

[FR Doc. 00-11977 Filed 5-11-00; 8:45 am]

BILLING CODE 4510-30-C

DEPARTMENT OF LABOR

Employment and Training Administration

Workforce Investment Act; Lower Living Standard Income Level

AGENCY: Employment and Training Administration, Labor.

ACTION: Notice of determination of lower living standard income level.

SUMMARY: Under Title I of the Workforce Investment Act (Pub. L. 105-220), the Secretary of Labor annually determines the Lower Living Standard Income Level (LLSIL) for uses defined in the Law. WIA defines the term "Low Income Individual" as one who qualifies under various criteria, including an individual who received income that does not exceed the higher of the poverty line or 70 percent of the lower living standard income level. This issuance provides the Secretary's annual LLSIL for 2000 and references the current 2000 Health and Human Services "Poverty Guidelines."

EFFECTIVE DATE: This notice is effective on May 12, 2000.

ADDRESSES: Send written comments to: Mr. Ron Putz, Office of Adult Services, Employment and Training Administration, Department of Labor, Room N-4671, 200 Constitution Avenue NW., Washington, DC 20210.

FOR FURTHER INFORMATION CONTACT: Mr. Ron Putz, Telephone 202-219-7694 x134; Fax (202) 219-0376 (these are not toll free numbers).

SUPPLEMENTARY INFORMATION: The purpose of the Workforce Investment Act (WIA) is "to provide workforce investment activities, through statewide and local workforce investment systems, that increase the employment, retention, and earnings of participants, and increase occupational skill attainment by participants, and, as a result, improve the quality of the workforce, reduce welfare dependency, and enhance the productivity and competitiveness of the Nation."

The LLSIL is used for several purposes under WIA: specifically, WIA Section 101(25) defines the term "low income individual for eligibility purposes" Sections 127(b)(2)(C) and 132(b)(1)(iii)(IV) define the terms "disadvantaged adult," and "disadvantaged youth" in terms of the poverty line or LLSIL for purposes of State allotments. The Governor and State/local Workforce Investment

Boards need the LLSIL for determining eligibility for youth, eligibility for employed adult/dislocated workers for certain services, and for the reauthorized Work Opportunity Tax Credit (WOTC). We encourage the Governors and State/local Workforce Investment Boards to consult WIA and its Regulations and Preamble for more specific guidance in applying the LLSIL to program requirements. The Department of Health and Human Services published the annual update of the poverty-level guidelines in the **Federal Register** at 65, FR 7555, (Feb. 15, 2000). The HHS poverty-level guidelines may also be found on the Internet at <http://aspe.hhs.gov/poverty/00.htm>. ETA plans to have the 2000 LLSIL available on its website at: <http://www.wdsc.org/llsil/llsil00.htm>.

WIA section 101(24) defines the LLSIL as "that income level (adjusted for regional, metropolitan, urban, and rural differences and family size) determined annually by the Secretary (of Labor) based on the most recent lower living family budget issued by the Secretary." The most recent lower living family budget was issued by the Secretary of Labor in the fall of 1981. The four-person urban family budget estimates, previously published by the Bureau of Labor Statistics (BLS), provided the basis for the Secretary to determine the LLSIL. BLS terminated the four-person family budget series in 1982, after publication of the Fall 1981 estimates. Currently BLS provides current data to ETA, from which it develops the LLSIL tables.

The Employment and Training Administration (ETA) published the 1999 updates to the LLSIL in the **Federal Register** on May 14, 1999, at 64 FR 26452. This notice again updates the LLSIL to reflect cost of living increases for 1999 by applying the BLS provided percentage change in the December 1999 Consumer Price Index for All Urban Consumers (CPI-U), compared with the December 1998 CPI-U, to each of the May 14, 1999 LLSIL figures. Those updated figures for a family of four are listed in Table 1 below by region for both metropolitan and nonmetropolitan areas. Figures in all of the accompanying tables are rounded up to the nearest ten. Since "low income individual," "disadvantaged adult, and "disadvantaged youth" may be determined by family income at 70 percent of the LLSIL, those figures are listed below as well.

Jurisdictions included in the various regions, based generally on Census Divisions of the U.S. Department of Commerce, are as follows:

Northeast

Connecticut
Maine
Massachusetts
New Hampshire
New Jersey
New York
Pennsylvania
Rhode Island
Vermont
Virgin Islands

Midwest

Illinois
Indiana
Iowa
Kansas
Michigan
Minnesota
Missouri
Nebraska
North Dakota
Ohio
South Dakota
Wisconsin

South

Alabama
American Samoa
Arkansas
Delaware
District of Columbia
Florida
Georgia
Northern Marianas
Oklahoma
Palau
Puerto Rico
South Carolina
Kentucky
Louisiana
Marshall Islands
Maryland
Mississippi
Micronesia
North Carolina
Tennessee
Texas
Virginia
West Virginia

West

Arizona
California
Colorado
Idaho
Montana
Nevada
New Mexico
Oregon
Utah
Washington
Wyoming

Additionally, separate figures have been provided for Alaska, Hawaii, and Guam as indicated in Table 2 below.

For Alaska, Hawaii, and Guam, the year 2000 figures were updated from the

May 14, 1999 "State Index" based on the ratio of the urban change in the State (using Anchorage for Alaska and Honolulu for Hawaii and Guam) compared to the West regional metropolitan change, and then applying that index to the West regional metropolitan change.

Data on 23 selected Metropolitan Statistical Areas (MSA's) are also available. These are based on semiannual CPI-U changes for a 12 month period ending in December 1999. The updated LLSIL figures for these MSA's and 70 percent of the LLSIL are reported in Table 3.

Table 4 is a listing of each of the various figures at 70 percent of the updated 2000 LLSIL for family sizes of one to six persons. For families larger than six persons, an amount equal to the difference between the six-person and the five-person family income levels should be added to the six-person family income level for each additional person in the family. Where the poverty level for a particular family size is greater than the corresponding LLSIL figure, the figure is indicated in parentheses. Table 5, 100 percent of

LLSIL, is used to determine self-sufficiency as noted at § 663.230 of WIA Interim Final Regulations and WIA section 134(d)(3)(A)(ii).

Use of Data

Governors should designate the appropriate LLSIL's for use within the State from Tables 1 through 3. Tables 4 and 5 may be used with any of the levels designated. The Governor's designation may be provided by disseminating information on Metropolitan Statistical Areas (MSA's) and metropolitan and nonmetropolitan areas within the State, or it may involve further calculations. For example, the State of New Jersey may have four or more LLSIL figures: metropolitan, nonmetropolitan, for portions of the State in the New York City MSA, and for those in the Philadelphia MSA. If a Workforce Development Area includes areas that would be covered by more than one figure, the Governor may determine which is to be used. Under 20 CFR 661.120, a State's policies and measures for the workforce investment system will be accepted by the Secretary to the extent that they are not

inconsistent with the WIA and the WIA regulations.

Disclaimer on Statistical Uses

It should be noted that the publication of these figures is only for the purpose of meeting the requirements specified by WIA as defined in the law and regulations. BLS has not revised the lower living family budget since 1981, and has no plans to do so. The four-person urban family budget estimates series has been terminated. The CPI-U adjustments used to update the LLSIL for this publication are not precisely comparable, most notably because certain tax items were included in the 1981 LLSIL, but are not in the CPI-U. Thus, these figures should not be used for any statistical purposes, and are valid only for those purposes under WIA as defined in the law and regulations.

Signed at Washington, DC, this 5th day of May 2000.

Shirley M. Smith,
Administrator, Office of Adult Services.
Attachments

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Table 1: Lower Living Standard Income Level (for a family of four persons) by Region¹

Region²	1999 Adjusted LLSIL	2000 Factor	2000 Adjusted LLSIL	70 percent LLSIL
Northeast				
Metro	\$28,670	1.025	\$29,390	\$20,580
Non-Metro ³	\$28,320	1.024	\$29,000	\$20,300
Midwest				
Metro	\$26,580	1.029	\$27,360	\$19,150
Non-Metro	\$25,150	1.025	\$25,780	\$18,050
South				
Metro	\$25,140	1.026	\$25,800	\$18,060
Non-Metro	\$24,050	1.019	\$24,510	\$17,160
West				
Metro	\$28,270	1.029	\$29,090	\$20,370
Non-Metro ⁴	\$27,770	1.025	\$28,470	\$19,930

¹For ease of use, these figures have been rounded to the next highest ten dollars.

²Metropolitan area measures were calculated from the weighted average CPI-Us for city size classes A and B/C. Non-metropolitan area measures were calculated from the CPI-Us for city size class D.

³Nonmetropolitan area percent changes for the Northeast region are no longer available. The Non-metropolitan percent change was calculated using the U.S. average CPI-U for city size Class D.

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⁴Non-metropolitan area percent changes for the West region are unpublished data.

Table 2: Lower Living Standard Income Level (for a family of four persons) -- Alaska, Hawaii and Guam¹

Region	1999 Adjusted LLSIL	2000 Factor	2000 Adjusted LLSIL	70 percent LLSIL
Alaska				
Metro	\$35,820	1.009	\$36,150	\$25,300
Non-Metro ²	\$34,860	1.025	\$35,740	\$25,020
Hawaii, Guam				
Metro	\$37,290	1.016	\$37,890	\$26,530
NonMetro ²	\$37,220	1.025	\$38,160	\$26,710

¹Rounded to next highest ten dollars.

²Non-Metropolitan percent changes for Alaska, Hawaii and Guam were calculated from the CPI-Us for city size Class D in the Western Region.

Table 3: Lower Living Standard Income Level (for a family of four persons) 23 MSAs¹

Metropolitan Statistical Areas (MSAs)	1999 Adjusted LLSIL	2000 Factor	2000 Adjusted LLSIL	70 percent LLSIL
Anchorage, AK	\$35,820	1.009	\$36,150	\$25,300
Atlanta, GA	\$25,250	1.027	\$25,940	\$18,160
Boston--Brockton--Nashua, MA/NH/ME/CT	\$30,420	1.03	\$31,340	\$21,940
Chicago--Gary--Kenosha, IL/IN/WI	\$27,980	1.023	\$28,630	\$20,040
Cincinnati--Hamilton, OH/KY/IN	\$26,620	1.032	\$27,480	\$19,240
Cleveland--Akron, OH	\$27,730	1.018	\$28,240	\$19,770
Dallas--Ft. Worth, TX	\$23,920	1.034	\$24,740	\$17,320
Denver--Boulder--Greeley, CO	\$27,910	1.03	\$28,750	\$20,130
Detroit--Ann Arbor--Flint, MI	\$25,820	1.027	\$26,520	\$18,570
Honolulu, HI	\$37,290	1.016	\$37,890	\$26,530
Houston--Galveston--Brazoria, TX	\$23,340	1.018	\$23,770	\$16,640
Kansas City, MO/KS	\$25,800	1.024	\$26,420	\$18,500
Los Angeles--Riverside--Orange County, CA	\$28,630	1.024	\$29,320	\$20,530
Milwaukee--Racine, WI	\$26,890	1.023	\$27,510	\$19,260
Minneapolis--St. Paul, MN/WI	\$26,130	1.036	\$27,080	\$18,950
New York--Northern NJ--Long Island, NY/NJ/CT/PA	\$29,950	1.022	\$30,610	\$21,430
Philadelphia--Wilmington--Atlantic City, PA/NJ/DE/MD	\$27,890	1.025	\$28,590	\$20,020
Pittsburgh, PA	\$26,860	1.021	\$27,430	\$19,200
St. Louis, MO/IL	\$25,490	1.011	\$25,780	\$18,040
San Diego, CA	\$29,240	1.036	\$30,300	\$21,210
San Francisco--Oakland--San Jose, CA	\$29,690	1.043	\$30,970	\$21,680
Seattle--Tacoma--Bremerton, WA	\$31,010	1.03	\$31,950	\$22,360
Washington--Baltimore, DC/MD/VA/WV ²	\$30,320	1.023	\$31,020	\$21,720

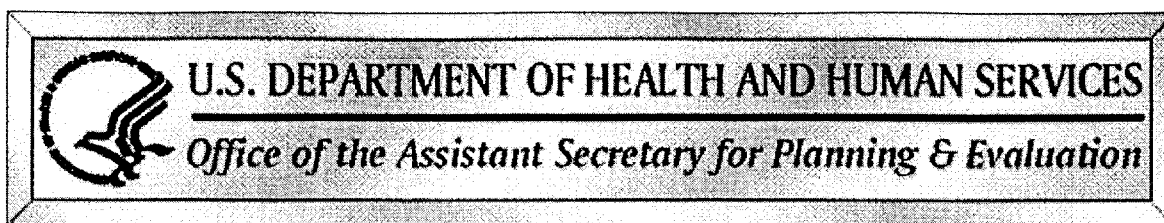
¹Rounded to next highest ten dollars.

² Baltimore and Washington are now calculated as a single metropolitan statistical area.

Table 5 - Updated 2000 LLSIL (100%), By Family Size

To use the LLSIL to determine the minimum level for establishing self-sufficiency criteria at the state or local level, begin by locating the metropolitan area or region from Table 1, 2 or 3. The individual must locate their region or metropolitan statistical area and then find the 2000 Adjusted LLSIL amount for that location. These figures apply to a family of four. Locate the corresponding number in the family of four column below. Move left or right across that row to the size that corresponds to the individual's family unit. That figure is the minimum figure States must set for determining whether employment leads to self-sufficiency under WIA programs.

Family of One	Family of Two	Family of Three	Family of Four	Family of Five	Family of Six
\$8,560	\$14,030	\$19,260	\$23,770	\$28,050	\$32,810
\$8,830	\$14,470	\$19,860	\$24,510	\$28,930	\$33,830
\$8,910	\$14,600	\$20,040	\$24,740	\$29,200	\$34,150
\$9,290	\$15,220	\$20,890	\$25,780	\$30,430	\$35,580
\$9,290	\$15,230	\$20,900	\$25,800	\$30,450	\$35,610
\$9,340	\$15,310	\$21,020	\$25,940	\$30,610	\$35,800
\$9,520	\$15,590	\$21,410	\$26,420	\$31,180	\$36,460
\$9,550	\$15,650	\$21,490	\$26,520	\$31,300	\$36,600
\$9,750	\$15,980	\$21,940	\$27,080	\$31,960	\$37,380
\$9,850	\$16,150	\$22,170	\$27,360	\$32,290	\$37,760
\$9,880	\$16,190	\$22,220	\$27,430	\$32,370	\$37,860
\$9,900	\$16,220	\$22,260	\$27,480	\$32,430	\$37,930
\$9,910	\$16,240	\$22,290	\$27,510	\$32,470	\$37,970
\$10,170	\$16,670	\$22,880	\$28,240	\$33,330	\$38,980
\$10,250	\$16,800	\$23,070	\$28,470	\$33,600	\$39,290
\$10,300	\$16,870	\$23,160	\$28,590	\$33,740	\$39,460
\$10,310	\$16,900	\$23,200	\$28,630	\$33,790	\$39,510
\$10,350	\$16,970	\$23,290	\$28,750	\$33,930	\$39,680
\$10,440	\$17,110	\$23,490	\$29,000	\$34,220	\$40,020
\$10,480	\$17,170	\$23,570	\$29,090	\$34,330	\$40,150
\$10,560	\$17,300	\$23,750	\$29,320	\$34,600	\$40,470
\$10,590	\$17,350	\$23,810	\$29,390	\$34,690	\$40,560
\$10,910	\$17,880	\$24,550	\$30,300	\$35,760	\$41,820
\$11,020	\$18,060	\$24,800	\$30,610	\$36,120	\$42,250
\$11,150	\$18,280	\$25,090	\$30,970	\$36,550	\$42,740
\$11,170	\$18,310	\$25,130	\$31,020	\$36,610	\$42,810
\$11,290	\$18,500	\$25,390	\$31,340	\$36,990	\$43,250
\$11,510	\$18,860	\$25,880	\$31,950	\$37,710	\$44,100
\$12,870	\$21,090	\$28,950	\$35,740	\$42,180	\$49,330
\$13,020	\$21,330	\$29,290	\$36,150	\$42,660	\$49,890
\$13,650	\$22,360	\$30,700	\$37,890	\$44,720	\$52,290
\$13,740	\$22,520	\$30,910	\$38,160	\$45,030	\$52,670



THE 2000 HHS POVERTY GUIDELINES

One Version of the [U.S.] Federal Poverty Measure

[Summary Figures and *Federal Register* References – Poverty Guidelines Since 1982]

[Information Contacts/References – Poverty Guidelines & Thresholds – History of U.S. Poverty Lines]

There are two slightly different versions of the federal poverty measure:

- The poverty thresholds, and
- The poverty guidelines.

The **poverty thresholds** are the original version of the federal poverty measure. They are updated each year by the **Census Bureau** (although they were originally developed by Mollie Orshansky of the Social Security Administration). The thresholds are used mainly for statistical purposes — for instance, preparing estimates of the number of Americans in poverty each year. (In other words, all official poverty population figures are calculated using the poverty thresholds, not the guidelines.)

The **poverty guidelines** are the other version of the federal poverty measure. They are issued each year in the *Federal Register* by the **Department of Health and Human Services (HHS)**. The guidelines are a simplification of the poverty thresholds for use for **administrative purposes** — for instance, determining financial eligibility for certain federal programs. (The full text of the *Federal Register* notice with the 2000 poverty guidelines is available here.)

The poverty guidelines are sometimes loosely referred to as the "federal poverty level" (FPL), but that term is ambiguous, and should be avoided in situations (e.g., legislative or administrative) where precision is important.

2000 HHS Poverty Guidelines

Size of Family Unit	48 Contiguous States and D.C.	Alaska	Hawaii
1	\$ 8,350	\$10,430	\$ 9,590
2	11,250	14,060	12,930
3	14,150	17,690	16,270
4	17,050	21,320	19,610
5	19,950	24,950	22,950
6	22,850	28,580	26,290
7	25,750	32,210	29,630
8	28,650	35,840	32,970
For each additional person, add	2,900	3,630	3,340

SOURCE: *Federal Register*, Vol. 65, No. 31, February 15, 2000, pp. 7555-7557.

(The separate poverty guidelines for Alaska and Hawaii reflect Office of Economic Opportunity

administrative practice beginning in the 1966-1970 period. Note that the poverty thresholds — the original version of the poverty measure — have never had separate figures for Alaska and Hawaii.)

Programs using the guidelines (or percentage multiples of the guidelines — for instance, 125 percent or 185 percent of the guidelines) in determining eligibility include Head Start, the Food Stamp Program, the National School Lunch Program, the Low-Income Home Energy Assistance Program, and the Child Health Insurance Program. Note that in general, public assistance programs (Aid to Families with Dependent Children and its block grant successor Temporary Assistance for Needy Families, and Supplemental Security Income) do NOT use the poverty guidelines in determining eligibility. The Earned Income Tax Credit program also does NOT use the poverty guidelines to determine eligibility.

The poverty guidelines (unlike the poverty thresholds) are designated by the year in which they are issued. For instance, the guidelines issued in February 2000 are designated the 2000 poverty guidelines. However, the 2000 HHS poverty guidelines only reflect price changes through calendar year 1999; accordingly, they are approximately equal to the Census Bureau poverty thresholds for calendar year 1999. (The 1999 thresholds are expected to be issued in final form in September or October 2000; a preliminary version of the 1999 thresholds is now available from the Census Bureau.)

The computations for the 2000 poverty guidelines are available.

Go to the page of Information Contacts and References on the Poverty Guidelines, the Poverty Thresholds, and the Development and History of U.S. Poverty Lines.

Return to the main Poverty Guidelines, Research, and Measurement page.