Workforce Services Policy – Key Performance Indicators (KPI)

Executive Summary

1. What is the general purpose of this policy?

The purpose of this policy is to establish key performance indicators (KPIs) as hard targets and to define the KPI performance period. Tennessee’s KPIs demand streamlined service delivery and quality collaboration among all workforce partners. Each year, the latest set of KPI metrics are approved by the State Workforce Development Board (SWDB). Each quarter, the SWDB reviews KPI achievement—fostering sustained excellence, improved outcomes, and the promotion of workforce services to the greatest number of individuals with significant barriers to employment (SBE).

2. What are the notable guidelines conveyed within this policy?

- Roles and responsibilities of the SWDB, SWDB staff, Regional Planning Councils, and LWDBs.
- Monitorization, including the introduction of the KPI assessment weight and KPI achievement scale monitoring tools.

3. Have there been any changes since the last policy? If so, describe the modification(s).

No, this is a new policy.

4. What must the Local Workforce Development Board do to meet the requirements of this policy?

- Propose KPI target proposals to SWDB staff on an annual basis.
- Actively participate in peer-to-peer learning and quarterly state-issued technical assistance in order to promote sustained achievement.
- Proactively minimize ineffective service delivery and maximize opportunities for future growth.

5. How does this policy affect the workforce system?

This policy established KPIs as hard targets. By quantifying and monitoring the achievement of state goals, Tennessee is in a better position to become the best public workforce system in the nation.
Workforce Services Policy – Key Performance Indicators

Effective Date: June 18, 2021

Duration: Automatic Annual Renewal

Purpose:
The purpose of this policy is to establish key performance indicators (KPIs) as hard targets and to define the KPI performance period. Tennessee’s KPIs demand streamlined service delivery and quality collaboration among all workforce partners. Each year, the latest set of KPI metrics are approved by the State Workforce Development Board (SWDB). Each quarter, the SWDB reviews KPI achievement-fostering sustained excellence, improved outcomes, and the promotion of workforce services to the greatest number of individuals with significant barriers to employment (SBE).

Scope:
Office of the Governor, Tennessee Department of Labor and Workforce Development (TDLWD); Division of Workforce Services (WFS); Tennessee Department of Economic and Community Development (TNECD); Tennessee Department of Education (TDOE); Tennessee Department of Human Services (DHS); State Workforce Development Board (SWDB); Title I – Adult, Dislocated Worker, and Youth Programs; Title II – Adult Education and Family Literacy Act Program (AE); Title III – Wagner-Peyser Act Program (WP); Title IV – Vocational Rehabilitation Program (VR); Regional Planning Council (RPC); Local Workforce Development Boards (LWDB); Local Workforce Development Areas (LWDA); American Job Center (AJC); One-Stop Operator (OSO); Workforce System Sub-Recipients (Sub-Recipients); Workforce System Partners (Partners)

Background:
To become the best public workforce system in the nation, KPIs quantify and track Tennessee’s implementation of the Workforce Innovation and Opportunity Act (WIOA).
KPIs foster:

- Increased access to education, training, and employment—particularly for people with significant barriers to employment.
- A comprehensive, high-quality workforce development system by aligning workforce investment, education, and economic development.
- Improvement in the quality and labor market relevance of workforce investment, education and economic development efforts.
- Improvement in the structure and delivery of services.
- Increased family-sustaining employment, meet employer need, and enhance the productivity and competitiveness of Tennessee.

I. Key Performance Indicator (KPI) Scope:
The following are lists of KPI subjects. Key performance indicators are designed to deal with all WIOA programs, SBE groups and the connections between them. These lists are not exhaustive. Programs, groups, or sub-groups may be added or removed in alignment with state, regional, and local priorities.

A. Programs:

Business Solutions
Jobs for Veterans State Grants
Reemployment Services and Eligibility Assessment
Senior Community Service Employment Program
SNAP Employment and Training
Temporary Assistance for Needy Families (TANF)
Trade Adjustment Assistance
WIOA Title I - Adult and Dislocated Worker and Youth
WIOA Title II - Adult Basic Education and Integrated English Language and Civics Education
WIOA Title III - Wagner-Peyser
WIOA Title IV – Vocational Rehabilitation
YouthBuild

B. Significant Barrier to Employment Groups:

Individuals with SBEs include the fourteen (14) populations of:

- Displaced homemakers¹
- Low-income individuals or recipients of income-based public assistance²
- Native Americans³
- Individuals with mental or physical disabilities, including the recipients of Social Security Disability Insurance⁴
- Those age 55 and older⁵
- Justice-involved individuals⁶
- Individuals experiencing or have experienced homelessness⁷
- Youth in or have aged out of the foster care system

¹ WIOA Section 3(16)
² WIOA Section 3(36)
³ WIOA Section 166(b)
⁴ WIOA Section 3(25)
⁵ WIOA Section 3(39)
⁶ WIOA Section 3(38)
⁷ “Homeless individual” is defined in the Violence Against Women Act of 1994 Section 41403(6); “Homeless children and youths” is defined in the McKinney-Vento Homeless Assistance Act Section 725(2)
• Individuals who are:
  o English language learners
  o Individuals who have low levels of literacy – unable to compute or solve problems, or read, write, or speak English at a level necessary in order to function on the job, in an individual’s family, or in society
  o Individuals facing substantial cultural barriers – participants, at program entry, perceives themselves as possessing attitudes, beliefs, customs, or practices that influence a way of thinking, acting, or working that may serve as a hindrance to employment including non-traditional employment
• Eligible migrant and seasonal farmworkers
• Individuals within two years of exhausting lifetime TANF eligibility
• Single parents – including pregnant women
• Long-term unemployed – unemployed for 27 or more consecutive weeks
• Other groups as the Governor determines to have barriers to employment

II. Key Performance Indicator Roles and Responsibilities:

A. Roles and Responsibilities
The following identifies roles and responsibilities relating to KPIs:

1. State Workforce Development Board (SWDB):
   • Provides the strategic vision for Tennessee’s public workforce system
   • Upon review of SWDB staff recommendation, determines state annual KPI targets
   • Approves quarterly and annual KPI targets
   • Monitors, on a quarterly basis, KPI achievement

2. State Workforce Development Board Staff (SWDB Staff):
   • Recommend state target guidelines and for each KPI measuring device
   • Following the KPI negotiations, submit a KPI target proposal to the SWDB
   • Divides annual state target guidelines into Grand Planning Regions
   • Reviews and analyzes LWDB staff KPI target proposals
   • Leads KPI target negotiations with LWDB staff
   • Runs and analyzes targeted KPI reports to identify trends, best practices, and areas for significant improvement
   • Facilitates and leads KPI-related technical assistance
   • Recommends the adoption or revision of piloted or established KPI measuring devices
   • Analyzes the efficiency of WIOA funds in relation to KPIs
   • Provides opportunities for improvement using monitoring, sanctions, and corrective action
   • Creates public facing KPI dashboards

3. Regional Planning Councils:
   • Identify and respond to regional strengths, weaknesses, opportunities, and threats
   • Make a proposal to LWDBs on how best to divide regional KPI guidelines into LWDA

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8 WIOA Section 203(7)
9 WIOA Section 3(37)
10 WIOA Section 167(1)(3)
4. Local Workforce Development Boards (LWDB):
   - Consider the KPI target proposal of the respective Regional Planning Council before independently submitting quarterly proposed KPI targets to SWDB staff for review
   - The Executive Director negotiates KPI targets with SWDB staff
   - Following KPI negotiation, submit a KPI target proposal to the SWDB staff

III. KPI Performance Period:
   A. Beginning July 1, 2021, KPIs in Attachment 1 will become “hard targets”. Failure to achieve the hard targets will affect the LWDB performance and potential funding.
   B. KPI Performance Periods:
      - Quarter 1: July 1 – September 30
      - Quarter 2: October 1 – December 31
      - Quarter 3: January 1- March 31
      - Quarter 4: April 1 -June 30
      - Year: July 1 – June 30
   C. The following are key dates for the establishment of KPI targets for the performance year:
      - February 1: SWDB staff issues annual target guidelines to the Regional Planning Councils.
      - March 1: LWDBs submit proposed quarterly and annual targets to the SWDB staff.
      - March 15 –March 31: Negotiations occur between LWDB staff and SWDB staff.
      - May 15: All WIOA Assistant Commissioners and LWDB Chairs submit all proposed annual and quarterly KPI targets for the performance period to the SWDB for approval.

IV. Monitoring and Technical Assistance:
   The KPI assessment weight and the KPI achievement scale are the two tools for KPI evaluation. SWDB staff use these tools to monitor each KPI measuring device and rapidly implement a graded response in accordance with each KPI achievement level and subject-matter expertise.
   A. Assessment Weight:
      The KPI assessment weight tool outlines the percentage each evaluation period is valued relative to the final KPI score. As shown in the table below, each period of evaluation is weighted equally at 20 percent requiring year-round excellence.
      | Evaluation Period | Weight |
      |-------------------|--------|
      | Quarter 1         | 20%    |
      | Quarter 2         | 20%    |
      | Quarter 3         | 20%    |
      | Quarter 4         | 20%    |
      | Annual            | 20%    |
      | **Total**         | **100%** |

   B. Achievement Scale:
      As indicated below, the KPI assessment scale tool has six (6) levels of KPI achievement. This tool rapidly identifies best practices and opportunities for improvement. By evaluating the achievement of each KPI measuring device, SWDB staff responses can be prioritized to improve efficiency and strategic alignment. Each KPI measuring device will measure each program and SBE group.
<table>
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<tr>
<th>Achievement Levels</th>
<th>Thresholds</th>
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<tbody>
<tr>
<td>0- Unacceptable</td>
<td>0 to 20%</td>
</tr>
<tr>
<td>1- Needs Significant Improvement</td>
<td>21 to 50%</td>
</tr>
<tr>
<td>2- Needs Improvement</td>
<td>51 to 70%</td>
</tr>
<tr>
<td>3- Approaching Target</td>
<td>71 to 90%</td>
</tr>
<tr>
<td>4- Target achieved</td>
<td>91 to 110%</td>
</tr>
<tr>
<td>5- Best practice- significantly above target</td>
<td>110%+</td>
</tr>
</tbody>
</table>

If the achievement of a KPI measuring device is determined to be either “unacceptable”, “needs significant improvement” or “needs improvement”- those devices are required for corrective action as outlined within the Sanctions for Failure to Meet Federal and State Standards policy. This achievement group requires significant assistance to achieve state, regional, and local goals.

The appropriate response to KPI measuring devices within the “approaching target” achievement level should be dictated in part due to a trend analysis. The KPI measuring devices within this group may have fluctuated and may be subject to sanctions. This achievement group should minimize ineffective methods in service delivery and maximize opportunities for future growth.

Monitoring conducted through annual reviews of fiscal and program requirements will inform the corrective action process if the reviews result in a finding(s). After the monitoring review is conducted, an exit conference will be scheduled with the sub-recipient to discuss any findings or observations. An official written report will follow the exit conference to list out the findings and/or observations. This report will provide instruction on how, where, and when to submit a corrective action plan. The written report will be sent to the sub-recipient within thirty (30) business days from the exit conference. After the report is received by the sub-recipient, they will have thirty (30) business days to submit that information to Workforce.Board@tn.gov. Any communication regarding the submitted Corrective Action Plan will need to be responded to within thirty (30) business days.

KPI measuring devices that are either “target achieved” or “significantly above target” are the most likely sources of best practices. Peer-to-peer learning and further improved coordination among WIOA partners should be encouraged to attain better or more reliable attainment of KPI targets.

For example:
LWDA X has a Title I Adult KPI goal of 180 new enrollments, with the program-specific achievement thresholds as listed in the table below.
<table>
<thead>
<tr>
<th>Evaluation Period</th>
<th>Target</th>
<th>Actual</th>
<th>Percentage</th>
<th>Weight</th>
<th>Title I Adult KPI Score</th>
<th>Achievement Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quarter 1</td>
<td>40</td>
<td>35</td>
<td>87.5%</td>
<td>20%</td>
<td>17.5</td>
<td>Approaching Target (3)</td>
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<tr>
<td>Quarter 2</td>
<td>40</td>
<td>30</td>
<td>75.0%</td>
<td>20%</td>
<td>15.0</td>
<td>Approaching Target (3)</td>
</tr>
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<td>Quarter 3</td>
<td>60</td>
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<td>75.0%</td>
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<td>125.0%</td>
<td>20%</td>
<td>25.0</td>
<td>Best Practice (5)</td>
</tr>
<tr>
<td>Annual</td>
<td>180</td>
<td>160</td>
<td>88.0%</td>
<td>20%</td>
<td>17.6</td>
<td>Approaching Target (3)</td>
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</tbody>
</table>

Accompanying this evaluative process is the proactive provision of comprehensive quarterly technical assistance (TA). This TA prioritizes all state, regional, and local strategic goals, fosters the promotion of best practices, and provides opportunities for further collaboration among geographic areas and workforce partners.

In combination with fiscal and compliance-based metrics, high levels of KPI achievement indicate high achieving LWDBs which may be eligible to receive performance-based incentive contracts.

**Attachments:**
Attachment 1: Negotiated Key Performance Indicator Targets

**Contact:**
For any questions related to this policy, please contact the Program Integrity Unit at Workforce.Board@tn.gov.

Tim Berry, State Workforce Development Board Chair
Key Performance Indicators
Proposed Targets - Program Year 2021

July 1st, 2021 to June 30th, 2022
Objectives
1. Increase access to education, training, and employment—particularly for people with significant barriers to employment.
2. Create a comprehensive, high-quality workforce development system by aligning workforce investment, education, and economic development.
3. Improve the quality and labor market relevance of workforce investment, education, and economic development efforts.
4. Promote improvement in the structure and delivery of services.
5. Increase economic self-sufficiency, meet employer need, and enhance the productivity and competitiveness of Tennessee.

Program Year 2021 Key Performance Indicator Information
Key Performance Indicators (KPIs) quantify these objectives and to track Tennessee’s forward progress in becoming “the best public workforce system in the nation.” There are twelve (12) KPIs for July 1, 2021 through June 30, 2022. Transitioning from the calendar year to the program year better aligns with strategic timelines and creates the opportunity for efficiency-based measuring devices. Each KPI shall be reviewed on a quarterly basis by the State Workforce Development Board.

Scope and Measure
**Adult, Dislocated Worker, and National Dislocated Worker:** new enrollments.
**Apprenticeship:** total apprentices.
**Adult Basic Education:** new enrollments.
**Integrated English Language and Civics Education:** new enrollments.
**Jobs for Veterans:** new enrollments.
**Justice-Involved Individuals:** new enrollments.
**Reemployment Services:** co-enrollments.
**Senior Employment:** exits resulting in unsubsidized employment.
**SNAP Employment and Training:** new enrollments.
**Trade Adjustment Assistance:** co-enrollment rate with Title I Dislocated Worker.
**Wagner-Peyser:** new enrollments.
**Youth:** new enrollments.

For additional information, please see the Tennessee Department of Labor and Workforce Development Workforce Services’ Key Performance Indicator Policy, currently in draft pending the approval of the State Workforce Development Board:
[https://adobe.ly/2QaQ2zU](https://adobe.ly/2QaQ2zU)
<table>
<thead>
<tr>
<th>Program Year 2021 Targets</th>
<th>Tennessee</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Adult, Dislocated Worker, and National Dislocated Worker - New Enrollment</strong></td>
<td></td>
</tr>
<tr>
<td>July 1 to September 30</td>
<td>1,213</td>
</tr>
<tr>
<td>October 1 to December 31</td>
<td>1,042</td>
</tr>
<tr>
<td>January 1 to March 31</td>
<td>1,179</td>
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<tr>
<td>April 1 to June 30</td>
<td>1,173</td>
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<tr>
<td><strong>Apprenticeship</strong></td>
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<tr>
<td><strong>Total Apprenticeship - March 2021</strong></td>
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<td><strong>Jobs for Veterans</strong></td>
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<tr>
<td>New Enrollment</td>
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<tr>
<td>July 1 to September 30</td>
<td>440</td>
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<td>October 1 to December 31</td>
<td>447</td>
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<tr>
<td>January 1 to March 31</td>
<td>448</td>
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<tr>
<td>April 1 to June 30</td>
<td>449</td>
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<tr>
<td><strong>Justice-Involved Individuals</strong></td>
<td></td>
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<tr>
<td>New Enrollment</td>
<td></td>
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<tr>
<td>Adult Education</td>
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<td>October 1 to December 31</td>
<td>455</td>
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<tr>
<td>January 1 to March 31</td>
<td>115</td>
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<tr>
<td>April 1 to June 30</td>
<td>115</td>
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<tr>
<td>Work and Education</td>
<td>200</td>
</tr>
<tr>
<td>July 1 to September 30</td>
<td>200</td>
</tr>
<tr>
<td>October 1 to December 31</td>
<td>200</td>
</tr>
<tr>
<td>January 1 to March 31</td>
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<tr>
<td>April 1 to June 30</td>
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<tr>
<td><strong>Employment Services</strong></td>
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<tr>
<td>Co-enrollment</td>
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<tr>
<td>July 1 to September 30</td>
<td>268</td>
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<tr>
<td>October 1 to December 31</td>
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<td>January 1 to March 31</td>
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<td><strong>SNAP Employment and Training</strong></td>
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<td>July 1 to September 30</td>
<td>2,543</td>
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<tr>
<td>October 1 to December 31</td>
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<td>Program Year 2021 Targets</td>
<td>Tennessee</td>
</tr>
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<td>---------------------------</td>
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<tr>
<td>Trade Adjustment Assistance</td>
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<tr>
<td>Concurrent Enrollment with Dislocated Worker</td>
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<tr>
<td>July 1 to September 30</td>
<td>100%</td>
</tr>
<tr>
<td>October 1 to December 31</td>
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<td>100%</td>
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<tr>
<td>April 1 to June 30</td>
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Wagner-Peyser
New Enrollment
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<tr>
<th>July 1 to September 30</th>
<th>20,523</th>
<th>899</th>
<th>5,064</th>
<th>678</th>
<th>3,851</th>
<th>694</th>
<th>964</th>
<th>2,427</th>
<th>4,475</th>
<th>3,381</th>
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<tr>
<td>October 1 to December 31</td>
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<td>239</td>
<td>850</td>
<td>91</td>
<td>787</td>
<td>173</td>
<td>241</td>
<td>607</td>
<td>1,588</td>
<td>845</td>
</tr>
<tr>
<td>January 1 to March 31</td>
<td>4,874</td>
<td>272</td>
<td>755</td>
<td>195</td>
<td>855</td>
<td>173</td>
<td>241</td>
<td>607</td>
<td>901</td>
<td>845</td>
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<tr>
<td>April 1 to June 30</td>
<td>5,413</td>
<td>272</td>
<td>750</td>
<td>196</td>
<td>1,296</td>
<td>174</td>
<td>241</td>
<td>606</td>
<td>1,033</td>
<td>845</td>
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Youth
New Enrollment
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<tr>
<th>July 1 to September 30</th>
<th>1,752</th>
<th>78</th>
<th>397</th>
<th>111</th>
<th>403</th>
<th>120</th>
<th>115</th>
<th>83</th>
<th>304</th>
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<tr>
<td>October 1 to December 31</td>
<td>505</td>
<td>20</td>
<td>100</td>
<td>32</td>
<td>121</td>
<td>30</td>
<td>34</td>
<td>32</td>
<td>96</td>
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<td>January 1 to March 31</td>
<td>403</td>
<td>14</td>
<td>97</td>
<td>25</td>
<td>100</td>
<td>29</td>
<td>29</td>
<td>20</td>
<td>56</td>
<td>33</td>
</tr>
<tr>
<td>April 1 to June 30</td>
<td>408</td>
<td>17</td>
<td>100</td>
<td>23</td>
<td>81</td>
<td>31</td>
<td>23</td>
<td>24</td>
<td>75</td>
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Program Year 2021 Targets
July 1, 2021 through June 30, 2022

Grand West
Handesco Co. Schools
Hospitals Inc
Jackson State CC
TDOC Reentry
Tigers Co. Schools
Weakley County

<table>
<thead>
<tr>
<th>July 1 to September 30</th>
<th>2,755</th>
<th>713</th>
<th>81</th>
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<td>October 1 to December 31</td>
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<tr>
<td>January 1 to March 31</td>
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<td>651</td>
<td>79</td>
<td>418</td>
<td>53</td>
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<td>April 1 to June 30</td>
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<td>670</td>
<td>59</td>
<td>418</td>
<td>74</td>
<td>25</td>
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Grand Middle
Grand East

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<tr>
<th>July 1 to September 30</th>
<th>1,148</th>
<th>264</th>
<th>264</th>
<th>408</th>
<th>129</th>
<th>139</th>
<th>154</th>
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<td>October 1 to December 31</td>
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<td>66</td>
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<td>66</td>
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<tr>
<td>January 1 to March 31</td>
<td>245</td>
<td>66</td>
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<td>66</td>
<td>66</td>
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<tr>
<td>April 1 to June 30</td>
<td>245</td>
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<td>66</td>
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</table>

Integrated English and Civics Education
New Enrollment

<table>
<thead>
<tr>
<th>July 1 to September 30</th>
<th>1,148</th>
<th>73</th>
<th>160</th>
<th>38</th>
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<td>January 1 to March 31</td>
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<td>80</td>
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<td>April 1 to June 30</td>
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<td>110</td>
<td>70</td>
<td>30</td>
<td>10</td>
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Senior Employment
Entry into Deferential Employment

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<th>July 1 to September 30</th>
<th>8</th>
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<tbody>
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<td>October 1 to December 31</td>
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<td>1</td>
<td>1</td>
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<tr>
<td>January 1 to March 31</td>
<td>9</td>
<td>1</td>
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</tr>
<tr>
<td>April 1 to June 30</td>
<td>9</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

TAA's KPI applies only to TAA participants with an entry date on or after 9/1/2020.