

2025 Civil Service Upward Mobility Progress Report



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Civil Service Upward Mobility Progress Report 2025



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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 strategies it will use 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, 2023 through December 31, 2024, 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 231,000 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 2025 Workforce Analysis (WFA), 99 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 2025 and 2026.

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 departments that do not yet meet the requirements of an effective 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 must 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 Program 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 2025 WFA reports:

- 129 of 149¹ (87%) departments were required to set hiring goals
- 99 of 129 (77%) departments did not meet upward mobility hiring goals for the last two years
- 29,265 civil service employees were in low-paying entry-level classifications
- 305 employees participated in the Upward Mobility Program

Summary of Analysis

As part of the 2025 Workforce Analysis, departments that did not meet their upward mobility hiring goals for the last two years provided explanations for why they failed to 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:

1. Low or zero interest participating in the Upward Mobility Program
2. Limited budget
3. Limited number of LPEL or ELTPA positions
4. Upward Mobility Plan/Handbook in development
5. Staffing shortages or vacancies

The departments continue to identify low UM Program participation as the most frequent challenge in meeting their UM hiring goals. To address this, CalHR requires departments to set a participation goal as part of the Workforce Analysis. Departments must also provide 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](#) and [Appendix 2](#).

¹ Number of departments that were required to submit a Workforce Analysis Report in 2025

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	78
UM initiatives	66
Focused recruitment	49
Collaboration/leadership support	59

Department action plans include increased marketing and communication about Upward Mobility Program availability and the benefits to eligible employees as a strategy to attract program participants. An example is offering a focused class to eligible employees to provide an overview of the program. For smaller departments, focused recruitment efforts by the Upward Mobility Coordinator to eligible employees in low-paying entry-level classifications may be a more effective strategy. Departments indicate that their leadership sends communications 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.

Collaboration and partnership strategies increased in department UM action plans. Some departments reported plans to initiate discussion with their Human Resource or Budget office regarding their UM Program budget. Other examples include partnerships with Learning and Development teams to increase training options for UM participants or obtaining a list of eligible employees from Human Resources to support focused recruitment efforts. Departments indicate they are utilizing the [Upward Mobility Program Guidelines](#) provided on the CalHR website 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. The Upward Mobility webpage also includes a sample Upward Mobility Application, Coordinator Checklist, and a Policy Statement.

Of the 99 departments that did not meet their hiring goals for the past two years, 19 departments reported increased UM Program participation from 2023 to 2024, and three departments reported an increase in UM hires. This data indicates that these departments have made progress in implementing their action plan strategies such as increased marketing or enhanced UM initiatives and are achieving results.

Fifteen of these departments reported a decrease in UM program participation and nine reported a decrease in UM hires. This suggests that these departments will need to adopt modified strategies to recruit new UM Program participants and support participants with advancing to ELTPA classifications.

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 – 2023-2024 Upward Mobility Participation and Hiring Goals

<i>Department</i>	<i>2023 UMP Hiring Goal</i>	<i>2023 UMP Hires²</i>	<i>Number of Employees in Low-Paying Entry-Level Classifications in 2023</i>	<i>Number of Employees Participating in UMP 2023</i>	<i>2024 UMP Participation Goal³</i>	<i>2024 UMP Hiring Goal</i>
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
Air Resources Board	8	0	64	1	5	6
Alcoholic Beverage Control Appeals Board	0	0	1	1	1	0
Alternative Energy and Advanced Transportation Financing Authority	0	0	3	0	1	0
Arts Council, California	1	0	2	0	1	0
Business, Consumer Services, and Housing Agency	2	0	2	2	2	0

² UMP Hires is the number of low-paying entry-level employees who have advanced to Upward Mobility (UM) Classifications reported by the department.

³ Departments with less than 5% of eligible employees participating in their Upward Mobility Programs must include a participation goal.

Department	2023 UMP Hiring Goal	2023 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal³	2024 UMP Hiring Goal
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
Community Colleges, California	3	0	4	0	2	0
Conservation Corps, California	5	4	62	5	6	4
Conservation, Department of	8	1	45	3	5	6
Controller, Office of the California State	25	14	154	14	20	25
Corrections and Rehabilitation, California Department of	25	11	5226	52	180	18
Developmental Services, Department of	2	0	426	2	7	2
Earthquake Authority,	4	0	4	0	1	0

<i>Department</i>	<i>2023 UMP Hiring Goal</i>	<i>2023 UMP Hires²</i>	<i>Number of Employees in Low-Paying Entry-Level Classifications in 2023</i>	<i>Number of Employees Participating in UMP 2023</i>	<i>2024 UMP Participation Goal³</i>	<i>2024 UMP Hiring Goal</i>
California						
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
Energy Infrastructure Safety, Office of	4	0	2	0	0	0
Environmental Health Hazard Assessment, Office of	2	0	2	0	0	0
Environmental Protection Agency	0	0	13	0	0	0
Equalization, Board of	0	0	9	0	1	0
Exposition and State Fair,	1	0	540	0	1	0

Department	2023 UMP Hiring Goal	2023 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal³	2024 UMP Hiring Goal
California						
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	0	15	0
General Services, Department of	7	2	1783	47	75	7
Government Operations Agency	1	0	2	2	2	1
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

Department	2023 UMP Hiring Goal	2023 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal³	2024 UMP Hiring Goal
High Speed Rail Authority, California	0	0	2	0	0	0
Highway Patrol, California	4	0	2041	3	28	9
Horse Racing Board, California	5	0	11	0	5	0
Housing and Community Development, Department of	5	1	69	5	6	4
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
Law Revision Commission, California	0	0	1	0	0	0
Library, California State	1	0	32	0	2	0
Lottery, California State	2	0	173	2	8	2

<i>Department</i>	<i>2023 UMP Hiring Goal</i>	<i>2023 UMP Hires²</i>	<i>Number of Employees in Low-Paying Entry-Level Classifications in 2023</i>	<i>Number of Employees Participating in UMP 2023</i>	<i>2024 UMP Participation Goal³</i>	<i>2024 UMP Hiring Goal</i>
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
Native American Heritage Commission	2	0	1	0	2	0
Parks and Recreation, Department of	0	0	815	0	0	0
Peace Officer Standards and Training, Commission on	19	0	9	0	1	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 Authority, California	3	0	812	1	45	3
Public Defender, Office of the State	0	0	3	0	1	0
Public Employees'	4	2	87	14	15	5

Department	2023 UMP Hiring Goal	2023 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal³	2024 UMP Hiring Goal
Retirement System, California						
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
San Joaquin River Conservancy	0	0	1	0	0	0
Santa Monica Mountains Conservancy	0	0	1	0	0	0
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

<i>Department</i>	<i>2023 UMP Hiring Goal</i>	<i>2023 UMP Hires²</i>	<i>Number of Employees in Low-Paying Entry-Level Classifications in 2023</i>	<i>Number of Employees Participating in UMP 2023</i>	<i>2024 UMP Participation Goal³</i>	<i>2024 UMP Hiring Goal</i>
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 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
Tahoe Conservancy, California	2	0	1	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
Technology and Solutions Integration, Office	0	0	5	0	1	0

Department	2023 UMP Hiring Goal	2023 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2023	Number of Employees Participating in UMP 2023	2024 UMP Participation Goal³	2024 UMP Hiring Goal
of						
Transportation Agency, California State	0	0	1	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
Water Resources Control Board	2	0	53	7	7	2
Water Resources, Department of	20	0	771	0	85	0
Wildlife Conservation Board, California	0	0	1	0	1	0
Workforce Development Board, California	3	0	1	0	1	0

Appendix 2 – 2024-2025 Upward Mobility Participation and Hiring Goals

<i>Department</i>	<i>2024 UMP Hiring Goal</i>	<i>2024 UMP Hires²</i>	<i>Number of Employees in Low-Paying Entry-Level Classifications in 2024</i>	<i>Number of Employees Participating in UMP 2024</i>	<i>2025 UMP Participation Goal³</i>	<i>2025 UMP Hiring Goal</i>
Administrative Law, Office of	0	0	2	2	2	1
Aging, Department of	1	0	18	3	4	1
Agricultural Association, 22 nd	0	0	37	0	3	0
Agricultural Association, 32 nd	0	0	29	1	2	0
Agricultural Associations	4	0	74	0	1	0
Air Resources Board	6	0	73	0	4	0
Alcoholic Beverage Control Appeals Board	0	0	1	1	1	0
Alternative Energy and Advanced Transportation Financing Authority	0	0	6	0	1	0
Arts Council, California	0	0	2	0	1	0
Business, Consumer Services, and Housing Agency	0	0	3	2	2	0

² UMP Hires is the number of low-paying entry-level employees who have advanced to Upward Mobility (UM) Classifications reported by the department.

³ Departments with less than 5% of eligible employees participating in their Upward Mobility Programs must include a participation goal.

Department	2024 UMP Hiring Goal	2024 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2024	Number of Employees Participating in UMP 2024	2025 UMP Participation Goal³	2025 UMP Hiring Goal
CalSavers Retirement Savings Board	0	0	1	0	1	0
Cannabis Control, Department of	0	0	18	0	1	0
Child Support Services, Department of	1	0	26	0	2	0
Civil Rights Department	0	0	24	0	1	0
Coastal Commission, California	1	0	1	1	1	1
Community Colleges, California	0	0	3	0	2	0
Conservation Corps, California	4	3	69	8	10	2
Conservation, Department of	6	0	44	3	4	1
Controller, Office of the California State	25	10	149	10	20	10
Corrections and Rehabilitation, California Department of	18	9	5127	53	180	16
Developmental Services, Department of	2	0	457	0	5	0
Earthquake Authority, California	0	0	3	0	1	0

Department	2024 UMP Hiring Goal	2024 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2024	Number of Employees Participating in UMP 2024	2025 UMP Participation Goal³	2025 UMP Hiring Goal
Education, Department of	7	0	410	0	5	0
Emergency Medical Services Authority	0	0	36	0	2	0
Emergency Services, California Governor's Office of	0	0	222	0	3	0
Employment Development Department	0	0	758	0	38	0
Employment Training Panel, California	0	0	6	0	1	0
Energy Commission, California	0	0	14	0	1	0
Energy Infrastructure Safety, Office of	0	0	2	0	2	0
Environmental Health Hazard Assessment, Office of	0	0	2	0	1	0
Environmental Protection Agency	0	0	13	0	1	0
Equalization, Board of	0	0	12	0	1	0
Exposition and State Fair, California	0	0	568	0	28	0

<i>Department</i>	<i>2024 UMP Hiring Goal</i>	<i>2024 UMP Hires²</i>	<i>Number of Employees in Low-Paying Entry-Level Classifications in 2024</i>	<i>Number of Employees Participating in UMP 2024</i>	<i>2025 UMP Participation Goal³</i>	<i>2025 UMP Hiring Goal</i>
Fair Political Practices Commission	0	0	4	0	1	0
Finance, Department of	0	0	9	0	2	0
Financial Protection and Innovation, Department of	0	0	17	3	2	2
Food and Agriculture, Department of	6	4	53	5	8	6
Forestry and Fire Protection, Department of	0	0	832	0	20	0
Franchise Tax Board	0	0	1211	1	61	1
General Services, Department of	7	2	1790	21	75	8
Government Operations Agency	1	0	1	1	1	1
Health and Human Services Agency	0	0	4	1	3	1
Health Benefit Exchange, California	8	3	569	11	12	5
Health Care Services, Department of	1	0	140	0	7	0
High Speed Rail	0	0	2	0	0	0

Department	2024 UMP Hiring Goal	2024 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2024	Number of Employees Participating in UMP 2024	2025 UMP Participation Goal³	2025 UMP Hiring Goal
Authority, California						
Highway Patrol, California	9	0	2105	4	13	4
Horse Racing Board, California	0	0	10	0	1	0
Housing and Community Development, Department of	4	1	60	6	8	3
Human Resources, California Department of	0	0	21	0	2	0
Industrial Relations, Department of	3	1	701	4	40	4
Inspector General, Office of the	4	0	4	0	2	0
Insurance, Department of	0	0	91	0	3	0
Justice, Department of	2	1	774	67	70	4
Law Revision Commission, California	0	0	1	0	0	0
Library, California State	0	0	34	0	1	0
Lottery, California State	2	0	177	1	5	1
Managed Health Care, Department	3	2	20	3	6	3

Department	2024 UMP Hiring Goal	2024 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2024	Number of Employees Participating in UMP 2024	2025 UMP Participation Goal³	2025 UMP Hiring Goal
of						
Military Department	0	0	151	3	7	3
Motor Vehicles, Department of	24	7	4765	27	46	18
Native American Heritage Commission	0	0	2	0	1	0
Parks and Recreation, Department of	0	0	847	0	5	0
Peace Officer Standards and Training, Commission on	0	0	12	0	1	0
Personnel Board, State	0	0	1	0	1	0
Pesticide Regulation, Department of	0	0	17	0	1	0
Pollution Control Financing Authority, California	0	0	3	0	2	0
Prison Industry Authority, California	3	0	925	0	10	0
Public Defender, Office of the State	0	0	3	0	1	0
Public Employees' Retirement System, California	5	3	79	14	15	6

Department	2024 UMP Hiring Goal	2024 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2024	Number of Employees Participating in UMP 2024	2025 UMP Participation Goal³	2025 UMP Hiring Goal
Public Utilities Commission, California	3	1	70	8	12	2
Real Estate, Department of	1	0	76	2	4	2
Rehabilitation, Department of	0	0	442	0	50	0
Resources Recycling and Recovery, Department of	0	0	45	0	2	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
San Joaquin River Conservancy	0	0	1	0	0	0
Santa Monica Mountains Conservancy	0	0	1	1	1	0
School Finance Authority, California	0	0	1	0	0	0
Science Center, California	2	0	66	7	10	1
Secretary of State	0	0	213	0	5	0
Sierra Nevada	0	0	1	0	0	0

Department	2024 UMP Hiring Goal	2024 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2024	Number of Employees Participating in UMP 2024	2025 UMP Participation Goal³	2025 UMP Hiring Goal
Conservancy						
Social Services, Department of	0	0	615	0	20	0
State and Community Corrections, Board of	0	0	5	0	1	0
State Hospitals, Department of	1	0	1990	1	10	1
State Lands Commission	0	0	14	0	1	0
State Mandates, Commission on	0	0	1	0	0	0
Tahoe Conservancy, California	0	0	1	1	1	0
Tax Appeals, Office of	0	0	9	0	2	0
Tax Credit Allocation Committee, California	0	0	2	0	1	0
Teachers' Retirement System, California State	0	0	19	0	1	0
Technology, Department of	0	0	7	0	1	0
Technology and Solutions Integration, Office of	0	0	4	1	1	1

Department	2024 UMP Hiring Goal	2024 UMP Hires²	Number of Employees in Low-Paying Entry-Level Classifications in 2024	Number of Employees Participating in UMP 2024	2025 UMP Participation Goal³	2025 UMP Hiring Goal
Transportation Agency, California State	0	0	1	0	0	0
Treasurer, Office of the State	0	0	9	3	4	1
Unemployment Insurance Appeals Board, California	5	1	151	20	22	2
Veterans Affairs, California Department of	0	0	1046	0	3	0
Water Resources Control Board	2	0	46	3	5	3
Water Resources, Department of	0	0	778	0	103	0
Wildlife Conservation Board, California	0	0	1	0	1	0
Workforce Development Board, California	0	0	1	1	0	1