We also will have to put considerable time into helping individuals track their work hours. We are

already stretched thin and will have to divert resources from our other programs such as the One Nation Initiative, Newark Cares, and William Mobile Ashby Workforce Program to meet this need.

VI. THE HARM TO BROTHERS BUILDING A BETTER NATION AND OUR CLIENTS ABSENT A TRO WOULD BE IRREPARABLE

20. The harms to BBABN and our clients described above would be irreparable if SNAP benefits are suspended or if New Jersey's waiver is terminated early. Each day that SNAP benefits remain suspended, and each additional day that ABAWDs are at risk of losing their SNAP eligibility, more families will go hungry, more resources will be diverted from BBABN's other critical programs, and more damage will be done to our ability to fulfill our mission.

21. Similarly, the disruption to BBABN educational, workforce development, and other programs caused by the need to divert resources to ABAWD-specific job placement and benefits advice would cause irreparable harm to the individuals and families who depend on BBABN regular programs, including the One Nation Initiative and Behavioral Health Therapy program.

22. A temporary restraining order requiring USDA to immediately release November SNAP benefits and to restore New Jersey's ABAWD waiver would directly remedy the harms to BBABN. SNAP recipients would receive their benefits, allowing us to continue our normal operations and our full range of programs and services.

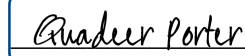
23. Without such relief, the harm to BBABN will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for BBABN to recover and restore our programs to their normal functioning. The same

is true for each day that BBABN needs to absorb the responsibility of providing food, workforce, and benefits assistance to ABAWDs affected by New Jersey's early waiver termination.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

DocuSigned by:

_____

Quadeer Porter

Executive Director, Brothers Building A Better Nation

EXHIBIT 17

**DECLARATION OF ANDREA COOK, EXECUTIVE DIRECTOR,
JOHNSTON PARTNERSHIP**

I, Andrea Cook, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Executive Director of Johnston Partnership (“JP”), a food pantry in Iowa. JP is a member of Plaintiff National Council of Nonprofits’ Iowa state association.
2. I have served as Executive Director of Johnston Partnership since October 2014. In this capacity, I have direct responsibility for overseeing JP’s operations, programs, and services, and I am familiar with the needs of the individuals and families we serve. The facts set forth in this declaration are based on my personal knowledge, information provided to me by JP staff in the course of their duties, and review of JP’s records. If called as a witness, I could and would testify competently to the matters stated herein.

I. JOHNSTON PARTNERSHIP’S MISSION AND SERVICES

3. Johnston Partnership fosters community and family wellness by providing area residents with access to basic needs such as food and clothing. JP partners with local schools to deliver mentoring programs for youth. JP also mobilizes partnerships and resources to respond to essential needs within the community.
4. JP operates a food pantry that serves people of all incomes, but especially those with low incomes. JP serves about 3,000 people a

month, and around 8,000 to 9,000 unique individuals a year. About 90% of those individuals are eligible for the Supplemental Nutrition Assistance Program (“SNAP”).

5. JP’s core services include a food pantry and clothing closet, school-based mentoring, and weekend food support for the Johnston Community School District, in addition to other school partnerships around Back to School, holiday giving, and student support designed to help meet basic needs, stabilize families, and build resiliency.

II. JOHNSTON PARTNERSHIP’S FOOD SECURITY PROGRAMS

6. Food assistance is a critical component of JP’s services. JP’s food pantry provides food assistance to thousands of people each month. At the JP food pantry, we offer a wide variety of culturally appropriate and nutritionally balanced food, including fresh produce when in season.
7. Many of the individuals and families we serve rely on both SNAP benefits and our food pantry services to meet their basic nutritional needs. The individuals and families who use JP’s food pantry include children, seniors, veterans, people with disabilities, immigrants with limited English proficiency, and other vulnerable populations struggling to afford adequate food. A substantial portion of our clients are SNAP recipients who use their benefits as their primary means of purchasing food, supplementing those benefits with emergency food assistance from our pantry when necessary.

8. In 2024, JP's food pantry served 2,587 unique households and 8,511 unique individuals across more than 30,000 visits, and distributed more than 825,000 pounds of food.
9. Our food pantry services are already operating at or near capacity. We carefully manage our food inventory, volunteer schedules, and distribution operations to efficiently serve the existing demand from our community.

III. JOHNSON PARTNERSHIP'S CLIENTS WHO ARE SNAP RECIPIENTS

10. Based on my knowledge of our client population and information gathered from intake procedures and client interactions, I estimate that approximately 47% of the households served by JP's food pantry include at least one member who receives SNAP benefits.
11. For many of these households, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer ("EBT") cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.
12. Many of our clients live paycheck to paycheck with no savings or financial cushion. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families.

IV. INJURY TO JOHNSTON PARTNERSHIP FROM SNAP BENEFIT SUSPENSION

13. The suspension of SNAP benefits will cause immediate and severe harm to JP and our ability to fulfill our mission. Specifically:
14. Our staff have already received more than 100 calls this week alone from SNAP recipients seeking information about the status of their benefits during the government shutdown or emergency food assistance because of the expected loss of their benefits. We have had to divert employees and volunteers from other programs to manage this influx. This disruption impairs our ability to carry out other essential services and strains our limited administrative and financial resources.
15. JP is already seeing an increase in need and expects to experience a dramatic and unprecedented increase in demand for emergency food assistance at our food pantry. Individuals and families who normally rely on SNAP benefits to purchase food will be forced to turn to emergency food sources to avoid going hungry.
16. Based on reports from our food pantry managers and volunteers, we have already seen an approximate 22% increase in the number of households seeking food assistance since the federal government shut down in early October. We expect that number to dramatically increase if SNAP benefits are not distributed in November. We have seen a 17% to 28% increase each month compared to the past year since April 2022, when Iowa ended pandemic-level SNAP allotments. Some JP clients

have expressed panic and desperation during conversations about the pending cuts, not knowing how they will feed their children or themselves without their SNAP benefits.

17. This surge in demand is unsustainable for JP. Our food pantry was designed and resourced to provide *supplemental* emergency food assistance, not to serve as the primary food source for thousands of households that have suddenly lost their SNAP benefits.

18. The dramatic increase in demand would rapidly deplete JP's food inventory. We are already distributing food at a rate that far exceeds our normal pace, and our existing supply chains and purchasing arrangements were not designed to accommodate this level of sustained demand.

19. JP will be forced to expend significant additional financial resources to purchase emergency food supplies to meet the increased demand and do our best to counteract the loss of SNAP benefits for those we serve. Even before the shutdown, JP was barely able to meet the level of need. With the suspension of SNAP benefits, we will be forced to divert funds from other programs and services to ensure we can provide food to the families coming to our doors.

20. As of September 30, 2025, we have spent approximately \$8,000 in unbudgeted funds on emergency food purchases in response to the anticipated SNAP suspension. This represents a diversion of resources

from other critical programs, including our mentoring program, upcoming holiday support programs, and other food assistance programs to the local school district.

21. If the SNAP suspension continues, JP will face impossible choices: either continue depleting our food inventory and scaling back our other programs at an unsustainable rate, or turn away hungry families who have nowhere else to turn. Neither option is acceptable, and both represent a fundamental frustration of JP's core mission.
22. The increased demand will also place extraordinary strain on JP's staff and volunteers. Our food pantry staff, who were already working at full capacity, will be forced to work longer hours and manage far greater numbers of clients than our operations were designed to handle.
23. We will be forced to reassign staff from other programs to help manage the food pantry operations if SNAP benefits are suspended. This will disrupt our other services and prevent us from fully delivering on our commitments to clients.
24. Although we understand that community members and philanthropic organizations are stepping up to donate to food banks and food pantries like ours in this time of need, we have no expectation that donations will close the gap that SNAP benefits typically provide. Even if we saw exponential growth in support, we would not be able to scale our food

assistance operations without significant cuts to our other programming due to staff and space limitations.

25. JP's mission is to mobilize partnerships, resources, and services to respond to essential community needs. The SNAP suspension would undermine this mission by forcing us to operate in crisis mode, focusing all available resources on emergency food distribution while our other programs suffer.

26. The harm to JP will worsen each day that SNAP benefits are suspended. These diversions of staff time and financial resources impair JP's ability to carry out its regular programs and thus frustrate our mission. We cannot sustain this level of emergency response without devastating consequences for our organization and the community we serve.

**V. THE HARM TO JOHNSON PARTNERSHIP AND OUR CLIENTS
ABSENT A TRO WOULD BE IRREPARABLE**

27. The harms to JP and our clients described above would be irreparable if SNAP benefits are suspended. Each day that SNAP benefits remain suspended, more families will go hungry, more resources will be diverted from JP's other critical programs, and more damage will be done to our ability to fulfill our mission of mobilizing partnerships, resources, and services to respond to essential community needs.

28. If JP exhausts its food inventory and financial reserves, we may be forced to reduce or close our food pantry operations temporarily, leaving vulnerable families with no source of emergency food assistance. The

harm to those families—and to JP’s relationship with the community we have served—would be irreparable.

29. Similarly, the disruption to JP’s other programs caused by the need to divert resources to emergency food response and benefits advice would cause irreparable harm to the individuals and families who depend on JP’s regular programs.

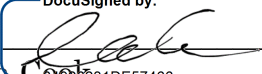
30. The uncertainty and crisis atmosphere created by the SNAP suspension also harm JP’s ability to maintain partnerships with food suppliers and community organizations, and plan effectively for our programs and services.

31. A temporary restraining order requiring USDA to immediately release November SNAP benefits would directly remedy the harms to JP. SNAP recipients would receive their benefits, reducing the demand on JP’s food pantry to sustainable levels and allowing us to continue our normal operations and our full range of programs and services.

32. Without such relief, the harm to JP will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for JP to recover and restore our programs to their normal functioning.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

DocuSigned by:


Andrea Cook
610231DE57466...
Executive Director, Johnston Partnership

EXHIBIT 18

DECLARATION OF DAVID FINKE, CHIEF EXECUTIVE OFFICER,
JEWISH FAMILY & CAREER SERVICES

I, David Finke, declare as follows:

1. I am over the age of 18 and competent to testify to the facts contained in this Declaration. I am the Chief Executive Officer of Jewish Family & Career Services (“JFCS”), a multi-service community-based organization located in Louisville, Kentucky. JFCS is a member of Plaintiff National Council of Nonprofits’ Kentucky state association.

2. I have served as Chief Executive Officer of JFCS since 2021. In this capacity, I have direct responsibility for overseeing JFCS’s operations, programs, and services, and I am familiar with the needs of the individuals and families we serve. The facts set forth in this declaration are based on my personal knowledge, information provided to me by JFCS staff in the course of their duties, and review of JFCS’s records. If called as a witness, I could and would testify competently to the matters stated herein.

I. JEWISH FAMILY & CAREER SERVICES’ MISSION AND SERVICES

3. JFCS was founded in 1908 as the Federation of Jewish Charities to address the financial assistance and health care needs of new immigrants from Eastern Europe. Just a few years later in 1917, the Federation of Jewish Charities became a founding member of Louisville Federation of Social Agencies. By 1938, the Federation had zeroed in on seven major services: Relief Services, Intake for the Jewish Hospital, Funding, Legal Aid, Citizenship Assistance, Health Services, and

Employment Counseling. In 2009, JFCS opened its food pantry. In 2020, JFCS remodeled and expanded the Sonny & Janet Meyer Food Pantry, expanding the food services offered.

4. Today, our vision is: “All in Greater Louisville live with dignity and purpose.” Our mission is: “We expand possibilities for each person and every family to meet life’s challenges with confidence.” We pride ourselves on being a place where people can access the resources that all of us need to thrive. We draw from and build upon the strengths of the people who come through our doors, whether they come to volunteer, access services, or join our programs.

5. Each year, JFCS serves more than 2173 households in Louisville and the surrounding communities. Our core services include the JFCS Sonny & Janet Meyer Food Pantry, Career & Economic Opportunities, Clinical services, Family Stability, Klein Older Adults services, Immigration and Refugee services, and various support services designed to help individuals and families achieve stability and self-sufficiency.

II. JEWISH FAMILY & CAREER SERVICES’ FOOD SECURITY PROGRAMS

6. Food assistance is a critical component of JFCS services. JFCS operates the Sonny & Janet Meyer Food Pantry in partnership with Dare to Care. Through the Food Pantry, JFCS provides emergency food assistance to 167 households each month. At the JFCS food pantry, we operate on a “client-choice” model that provides a variety of fresh and shelf-stable food options (Kosher and non-Kosher), in addition

to personal care items and cleaning supplies. Our pantry serves as an entry point for JFCS's other programs and services.

7. Many of the individuals and families we serve rely on both SNAP benefits and our food pantry services to meet their basic nutritional needs. The individuals and families who use the JFCS food pantry include children, seniors, veterans, people with disabilities, immigrants with limited English proficiency, and other vulnerable populations struggling to afford adequate food. A substantial portion of our clients are SNAP recipients who use their benefits as their primary means of purchasing food, supplementing those benefits with emergency food assistance from our pantries when necessary. Additionally, a substantial portion of our clients that receive SNAP benefits would be impacted by the early termination of Kentucky's previously approved waiver for able-bodied adults without dependents (ABAWDs).

8. In 2024, the JFCS food pantry served more than 419 unique households across more than 2,928 visits and distributed more than 87,515 pounds of food to those families.

9. Our food pantry services are already operating at or near capacity. We carefully manage our food inventory, volunteer schedules, and distribution operations to efficiently serve the existing demand from our community.

III. JEWISH FAMILY & CAREER SERVICES' CLIENTS WHO ARE SNAP RECIPIENTS

10. Based on my knowledge of our client population and information gathered from intake procedures and client interactions, I estimate that

approximately 11% of the households served by the JFCS food pantry include at least one member who receives SNAP benefits. Of those clients, a significant number qualify as ABAWDs.

11. For many of these households, SNAP benefits constitute the primary or sole means by which they can afford to purchase food. These benefits are typically loaded onto Electronic Benefits Transfer (“EBT”) cards at the beginning of each month, and families plan their food budgets around the availability of these benefits.

12. Many of our clients live paycheck to paycheck with no savings or financial cushion. They depend on the timely and predictable issuance of their SNAP benefits to feed themselves and their families.

IV. INJURY TO JEWISH FAMILY AND CAREER SERVICES FROM SNAP BENEFIT SUSPENSION

13. The suspension of SNAP benefits will cause immediate and severe harm to JFCS and our ability to fulfill our mission. Specifically:

14. Our office has already been inundated with calls from SNAP recipients seeking information about the status of their benefits during the government shutdown or emergency food assistance because of the expected loss of their benefits. We have had to divert employees and volunteers from other programs to manage this influx. This disruption impairs our ability to carry out other essential services and strains our limited administrative and financial resources. We have been forced to specifically fundraise and solicit food donations to address the massive demand being driven by the imminent SNAP benefit suspension.

15. When the SNAP suspension goes into effect, JFCS expects to experience a dramatic and unprecedented increase in demand for emergency food assistance at our food pantry. Individuals and families who normally rely on SNAP benefits to purchase food will be forced to turn to emergency food sources to avoid going hungry.

16. Based on reports from our food pantry managers and volunteers, we have already seen an approximate 25% increase in the number of households seeking food assistance since the federal government shut down in early October. We expect that number to dramatically increase if SNAP benefits are not distributed in November. Some JFCS clients have expressed panic and desperation during calls, clinical or case management sessions, and conversations at the food pantries about the pending cuts, not knowing how they will feed their children or themselves without their SNAP benefits.

17. This surge in demand is unsustainable for JFCS. Our food pantry is designed and resourced to provide *supplemental* emergency food assistance, not to serve as the primary food source for thousands of households that have suddenly lost their SNAP benefits.

18. The dramatic increase in demand would rapidly deplete JFCS's food inventory. We are already distributing food at a rate that far exceeds our normal pace, and our existing supply chains and partnership arrangements were not designed to accommodate this level of sustained demand.

19. JFCS will be forced to expend significant additional financial resources to purchase emergency food supplies to meet the increased demand and do our best

to counteract the loss of SNAP benefits for those we serve. We will be forced to divert funds from other programs and services to ensure we can provide food to the families coming to our doors.

20. As a SNAP benefit suspension has become more likely, we have been forced to increase our community outreach and engagement via additional food drives to offset the increased demand we are seeing. The sad paradox of the impact to our other programs is that families that are facing a loss of SNAP benefits have an increase in stress, anxiety, and lack of financial resources to address this loss, as evidenced by the calls we are already receiving. JFCS will be forced to divert resources from our career counseling, older adult, and/or clinical programs at the very moment those services are needed.

21. If the SNAP suspension goes forward, JFCS will face impossible choices: either continue depleting our food inventory and scaling back our other programs at an unsustainable rate, or turn away hungry families who have nowhere else to turn. Neither option is acceptable, and both represent a fundamental frustration of JFCS's core mission.

22. The increased demand will also place extraordinary strain on JFCS's staff and volunteers. Our food pantry staff, who were already working at full capacity, will be forced to work longer hours and manage far greater numbers of clients than our operations were designed to handle.

23. We will be forced to reassign staff from other programs to help manage the food pantry operations if SNAP benefits are suspended. This will disrupt our

other services and prevent us from fully delivering on our commitments to clients in our case management, workforce development, and other programs.

24. Although we understand that community members and philanthropic organizations are stepping up to donate to food banks and food pantries like ours in this time of need, we have no expectation that donations will close the gap that SNAP benefits typically provide. I am aware that the national Feeding America food bank network, for example, states that for every meal that its network provides, SNAP provides nine. Even if we saw exponential growth in support, we would not be able to scale our food assistance operations without significant cuts to our other programming due to staff and space limitations. Our food pantry is just one aspect of the services we offer, and even if it was the sole purpose of our organization, we could not meet the needs of everyone once SNAP benefits are suspended.

25. JFCS's mission is to provide comprehensive support services that help individuals and families achieve stability and self-sufficiency. The SNAP suspension would undermine this mission by forcing us to operate in crisis mode, focusing all available resources on emergency food distribution while our other programs suffer.

26. The harm to JFCS will worsen each day that SNAP benefits are suspended. These diversions of staff time and financial resources impair JFCS's ability to carry out its regular programs and thus frustrate our mission. We cannot sustain this level of emergency response without devastating consequences for our organization and the community we serve.

V. JEWISH FAMILY & CAREER SERVICES' CLIENTS WOULD BE SUBJECT TO ABAWD WORK REQUIREMENTS

27. Kentucky received approval from USDA's Food and Nutrition Service for a partial ABAWD waiver through November 30, 2025. This waiver was granted based on the lack of sufficient jobs for ABAWDs in 117 of 120 counties in Kentucky, including Louisville and the surrounding region, and was intended to ensure that individuals who want to work but cannot find adequate employment would not lose their vital food assistance.

28. JFCS serves a significant population of individuals who will be subject to ABAWD work requirements when the waiver expires. These individuals—able-bodied adults without dependents between the ages of 18 and 64—are subject to a time limit on their SNAP benefits unless they meet certain work requirements or live in an area covered by a waiver of those requirements.

29. In addition to suspending SNAP benefit issuances during the shutdown, USDA has also terminated Kentucky's ABAWD waiver effective November 2, 2025. This termination occurred despite the fact that Kentucky's waiver had been approved through November 30, 2025, and was based on USDA's own finding that Kentucky lacks sufficient jobs for ABAWDs in 117 of 120 counties.

VI. INJURY TO JEWISH FAMILY & CAREER SERVICES FROM ABAWD WAIVER TERMINATION

30. USDA's termination of the ABAWD waiver means that able-bodied adults without dependents in Kentucky who do not meet work requirements will

begin losing their SNAP benefits after three months, even if they want to work but cannot find adequate employment.

31. The termination of the ABAWD waiver independently harms JFCS because it means that even if the immediate SNAP suspension is resolved, a significant portion of our client population subject to ABAWD requirements will face loss of benefits in the coming months.

32. Many of the JFCS clients who are subject to ABAWD requirements face barriers to employment, including limited English proficiency, lack of transportation, physical or mental health challenges that do not rise to the level of disability, lack of work experience, or criminal records that make finding employment extremely difficult.

33. JFCS serves many individuals in this population through our workforce development and job training programs. However, our capacity to help every ABAWD find and maintain qualifying employment is limited, particularly in an economy with insufficient job opportunities, as USDA itself recognized when approving Kentucky's waiver.

34. Because the new eligibility requirements for ABAWDs in Kentucky will take effect a month earlier than expected, JFCS will have to divert significant resources and time from our other core activities to educate staff and clients about the new requirements, support clients through SNAP hearings, and assist individuals track their work hours to maintain SNAP eligibility.

35. We also anticipate that our staff will be inundated with requests for assistance navigating new ABAWD requirements. We typically provide such assistance as part of case management services. We did not expect that Kentucky's waiver would be terminated until the end of November and are still in the process of developing plans for educating our clients about how the waiver's termination will affect their work requirements. We are already stretched thin and will have to divert resources from our other programs to meet this need.

36. The termination of the ABAWD waiver will result in an entire category of individuals losing SNAP benefits a full month earlier than expected and turning to the JFCS food pantry for emergency assistance. For the same reasons that a suspension of SNAP benefits during the shutdown will frustrate JFCS's mission and force us to divert resources in response, the early waiver termination will also increase demand on our already-strained resources and prevent us from effectively serving our community.

37. We will need to significantly expand our food assistance operations to fill even some of the gap for ABAWDs losing their benefits under the waiver termination. Although we would have had to make adjustments for the eventual termination on November 30, 2025, the extra month of emergency support that we will need to provide will be a substantial drain on our resources at a time of acute need, and our other programs and mission will suffer as a result.

38. The waiver termination's significant impact on our core activities, and threatens to overwhelm JFCS's capacity from multiple directions and causes ongoing, irreparable harm to our organization and mission.

VII. THE HARM TO JEWISH FAMILY & CAREER SERVICES AND OUR CLIENTS ABSENT A TRO WOULD BE IRREPARABLE

39. The harms to JFCS and our clients described above would be irreparable if SNAP benefits are suspended or if Kentucky's waiver is terminated early. Each day that SNAP benefits remain suspended, and each additional day that ABAWDs are at risk of losing their SNAP eligibility, more families will go hungry, more resources will be diverted from JFCS other critical programs, and more damage will be done to our ability to fulfill our mission of supporting individuals and families across the lifespan.

40. If JFCS exhausts its food inventory and financial reserves, we may be forced to reduce or close our food pantry operations temporarily, leaving vulnerable families with no source of emergency food assistance. The harm to those families—and to JFCS's relationship with the community we have served for decades—would be irreparable.

41. Similarly, the disruption to JFCS's clinical, workforce development, and other programs caused by the need to divert resources to emergency food response or ABAWD-specific job placement and benefits advice would cause irreparable harm to the individuals and families who depend on JFCS's regular programs. Delays in education, job training, and support services can have lasting consequences that cannot be remedied later.

42. The uncertainty and crisis atmosphere created by the SNAP suspension and ABAWD waiver termination also harm JFCS's ability to maintain partnerships with food suppliers and community organizations, and plan effectively for our programs and services.

43. A temporary restraining order requiring USDA to immediately release November SNAP benefits and to restore Kentucky's ABAWD waiver would directly remedy the harms to JFCS. SNAP recipients would receive their benefits, reducing the demand on JFCS's food pantry to sustainable levels and allowing us to continue our normal operations and our full range of programs and services.

44. Without such relief, the harm to JFCS will be immediate and worsen each day. The longer the SNAP suspension continues, the more difficult it will be for JFCS to recover and restore our programs to their normal functioning. The same is true for each day that JFCS needs to absorb the responsibility of providing food, workforce, and benefits assistance to ABAWDs affected by Kentucky's early waiver termination.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 30, 2025

DocuSigned by:

David Finke

BDAF10163F1A42B...

David L. Finke, Ph.D.
Chief Executive Officer, Jewish Family & Career Service

EXHIBIT 19

DECLARATION OF ELENA MEDINA NEUMAN, SEIU ASSOCIATE GENERAL COUNSEL

I, Elena Medina Neuman, declare as follows:

1. I am over 18 years of age and competent to give this declaration. This declaration is based on my personal knowledge, information, and belief.

2. I am an Associate General Counsel with the Service Employees International Union (SEIU). I have been employed by SEIU for 13 years. My office is located at 3055 Wilshire Blvd., Suite 1050, Los Angeles, California. SEIU is headquartered at 1800 Massachusetts Ave., N.W., Washington, D.C. 20036.

3. I am familiar with the broad range of work performed by SEIU members and the experiences of SEIU members and workers engaged in SEIU organizing campaigns through my work, materials I have reviewed, and information made available to me pursuant to my duties at SEIU.

4. The U.S. Department of Agriculture's (USDA) failure to distribute Supplemental Nutrition Assistance Program (SNAP) funds and the premature termination of existing waivers of federal work requirements for SNAP recipients who are classified as Able-Bodied Adults Without Dependents (ABAWDs) will irreparably harm SEIU, our members, and the communities our members serve.

5. SEIU represents approximately two million members in healthcare, the public sector, and property services. SEIU has over 150 affiliates across the United States, Puerto Rico, and Canada. SEIU members include physicians, technicians, long-term care workers, janitors, security officers, airport workers, child care workers, educators, fast food workers, city, county, state, and federal employees, and many more.

6. Our work is guided by our vision for a just society where all workers are valued and all people respected—no matter where we are from or the color of our skin; where all families and communities can thrive; and where we leave a better and more equitable world for generations to come.

7. To achieve this vision, SEIU's work is centered on forging a multi-racial, multi-generational, multi-lingual labor movement that builds worker power through unions, raises standards in workplaces and in communities, and—crucially—seeks to end poverty wages forever.

8. When SEIU members negotiate collective bargaining agreements (CBAs), they are able to meaningfully improve their wages and working conditions. On average, union workers' wages are 11.2% higher than their nonunion counterparts, and 96% of union workers have employer-provided health insurance as compared to only 69% of nonunion workers.¹

9. SEIU and our affiliates also advocate for local, state, and federal laws, regulations, policies, and programs that advance the interests of all working people. For instance, SEIU helped launch the Fight for \$15 and a Union movement, which has won an estimated \$150 billion in raises for 26 million workers nationwide.²

10. Nonetheless, tremendous wealth inequality persists in the United States. In fact, the worsening wealth gap correlates with the decline in union membership, which is attributable in significant part to broken labor laws, restrictive anti-union laws, and the rise of the gig economy. In 2022, the top 10% of families held 69% of the country's wealth, while the bottom 50% owned a mere six percent.³ Just 12 U.S. billionaires are collectively worth more than \$2 trillion.⁴

11. The wealth gap widens significantly when race is taken into account. In 2019, the median Black family owned \$24,100 in wealth and the median Latino family owned \$36,050—12.7% and 19.1% of the \$189,100 in wealth held by the typical white family, respectively.⁵ That

¹ AFL-CIO, *Union Facts: The Value of Collective Voice*, <https://aflcio.org/formaunion/collective-voice> (last visited Oct. 29, 2025).

² Fight for a Union, About, fightforaunion.org/about (last visited Oct. 29, 2025).

³ Cong. Budget Off., *Trends in the Distribution of Family Wealth, 1989 to 2022* (Oct. 2024), <https://www.cbo.gov/publication/60807>.

⁴ Sarah Anderson, *Ten facts about wealth inequality in the USA*, London Sch. of Econ. (Jan. 2, 2025), <https://blogs.lse.ac.uk/inequalities/2025/01/02/ten-facts-about-wealth-inequality-in-the-usa/>.

⁵ *Id.*

year, 28% of Black households and 26% of Latino households had zero or negative wealth, which means they are “just one minor economic setback away from tragedy.”⁶

12. SNAP is therefore a crucial program that reduces food insecurity, provides essential, nutritious food to adults and children alike, and stimulates local economies. The program serves more than 41 million low-income people in the United States, including 1 in 5 workers.⁷ Households with children comprised one-third of all SNAP households in Fiscal Year 2023.⁸

SEIU Represents and Organizes Workers who Rely on the SNAP Program and will be Irreparably Harmed by the Nonfunding of SNAP Benefits

13. SEIU represents and is organizing workers who are SNAP recipients. These workers are employed in four of the ten occupations with the largest number of workers receiving SNAP benefits in 2022: (1) home health and personal care aides (31% of whom received SNAP); (2) school bus monitors (24% of whom received SNAP); (3) nursing assistants (22% of whom received SNAP); and (4) ambulance drivers and attendants, except emergency medical technicians (22% of whom received SNAP).⁹ SEIU also represents workers employed in the California fast-food industry. According to a 2021 study, 27% of California fast-food workers were enrolled or had a family member enrolled in SNAP.¹⁰

14. SEIU members and associate members (most of whom have not yet won a union contract) have described how losing SNAP benefits will detrimentally impact themselves and their families. They shared plans to forego food so their children could eat instead (especially when their children require specialized diets), contemplated giving up beloved pets to reduce

⁶ *Id.*

⁷ Morgan Coulson, *What is SNAP? And Why Does it Matter*, Johns Hopkins Bloomberg Sch. of Pub. Health (Oct. 29, 2025), <https://publichealth.jhu.edu/2025/what-is-snap-and-why-does-it-matter>; Joseph Llobrera and Lauren Hall, *SNAP Helps Millions of Workers in Low-Paying Jobs*, Ctr. on Budget and Pol’y Priorities (July 30, 2024), <https://www.cbpp.org/research/food-assistance/snap-helps-millions-of-workers-in-low-paying-jobs>.

⁸ Mia Monkovic and Ben Ward, *Characteristics of Supplemental Nutrition Assistance Program Households: Fiscal Year 2023* xiv (Apr. 2025), <https://www.fns.usda.gov/research/snap/characteristics-fy23>.

⁹ See Llobrera and Hall, *supra* note 7, at Appendix Table 5.

¹⁰ Kuochih Huang et al., *The Fast-Food Industry and COVID-19 in Los Angeles*, UCLA Lab. Ctr. 8 (Mar. 2021).

household expenses, and worried about how they would pay bills for basic necessities like rent and diapers. The unifying theme was that these workers rely heavily on SNAP benefits to make ends meet and they will be seriously and irreparably harmed by the suspension of benefits beginning November 1, 2025.

SEIU Members who Help Administer SNAP Benefits will be Irreparably Harmed by the Nonfunding of SNAP Benefits and the Early Termination of ABAWD Waivers

15. SEIU also represents state and local government workers who help administer SNAP benefits to eligible recipients across the country, including members of SEIU Locals 221, 521, 721, and 1021 in California; COWINS in Colorado; Local 2001 CSEA in Connecticut; Local 1989 MSEA in Maine; Local 509 in Massachusetts; Local 1984 in New Hampshire; Local 4053 PEF in New York; Local 1199WKO in Ohio; Local 503 in Oregon; and Local 668 in Pennsylvania. SEIU members are the human face of the government when it comes to deciding whether or not a family's basic needs for income, food, and shelter can and will be met. They process and review applications, determine and certify eligibility for applicants, advise clients receiving benefits, provide technical support, and supervise day-to-day administration of SNAP and other benefit programs.

16. SEIU members are deeply concerned about the impact the denial of benefits will have on the vulnerable populations they serve. By definition, SNAP recipients are low income, and do not have the resources to help adjust to a sudden loss in benefits or bridge a gap until benefits resume. Members report concerns particularly about disabled and elderly SNAP recipients, whose health status can quickly become dire if they cannot eat for even a day, and families with children being evicted from their housing when they use rent money to buy food instead. SEIU Local 509 in Massachusetts reported that members are already fielding phone calls from recipients who are panicked at the prospect of losing SNAP benefits for their families.

17. Workers who have dedicated their careers to administering benefit programs understand the extreme and overlapping vulnerabilities of SNAP recipient households. As a Maintenance Caseworker who is a member of SEIU Local 668 in Pennsylvania explained: "It's

going to be pure chaos, and the overwhelming stress on the whole community will be devastating. There is no doubt in my mind that, without SNAP benefits, people are going to die.”

18. SEIU members are also concerned for the safety of themselves and their co-workers. At least some of the government offices that members work out of do not have a security presence, metal detectors, or other protection for workers. Recipients who depend on SNAP benefits for survival are likely to be frustrated and angry when they do not receive their expected benefits. Although some state and local government employers are increasing security in anticipation, workers do not know what to do if their office is overwhelmed or attacked.

19. Benefit workers are proud of their work and the service they provide in their communities. They work long hours and overtime to keep up with high demands. It is heartbreaking for our members—who worked hard over the past month to certify SNAP eligibility for November—to now see clients unnecessarily deprived of the benefits they desperately need. It will be distressing and traumatic for workers to respond as client after client asks for help, with no way to meet the increasing needs for food. An Economic Assistance Supervisor, who oversees SNAP benefit application processing and is a member of SEIU Local 509, described concerns about retaining benefits staff under such stressful circumstances: “It’s going to be a trauma response like secondary PTSD. There’s nothing we can give them—just a piece of paper with resources. This is these workers’ communities—they live here, they have to witness families and individuals suffering.”

20. SEIU members are also concerned about the cascading economic implications of both the nonfunding of SNAP benefits during the shutdown and the premature termination of existing waivers of federal work requirements for ABAWD SNAP recipients. The USDA pays for approximately 50% of states’ administrative costs for implementing the SNAP program, which include funding for staff salaries, training, and quality control oversight.¹¹

¹¹ U.S. Dep’t of Agric., *Exploring the Causes of State Variation in SNAP Administrative Costs*, <https://www.fns.usda.gov/research/snap/state-variation-administrative-costs> (last visited Oct. 29, 2025).

21. In an October 10, 2025 memorandum, USDA informed SNAP agencies that funding was “available for benefits and operations through the month of October.”¹² The Department did not address whether funding for operations would be available after October and later encouraged SNAP agencies to limit administrative costs, leaving states in doubt as to whether USDA will continue to pay its share of administrative costs.

22. If states are not reimbursed for SNAP administrative costs, they will likely have to shift funds from elsewhere and/or cut costs, including potential furloughs and layoffs. States and local governments are already stretched thin, and there is substantial concern about whether SEIU members’ state and local government employers will be able to cover federally obligated administrative costs for SNAP. For example, last week, Maine’s Commissioner of Administrative and Financial Services warned that as many as 2,500 public employees could be laid off unless the state receives federal funding for its programs.¹³ As state and local governments struggle to cover or cut program costs, SEIU members’ jobs will be on the line.

23. Declarations from individual SEIU members who are irreparably harmed by the government’s actions are attached.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.



Elena Medina Neuman

¹² Memorandum from U.S. Dep’t of Agric. on Supplemental Nutrition Assistance Program (SNAP) Benefit and Administrative Expense Update for November 2025 (Oct. 10, 2025), chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://oag.ca.gov/system/files/attachments/press-docs/2025.10.10_SNAP%20November%202025%20Issuance%20File%20Guidance.pdf.

¹³ Emma Davis, *Here’s how Maine is being impacted by the federal government shutdown*, Maine Morning Star (Oct. 17, 2025), <https://mainemorningstar.com/2025/10/17/heres-how-maine-is-being-impacted-by-the-federal-government-shutdown/>.

Attachment A

DECLARATION OF ALICIA CLEVELAND, ASSOCIATE SEIU MEMBER

I, Alicia Cleveland, declare as follows:

1. I am a member of the Service Employees International Union (“SEIU”), and an active participant in SEIU’s Union of Southern Service Workers (“USSW”) campaign. The statements made in this declaration are based on my personal knowledge.

2. I live in Atlanta, Georgia and currently work in customer service for the State of Georgia’s Clean Air program which provides emission inspections. I am paid \$16 per hour and I work 40 hours per week. In addition, I also provide child care services part-time where I can potentially make \$80 to \$90 per week. However, I do not have a steady schedule, so some weeks, I do not earn anything from my part-time job.

3. I have received SNAP benefits on and off since the pandemic starting in 2020. I am a single mom and I use my SNAP benefits to provide food for myself and my 16-year-old daughter. I receive around \$536 per month in SNAP benefits on the 21st each month. I am certified to receive benefits until November 30th but I just applied for recertification and I have an interview on November 3rd. Even with the SNAP benefits, I still have to pay \$300 per month for groceries out of my pocket. Overall, my monthly grocery budget is \$800. I try to use my SNAP benefits to purchase healthy food items such as fruits and vegetables. However, if my SNAP benefits are cut, I will be forced to choose less expensive food over healthier choices.

4. I am already making hard decisions in this difficult economy, and with the possibility of SNAP benefits being terminated, I will have to choose between paying my bills including rent, utilities, and transportation and providing food for myself and my daughter. I currently do not have health insurance, and I have to pay for my medication out of pocket. In a few months, I was hoping to be in a financial position to be able to pay for health insurance

coverage, but if SNAP benefits are cut, then my hopes of obtaining health insurance will go to the wayside.

5. In addition to supporting my 16-year-old daughter, I also provide support for my son who is attending college. If my SNAP benefits are cut, I will have less money available to support my children. I will be unable to help with my son's college expenses. Furthermore, my daughter participates in after-school activities, such as cheerleading. Without SNAP benefits, I will not have enough money to continue to support my daughter's extracurricular activities.

6. The SNAP benefits cuts will also be detrimental to my mental health. Despite working 40 hours per week, I have feelings of shame and guilt because I am unable to successfully provide for my family. If SNAP benefits are cut, I am unsure how I will be able to make the difficult financial decisions I described earlier.

7. I do not have any food banks near me. When I have gone to food banks in the past, the demand has been so high that I am unable to even get an appointment because they are booked. If SNAP benefits are cut, then I am sure that demand will skyrocket and it will be impossible to get access to food banks.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

/s/ Alicia Cleveland
Alicia Cleveland

Attachment B

DECLARATION OF AMARA BERRY, SEIU ASSOCIATE MEMBER

I, Amara Berry, declare as follows:

1. I am a member of the Service Employees International Union (“SEIU”), and an active participant in SEIU’s Union of Southern Service Workers (“USSW”) campaign. The statements made in this declaration are based on my personal knowledge.

2. I live in Fairburn, Georgia. I am currently a self-employed hairstylist who works around 35-30 hours per week. My earnings change weekly based on whether I am able to get clients. I previously worked at a fast food restaurant called Touch Down Wings; however, I was fired after my manager found out that I was pregnant.

3. I use my SNAP benefits to provide food for myself and my two-year-old toddler. At the beginning of each month, I receive around \$500 in SNAP benefits. I am certified to receive SNAP benefits at least until the end of next month. However, I still have to pay between \$100 to \$200 per month out of pocket for my groceries. My overall monthly grocery budget is around \$600 to \$700. With my SNAP benefits, I am able to purchase everyday groceries including proteins and veggies, as well as lunch snacks and juice for my son.

4. If my SNAP benefits are cut, I am not sure how I will provide for my son and me. Even now with SNAP benefits, I skip several meals to ensure my son is able to eat. However, skipping meals is even more difficult now because I am currently pregnant with my second child, and I am due April 2026. As a pregnant person, I am constantly hungry and feel sick when I am unable to eat food. However, I have to make sacrifices for my family. I am only 20 years old and in the middle of a divorce. Soon, I will be a single mom responsible for taking care of two children.

5. I have significant monthly bills, including paying \$600 to \$800 per month for car insurance, \$100 per month for the phone bill, and paying \$100 per month for an old car I purchased that cannot be driven due to transmission issues. In addition, I have to worry about childcare expenses and how to transport my son to places since my car does not work. I was hoping to purchase a new car soon but with SNAP benefits cuts, that will not be possible.

6. On October 27, 2025, I used the last of my October snap benefits to purchase pasta, milk, and cereal for my son. With the last of my benefits being spent, I do not know where our next meal will come from. I have gone to food banks near my house, which have been helpful in the past. However, it is difficult to go to the food banks because they are only open a few times a month and only provide food during certain hours. Generally, if you get to the food banks late, there is not much food left. Even when I get to the food banks early, I still do not get a lot of food. Once SNAP benefits are cut, I expect that it will be even more difficult to get food from food banks due to the number of people who will also need food.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 28, 2025.

/s/ Amara Berry
Amara Berry

Attachment C

DECLARATION OF KATELYN GIEDE,
ASSOCIATE SEIU MEMBER

I, Katelyn Giede, declare as follows:

1. I am a member of the Service Employees International Union (“SEIU”), and an active participant in SEIU’s Union of Southern Service Workers (“USSW”) campaign.

The statements made in this declaration are based on my personal knowledge.

2. I live in Covington, GA. I am currently employed as a server at Waffle House in Atlanta, Georgia. Until recently, I have worked 40 hours per week. However, my hours were recently cut to 14 hours per week. I am paid \$3.50 plus tips. Generally, I work first shift between the hours of 7 am and 2 pm.

3. I have been receiving SNAP benefits on and off for over 12 years. I receive \$500 per SNAP benefits per month on the 7th. My total grocery bill is around \$800 per month, with \$300 being paid out of pocket. I am certified to receive SNAP benefits until June 2026. As a single mom, I use my SNAP benefits to purchase everyday grocery items such as meat, breakfast items, and snacks for my child’s lunch. I am limited on what food I can purchase because my stove is broken. Currently, I am only able to cook meals in an air fryer and one burner electric stove. With the rising costs of groceries, I have to buy lower-quality food items. For example, I am unable to buy regular eggs, and instead, have to purchase cheap processed pre-boiled eggs.

4. Even with SNAP benefits, I go hungry many nights in order to provide food for my 7-year-old son. When I skip meals, it impacts me both physically and mentally. I need enough energy to take care of my son and to work. Without food, I am unable to think clearly at work.

5. If my SNAP benefits are cut, I am not sure how I will provide for my son and me. I pack lunches and snacks for my son to take to school. He goes to a Title I school where all of the parents are struggling to provide food for their children. If my benefits are cut, I will not have the ability to even provide my child with a school lunch. In addition, the holidays are coming up, and I am not sure if I will be able to provide holiday meals or gifts for my son.

6. The SNAP cuts will not only impact my ability to feed myself and my son but also my ability to provide a roof over our heads. I am already struggling to pay November's rent along with my other bills including phone bill, car maintenance, and utilities. I will likely have to use money that I set aside for bills in order to feed my son. It is very likely that I may miss my November rent payment and lose my home. If I lose my home, my son can likely stay with family and friends, but I will be left out on the streets.

7. I have a food bank close to my house. However, the food bank is only open from 11 am to 1 pm, and I currently work from 7 am until 2 pm. If I go to the food bank, I will likely have to take time off from work, when I'm already struggling to pay for food and bills.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

/s/ Katie Giede
Katie Giede

Attachment D

DECLARATION OF ROSA GONZALEZ

I, Rosa Gonzalez, declare as follows:

1. I am a member of and active in the California Fast Food Workers campaign. The California Fast Food Workers Union, is a campaign of SEIU.
2. I live in Los Angeles, California. I was recently terminated from my employment and am not employed. I believe I was let go from my job because of my union activities.
3. I worked at the fast food restaurant Yoshinoya in Los Angeles, California, for the last year and a half. I earned \$20 an hour and for most of my employment, I typically worked 27 to 25 hours a week. My typical shift was 5 pm to 10 pm. However, in or about February or March of 2025, my hours were cut to approximately 15 hours a week when a new manager started working at the restaurant. From that time through the date of my recent termination, I earned approximately \$200 a week.
4. We are a family of five. Together, my partner and I have three children ages 12, 16, and four.
5. I have been receiving SNAP benefits for the last year. I receive monthly benefits that vary month by month. I have received approximately anywhere from \$1,100 to \$700 a month in the form of food stamps. I receive my benefits every 8th of the month.
6. I purchase groceries, food, meat, and all necessities to feed my family. On occasion I may purchase food from Subway or Burger King as well. Weekly I spend \$300 in food for my family of five.
7. I will be greatly affected if I do not receive benefits. I'm currently out of work. No benefits will impact my family and my children. I will not be able to feed my family and my children. This will be devastating for my family.

8. If I do not receive benefits, I will be greatly affected. I am without work and still need to pay rent. Moreover, there's always emergencies. I don't know where I'd get money to pay for rent and other necessities. Getting credit cards or going into debt is also not an option because I would not have the money to pay the debt and could end up going into bankruptcy. I also would have trouble paying for my auto insurance. I also help support my mother in my home country and would not be able to send her money which would impact her ability to support herself.
9. Without a job, I would have to find a way to find money. This will hurt my family terribly.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on October 29, 2025.

/s/ Rosa Gonzalez

Rosa Gonzalez

CERTIFICATE OF TRANSLATION

I, Monica T. Guizar, am competent to translate from Spanish to English, and certify that the translation of the Declaration of Rosa Gonzalez is true and accurate to the best of my abilities.

/s/ Monica T. Guizar

Monica T. Guizar
3055 Wilshire Blvd., Suite 1050
Los Angeles, CA 90010
(213) 393-4303

Attachment E

DECLARATION OF FAWN HOLDRIDGE, SEIU MEMBER

I, Fawn Holdridge, declare as follows:

1. I am over 18 years of age and competent to give this declaration. This declaration is based on my personal knowledge, information, and belief.

2. I am an Income Maintenance Caseworker with the Lehigh County Assistance Office. I have been employed at the Lehigh County Assistance Office for almost 4 years. My office is located at 555 Union Blvd, Allentown, Pennsylvania. I am also a union member with Service Employees International Union (“SEIU”) Local 668, where I serve as a Shop Steward and member of the state-wide Rank and File Committee.

3. My work entails the processing of applications from the general public for government assistance programs, including Supplemental Nutrition Assistance Program (“SNAP”) benefits and Medicaid. I review both new applications and renewal applications that clients must file periodically to keep their benefits. I take phone calls from clients and also meet with those who walk into our office seeking services. The amount of applications I review in a day varies based on time of year and other factors, but I typically review between 10 and 15 applications a day currently. My coworkers also process similar applications for SNAP and Medicaid benefits, as well as applications for other programs, such as cash assistance through the Temporary Assistance for Needy Families (“TANF”) program and utility bill assistance through the Low-Income Home Energy Assistance Program (“LIHEAP”).

4. Many clients come to me seeking help with either food or medical costs and I frequently am able to sign them up for both SNAP and Medicaid benefits. I am worried that, if clients feel they cannot come in to apply for SNAP benefits, they may not come in to be signed up for Medicaid or other programs and may not have healthcare or other necessary support if an emergency happens.

5. The non-payment of SNAP benefits during the shutdown will likely have devastating effects on our clients and office. Most of our clients are understanding now, but I believe that will change once their benefits are cut off. They have been through shutdowns before, but they still got their food stamps. I do not think they are ready to suddenly lose their benefits. I am especially worried about our elderly and disabled clients, whose health status can quickly become dire if they are unable to eat, even for a day. I am also worried about the children who may go to school hungry and not be able to have dinner when they come home.

6. I am very concerned about what the public's reaction to suddenly losing benefits might mean for our safety at work. As I mentioned before, a lot of our clients come as walk-ins to our office. Unlike some other agencies, we do not have armed security or safety measures like metal detectors. We already occasionally have some very angry members of the public, who often are experiencing mental health crises or homelessness, come into our office, but I think this will be taken to a whole different level if their benefits are suddenly ended. I don't want to be hurt or feel scared of being hurt when I go to work.

7. Dealing with the sudden cessation of SNAP benefits will likely have significant negative implications for all of our work. We are already having to spend additional time out of our day speaking to concerned clients who have heard they may lose their food stamps, and we expect the number of those calls to skyrocket if their benefits are ended. We also expect a significant uptick in applications for our other benefit programs for relief, like for cash assistance through TANF. But these programs have very different requirements compared to SNAP and many of our clients will likely be denied them, so we will be spending a lot of time processing and rejecting these applications, all while clients get more and more upset with us.

8. I am worried that the resulting higher caseloads and increase in applications will result in a significantly more stressful workplace, much slower processing times, and more errors in our processing, which cost our office a significant amount to correct. Our office's cost of administering the program is already slated to go up to 25% and we will lose funding if increased applications lead to a higher error rate.

9. The sudden ending of SNAP benefits will also likely impact our whole community by affecting our local economy. Many local businesses rely on people who pay with food stamps. If they lose all the business, it might mean they need to close or raise prices, which affects us all. It would be a vicious cycle.

10. We are directing our clients to any available non-government assistance, like food banks through the United Way; but these programs cannot provide anywhere near enough support to make up for losing all food stamps at

their current capacity, let alone how strained they will be once everyone is suddenly seeking help from them. It's going to be pure chaos, and the overwhelming stress on the whole community will be devastating. There is no doubt in my mind that, without SNAP benefits, people are going to die.

I declare under penalty of perjury under the laws of the United States that the foregoing is true and correct. Executed October 29, 2025 in Washington, District of Columbia.

/s/ Fawn Holdridge
Fawn Holdridge