



CPT

United States Department of Agriculture
Food and Nutrition Service

Midwest Region

Reply to MWFS-100:FS 13-1-3 IL
attn of:

Subject: FSP - Illinois Waiver Extension Request - #980017

To: Art Foley, Director
 Program Development Division
 Food Stamp Program

Attached is a copy of a letter and supporting documentation received from the Illinois State agency on December 4, 2001. Illinois is requesting to waive Section 6(o) of the Food Stamp Act as amended by Section 824 of Personal Responsibility and Work Opportunities Reconciliation Act (PRWORA) of 1996.

The State is requesting exemption for 57 counties, 24 large municipalities, and 203 municipalities with populations of less than 25,000. In addition, they are requesting exception of Sangamon County as an area considered to have a lack of jobs due to lagging job growth. Illinois is supporting their request by using statistics from Illinois Department of Employment Security, Economic Information and Analysis. The State agency is requesting that all areas listed in this waiver request be exempted from January 1, 2002 and to December 31, 2002. Please see the attached letter and attachments from Illinois for additional information.

We recommend that this waiver extension request be approved as it appears to meet the requirements. If you have any questions or require any further information regarding this waiver request, please feel free to contact me or have your staff contact Mary Black-Finke at 312-353-0577.

Sincerely,

A handwritten signature in cursive script, reading "Ollice C. Holden", is positioned above the typed name.

OLLICE C. HOLDEN
Regional Director
Food Stamp Program

Attachments



100 South Grand Ave., East
Springfield, Illinois 62762

November 28, 2001

Mr. Ollice C. Holden, Director
Food Stamp Program
Midwest Region
Food and Nutrition Service
United States Department of Agriculture
77 W. Jackson Blvd., 20th Floor
Chicago, IL 60604-3507

Dear Mr. Holden:

We are requesting waiver approval under Section 6(o) of the Food Stamp Act, as amended by Section 824 of the Personal Responsibility and Work Opportunity and Reconciliation Act of 1996 (PRWORA). This waiver is for specific geographic areas to be effective January 1, 2002 and remain in effect through December 31, 2002.

We have not yet received the information identifying the US Employment and Training Administration (ETA) Labor Surplus Area (LSA) designations but have received unemployment data from our Illinois Department of Employment Security (IDES) for the period October '99 - September '01. During that period the national unemployment rate was 4.3%, so the "LSA" rate (120%) is 5.2%.

The IDES data identified counties and cities which meet 120% criteria. The data gives us the following information on counties/cities meeting LSA criteria.

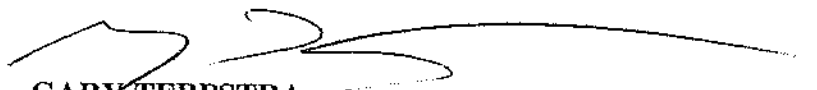
- 57 complete counties (Attachment I page identifies Rockford MSA and St. Louis MLA which adds Ogle, Clinton, Madison, and Monroe to the counties listed on page 1 and 2)
- 24 large municipalities (Attachment I page 3)
- 203 municipalities with populations of less than 25,000 (Attachment II)

We are requesting exemption of the above geographic areas for the entire period January 1, 2002 thru December 31, 2002. We seek to use our "15%" exemptions throughout the remainder of the state so that once again, through combination of waivers, the entire state will be exempt.

In addition, we request exception of Sangamon County as an area considered to have a lack of jobs due to lagging job growth. Attachment III was provided to us by IDES, and shows the trend in the ratio of employed persons to total population for all Illinois counties for six different time frames. IDES cautions us that full year 2000 employment data is not yet available, so the first three columns should be viewed as tentative. Yet the 1990-2000 and 1990-1999 data for Sangamon County both show a downward trend in the ratio of employment to population. If we are allowed to exempt Sangamon County, the total number of exempt counties would be 58.

We look forward to your response to this request.

Sincerely,

A handwritten signature in black ink, appearing to read "GARY TERPSTRA", with a long, sweeping horizontal line extending to the right.

GARY TERPSTRA
State Director
Food Stamp Program

Attachments

Waiver Response

1. **Waiver serial number:** 980017
2. **Type of request:** Modification/Extension
3. **Primary regulation citation:** 273.24(f)
4. **Secondary regulation citation:**
5. **State:** Illinois
6. **Region:** MWRO
7. **Regulatory Requirements:** Under 7 CFR 273.24(b) individuals are not eligible to participate in the Food Stamp Program as a member of any household if, during the preceding 36-month period, the individual received food stamp benefits for not less than 3 months (consecutive or otherwise), during which the individual did not work 20 hours or more per week, averaged monthly; participate in and comply with the requirements of a work program for 20 hours or more per week; or participate in and comply with requirements of a program under Section 20 or a comparable program established by the State.

Under 7 CFR 273.24(f), upon the request of a State agency, the FNS may waive the applicability of the above provision for any group of individuals in the State if the FNS makes a determination that the area in which the individuals reside has an unemployment rate of over 10 percent, or does not have a sufficient number of jobs to provide employment for the individuals.

Description of proposed alternative procedures: Under the current waiver, that expired December 31, 2002, the Illinois State Agency was approved to exempt individuals residing in 23 counties from the work requirement provisions of 7 CFR 273.24 based on based on unemployment greater than 20 percent above the national average for a recent 2-year period. These areas had unemployment rates of at least 5.0 percent--more than 20 percent higher than the national unemployment rate of 4.2 percent for the 24-month period of October 1999 through September 2001.

8. on the criteria of insufficient jobs. The State agency has submitted a list of 43 counties, 28 large municipalities, and 210 smaller municipalities with unemployment rates of at least 6.0 percent--more than 20 percent higher than the national unemployment rate of 5.0 percent for the 24-month period of October 2000 through September 2002.
9. **Action and reason for approval or denial:** We are approving the State agency's waiver as requested to exempt residents who reside in the following 43 counties. Forty three counties have been designated as LSAs for fiscal year 2003 by the Illinois

Department of Employment Security, Economic Information and Analysis. We are approving exemptions for those areas based on their designation as LSAs.

We are approving 43 counties designated as LSAs - Alexander, Boone, Carroll, Clay, Cook, Crawford, Cumberland, DeWitt, Fayette, Franklin, Fulton, Gallatin, Grundy, Hamilton, Hardin, Henry, Iroquois, Jasper, Kankakee, Knox, LaSalle, Lawrence, Macon, Marion, Mason, Mercer, Montgomery, Perry, Pope, Pulaski, Putnam, Richland, St. Clair, Saline, Shelby, Stark, Stephenson, Vermilion, Wabash, Wayne, Whiteside, and Winnebago. Also, the 28 cities designated as LSAs - Alton, Aurora, Belleville, Berwyn, Calumet, Carpentersville Village and East St. Louis City in St. Clair County; Carpentersville in Kane County; Chicago Heights, Cicero, Dolton Village, Harvey, and Maywood Village in Cook County; Danville City in Vermillion County; Freeport City in Stephenson County; Joliet in Will County; Kankakee City in Kankakee County; North Chicago and Waukegan in Lake County; and Rockford in Winnebago County.

We are also approving exemptions for 23 counties - Boone, Bureau, Christian, Cumberland, Edwards, Henry, Iriquois, Jefferson, Jersey, Kankakee (including the LSA-designated city of Kankakee), Macon, Macoupin, Pike, Putnam, Randolph, Rock Island, St. Clair (including the LSA-designated cities of Belleville and East St. Louis), Scott, Shelby, Stark, Stephenson (including the LSA-designated city of Freeport); Vermilion (including the LSA-designated city of Danville); White; and Winnebago (including the LSA-designated city of Rockford); the Rockford MSA (that includes Boone, Ogle, and Winnebago Counties); the Illinois portion of the St. Louis, Missouri-Illinois MA (that includes Clinton, Jersey, Madison, Monroe, and St. Clair Counties); and the seven municipalities of Berwyn City, Calumet City, Chicago City, Decatur City, Elgin City, Pekin City, and Rock Island City, based on unemployment greater than 20 percent above the national average for a recent 2-year period. These areas had unemployment rates of at least 5.0 percent--more than 20 percent higher than the national unemployment rate of 4.2 percent for the 24-month period of October 1999 through September 2001.

We are also approving the State agency's request for exemptions for the 203 municipalities with populations of less than 25,000. The municipalities, identified by the Illinois Department of Economic Security, are listed in attachment II to the State agency's request.

We have not approved the State agency's request for a waiver for Sangamon County due to insufficient jobs, based on a lack of jobs due to lagging job growth and a downward trend in the employment to population ratio based on 1990-2000 and 1990-1999 data. Sangamon County employment to population ratio was greater than 50 percent for the years 1990 (53.7 percent), 1991 (53.7 percent), 1994 (50.3 percent), 1995 (50.5 percent), 1997 (50.3 percent), 1998 (50.4 percent), 1999 (50.9 percent), and 2000 (51.8 percent), all the years for which information was provided. We generally use a threshold of below 50 percent in assessing a low employment to population ratio. In addition, a low employment to population ratio is measured in conjunction with other measures such as lagging job growth. Although the 1990 -

2000 and 1990-2000 data show an overall downward trend, this is not in and of itself sufficient for a waiver.

10. **Regulatory or legislative basis for action:** The waiver is approved under the authority in 7 CFR 273.24(f) of the regulations and Section 6(o) of the Food Stamp Act, as amended by Section 824 of the PRWORA, which allows the Secretary to waive the applicability of the work requirement provision in Section 6(o) for any group of individuals in the State if the Secretary determines that the area in which the individuals reside has an unemployment rate over 10 percent or has insufficient jobs.
11. **Conditions and reasons:** N/A
12. **Information required for extension:** To receive an extension the State agency must provide data indicating that there are insufficient jobs.
13. **Expiration date:** This waiver takes effect January 1, 2002 and expires on December 31, 2002.
14. **Limitation on regional office approval of like requests:** This waiver is limited to the Illinois State Agency.
15. **Quality Control Procedures:** N/A
16. **Date of national office action:**
17. **Date of State agency's request:** November 28, 2001
18. **Date of regional office transmittal of response to national office:** December 19, 2001
19. **Actual implementation date:**

980017

SUBJECT: FSP - Illinois - Request to Waive 7 CFR 273.24

TO: Ricardo Almendarez, Acting Director
Food Stamp Program
Midwest Region

This is in response to the Illinois State Agency's request for modification and extension of its waiver of 7 CFR 273.24. The counties and municipalities have been designated as Labor Surplus Areas (LSAs) by the Illinois Department of Employment Security, Economic Information and Analysis.

Our response is attached. If you have any questions, please contact Joyce Pack at 703-305-2803.

Arthur T. Foley
Director
Program Development Division

Attachment

cc: Mike DePiro and Bob Dalrymple, OAE,
John Knaus
Civil Rights
All Regions (except MWRO)

FNS:FSP:PDD:CPB:JPack::01-28-03
DIR:CPB\Waivers/2003/980017-IL-ext, mod & memo

MWFS-100:FS 13-1-3 IL

Jan 05, 2001

Gary Terpstra, Director
Food Stamp Program
Illinois Department of Human Services
100 South Grand Avenue, East
Springfield, Illinois 62762

Dear Mr. Terpstra:

This is in response to your letter dated October 31, 2000 in which the Illinois State agency requested a modification and extension of waiver #980017 which exempted areas from the work requirements under Section 6(o) of the Food Stamp Act, as amended by Section 824 of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. The State agency requested exemption from the work requirements for individuals residing in 52 counties, 25 large municipalities and 173 smaller municipalities with populations less than 25,000. These exemptions were based on there being an insufficient number of jobs in these areas.

FNS is approving the modification and extension of this waiver as requested by the State. This waiver modification and extension is effective January 1, 2001 and expires December 31, 2001. Please refer to the enclosed waiver response outline for additional information on this waiver approval.

Please inform us of the date this waiver will be implemented. If you have any questions or comments regarding this waiver response, please feel free to contact me or have your staff contact Linda Herbert at (312) 353-0577.

Sincerely,



OLLICE C. HOLDEN
Regional Director
Food Stamp Program

Enclosure

bcc: A. Foley, Director, PDD, FSP, FNS, Alexandria, VA
L. Mitchell, OIC, MWRFO, FNS, Chicago, IL (via e: mail)
P. Solis, Asst. Section Chief, EU, EMS, FSP, MWRO, FNS
A. Shannon, EU, FSP, MWRO, FNS, Chicago, IL (via e: mail)

Waiver Response

1. **Waiver serial number:** 980017
2. **Type of request:** Modification/Extension
3. **Primary regulation citation:** Section 6(o) of the Food Stamp Act, as amended by Section 824 of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996, P.L. 104-193.
4. **Secondary regulation citation:**
5. **State:** Illinois
6. **Region:** MWRO
7. **Regulatory Requirements:** Section 6(o) of the Food Stamp Act, as amended by Section 824 of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA), P.L. 104-193, provides that no individual can be eligible to participate in the Food Stamp Program as a member of any household if, during the preceding 36-month period, the individual received food stamp benefits for not less than 3 months (consecutive or otherwise), during which the individual did not work 20 hours or more per week, averaged monthly; did not participate in and comply with the requirements of a work program for 20 hours or more per week; or did not participate in and comply with requirements of a program under Section 20 or a comparable program established by the State.

Section 6(o) of the Food Stamp Act, as amended by Section 824 of the PRWORA, also provides that, on the request of a State agency, the Secretary may waive the applicability of the above provision for any group of individuals in the State if the Secretary determines that the area in which the individuals reside has an unemployment rate of over 10 percent, or does not have enough jobs to provide employment for the individuals.

8. **Description of proposed alternative procedures:** The Illinois State Agency is requesting extension and modification of its current waiver of the work requirement provisions of Section 6(o) of the Food Stamp Act which, was approved based on the criteria of insufficient jobs. The State agency has submitted a list of 52 counties, 25 large municipalities, and 173 smaller municipalities with unemployment rates of at least 5.0 percent--more than 20 percent higher than the national unemployment rate of 4.2 percent for the 24-month period of October 1998 through September 2000.
9. **Action and reason for approval or denial:** We are approving the State agency's waiver as requested. Thirty of the counties and 18 of the cities and towns have been designated as Labor Surplus Areas (LSAs) for Fiscal Year 2000 by the Employment and Training Administration of the U.S. Department of Labor. We are approving exemptions for those areas based on LSA designation, our primary indicator of insufficient jobs, rather than unemployment greater than 20 percent above the national average, which we consider to be a secondary indicator.

The 30 counties officially designated as LSAs are Alexander, Clay, Crawford, Edwards, Fayette, Franklin, Fulton, Gallatin, Grundy, Hamilton, Hardin, Jasper, Jefferson, Johnson, LaSalle, Lawrence, Marion, Mason, Mercer, Montgomery, Perry, Pope, Pulaski, Richland, Saline, Union, Wabash, Wayne, White, and Williamson. The 13 cities and towns officially designated as LSAs (five cities designated as LSAs are included below in counties approved for exemptions based on unemployment greater than 20 percent above the national average for the 2-year period ending September 2000) are Alton and Granite in Madison County; Carpentersville in Kane County; Chicago Heights, Cicero, Dolton Village, Harvey, and Maywood Village in Cook County; Decatur in Macon County; Joliet in Will County; North Chicago and Waukegan in Lake County; and Rockford in Winnebago County.

We are also approving exemptions for 22 counties--Bureau, Calhoun, Carroll, Cass, Christian, DeWitt, Greene, Henry, Jersey, Kankakee (including the LSA-designated city of Kankakee), Macoupin, Pike, Putnam, Randolph, Rock Island, Schuyler, Scott, Shelby, St. Clair (including the LSA-designated cities

of Belleville and East St. Louis), Stark, Stephenson (including the LSA-designated city of Freeport) and Vermilion (including the LSA-designated city of Danville), and the seven municipalities of Bolingbrooke Village, Calumet City, Chicago City, Elgin City, Moline City, Pekin City, and Rock Island City, based on unemployment greater than 20 percent above the national average for a recent 2-year period. These areas had unemployment rates of at least 5.0 percent--more than 20 percent higher than the national unemployment rate of 4.2 percent for the 24-month period of October 1998 through September 2000.

(Note that the State agency rounded the national average unemployment rate of 4.175 percent up to 4.2 percent, and rounded 120 percent of that average--5.01 percent--down to 5 percent. This follows accepted mathematical conventions, and we have accepted the figures based on the rounding method for purposes of showing insufficient jobs.)

We are also approving the State agency's request for exemptions for the 173 municipalities with populations of less than 25,000. The municipalities, identified by the Illinois Department of Economic Security, are listed in attachment II to the State agency's request. The counties and cities listed in Attachment I to the State agency's request are specifically mentioned above.

10. **Regulatory or legislative basis for action:** The waiver is approved under Section 6(o) of the Food Stamp Act, as amended by Section 824 of the PRWORA, which allows the Secretary to waive the applicability of the work requirement provision in Section 6(o) for any group of individuals in the State if the Secretary determines that the area in which the individuals reside has an unemployment rate over 10 percent or has insufficient jobs.
11. **Conditions and reasons:** N/A
12. **Information required for extension:** To receive an extension the State agency must provide data indicating that there are insufficient jobs.
13. **Expiration date:** This waiver takes effect January 1, 2001 and expires on December 31, 2001.
14. **Limitation on regional office approval of like requests:** This waiver is limited to the Illinois State Agency.
15. **Quality Control Procedures:** N/A

JAN 25 2002

980017

SUBJECT: FSP - Illinois - Request to Waive Section 6(o) of the Food Stamp Act, as Amended by Section 824 of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996

TO: Ollice Holden, Director
Food Stamp Program
Midwest Region

This is in response to your memorandum of December 19, 2001, forwarding the Illinois State Agency's request for modification and extension of its waiver of Section 6(o) of the Food Stamp Act. We have approved the request as submitted and amended except for Sangamon County.

Our response is attached. If you have any questions, please contact Margaret Werts Batko at 703-305-2516.

Arthur, "Toby"

Arthur T. Foley
Director
Program Development Division

Attachment

cc: Quality Control, Maurice Tracy, Mike DePiro, All Regions (except MWRO)

FINAL:FNS:FSP:PDD:CPB:MWBatko:703-305-2516:01-23-02:jas

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Symbol	Surname	Date		
PDD-100	M. Batko	1/23/02		
PDD-100	P. W. W.	1/24/02		

OFFICIAL RECORD COPY

Waiver Response

1. **Waiver serial number:** 980017
2. **Type of request:** Modification/Extension
3. **Primary regulation citation:** 273.24(f)
4. **Secondary regulation citation:**
5. **State:** Illinois
6. **Region:** MWRO
7. **Regulatory Requirements:** Section 6(o) of the Food Stamp Act, as amended by Section 824 of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA), P.L. 104-193, provides that no individual can be eligible to participate in the Food Stamp Program as a member of any household if, during the preceding 36-month period, the individual received food stamp benefits for not less than 3 months (consecutive or otherwise), during which the individual did not work 20 hours or more per week, averaged monthly; did not participate in and comply with the requirements of a work program for 20 hours or more per week; or did not participate in and comply with requirements of a program under Section 20 or a comparable program established by the State.

Section 6(o) of the Food Stamp Act, as amended by Section 824 of the PRWORA, also provides that, on the request of a State agency, the Secretary may waive the applicability of the above provision for any group of individuals in the State if the Secretary determines that the area in which the individuals reside has an unemployment rate of over 10 percent, or does not have enough jobs to provide employment for the individuals. The regulations at 273.24(f) establish the procedures for approving such waivers.

8. **Description of proposed alternative procedures:** The Illinois State Agency is requesting extension and modification of its current waiver of the work requirement provisions of Section 6(o) of the Food Stamp Act that was approved based on the criteria of insufficient jobs. The State agency has submitted a list of 57 counties, 25 large municipalities, and 203 smaller municipalities with unemployment rates of at least 5.2 percent--more than 20 percent higher than the national unemployment rate of 4.3 percent for the 24-month period of October 1999 through September 2001. In addition the State requested a waiver for Sangamon County due to insufficient jobs, based on a lack of jobs due to lagging job growth and a downward trend in the employment to population ratio based on 1990-2000 and 1990-1999 data. On

January 3, 2002, the State agency amended its request to include Whiteside County, based on its designation as a Labor Surplus Area (LSA) by the Department of Labor Employment and Training Administration (DOL/ETA).

9. **Action and reason for approval or denial:** We approving the State agency's waiver as requested. Thirty of the counties and 17 of the cities and towns have been designated as LSAs for fiscal year 2002 by the DOL/ETA. We are approving exemptions for those areas based on LSA designation, our primary indicator of insufficient jobs, rather than unemployment greater than 20 percent above the national average, which we consider to be a secondary indicator.

The 30 counties officially designated as LSAs are Alexander, Carroll, Clay, Crawford, DeWitt, Fayette, Franklin, Fulton, Gallatin, Grundy, Hamilton, Hardin, Jasper, Johnson, LaSalle, Lawrence, Marion, Mason, Mercer, Montgomery, Perry, Pope, Pulaski, Richland, Saline, Union, Wabash, Wayne, Whiteside, and Williamson. The 17 cities and towns officially designated as LSAs are Alton and Granite in Madison County; Belleville and East St. Louis City in St. Clair County; Carpentersville in Kane County; Chicago Heights, Cicero, Dolton Village, Harvey, and Maywood Village in Cook County; Danville City in Vermillion County; Freeport City in Stephenson County; Joliet in Will County; Kankakee City in Kankakee County; North Chicago and Waukegan in Lake County; and Rockford in Winnebago County.

We are also approving exemptions for 23 counties – Boone, Bureau, Christian, Cumberland, Edwards, Henry, Iriquois, Jefferson, Jersey, Kankakee (including the LSA-designated city of Kankakee), Macon, Macoupin, Pike, Putnam, Randolph, Rock Island, St. Clair (including the LSA-designated cities of Belleville and East St. Louis), Scott, Shelby, Stark, Stephenson (including the LSA-designated city of Freeport); Vermilion (including the LSA-designated city of Danville); White; and Winnebago (including the LSA-designated city of Rockford); the Rockford MSA (that includes Boone, Ogle, and Winnebago Counties); the Illinois portion of the St. Louis, Missouri-Illinois MA (that includes Clinton, Jersey, Madison, Monroe, and St. Clair Counties); and the seven municipalities of Berwyn City, Calumet City, Chicago City, Decatur City, Elgin City, Pekin City, and Rock Island City, based on unemployment greater than 20 percent above the national average for a recent 2-year period. These areas had unemployment rates of at least 5.0 percent--more than 20 percent higher than the national unemployment rate of 4.2 percent for the 24-month period of October 1999 through September 2001.

We are also approving the State agency's request for exemptions for the 203 municipalities with populations of less than 25,000. The municipalities, identified by the Illinois Department of Economic Security, are listed in attachment II to the State agency's request.

We have not approved the State agency's request for a waiver for Sangamon County due to insufficient jobs, based on a lack of jobs due to lagging job growth and a downward trend in the employment to population ratio based on 1990-2000 and 1990-1999 data. Sangamon County employment to population ratio was greater than 50 percent for the years 1990 (53.7 percent), 1991 (53.7 percent), 1994 (50.3 percent),

1995 (50.5 percent), 1997 (50.3 percent), 1998 (50.4 percent), 1999 (50.9 percent), and 2000 (51.8 percent), all the years for which information was provided. We generally use a threshold of below 50 percent in assessing a low employment to population ratio. In addition, a low employment to population ratio is measured in conjunction with other measures such as lagging job growth. Although the 1990 – 2000 and 1990-2000 data show an overall downward trend, this is not in and of itself sufficient for a waiver.

10. **Regulatory or legislative basis for action:** The waiver is approved under the authority in 7 CFR 273.24(f) of the regulations and Section 6(o) of the Food Stamp Act, as amended by Section 824 of the PRWORA, which allows the Secretary to waive the applicability of the work requirement provision in Section 6(o) for any group of individuals in the State if the Secretary determines that the area in which the individuals reside has an unemployment rate over 10 percent or has insufficient jobs.
11. **Conditions and reasons:** N/A
12. **Information required for extension:** To receive an extension the State agency must provide data indicating that there are insufficient jobs.
13. **Expiration date:** This waiver takes effect January 1, 2002 and expires on December 31, 2002.
14. **Limitation on regional office approval of like requests:** This waiver is limited to the Illinois State Agency.
15. **Quality Control Procedures:** N/A
16. **Date of national office action:**
17. **Date of State agency's request:** November 28, 2001
18. **Date of regional office transmittal of response to national office:** December 19, 2001
19. **Actual implementation date:**