

Washington State State Program Policy

Policy Number: 7000 Revision 3

Policy Title: State Guidance and Instructions for the State Economic Security for All (EcSA) Program

Effective Date: TBD

1. Purpose:

To communicate guidance and instructions for the Economic Security for All (EcSA) program that is supported by State Funds and codified in state statute at RCW 43.164 (as distinct from federal EcSA funded by WIOA Title I-B Governor's statewide activities funds).

This revision reflects a definition of household size as well as updates to language to improve consistency. It also removes former attachments B and C as not germane for a State Policy. The documents are available on the Workforce Professionals Center (WPC) website and are linked in the references below.

2. Background:

In the 2024 Legislative session, the Washington State legislature codified the State Economic Security for All program into law at RCW 43.164. In the 2025 Legislative session, the Legislature and Governor's office maintained the base funding to the State EcSA program of \$12.4 million over the biennium but opted to eliminate the additional funding that had been provided to serve individuals over 200% of the Federal Poverty Level, and to assist LWDBs with Business Services. Despite these reductions, the targeted populations of the EcSA program remained unchanged, which necessitates an adjustment of policy to provide guidance as to how to continue to serve participants while complying with all applicable regulations..

Note: To avoid ambiguity, programs funded by the Governor's WIOA statewide activities funds are called Federal EcSA, while those funded by Washington State funds are called State EcSA.

3. Policy:

a. Program Requirements

The priority of these funds is to accomplish the following goals:

1. Meet or exceed our local and statewide goals for the number of people moving to self-sufficiency, in order to demonstrate that EcSA is a successful model for

- moving people out of poverty with equity.
2. Bundle WIOA and non-WIOA services (Supplemental Nutrition Assistance Program, housing, many others) to stabilize customer's lives, conveniently and with dignity for the customer.
 3. Establish and implement customized career plans to reach 100% of participant self-sufficiency, as established by the Washington State Self-Sufficiency Calculator.
 4. Provide extensive wrap-around services and continue bundling benefits to maintain stability as customers pursue their customized career plan, continuously until they reach Self-Sufficiency.
 5. Include Black, Indigenous, and People of Color communities, rural communities and people experiencing poverty in program design and implementation.
 6. Work collaboratively across local, state, and federal levels to remove barriers to coordinated delivery of multiple benefits.

The success of LWDBs and their sub-grantees in accomplishing these goals will be measured based on the following criteria:

- Reach target number of participants with income above their self-sufficiency goal. Notice this is **not an exit-based measure**; participants do not need to exit in order to be counted toward this measure, and LWDBs are encouraged to continue providing job retention services and other services to these individuals to ensure they remain permanently out of poverty.
- Reach target number of participants who exceed 200% of Federal Poverty Line.
- Reach target number of participants enrolled in training for a career with starting wages above their unique self-sufficiency goal.
- Reach target number of enrollments for individuals who meet eligibility requirements of the program.
- Measuring the proportion of EcSA participants who are BIPOC (Black, Indigenous, and People of Color), and/or unhoused/in rural communities, and working together to increase that proportion over time.

To properly measure accomplishment of these goals, LWDBs and sub-grantees are expected to comply with the following requirements:

- **Early Contract Performance:** The State Legislature has allocated these funds to serve more low-income families through local EcSA models. These funds have a one-year period of performance, and the legislature expects to see results in order to justify the continuation of this state funding allocation. LWDBs are expected to remain on-target to reach their contractual outcome targets over the course of the period of performance. The Grants Management Office (GMO) will carefully assess performance each quarter and will work collaboratively with LWDBs to redistribute funds to areas that are meeting or exceeding performance and spending targets.
- After enrollment into the program in accordance with State EcSA policy, all clients must be tracked in the state Management Information System (MIS) according to the case management policies and procedures required by the WIOA Title I-B program.
- In addition to the above, clients must be assessed using the Washington State Self-Sufficiency Calculator and their information stored in a manner that allows

ESD and the designated contractor overseeing the implementation of the self-sufficiency calculator to collect and record this data to assess performance and update the calculator at the time of exit to demonstrate whether the client has reached their self-sufficiency goal. Additionally, LWDBs must designate a local Point of Contact who will manage reporting on the use of the calculator and the data collected.

- For the purposes of all State EcSA programs, Self-Sufficiency is defined as Attainment of 100% of individualized household Self-Sufficiency, as established through use of the Washington State Self-Sufficiency Calculator.
- Every EcSA client must be provided information about other workforce, education, and human services that may be of value to them by using the Bundled Services Desk Aid provided by ESD or a local equivalent that has been approved by ESD.
- LWDBs must recruit in a manner that reaches out to BIPOC, and/or unhoused/in rural communities, with the intention of increasing the proportion of these populations that are served over time.
- LWDBs must work to identify examples of federal regulations that prevent better local coordination and report their findings to the Grants Management Office each year, for compilation and inclusion in ESD's annual report to the legislature and governor.
- LWDBs must work to ensure that equitable access to EcSA services is provided to people with disabilities.
- When possible, both parents in eligible two-parent households should be offered career development, English language learning, and other services, if desired by the family.
- LWDBs must collect feedback from people with lived experience of poverty and demonstrate that action has been taken to incorporate recommendations. They must also report quarterly on their local customer feedback and changes made to their local system based upon it, for compilation and inclusion in ESD's annual report to the legislature and governor.

b. Eligibility

To be eligible for **State EcSA**, applicants must meet the following requirements:

- Meet basic eligibility requirements for any of the three WIOA Title I-B formula programs, excluding requirements to register for Selective Service.
AND
 - Be from a household that is below 200% of the Federal Poverty Level per <https://aspe.hhs.gov/topics/poverty-economic-mobility/poverty-guidelines>
 - **OR**
 - Be from a household above 200% of the Federal Poverty Level, but below their self-sufficiency goal as determined by the Washington State Self-Sufficiency Calculator
 - **AND**
 - Require employment or training-related services to achieve self-sufficiency.
- After 7/1/2025, no more than 20% of an LWDB's budget expenditures may be for individuals who are over 200% of the Federal Poverty Level. Only expenditures made in the current program year count toward the 20% limit.

For the purposes of establishing self-sufficiency using the Washington State Self-Sufficiency Calculator, household size is defined as persons residing in the household

who are related by blood, marriage or decree of court. Unmarried couples and their children are also considered part of the household.

One of the major goals of the State EcSA program is the promotion of a holistic approach to fighting poverty. For this reason, wherever possible other existing resources and programs should be used to maximize benefits to customers. **Note: Eligibility for the State EcSA program does not supplant eligibility criteria for any other program (e.g., WIOA Title I-B programs). LWDBs must ensure each participant meets the specific eligibility requirements prior to enrollment in each program.**

c. Minimum Requirements for Documenting Eligibility

In order to demonstrate eligibility, LWDBs are required to maintain documentation that verifies the following:

- Identity
- U.S. Citizenship or otherwise legally entitled to work in the U.S.
- Age
- Income status

To better facilitate co-enrollment and local monitoring, the documents permitted to satisfy the above are the same as those designated by LWDB policy for the WIOA Title I-B program. If an LWDB does not have policy that designates acceptable documents, or wishes to use a different policy, it must consult the Grants Management Office for further guidance in creating one.

d. Allowable Uses of State EcSA Funding

- All services listed in the “State-Funded Services” tab of the WorkSource Services Catalog and commonly provided by WIOA Title I-B are automatically approved to be provided under State EcSA.
- The following services and activities not capable of being provided by WIOA Title I-B are allowable uses of State EcSA funds, once a local policy has been established concerning their provision and filed with the Grants Management Office:
 - Stipends/Participant Cash Support Payments
 - Food Assistance
 - Housing and Rental assistance
 - Medical and Mental Health Care including technology (eyeglasses, hearing aids, dental care etc.)
 - Marketing and Outreach
- For the purposes of State EcSA, a participant support payment is defined as the provision of cash or gift cards to a client in order to incentivize participation or assist in participation in programs established in the client’s individual employment plan. Items such as rental assistance or payments made on behalf of the client are supportive services and must be recorded and reported as such.
- In addition to the approved services and activities above, LWDBs may request additional allowable uses for local funds by submitting a request as outlined in [Attachment A](#).

e. Local State EcSA Policy Development

LWDBs are required to have local policies controlling the State EcSA program.

However, in order to facilitate service provision without requiring the creation of entirely new policies, LWDBs may designate that any aspects of the program not specifically cited in this document or other State EcSA guidance are controlled by the regulations set forth to govern the WIOA Title I-B program.

- If an LWDB decides to develop its own local policy beyond the regulations set forth to govern the WIOA Title I-B program, it may do so by adopting the policy locally through the established local practice for policy approval and following the process outlined in Attachment A.
- State EcSA training and supportive services are not entitlements and must be provided on the basis of demonstrated need and individual circumstances, as documented in the client file.
- Locally developed State EcSA policies must outline an approach to utilize funds in a fair and equitable manner, including the definition of a reasonable cost cap by taking into consideration overall financial allotment, number of clients yet to be served, and individual client need.
- Provision of stipends or other cash support payments may cause additional requirements on sub-grantees or LWDBs concerning the provision of tax forms or have implications for other benefits a client receives (such as assistance from DSHS or other need-based payments). Because of this, it is recommended that LWDBs and sub-grantees understand their responsibilities and the implications of such services.

There may be circumstances under which participants have reached self-sufficiency but are not yet ready to be exited from the State EcSA program. In these situations, participants should be counted as a positive result as soon as possible but should not be exited from program until they are ready and have attained stability. Areas should consult the Grants Management Office to discuss potential options for tracking this measure.

f. Enrollment and State MIS Guidance State/Services

- Enrollment, eligibility, services, and all other aspects of client progress must be recorded in the State MIS (currently Efforts to Outcomes, or ETO). LWDBs and sub-grantees may use other means to record participation locally, but all information within them must also be located in the State MIS, or in designated paper files if LWDB policies allow their use.
 - If paper files are used, the service provider must maintain a file for State EcSA with all relevant information, separate from the files for any other program.
 - An Individual Employment Plan (IEP) must be established for every State EcSA enrollee, designed to help them move above 200% of the Federal Poverty Level and then above their Self-Sufficiency Standard, whether below 200% of the FPL or above, and the details must be recorded in accordance with State and local ETO procedures. If a client already has an Individual Employment Plan as a result of prior enrollment in a WIOA or Federal EcSA program, the IEP from the previous program may be used, but must be updated with the data from the Washington State Self-Sufficiency Calculator, and an explanation as to how the State EcSA program will be used to help

the client reach self-sufficiency.

- LWDBs and their sub-grantees must enter client data into the designated Washington State Self-Sufficiency Calculator. Tracking of income information in other systems is acceptable for local purposes but does not replace this requirement.
- Individuals who are enrolled while their household income is over 200% of the Federal Poverty Line must be tracked in ETO in accordance with State and local procedures.
- The amount and type of support services provided to clients must be tracked in ETO in accordance with the guidance provided by State and local ETO procedures.
- It is imperative that to the fullest extent possible that data entered into ETO accurately reflect the service provided at the time the service is provided. Therefore, the minimal ETO data entry requirements are as follows:
 - Services must be entered at the point in time that they are delivered. If services cannot be entered at the time they are delivered, State EcSA services must be entered within 14 calendar-days of service delivery, and the date entered must reflect the date the service was delivered. Subsequent edits to the services after the 14 calendar-day period to correct errors or further describe circumstances are acceptable.
 - Services entered after the 14 calendar-day restriction must be entered in accordance with the following process:
 - For any State EcSA service errors identified after the 14 calendar-day restriction, staff must correct the errors and request that the individual who has supervisory oversight over the program review and approve the correction. This approval must be documented with a case note. The case note must identify the service name, the reason for the correction, and the designated supervisor's review and approval of the correction.
 - Case Note Example: "The [enter service name, i.e.: Occupational Skills service that was provided on {date service occurred}] was not entered within the 14 calendar-day allowable timeframe per Policy 7000. As a designated supervisor, I reviewed and approved the late entry".

g. Performance and Evaluation

The success of LWDBs and their sub-grantees in accomplishing these goals will be measured based on the following criteria:

- Reach target number of enrollments for individuals who meet eligibility requirements of the program.
- Reach target number of participants enrolled in training for a career with starting wages above their unique self-sufficiency goal.
- Reach target number of participants with employment income above their self-sufficiency goal.
- Reach target number of participants with employment income above 200% of Federal Poverty Line.
- Meet targets for expenditure of funding on the schedules set in the contract.
- Use the designated Washington State Self-Sufficiency Calculator and record the results at intake and upon reaching self-sufficiency or exit from program in accordance with the guidance provided. The recorded results may be updated as circumstances require.

To facilitate the tracking of these criteria, LWDBs will provide reports on a quarterly basis, with specific format as defined in local contracts executed between ESD and LWDBs.

For the purpose of tracking target enrollments in the State EcSA, there are two numbers that will be considered. First, the total number of enrollments. This is a straightforward counting of all individuals who are enrolled into the State EcSA program. The second is the total number of unique individuals enrolled across the State and Federal EcSA programs.

Example: If an LWDB has a requirement for 30 Federal EcSA participants and 30 State EcSA participants, their requirement for general enrollment in State EcSA is 30, and their requirement for total unique individuals enrolled between the two programs is 60, regardless of whether individuals are co-enrolled in both State and Federal EcSA.

h. Monitoring

The State EcSA program will be monitored by the ESD Monitoring Unit, at a time and in a manner to be determined in consultation between the Grants Management Office, the ESD Monitoring Unit, and the LWDB to be monitored.

i. MOU and IFA Requirements

Per WorkSource System Policy 1013, Revision 4, One-Stop Memorandum of Understanding (MOU) and WorkSource System Policy 1024, Revision 2, Infrastructure Funding Agreements (IFA), State EcSA programs, if providing direct services through the one stop center(s) (AJCs), must sign the MOU and pay their proportionate share of IFA costs.

4. Definitions:

None.

5. References:

- [WorkSource System Policy 1013 Revision 4](#)– One-Stop Memorandum of Understanding
- [WorkSource System Policy 1024 Revision 2](#)– Infrastructure Funding Agreements and State Funding Mechanism
- [RCW Chapter 43.164](#)– Economic Security for All Grant Program
- Placeholder for WPC webpage (link) to former Attachments B and C

6. Supersedes:

- .
- State Programs Policy 7000, Revision 2 - State Guidance and Instructions for the State Economic Security for All (EcSA) Program

7. Website:

8. Action:

Local Workforce Development Boards and their contractors must distribute this policy broadly throughout the system to ensure that WorkSource System staff are familiar with its content and requirements.

9. Attachments:

[Attachment A](#) - Approval Procedure for Additional Elements

Direct Procedural Inquiries To:

*Grants Management Office
Employment System Policy and Integrity Division
Employment Security Department
P.O. Box 9046
Olympia, WA 98507-9046
WorkforceInitiatives@esd.wa.gov*

Direct Policy Inquiries To:

*Employment System Administration and Policy
Employment System Policy and Integrity Division
Employment Security Department
P.O. Box 9046
Olympia, WA 98507-9046
SystemPolicy@esd.wa.gov*

Attachment A

Approval Procedure for Additional Elements (GMO):

One of the major benefits offered by this funding is the opportunity to undertake activities that are not acceptable under federal statutes, regulations, and guidance. To that end, ESD will entertain any use of State EcSA funding that is consistent with the following goals:

1. Bundle WIOA and non-WIOA services (Supplemental Nutrition Assistance Program, housing, many others) to stabilize customer's lives, conveniently and with dignity for the customer.
2. Establish and implement customized career plans to reach 100% of participant Self-Sufficiency, as established by the Washington State Self-Sufficiency calculator.
3. Provide extensive wrap-around services and continue bundling benefits to maintain stability as customers pursue their customized career plan, continuously until they reach Self-Sufficiency.
4. Include Black, Indigenous, and People of Color communities, rural communities and people experiencing poverty in program design and implementation.
5. Work collaboratively across local, state, and federal levels to remove barriers to coordinated delivery of multiple benefits.

To facilitate innovation while ensuring that LWDBs remain within applicable requirements, the following process must be followed prior to using funds on any activities not already approved:

- *Step 1:* The LWDB consults with the Grants Management Office to discuss the parameters and feasibility of the proposed variance.
- *Step 2:* The LWDB submits a request answering the following questions:
 - An outline of the activity;
 - An explanation of how it will assist in serving clients and furthering the five priorities of the State EcSA program.
- *Step 3:* The Grants Management Office will assess the request, consult with appropriate subject matter experts, and then meet with the LWDB. The request will then either be approved, returned for further clarification or changes, or denied, with an initial response within five business days.
- *Step 4:* An official response will be provided per the request document within 14 calendar days.

