



1. Background

In recognition of the work that Washington's workforce development system did to alleviate poverty through the Economic Security for All (EcSA) Initiative, Governor Inslee and the Legislature approved an appropriation of state general funds to be allocated to Local Workforce Development Boards (LWDBs) to expand on the work done by local EcSA programs funded by the Governor's WIOA statewide activities funds. Because this additional allocation is state funded, these new resources are not subject to the same policy environment and requirements as WIOA-funded services. This policy provides guidance in the planning and implementation process for these funds.

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

2. Program Requirements

- a. The priority of these funds is to accomplish the following goals:
 - i. 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.
 - ii. 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.
 - iii. Establish and implement customized career plans to reach 100% of participant self-sufficiency, as established by the UW Self-sufficiency Calculator.
 - iv. 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.
 - v. Include Black, Indigenous, and People of Color communities, rural communities and people experiencing poverty in program design and implementation.
 - vi. Work collaboratively across local, state and federal levels to remove barriers to coordinated delivery of multiple benefits.
- b. The success of the program will be measured based on the following criteria:
 - i. Reach target number of participants with income above their self-sufficiency goal. This is not an exit-based measure; participants do not need to exit in order to be counted toward this measure. Providers are encouraged to continue providing job retention services and other services to these individuals to ensure they remain permanently out of poverty.
 - ii. Reach target number of participants enrolled in training for a career with starting wages above their unique self-sufficiency goal.
 - iii. Reach target number of enrollments for individuals who meet eligibility requirements of the program.
 - iv. Measure the proportion of EcSA participants who are BIPOC (Black, Indigenous, and People of Color), and/or unhoused/in rural communities, and work together to increase that proportion over time.
- c. To properly measure accomplishment of these goals, providers must comply with the following requirements:
 - i. After enrollment into the program in accordance with State EcSA policy, all clients must be tracked in the ETO Case Management System or its successor according to the case management policies and procedures required by the WIOA Title I program.
 - ii. In addition, clients must be assessed using the University of Washington (UW) Self-Sufficiency Calculator and their information stored in the calculator according to instructions found in Attachment

D to this policy, including updating the calculator at the time of exit to demonstrate whether the client has reached their self-sufficiency goal.

- iii. For the purposes of all State EcSA programs, Self-Sufficiency is defined as Attainment of 100% of individualized household Income Adequacy, as established through use of the UW Self-Sufficiency Calculator.
- iv. 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.
- v. Providers must recruit participants 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.

3. Eligibility

Eligibility for the program falls into two different categories: under 200% FPL and above 200% FPL.

- a. To be eligible for State EcSA – Under 200% of the Federal Poverty Level (FPL), applicants must meet the following requirements:
 - i. Be from households that are below the 200% of the Federal Poverty Level, and
 - ii. Meet eligibility requirements for WIOA Adult Basic, WIOA Dislocated Worker, and/or WIOA Youth, excluding requirements to register for Selective Service.
- b. To be eligible for the State EcSA – Above 200% of FPL, applicants must meet the following requirements:
 - i. Meet eligibility requirements for WIOA Adult Basic, WIOA Dislocated Worker, and/or WIOA Youth, excluding requirements to register for Selective Service, and
 - ii. Be from households that are above 200% of the FPL at the time of program enrollment, and
 - iii. Be below their self-sufficiency goal as determined by the UW Self-Sufficiency Calculator OR determined to be likely to fall into poverty, using the criteria below. Staff can determine likelihood to fall into poverty through an interview, folder review, assessment, or combination thereof. Case noting this determination is considered appropriate documentation. However, if any part of the determination involves medical information, the information should be stored in a confidential file with a case note referencing this file. Do not include medical information in the eligibility determination case note. To qualify as likely to fall into poverty, the participant, or a member of the participant's household whose income supports household expenses, must experience one or more of the following circumstances:
 - 1. Recent loss of employment or expects to lose employment (e.g., has received layoff notice or expects to be laid off due to seasonality of a job);
 - 2. Anticipates end of unemployment insurance payments or loss of other formerly permanent benefit, including public assistance;
 - 3. Status as a recent victim of domestic violence or stalking;
 - 4. Relies upon gig work, multiple jobs, or undesirable work hours in order to maintain self-sufficiency;
 - 5. Will need to reduce work hours or leave employment due to lack of childcare availability or inability to afford available childcare;
 - 6. Is facing the loss of or potential loss of housing or is experiencing unstable housing (e.g., has receive notice of rent or utilities increases, an eviction notice, or similar);
 - 7. Facing large expense that they cannot afford (e.g., medical expense, car repair or similar);
 - 8. Is expecting loss of household income due to other changes in circumstances (e.g., upcoming divorce or separation, death in the family, institutionalization or incarceration of a family member, etc); or
 - 9. Other reasonable circumstances that cause risk of poverty, if submitted to SWC and approved in writing (maintain record of approval in the client's file).
- c. One of the major goals of the State EcSA program is the promotion of a holistic approach to fighting poverty. For this reason, co-enrollment in any program that will assist clients to that end is encouraged. Please note,

however, that eligibility for the State EcSA program does not supplant the eligibility criteria for any other program. Providers must ensure each participant meets the specific eligibility requirements prior to enrollment in each program.

- d. In order to demonstrate eligibility, providers are required to maintain documentation for each participant that verifies the following:
 - i. Identity
 - ii. U.S. Citizenship or otherwise legally entitled to work in the U.S
 - iii. Age
 - iv. Income status

Note: To better facilitate co-enrollment and local monitoring, the documents permitted to satisfy the above are the same as those designated by SWC policy for the WIOA Title I program.

4. Allowable Uses of State EcSA Funding

- a. All services listed in the State EcSA Services Catalog (Attachment C to this policy) and commonly provided by WIOA Title I are automatically approved to be provided under State EcSA.
- b. 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 program.
- c. Funding expended for clients over 200% of the FPL may not exceed \$5,000 spent on support services and training costs combined for any single participant. This does not include the cost of staff support or career services provided to the participant. This limit is exclusively applied to the State EcSA program and does not include any costs paid by other funds such as WIOA or Federal EcSA.
- d. 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.
- e. To ensure the equity of client service and expenditure decisions under the State EcSA program, all services and expenditures must follow existing SWC services policies for the WorkSource System in Spokane, including policies that cover support services, training services, and establishing priority of service for expenditures. All system services policies are incorporated by reference and are available here: <https://spokaneworkforce.org/workforce-resources/policies/>

5. Documentation and Data Entry Requirements

- a. Enrollment, eligibility, services, and all other aspects of client progress must be recorded in State MIS (currently ETO) according to the data entry instructions in Attachment B.
- b. An Individual Employment Plan (IEP) must be established for every State EcSA enrollee, whether below 200% of the FPL or above, and the details must be recorded in accordance with Attachment B of this policy. 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 UW Self-Sufficiency Calculator and an explanation as to how the State EcSA program will be used to help the client reach self-sufficiency.
- c. Client data must be entered into the UW Self-Sufficiency Calculator. Tracking of income information in other systems is acceptable for local purposes but does not replace this requirement.
- d. All individuals who are enrolled, regardless of income level at time of enrollment, must be tracked in ETO in accordance with the guidance provided in Attachment B of this document.
- e. The amount and type of support services provided to clients must be tracked in ETO in accordance with the guidance provided by Attachment B of this document.
- f. In the interest of data integrity, it is imperative, to the fullest extent possible, that data entered into ETO accurately reflect the service provided at the time the service is provided. The minimum ETO data entry requirements are as follows:
 - i. Services must be entered at the point in time at which 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-day period to correct errors or further describe circumstances are acceptable.

- ii. Services entered after the 14 calendar-day restriction must be entered in accordance with the following process:
- iii. For any State EcSA service errors identified after the 14-day calendar 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.
 1. 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-day allowable timeframe per WIN 0129. As a designated supervisor, I reviewed and approved the late entry."

6. Performance and Evaluation

Success of the program will be measured based on the following criteria, which will be determined each program year during contract negotiations and will be included in providers' contract with SWC:

- a. Reach target number of enrollments for individuals who meet eligibility requirements of the program.
- b. Reach target number of participants enrolled in training for a career with starting wages above their unique self-sufficiency goal.
- c. Reach target number of participants with employment income above their self-sufficiency goal.
- d. Meet targets for expenditure of funding on the schedules set in your contract with the SWC.
- e. Use the designated UW 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.
- f. For the purposes 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 the Federal EcSA contract has a requirement for 30 participants and the State EcSA contract has a requirement for 30 participants, the requirement for general enrollment in State EcSA is 30, and the 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.

7. Monitoring

The State EcSA program will be monitored by the SWC during annual program monitoring of all grants and programs funded by the SWC; the time and manner of annual monitoring is to be determined in consultation with the WorkSource Providers' Consortium.

8. References

- [Washington State Policy WorkSource Information Notice 1029](#)
- State Bill 5693 page 463
- [UW Self-Sufficiency Calculator](#)
- [Spokane Workforce Council WIOA Title-I and WorkSource System Policies](#)

9. Supersedes

- N/A (New Policy)

10. Attachments

- Attachment A – State EcSA Income Guidelines
- Attachment B – ETO Enrollment Procedures
- Attachment C – State EcSA Services Catalog
- Attachment D – Self-Sufficiency Calculator Step-by-Step Guide

Revision History: N/A



The state EcSA program utilizes the Federal Poverty Level (FPL) as part of the eligibility process to receive services funded by state EcSA.

Determining income status must take into consideration household size and includable/excludable income (defined below).

This policy does not apply to those who qualify as low income based on receipt of public assistance, homelessness, free or reduced-price lunch, youth living in a high-poverty area, or foster care (as defined in SWC Services and Program Eligibility Handbook Section 5.7).

For individuals not considered “low income”, they must be assessed as having an income over the last 6 months either above or below 200% of the FPL in order to determine eligibility for the state EcSA program.

Household Size	200% of Federal Poverty Level ¹		
	Annual	6 Month	Hourly ²
1	\$29,160	\$14,580	\$14.01
2	\$39,440	\$19,720	\$18.96
3	\$49,720	\$24,860	\$23.90
4	\$60,000	\$30,000	\$28.84
5	\$70,280	\$35,140	\$33.78
6	\$80,560	\$40,280	\$38.73
7	\$90,840	\$45,420	\$43.67
8	\$101,120	\$50,560	\$48.61
	For families/households with more than 8 persons, add \$10,280 to the annual standard for each additional person		

¹ An individual with a disability can be considered a family of one for income determinations.

² Hourly rates calculated based on annual full-time employment – annual salary divided by 2080 hours per year. Hourly rate is informational only and is not used to calculate income status.

References

- [WIN 0129 Change 2 – Guidance and Instructions for State EcSA Program](#)
- [HHS Poverty Guidelines for 2023](#)

Types of Includable and Excludable Income

In addition to required income inclusions and exclusions defined in 20 CFR 680.650 and TEGL 19-16 respectively (noted below), the SWC has defined what is included or excluded as income for income determinations. While the SWC has defined these included and excluded income lists, it is not all-inclusive and may be added to or changed as necessary. For items not on the list, contact the SWC for guidance.

Included Income	
1.	Gross wages and salaries before deductions received from work performed as an employee, including wages earned while in On-the-Job Training (OJT), on reserve duty in the Armed Forces, and severance pay.
2.	Net receipts from non-farm self-employment (receipts from a person's own unincorporated business, professional enterprise or partnership, after deductions for business expenses). Any business losses will off-set wage earnings.
3.	Net receipts from farm self-employment (receipts from a farm which one operates as an owner or renter, after deductions for farm operating expenses). Any farm losses will off-set wage earnings.
4.	Regular payments from railroad retirement benefits, strike benefits from union funds, worker's compensation (not lump sum) and training stipends.
5.	Alimony.
6.	Military family allotments or other regular support from an absent family member or someone not living in the household, except child support payments and military payments indicated below which are excluded from family income calculations.
7.	Pensions whether private or government employee (including military retirement pay).
8.	Regular insurance or annuity payments received by the individual or family member.
9.	College or university grants or scholarships based on merit, fellowships and assistantships (other than needs-based scholarships).
10.	Dividends, interest, net rental income, net royalties, periodic receipts from estates or trusts and net gambling or lottery winnings.
11.	Regular payments from Social Security Disability (SSDI), old-age, and survivors insurance received under the Social Security Act (TEGL 19-16).
12.	Unemployment insurance payments (TEGL 19-16).
13.	Child support payments (TEGL 19-16).

Excluded Income

1.	Needs-based scholarship assistance, and financial assistance under Title IV of the Higher Education Act, i.e., Pell Grants, Federal Supplemental Educational Opportunity Grants and Federal Work Study, PLUS (Stafford and Perkins loans, like any other kind of loans, are debt and not income).
2.	Non-cash benefits such as employer-paid or union-paid portion of health insurance or other employee fringe benefits, Medicare, Medicaid, food stamps, school meals, food or housing received in lieu of wages and housing assistance.
3.	Allowance, earnings and payments made to individuals participating in WIOA programs or any other workforce development program (except OJT participants) for which eligibility is based upon a needs and/or income test.
4.	Certain one-time cash payments including: tax refunds; one-time gifts; loans, which are debt and not income; assets from the sale of a home, property, or car; one-time insurance settlements; lump-sum inheritances; one-time compensation for injury; etc.
5.	Capital gains and losses.
6.	Assets drawn down as withdrawals from a bank and IRA withdrawals.
7.	Amounts paid while on active duty or paid by the Department of Veterans Affairs (VA) for vocational rehabilitation, disability payments, or related VA-funded programs (20 CFR 680.650).
8.	Cash payments received under Title V of the Older American's Act.
9.	Payments received under the Trade Readjustment Act of 1974.
10.	Job Corps payments.
11.	U.S. Housing and Urban Development (HUD) rental assistance subsidies.
12.	Stipends received in the following programs: VISTA, Peace Corps, Foster Grandparent Program, YouthWorks/AmeriCorps Programs and Retired Senior Volunteer Program.
13.	Any federal statute that specifically provides that income or payments received under the statute shall be excluded in determining eligibility for the level of benefits received under any other federal statute.