

2024 Civil Service Upward Mobility Progress Report



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Civil Service Upward Mobility Progress Report 2024



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Director

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Purpose of the Report

The California Department of Human Resources (CalHR) prepared this report for the Legislature in accordance with Government Code section 19402.

Government Code section 19402 (b) (1) requires each department to provide a report to CalHR that demonstrates progress made toward meeting upward mobility (UM) goals. The report must include the number of employees who advanced from low-paying entry-level (LPEL) classifications to entry-level technical, professional, and administrative (ELTPA) classifications. If a department does not meet its UM goals and timetables for two consecutive years, the department must include in the report an explanation as to why it did not achieve its goals and what requirements are necessary to achieve its goals in the subsequent two years.

This Upward Mobility Progress Report contains UM information for departments that did not achieve their hiring goals for the last two years. The report also includes hiring goals for reporting periods January 1, 2022 through December 31, 2023, as well as explanations for not meeting hiring goals.

Statewide Summary

The State of California's Upward Mobility Program (UMP) is a career mobility program designed to give state employees in low-paying entry-level (LPEL) classifications an opportunity to advance to entry-level technical, professional, and administrative (ELTPA) classifications.

To fully achieve the goal of Equal Employment Opportunity (EEO) and non-discriminatory employment practices within civil service, CalHR provides statewide leadership, coordination, and technical guidance to state agencies encompassing 225,000 civil service employees. As concerns are identified, CalHR consults with departments to create targeted action plans that address concerns and work toward solutions.

For the 2024 Workforce Analysis (WFA), 91 departments did not meet their upward mobility hiring goals for the last two years. These departments were required to explain why they did not achieve their goals and provide an action plan to facilitate achieving hiring goals in 2024 and 2025.

State Departments and the Workforce Analysis Process

CalHR collects UM data annually and monitors departments' progress toward meeting upward mobility hiring goals via the Workforce Analysis process. Departments are required to investigate any significant underrepresentation of protected groups and remove non-job-related barriers to ensure equal employment opportunities. The analysis also includes goal setting to improve the representation of people with disabilities and to support the upward mobility of civil service employees to advance from LPEL positions into ELTPA positions.

As outlined earlier, CalHR provides guidance and technical assistance to support departments in completing the Workforce Analysis and monitors for compliance with departments that do not meet the requirements of an UM program. CalHR also offers an Upward Mobility Coordinator training

course through the EEO Academy. This course has been provided to departments' Upward Mobility Coordinators since 2023.

Civil Service Upward Mobility Program

Pursuant to Government Code Section 19400, each department is required to establish and maintain an effective Upward Mobility Program for employees in LPEL classifications. The UM Program shall identify career advancement opportunities and provide the necessary assistance to enable participating employees to develop their skills and reach their highest potential.

The Upward Mobility Program is a collaborative partnership between eligible employees and their respective departments. To participate, employees in low-paying entry-level classifications must enter into an agreement with the department. California state departments are required to submit information on their upward mobility programs to CalHR and provide annual goals aimed at facilitating the hiring of employees from low-paying entry-level classifications into entry-level technical, professional, and administrative positions. This process ensures the continued focus on advancing opportunities for career growth and upward mobility within state employment.

The following upward mobility information was provided by departments in their 2024 WFA reports:

- 129 of 156 (83%) departments were required to set hiring goals
- 91 of 129 (71%) departments did not meet upward mobility hiring goals for the last two years
- 26,500 civil service employees were in low-paying entry-level classifications
- 321 employees participated in the Upward Mobility Program

Summary of Analysis

As part of the 2024 Workforce Analysis, departments that did not meet their upward mobility hiring goals for the last two years provided explanations for why they did not achieve their goals. This process of identifying the root cause can assist departments with creating proposed solutions to provide in their action plans. The most common issues identified by departments are listed below:

- Upward Mobility Plan/Handbook in development
- Low or zero interest participating in the Upward Mobility Program
- Limited number of LPEL or ELTPA positions
- Limited budget
- Staffing shortages

The departments identified low UM Program participation as the most frequent challenge in meeting their UM hiring goals. As a solution, CalHR asked departments to set a participation goal as part of the 2024 Workforce Analysis. CalHR also requested a plan to achieve at least 5 percent participation of their eligible employees and a timeline for when they may be able to reach this goal. The participation goals set by departments are included in [Appendix 1](#).

Departments are required to provide action plans to demonstrate their good faith effort in administering their UM Program in accordance with Government Code section 19401. To increase interest in the Upward Mobility Program, CalHR provides departments with strategies, tools, and resources. Below are the most common action plan items included in department action plans.

Top Activities Identified in Action Plans

Action	Number of departments
Marketing	50
UM initiatives	55
Targeted recruitment	39
Collaboration/leadership support	23

Increased marketing and communication about Upward Mobility Program availability and the benefit to eligible employees is a strategy that departments should utilize to attract program participants. An example is offering a focused class to eligible employees to provide an overview of the program. For smaller departments, focusing recruitment efforts by the Upward Mobility Coordinator to eligible low-paying entry-level employees may be a more effective strategy. Department leadership should send messages to eligible staff and provide support in reinforcing the importance of UM participation and initiatives. As a resource, departments may utilize the template message provided by CalHR and modify it to meet their unique needs.

Action plans from departments indicate that once new participants are enrolled, they will offer new UM initiatives that provide opportunities for participants to increase their skills so they may be eligible for promotion. Departments will support their participants by assisting them with identifying their career goals when creating their required Career Development Plan (CDP). The CDP will serve as a guide for the training and skills the employees need to meet their promotional objective. Additional supporting activities could include assistance with updating their resume or improving their interview skills.

Departments may utilize the [Upward Mobility Program Guidelines](#) provided by CalHR as a resource. This document provides an overview of roles and responsibilities of department staff, template policy language for their UM Plan/Handbook, and additional guidance on supporting UM participants in achieving their career goals. It also includes templates for tracking UM participation and hiring as well as an UM application departments may use or modify.

CalHR facilitated in-depth consultations with all departments concerning their Upward Mobility action plans. This collaborative approach ensures that each department is well-informed and aligned with our strategic objectives to increase the number of state employees participating in the Upward Mobility Program. Furthermore, CalHR monitors departmental progress throughout the Workforce Analysis (WFA) cycle, assessing performance before, during, and after its completion. By conducting a thorough year-over-year analysis of each department's progress, we aim to identify trends, celebrate achievements, and address any challenges, thereby fostering continuous improvement and accountability within each department. Each department's goals are provided in the following appendixes.

Appendix 1 – 2022-2023 Upward Mobility Participation and Hiring Goals

Department	2022 UMP Hiring Goal	2022 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2022	Number of Employees Participating in UMP 2022	2023 UMP Participation Goal	2023 UMP Hiring Goal
Administrative Law, Office of	0	0	2	0	0	0
Aging, Department of	0	0	15	0	0	0
Agricultural Association, 22 nd	11	1	36	36	32	6
Agricultural Association, 32 nd	0	2	26	0	0	1
Agricultural Associations	2	0	73	0	0	2
Alcoholic Beverage Control Appeals Board	0	0	1	1	2	0
Alternative Energy and Advanced Transportation Financing Authority	0	0	4	0	0	0
Business and Economic Development, Governor's Office of	0	0	7	3	7	0
Business, Consumer	2	1	3	2	3	2

¹ UMP Hires is the number of low-paying entry-level employees who have advanced to Upward Mobility Classifications reported by the department.

Department	2022 UMP Hiring Goal	2022 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2022	Number of Employees Participating in UMP 2022	2023 UMP Participation Goal	2023 UMP Hiring Goal
Services, and Housing Agency						
CalSavers Retirement Savings Board	0	0	1	0	0	0
Cannabis Control, Department of	0	0	17	0	0	0
Child Support Services, Department of	1	0	17	0	0	1
Civil Rights Department	0	0	25	3	0	0
Coastal Commission, California	0	0	9	0	0	0
Coastal Conservancy, State	1	0	1	0	0	1
Community Services and Development, Department of	2	0	9	0	0	2
Conservation Corps, California	3	1	60	3	7	5
Conservation, Department of	8	2	44	4	5	8
Consumer Affairs, Department of	0	0	653	1	5	3
Corrections and	25	18	5312	63	85	25

Department	2022 UMP Hiring Goal	2022 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2022	Number of Employees Participating in UMP 2022	2023 UMP Participation Goal	2023 UMP Hiring Goal
Rehabilitation, California Department of						
Debt Limit Allocation Committee, California	0	0	2	0	0	0
Developmental Disabilities, State Council on	4	1	10	0	3	2
Education, Department of	6	4	425	4	6	6
Emergency Medical Services Authority	0	0	37	0	0	0
Emergency Services, California Governor's Office of	1	0	221	0	1	0
Employment Development Department	10	0	878	0	10	8
Employment Training Panel, California	0	0	7	0	7	0
Energy Commission, California	1	0	14	0	0	1
Environmental Health Hazard Assessment, Office of	1	0	3	0	0	2

Department	2022 UMP Hiring Goal	2022 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2022	Number of Employees Participating in UMP 2022	2023 UMP Participation Goal	2023 UMP Hiring Goal
Environmental Protection Agency	0	0	13	1	1	0
Equalization, Board of	0	0	13	0	0	0
Exposition and State Fair, California	1	0	500	0	2	1
Fair Political Practices Commission	5	4	3	3	3	5
Finance, Department of	1	0	12	0	0	0
Financial Protection and Innovation, Department of	3	1	27	1	1	1
Food and Agriculture, Department of	7	4	67	34	34	5
Forestry and Fire Protection, Department of	0	0	696	0	0	0
Franchise Tax Board	2	0	1298	0	0	3
General Services, Department of	7	2	1749	47	50	7
Government Operations Agency	1	0	3	3	2	1

Department	2022 UMP Hiring Goal	2022 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2022	Number of Employees Participating in UMP 2022	2023 UMP Participation Goal	2023 UMP Hiring Goal
Health and Human Services Agency	4	0	5	0	0	3
Health Benefit Exchange, California	3	0	577	12	14	12
Health Care Services, Department of	2	0	162	4	1	3
High Speed Rail Authority, California	0	0	2	0	0	0
Human Resources, California Department of	0	0	25	0	9	9
Industrial Relations, Department of	4	0	649	11	11	3
Inspector General, Office of the	2	1	3	1	2	5
Insurance, Department of	0	0	105	0	0	0
Justice, Department of	4	0	821	30	32	3
Labor and Workforce Development Agency	2	1	1	4	4	2
Law Revision Commission,	0	0	1	0	1	0

Department	2022 UMP Hiring Goal	2022 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2022	Number of Employees Participating in UMP 2022	2023 UMP Participation Goal	2023 UMP Hiring Goal
California						
Library, California State	0	0	34	0	2	1
Lottery, California State	2	0	163	3	4	2
Managed Health Care, Department of	8	2	15	39	50	7
Military Department	0	0	131	0	1	0
Motor Vehicles, Department of	27	7	5727	30	27	27
Natural Resources Agency, California	0	0	2	6	0	2
Parks and Recreation, Department of	0	0	795	0	0	0
Personnel Board, State	2	1	2	0	0	1
Pesticide Regulation, Department of	0	0	14	0	0	0
Pollution Control Financing Authority, California	1	0	5	0	0	0
Prison Industry	3	0	778	0	3	3

Department	2022 UMP Hiring Goal	2022 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2022	Number of Employees Participating in UMP 2022	2023 UMP Participation Goal	2023 UMP Hiring Goal
Authority, California						
Public Defender, Office of the State	0	0	2	0	0	0
Public Employees' Retirement System, California	4	3	85	12	13	4
Public Utilities Commission, California	5	0	67	0	5	5
Real Estate, Department of	6	0	86	0	3	3
Rehabilitation, Department of	4	0	406	0	0	0
Resources Recycling and Recovery, Department of	0	0	49	0	0	0
San Francisco Bay Conservation and Development Commission	0	0	4	1	1	0
San Gabriel Lower Los Angeles Rivers and Mountains Conservancy	0	0	1	0	0	0
Santa Monica Mountains	1	0	1	1	0	0

Department	2022 UMP Hiring Goal	2022 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2022	Number of Employees Participating in UMP 2022	2023 UMP Participation Goal	2023 UMP Hiring Goal
Conservancy						
School Finance Authority, California	0	0	2	0	0	0
Science Center, California	0	0	67	0	0	2
Secretary of State	7	0	226	11	0	7
Sierra Nevada Conservancy	2	1	1	5	6	4
Social Services, Department of	5	1	596	2	20	13
State and Community Corrections, Board of	2	0	5	0	1	3
State Auditor, California	3	0	3	2	2	3
State Hospitals, Department of	3	0	1853	0	3	3
State Lands Commission	1	0	19	0	1	0
State Mandates, Commission on	0	0	1	0	0	0
Student Aid Commission, California	5	3	17	18	18	3

Department	2022 UMP Hiring Goal	2022 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2022	Number of Employees Participating in UMP 2022	2023 UMP Participation Goal	2023 UMP Hiring Goal
Systems Integration, Office of	0	0	6	0	0	0
Tax Appeals, Office of	3	0	7	0	2	2
Tax Credit Allocation Committee, California	0	0	4	0	0	0
Teachers' Retirement System, California State	4	0	23	0	1	3
Technology, Department of	1	0	6	0	0	0
Treasurer, Office of the State	0	0	11	0	0	0
Unemployment Insurance Appeals Board, California	11	0	173	3	3	5
Veterans Affairs, California Department of	1	0	972	0	0	1
Wildlife Conservation Board, California	0	0	1	0	1	0

Appendix 2 – 2023-2024 Upward Mobility Participation and Hiring Goals

Department	2023 UMP Hiring Goal	2023 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal	2024 UMP Hiring Goal
Administrative Law, Office of	0	0	2	2	2	0
Aging, Department of	0	0	15	1	2	1
Agricultural Association, 22 nd	6	0	36	0	3	0
Agricultural Association, 32 nd	1	0	32	19	27	0
Agricultural Associations	2	0	78	0	4	0
Alcoholic Beverage Control Appeals Board	0	0	1	1	1	0
Alternative Energy and Advanced Transportation Financing Authority	0	0	3	0	1	0
Business and Economic Development, Governor's Office of	0	9	8	2	5	15
Business, Consumer	2	0	2	2	2	0

¹ UMP Hires is the number of low-paying entry-level employees who have advanced to Upward Mobility Classifications reported by the department.

Department	2023 UMP Hiring Goal	2023 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal	2024 UMP Hiring Goal
Services, and Housing Agency						
CalSavers Retirement Savings Board	0	0	1	0	1	0
Cannabis Control, Department of	0	0	17	0	1	0
Child Support Services, Department of	1	0	25	0	1	0
Civil Rights Department	0	0	22	0	1	0
Coastal Commission, California	0	0	3	0	1	0
Coastal Conservancy, State	1	0	1	0	0	0
Community Services and Development, Department of	2	0	9	1	3	1
Conservation Corps, California	5	4	62	5	6	4
Conservation, Department of	8	1	45	3	5	6
Consumer Affairs, Department of	3	0	592	3	6	3
Corrections and	25	11	5226	52	180	18

Department	2023 UMP Hiring Goal	2023 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal	2024 UMP Hiring Goal
Rehabilitation, California Department of						
Debt Limit Allocation Committee, California	0	0	2	0	1	0
Developmental Disabilities, State Council on	2	1	9	3	3	2
Education, Department of	6	5	432	3	6	7
Emergency Medical Services Authority	0	0	37	0	0	0
Emergency Services, California Governor's Office of	0	0	224	0	11	0
Employment Development Department	8	0	753	0	40	0
Employment Training Panel, California	0	0	6	0	4	0
Energy Commission, California	1	0	18	0	1	0
Environmental Health Hazard Assessment, Office of	2	0	2	0	0	0

Department	2023 UMP Hiring Goal	2023 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal	2024 UMP Hiring Goal
Environmental Protection Agency	0	0	13	0	0	0
Equalization, Board of	0	0	9	0	1	0
Exposition and State Fair, California	1	0	540	0	1	0
Fair Political Practices Commission	5	0	5	0	1	0
Finance, Department of	0	0	10	0	3	0
Financial Protection and Innovation, Department of	1	0	23	0	1	0
Food and Agriculture, Department of	5	3	59	5	10	6
Forestry and Fire Protection, Department of	0	0	791	0	10	0
Franchise Tax Board	3	0	1229	v	15	0
General Services, Department of	7	2	1783	47	75	7
Government Operations Agency	1	0	2	2	2	1

Department	2023 UMP Hiring Goal	2023 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal	2024 UMP Hiring Goal
Health and Human Services Agency	3	0	5	0	1	0
Health Benefit Exchange, California	12	5	563	11	14	8
Health Care Services, Department of	3	0	152	1	8	1
High Speed Rail Authority, California	0	0	2	0	0	0
Human Resources, California Department of	9	0	21	0	16	0
Industrial Relations, Department of	3	1	631	5	10	3
Inspector General, Office of the	5	0	3	3	4	4
Insurance, Department of	0	0	94	0	5	0
Justice, Department of	3	1	813	46	47	2
Labor and Workforce Development Agency	2	3	2	0	0	0
Law Revision Commission,	0	0	1	0	0	0

Department	2023 UMP Hiring Goal	2023 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal	2024 UMP Hiring Goal
California						
Library, California State	1	0	32	0	2	0
Lottery, California State	2	0	173	2	8	2
Managed Health Care, Department of	7	5	18	4	4	3
Military Department	0	0	149	0	3	0
Motor Vehicles, Department of	27	8	5343	27	27	24
Natural Resources Agency, California	2	0	1	0	1	0
Parks and Recreation, Department of	0	0	815	0	0	0
Personnel Board, State	1	0	2	0	1	0
Pesticide Regulation, Department of	0	0	15	0	1	0
Pollution Control Financing Authority, California	0	0	1	0	0	0
Prison Industry	3	0	812	1	45	3

Department	2023 UMP Hiring Goal	2023 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal	2024 UMP Hiring Goal
Authority, California						
Public Defender, Office of the State	0	0	3	0	1	0
Public Employees' Retirement System, California	4	2	87	14	15	5
Public Utilities Commission, California	5	2	66	10	9	3
Real Estate, Department of	3	0	71	1	3	1
Rehabilitation, Department of	0	0	404	0	22	0
Resources Recycling and Recovery, Department of	0	0	51	0	3	0
San Francisco Bay Conservation and Development Commission	0	0	3	1	1	0
San Gabriel Lower Los Angeles Rivers and Mountains Conservancy	0	0	1	0	0	0
Santa Monica Mountains	0	0	1	0	0	0

Department	2023 UMP Hiring Goal	2023 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal	2024 UMP Hiring Goal
Conservancy						
School Finance Authority, California	0	0	1	0	0	0
Science Center, California	2	0	66	4	4	2
Secretary of State	7	0	214	0	0	0
Sierra Nevada Conservancy	4	0	1	0	0	0
Social Services, Department of	13	0	617	0	10	0
State and Community Corrections, Board of	3	0	4	0	1	0
State Auditor, California	3	1	3	3	3	3
State Hospitals, Department of	3	0	1886	1	10	1
State Lands Commission	0	0	18	0	1	0
State Mandates, Commission on	0	0	1	0	0	0
Student Aid Commission, California	3	6	19	19	19	2

Department	2023 UMP Hiring Goal	2023 UMP Hires¹	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal	2024 UMP Hiring Goal
Systems Integration, Office of	0	0	5	0	1	0
Tax Appeals, Office of	2	0	10	0	1	0
Tax Credit Allocation Committee, California	0	0	4	0	1	0
Teachers' Retirement System, California State	3	0	22	0	1	0
Technology, Department of	0	0	5	0	1	0
Treasurer, Office of the State	0	0	11	1	1	0
Unemployment Insurance Appeals Board, California	5	0	166	16	20	5
Veterans Affairs, California Department of	1	0	984	0	1	0
Wildlife Conservation Board, California	0	0	1	0	1	0