

**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 of 1998 (Public Law 105-220), the Secretary of Labor annually determines the Lower Living Standard Income Level (LLSIL) for uses described in the Law. WIA defines the term "Low Income Individual" as one who qualifies under various criteria, including an individual who received income for a six-month period 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 2002 and references the current 2002 Health and Human Services "Poverty Guidelines."

**EFFECTIVE DATE:** This notice is effective on April 8, 2002.

**ADDRESSES:** Send written comments to: Mr. Haskel Lowery, Employment and Training Administration, Department of Labor, Room N-4464, 200 Constitution Avenue NW., Washington, DC 20210.

**FOR FURTHER INFORMATION CONTACT:** Mr. Haskel Lowery, Telephone 202-693-3608; Fax 202-693-3532 (these are not toll free numbers).

**SUPPLEMENTARY INFORMATION:** It is the purpose of the Workforce Investment Act of 1998 (WIA) "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)(IV) define the terms "disadvantage adult," and "disadvantaged youth" in terms of the poverty line of LLSIL for purpose of State formula allotments. The Governor State/Local Workforce Investment Boards use the LLSIL for determining eligibility for youth, eligibility for employed adult workers for certain

services, and for the Work Opportunity Tax Credit (WOTC), recently reauthorized until 2004. We encouraged the Governors and State/Local Workforce Investment Boards to consult WIA and its Regulations and Preamble at 29 CFR part 652 et al., for more specific guidance in applying the LLSIL to program requirements. The Department of Health and Human Services published the annual 2002 update of the poverty-level guidelines in the **Federal Register** at 67 FR 6931, (Feb. 14, 2002). The HHS 2002 Poverty guidelines may also be found on the Internet at: <http://www.aspe.hhs.gov/poverty/02poverty.htm>.

ETA plans to have the 2002 LLSIL available on its Web site at: [<http://www.wdsc.doleta.gov/llsil/llsil2002.asp>].

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 data to ETA, from which it develops the LLSIL tables.

The Employment and Training Administration (ETA) published the 2001 updates to the LLSIL in the **Federal Register** of May 9, 2001, at 66 FR 23737. This notice again updates the LLSIL to reflect cost of living increases for 2001 by applying the percentage change in the December 2001 Consumer Price Index for All Urban Consumers (CPI-U), compared with the December 2000, CPI-U, to each of the May 9, 2001, 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" maybe determined by family income at 70 percent of the LLSIL, pursuant to WIA Sections, 101(25), 127(b)(2)(C) and 132(b)(1)(B)(v)(IV), respectively, 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 Marinas  
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 2002 figures were updated from the May 9, 2001, "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 (MSAs) are also available. These are based on semiannual CPI-U changes for a 12 month period ending in December 2001. The updated LLSIL figures for these MSAs and 70 percent of the LLSIL are reported in Table 3 below.

Table 4 below lists each of the various figures at 70 percent of the updated 2001 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 20 CFR 663.230 of WIA Regulations and WIA section 134(d)(3)(A)(ii).

#### Use of These Data

Governors should designate the appropriate LLSILs 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 (MSAs) 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 States in the New York City MSA, and for those in the Philadelphia MSA. If a workforce investment area includes areas that would be covered by more than one figure, the Governor may determine which is to be used. Under 20 CFR 661.220, a State's policies and measures for the workforce investment system shall be accepted by the Secretary to the extent that they are

consistent 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 the WIA as defined in the law and regulations.

Signed at Washington, DC, this 2nd day of April 2002.

**Lorenzo D. Harrison,**  
*Administrator, Office of Youth Services,  
Attachments.*

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**Table 1: Lower Living Standard Income Level  
(for a family of four persons) by Region<sup>1</sup>**

| Region <sup>2</sup>    | 2002 Adjusted<br>LLSIL | 70 percent<br>LLSIL |
|------------------------|------------------------|---------------------|
| Northeast              |                        |                     |
| Metro                  | \$30,850               | \$21,600            |
| Non-Metro <sup>3</sup> | \$30,350               | \$21,250            |
| Midwest                |                        |                     |
| Metro                  | \$28,640               | \$20,050            |
| Non-Metro              | \$26,870               | \$18,810            |
| South                  |                        |                     |
| Metro                  | \$26,900               | \$18,830            |
| Non-Metro              | \$25,380               | \$17,770            |
| West                   |                        |                     |
| Metro                  | \$30,990               | \$21,700            |
| Non-Metro <sup>4</sup> | \$29,980               | \$20,990            |

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

<sup>2</sup>Metropolitan area measures were calculated from the weighted average CPI-U's for city size classes A and B/C. Non-metropolitan area measures were calculated from the CPI-U's for city size class D.

<sup>3</sup>Nonmetropolitan 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.

<sup>4</sup>Non-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 Guam<sup>1</sup>**

| Region                 | 2002 Adjusted<br>LLSIL | 70 percent<br>LLSIL |
|------------------------|------------------------|---------------------|
| Alaska                 |                        |                     |
| Metro                  | \$37,990               | \$26,590            |
| Non-Metro <sup>2</sup> | \$37,630               | \$26,340            |
| Hawaii, Guam           |                        |                     |
| Metro                  | \$38,970               | \$27,280            |
| NonMetro <sup>2</sup>  | \$40,180               | \$28,130            |

<sup>1</sup>Rounded to next highest ten dollars.

<sup>2</sup>Non-Metropolitan percent changes for Alaska, Hawaii and Guam were calculated from the CPI-U's for city size Class D in the Western Region.

**Table 3: Lower Living Standard Income Level  
(for a family of four persons) 23 MSAs<sup>1</sup>**

| Metropolitan Statistical Areas (MSAs)                | 2002<br>Adjusted<br>LLSIL | 70 percent<br>LLSIL |
|--|---------------------------|---------------------|
| Anchorage, AK  | \$37,990                  | \$26,590            |
| Atlanta, GA  | \$27,500                  | \$19,250            |
| Boston--Brockton--Nashua, MA/NH/ME/CT                | \$34,000                  | \$23,800            |
| Chicago--Gary--Kenosha, IL/IN/WI                     | \$30,090                  | \$21,060            |
| Cincinnati--Hamilton, OH/KY/IN                       | \$28,820                  | \$20,170            |
| Cleveland--Akron, OH                                 | \$29,910                  | \$20,940            |
| Dallas--Ft. Worth, TX                                | \$26,610                  | \$18,630            |
| Denver--Boulder--Greeley, CO                         | \$31,070                  | \$21,750            |
| Detroit--Ann Arbor--Flint, MI                        | \$28,070                  | \$19,650            |
| Honolulu, HI   | \$38,970                  | \$27,280            |
| Houston--Galveston--Brazoria, TX                     | \$25,150                  | \$17,610            |
| Kansas City, MO/KS                                   | \$28,150                  | \$19,710            |
| Los Angeles--Riverside--Orange County, CA            | \$31,330                  | \$21,930            |
| Milwaukee--Racine, WI                                | \$28,690                  | \$20,080            |
| Minneapolis--St. Paul, MN/WI                         | \$29,160                  | \$20,410            |
| New York--Northern NJ--Long Island, NY/NJ/CT/PA      | \$32,300                  | \$22,610            |
| Philadelphia--Wilmington--Atlantic City, PA/NJ/DE/MD | \$30,050                  | \$21,030            |
| Pittsburgh, PA                                       | \$28,940                  | \$20,260            |
| St. Louis, MO/IL                                     | \$27,150                  | \$19,010            |
| San Diego, CA  | \$33,510                  | \$23,460            |
| San Francisco--Oakland--San Jose, CA                 | \$33,990                  | \$23,790            |
| Seattle--Tacoma--Bremerton, WA                       | \$34,300                  | \$24,010            |
| Washington--Baltimore, DC/MD/VA/WV <sup>2</sup>      | \$32,790                  | \$22,960            |

<sup>1</sup>Rounded to next highest ten dollars.

<sup>2</sup> Baltimore and Washington are now calculated as a single metropolitan statistical area.

## Table 4 - Seventy Percent of Updated 2002 Lower Living Standard Income Level (LLSIL), by Family Size

To use the seventy percent LLSIL value, where it is stipulated for WIA programs, individuals must begin by locating the region or metropolitan area where they reside. These are listed in Tables 1, 2 and 3. Individuals must locate their region or metropolitan statistical area and then find the seventy percent LLSIL amount for that location. The seventy percent LLSIL figures are listed in the last column to the right on each of the three tables. These figures apply to a family of four. Larger and smaller family eligibility is based on a percentage of the family of four. To determine eligibility for other size families consult the table below.

To use Table 4, locate the seventy percent LLSIL value that applies to the individual's region or metropolitan area from Tables 1, 2 or 3. Find the same number in the "family of four" column of Table 4. Move left or right across that row to the size that corresponds to the individual's family unit. That figure is the maximum household income the individual is permitted in order to qualify as economically disadvantaged under WIA.

Where the HHS poverty level for a particular family size is greater than the corresponding LLSIL figure, the LLSIL figure is indicated in parentheses. Individuals from these size families may consult the 2002 HHS poverty guidelines found in the Federal Register, Vol. 67, No. 31, February 14, 2002, pp. 6931-6933 (on the Internet at <http://aspe.hhs.gov/poverty/02poverty.htm>) to find the higher eligibility standard. Individuals from Alaska and Hawaii should consult the HHS guidelines for the generally higher poverty levels that apply in their states.

| Family of One | Family of Two | Family of Three | Family of Four | Family of Five | Family of Six |
|---------------|---------------|-----------------|----------------|----------------|---------------|
| (\$6,330)     | (\$10,380)    | (\$14,260)      | (\$17,610)     | (\$20,770)     | \$24,300      |
| (\$6,390)     | (\$10,480)    | (\$14,390)      | (\$17,770)     | (\$20,960)     | \$24,520      |
| (\$6,710)     | (\$11,000)    | \$15,100        | \$18,630       | \$21,990       | \$25,710      |
| (\$6,780)     | (\$11,100)    | \$15,240        | \$18,810       | \$22,200       | \$25,960      |
| (\$6,780)     | (\$11,110)    | \$15,260        | \$18,830       | \$22,220       | \$25,990      |
| (\$6,850)     | (\$11,220)    | \$15,400        | \$19,010       | \$22,440       | \$26,240      |
| (\$6,930)     | (\$11,360)    | \$15,600        | \$19,250       | \$22,720       | \$26,570      |
| (\$7,080)     | (\$11,600)    | \$15,920        | \$19,650       | \$23,190       | \$27,120      |
| (\$7,100)     | (\$11,630)    | \$15,970        | \$19,710       | \$23,260       | \$27,200      |
| (\$7,220)     | (\$11,830)    | \$16,250        | \$20,050       | \$23,660       | \$27,670      |
| (\$7,230)     | (\$11,850)    | \$16,270        | \$20,080       | \$23,700       | \$27,720      |
| (\$7,270)     | (\$11,910)    | \$16,340        | \$20,170       | \$23,810       | \$27,840      |
| (\$7,300)     | \$11,960      | \$16,420        | \$20,260       | \$23,910       | \$27,960      |
| (\$7,350)     | \$12,050      | \$16,540        | \$20,410       | \$24,090       | \$28,170      |
| (\$7,540)     | \$12,360      | \$16,970        | \$20,940       | \$24,710       | \$28,900      |
| (\$7,560)     | \$12,390      | \$17,010        | \$20,990       | \$24,770       | \$28,970      |
| (\$7,580)     | \$12,410      | \$17,040        | \$21,030       | \$24,820       | \$29,030      |
| (\$7,590)     | \$12,430      | \$17,060        | \$21,060       | \$24,860       | \$29,070      |
| (\$7,650)     | \$12,540      | \$17,220        | \$21,250       | \$25,080       | \$29,330      |
| (\$7,780)     | \$12,750      | \$17,500        | \$21,600       | \$25,490       | \$29,810      |
| (\$7,820)     | \$12,810      | \$17,580        | \$21,700       | \$25,610       | \$29,950      |
| (\$7,830)     | \$12,840      | \$17,620        | \$21,750       | \$25,670       | \$30,020      |
| (\$7,900)     | \$12,940      | \$17,770        | \$21,930       | \$25,880       | \$30,270      |
| (\$8,140)     | \$13,340      | \$18,320        | \$22,610       | \$26,680       | \$31,210      |
| (\$8,270)     | \$13,550      | \$18,600        | \$22,960       | \$27,100       | \$31,690      |
| (\$8,450)     | \$13,850      | \$19,010        | \$23,460       | \$27,690       | \$32,380      |
| (\$8,570)     | \$14,040      | \$19,270        | \$23,790       | \$28,080       | \$32,840      |
| (\$8,570)     | \$14,050      | \$19,280        | \$23,800       | \$28,090       | \$32,850      |
| (\$8,650)     | \$14,170      | \$19,450        | \$24,010       | \$28,340       | \$33,140      |
| \$9,490       | \$15,550      | \$21,340        | \$26,340       | \$31,090       | \$36,350      |
| \$9,580       | \$15,690      | \$21,540        | \$26,590       | \$31,380       | \$36,700      |
| \$9,830       | \$16,100      | \$22,100        | \$27,280       | \$32,200       | \$37,650      |
| \$10,130      | \$16,600      | \$22,790        | \$28,130       | \$33,200       | \$38,820      |

## Table 5 - Updated 2002 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 2002 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 |
|---------------|---------------|-----------------|----------------|----------------|---------------|
| \$9,060       | \$14,840      | \$20,380        | \$25,150       | \$29,680       | \$34,710      |
| \$9,140       | \$14,980      | \$20,560        | \$25,380       | \$29,950       | \$35,030      |
| \$9,580       | \$15,700      | \$21,560        | \$26,610       | \$31,400       | \$36,730      |
| \$9,680       | \$15,860      | \$21,770        | \$26,870       | \$31,710       | \$37,090      |
| \$9,690       | \$15,880      | \$21,790        | \$26,900       | \$31,750       | \$37,130      |
| \$9,780       | \$16,020      | \$22,000        | \$27,150       | \$32,040       | \$37,470      |
| \$9,900       | \$16,230      | \$22,280        | \$27,500       | \$32,450       | \$37,950      |
| \$10,110      | \$16,570      | \$22,740        | \$28,070       | \$33,130       | \$38,740      |
| \$10,140      | \$16,610      | \$22,810        | \$28,150       | \$33,220       | \$38,850      |
| \$10,320      | \$16,900      | \$23,200        | \$28,640       | \$33,800       | \$39,530      |
| \$10,330      | \$16,930      | \$23,240        | \$28,690       | \$33,860       | \$39,600      |
| \$10,380      | \$17,010      | \$23,350        | \$28,820       | \$34,010       | \$39,780      |
| \$10,420      | \$17,080      | \$23,450        | \$28,940       | \$34,150       | \$39,940      |
| \$10,500      | \$17,210      | \$23,620        | \$29,160       | \$34,410       | \$40,250      |
| \$10,770      | \$17,650      | \$24,230        | \$29,910       | \$35,300       | \$41,280      |
| \$10,800      | \$17,690      | \$24,290        | \$29,980       | \$35,380       | \$41,380      |
| \$10,820      | \$17,730      | \$24,350        | \$30,050       | \$35,460       | \$41,470      |
| \$10,840      | \$17,760      | \$24,380        | \$30,090       | \$35,510       | \$41,530      |
| \$10,930      | \$17,910      | \$24,590        | \$30,350       | \$35,820       | \$41,890      |
| \$11,110      | \$18,210      | \$24,990        | \$30,850       | \$36,410       | \$42,580      |
| \$11,160      | \$18,290      | \$25,110        | \$30,990       | \$36,570       | \$42,770      |
| \$11,190      | \$18,340      | \$25,170        | \$31,070       | \$36,670       | \$42,880      |
| \$11,280      | \$18,490      | \$25,380        | \$31,330       | \$36,970       | \$43,240      |
| \$11,630      | \$19,060      | \$26,170        | \$32,300       | \$38,120       | \$44,580      |
| \$11,810      | \$19,350      | \$26,560        | \$32,790       | \$38,700       | \$45,260      |
| \$12,070      | \$19,780      | \$27,150        | \$33,510       | \$39,550       | \$46,250      |
| \$12,240      | \$20,060      | \$27,540        | \$33,990       | \$40,110       | \$46,910      |
| \$12,240      | \$20,060      | \$27,540        | \$34,000       | \$40,120       | \$46,920      |
| \$12,350      | \$20,240      | \$27,790        | \$34,300       | \$40,480       | \$47,340      |
| \$13,550      | \$22,210      | \$30,490        | \$37,630       | \$44,410       | \$51,930      |
| \$13,680      | \$22,420      | \$30,780        | \$37,990       | \$44,830       | \$52,430      |
| \$14,030      | \$23,000      | \$31,570        | \$38,970       | \$45,990       | \$53,780      |
| \$14,470      | \$23,710      | \$32,550        | \$40,180       | \$47,420       | \$55,450      |