

CHAPTER 10 - UPWARD MOBILITY PROGRAM

10.1 - Purpose.

This chapter provides objectives, responsibilities, planning, and procedures; and establishes evaluation and reporting requirements for implementation of upward mobility for the Georgia National Guard technician workforce.

10.2 - National Guard Policy.

The National Guard will carry out and support Executive Order 11478 requiring full use of the skills of employees. Public Law 92-261 (EEO Act of 1972) requires the head of each executive department to develop Equal Employment Opportunity (EEO) affirmative action plans with a provision for the establishment of training and education programs designed to provide employees maximum opportunity to advance so as to perform at their highest potential necessary for mission accomplishment. This policy will be executed without regard to race, color, religion, sex, national origin, age, physical handicap, or other non-merit factors.

10.3 - Definitions.

- a. a. **Upward Mobility.** A systematic management effort that emphasizes through National Guard Bureau policy the development and implementation of specific career opportunities for technicians employed below GS-09 (or FWS equivalent) who are in positions that do not enable them to realize their full work potential. Upward mobility efforts involve an analysis of the military and technician organizational structure and identification or design of specific target positions that would enable lower grade technicians to qualify for pre or paraprofessional positions. Training and developmental efforts primarily aimed at improving current occupational performance is not considered upward mobility.
- b. b. **Affirmative Employment Plan.** A plan developed annually by the EEO Section that establishes local upward mobility objectives, guidance, and implementation procedures.
- c. c. **Job Restructuring.** A method or technique of developing a different pattern of positions in an organization in which essentially the same amount of work is accomplished. Job restructuring is a means of job training a goal.

Upward mobility is a goal in itself just as career development and job enrichment are goals.

- d. d. **Target Position.** A full performance level position specifically identified for an upward mobility participant to fill upon completion of required training.
- e. e. **Transition Position.** An entry level or “bridge position” specifically designed and established below the grade or the target position. A transition position enables a technician who satisfactorily completes the required training to become qualified for the target position.
- f. f. **Limited Position.** A position below the grade of GS-09 (or FWS equivalent) that lacks career development opportunities or promotion potential.
- g. g. **Individual Development Plan (IDP).** A plan that sets forth the participant’s training and development assignments required to qualify for a specific target position. Figure 10-1 contains a sample IDP.
- h. h. **Self-Development.** The education and training technicians provide for themselves according to their career interests or that contribute to their general growth
- i. i. **Participant / Trainee.** An on-board technician below the grade of GS-09 (or FWS equivalent) who applies for an upward mobility position and is competitively selected.

10.4 - Objectives.

- a. a. To provide selected technicians an opportunity to be reassigned to transition positions that will prepare them through on-the-job and formalized training to enter target positions.
- b. b. To identify career positions that support the development (upward mobility) of participants.
- c. c. To expedite placement of participants into technical, administrative, paraprofessional and craft / trade careers.
- d. d. To motivate technicians toward high achievement and create a climate conducive to high morale.
- e. e. To assure a broad base within the work force for selecting technicians to fill vacancies.

- f. f. To establish reporting systems, cost systems, and budgeting for upward mobility program training and evaluation.

10.5 - Eligibility Requirements.

To be eligible for participation in the upward mobility program, a technician must have permanent status and be in a limited position below the grade of GS-09 (or FWS equivalent.) Military grade requirements for a specific target position need not be met at the time the technician enters the transition position. Such requirements, however, must be met before the technician enters the target position. Regarding compatibility requirement, exceptions may be requested for upward mobility purposes. Such requests will be forwarded through the Human Resources Office of NGB-HR.

10.6 - Responsibilities.

- a. a. The Adjutant General will assure:

- (1) (1) A State affirmative employment plan is developed and implemented in accordance with OPM and National Guard Bureau requirements.
- (2) (2) Managers and supervisors receive orientation and training to explain and promote the upward mobility program objectives and to counsel technicians.
- (3) (3) Participate in the functional development of the program by assisting managers and supervisors identifying target positions, transition positions, and write draft position descriptions for restructured positions. Decisions derived from these actions should be closely coordinated with the appropriate HRO specialist.
- (4) (4) Publicize and announce upward mobility positions and training opportunities.
- (5) (5) Rate, rank, and refer applicants for selection in accordance with this regulation.
- (6) (6) Participate with functional managers, supervisors and trainees, as appropriate, in preparing and implementing IDPs. Insure:
 - (a) (a) Education and training programs are geared to known and projected mission and organization requirements and are provided in a cost-effective manner through State, DOD, interagency (OPM), and non-Government facilities.

- (b) (b) Whenever economical and feasible, education and training are provided on site and during normal duty hours for trainees who have been competitively selected for upward mobility positions.
 - (c) (c) To the extent possible, flexible duty hours are encouraged to permit off-the-clock training for eligible technicians who have not been selected for upward mobility positions but wish to become more competitive for future positions through self-development efforts.
 - (d) (d) Supportive financial planning and budgeting actions are completed in cycle.
- (7) (7) Take appropriate action when a trainee fails to meet performance requirements of program or desires to withdraw from the program.
- (a) (a) Reassignment to former position if the position is vacant.
 - (b) (b) Reassignment to another position of equal duties, responsibilities, and grade.
 - (c) (c) Repromotion to former grade provided the trainee had voluntarily requested a downgrade to enter the upward mobility program. The repromotion would be subject to competitive merit placement procedures.
 - (d) (d) Adverse action in accordance with all appropriate National Guard Bureau policies and procedures and with labor-management agreement where applicable.
- (8) (8) Adjust pay as necessary in accordance with 5 CFR Sections 531 and 532, Pay and Salary Retention. If otherwise qualified, technicians who accept downgrades in order to become upward mobility participants are entitled to salary retention.
- (9) (9) Formulate procedures to expedite the placement of technicians who satisfactorily complete training and meet qualification requirements for designated target positions.
- (10) (10) Submit requests to NGB for job qualification amendment or review when training is to be substituted for some portion of the qualification standards. Training can be credited at a rate of not more than one month of training for each two months of on-the-job experience.
- b. b. State Equal Employment Manager (SEEM) will:

- (1) (1) Monitor the implementation of the Affirmative Employment Plan in relation to overall equal employment opportunity objectives.
- (2) (2) Participate with the HRO in identifying target positions through an analysis of staffing needs based on occupations, missions, organizational structure, and work force requirements of the functional unit.
- (3) (3) Identify the skill, knowledge, and ability requirements that must be accomplished through training and job experience in order for participants to progressively qualify for specific target positions.
- (4) (4) Participate with the HRO in identifying transition positions and restructuring existing positions compatible with mission and organization requirements.
- (5) (5) Counsel and encourage eligible technicians to apply for program participation.
- (6) (6) Select applicants for program participation in accordance with merit placement procedures and the provisions of this chapter.
- (7) (7) Participate with trainees and HRO, as appropriate, in developing and implementing IDPs.
- (8) (8) Inform participants of their performance and progress on a regular basis.
- (9) (9) Inform the HRO of any participant who is not progressing satisfactorily, and request guidance on appropriate action.

10.7 - Procedures.

a. a. Preplanning Phase.

- (1) (1) Identify manpower needs, assess the present skills of the work force, establish program objectives, develop plans and strategies, and gain top-level support.
- (2) (2) Determine the extent of upward mobility problems and the target population for the program by analyzing or identifying:
 - (a) (a) Job patterns that prevent lower level technicians from moving into positions that could more fully use their skills, training, and abilities.

- (b) (b) Occupational series and grade levels where technicians are limited because only a few opportunities for progression exist.
 - (3) (3) Review technician/military compatibility requirements for positions to identify helpful (various military training and development programs) as well as hindering upward mobility factors. By using this approach, future upward mobility efforts can be more productive.
- b. b. Primary Development Phase.
 - (1) (1) Identify target positions by conducting organizational and job analysis. This is to ensure:
 - (a) (a) Staffing surveys include projections of needs based on attrition, changing technologies, new equipment, and personnel changes that create vacancies.
 - (b) (b) Current positions are examined to decide if they can be used as transition positions or if the basic job requirements can be restructured.
 - (c) (c) Careful consideration is given to the implications of military grade requirements before identifying a position as an upward mobility target position.
 - (2) (2) Write draft position descriptions for new positions and forward to HRO for final classification.
- c. c. Secondary Development Phase.
 - (1) (1) Establish merit selection procedures using the qualification standards for positions identified. Follow the principle that each element included in the qualification standard is to be evaluated based on the technician's potential to perform the target job.
 - (2) (2) Assessment of applicants should be based on a review of work history, self development efforts to include education and training activities outside of jobs, performance, interviews, appraisals, records of awards and honors, etc. The objective is to assess the level of competence and potential for each job standard regardless of where or how the attributes were achieved. Also when assessing applicants, carefully consider the military grade requirements of the target position. Military age restrictions related to commissioning should be taken into account if the target position can only be filled by a commissioned officer.

10.8 - Training.

- a. a. The essence of the upward mobility program is to meet current and projected staffing needs by designing and managing positions to enable high potential / technicians to enter career fields that will permit them to develop commensurate with their potential. To accomplish this end, individual training plans will be developed for all technicians competitively elected for upward mobility positions at less than the full performance level. The training plan will be designed to assure the technician receives all the formal education, classroom training, and / or experience (OJT) required to fully qualify the technician for the target position.
- b. b. Individual development plans are also appropriate for technicians who have not been selected for upward mobility positions but who are receiving training in order to be more competitive for future upward mobility jobs. These plans are encouraged whether or not the training is funded or taken during non-duty hours.
- c. c. In developing individual development plans, training must be related to the performance of official duties in a position commensurate with the technician's potential, in accordance with applicable OPM, DOD, and National Guard Bureau policies, regulations, and procedures.
- d. d. Other pertinent requirements of particular significance that affect training in support of upward mobility programs are the following:
 - (1) (1) National Guard requirement for trained manpower.
 - (2) (2) The National Guard must use merit promotion procedures in selecting technicians for upward mobility training.

10.9 - Length of Training and Development.

- a. a. The length of training may range from 4 months to 3 years depending upon (1) the time required to equip the technician with the skills and specific knowledge necessary in the target position and (2) the technician's ability to perform the duties of the position satisfactorily. Normally, training for the target position will require from 1 to 2 years.
- b. b. To avoid frequent minor amendments to the IDPs caused by variations in mission and organization, changes in concepts or methodology in subject field, or trainee needs, it is permissible to:
 - (1) (1) Adjust training time as appropriate in individual cases to cover contingencies such as sick leave, emergency annual leave, military leave, or participant's inability to grasp a portion of training.

- (2) (2) Change the sequence of training to allow learning experiences to be responsive to actual work situations.
- (3) (3) Add or modify subject matter material depending on technological / equipment changes, organization and participant needs, and evaluation of the training and development.
- (4) (4) Delete or modify subject matter material that duplicates education / training the participant may be receiving through self-development efforts.

10.10 - Evaluation and Counseling.

- a. a. Evaluation - Within 30 days after assignment to an upward mobility trainee position, an evaluation will be made to:
 - (1) (1) Assess training needs of the technician based on the requirements of the target position.
 - (2) (2) Design an IDP in writing to meet the training needs.
 - (3) (3) Written supervisory reports on the technician's use of training received and overall development in the transition position, as well as technician feedback reports, should be made at regular intervals not to exceed 90 days. These reports may be accomplished using the quarterly feedback forms available in HRR 430, Performance Management.
- b. b. Counseling - Functional managers/supervisors and representatives from the Human Resources Office will provide a full range of coordinated counseling and guidance services to participants. The participants will be helped to plan and achieve realistic career goals. Formal counseling of participants by the supervisor will be conducted at least once quarterly. Informal counseling will be performed as needed. Counseling sessions will include, as appropriate, a discussion of work performance, training progress, career opportunities, and any work-related problems. Completion of the Supervisor Review of Technician Progress and Technician Evaluation of Upward Mobility (see above HRR 430 feedback form) will indicate the required counseling has been formed. The originals of the forms will be filed on the temporary side of the technician's official personnel folder (OPF) in the Support Personnel Management Office. Both the supervisor and the technician will maintain one copy of the form. The supervisor's copies will be filed in the supervisor's folder together with the technician's NGB Form 904-1.

10.11. Affirmative Employment Plan.

- a. a. The EEO Section of HRO will prepare an annual affirmative employment plan. The plan must be developed in accordance with National Guard Bureau guidelines, and must contain the following information:
- b. b. Total number of target positions by occupational series and position title to be filled through upward mobility during the plan year.
- c. c. Procedures for communicating with, counseling, selecting, and placing eligible technicians.
- d. d. Description of training and development programs available to technicians selected for upward mobility.
- e. e. Evaluation and reporting procedures.
- f. f. Program accomplishment to include:
 - (1) (1) Total number of position vacancies filled competitively below GS-10 and WG equivalent in all series and from all sources.
 - (2) (2) Number of technicians below the grade of GS-09 (or FWS equivalent) who participated in one or more upward mobility program activities and who were promoted or reassigned into (a) the same occupational series or (b) a different occupational series.
 - (3) (3) Number of technicians below the grade of GS-09 (or FWS equivalent) who participated in one or more upward mobility program activities but who were neither promoted nor reassigned.
 - (4) (4) A narrative section covering points not reflected in the numerical data to include an explanation of major problems encountered.

10.12 - Requirements.

- a. a. Each Selecting Official will prepare and forward to HRO a list of those positions in the nominating jurisdiction which could be filled by technicians lacking some part of the full array of formal qualifications without materially affecting the unit's mission. Such positions could be officer positions which could be filled by enlisted personnel while completing officer training; positions which require completion of certain military/civilian training to be fully qualified; or positions which, but for years of experience, a technician could qualify by having met the military specialty requirements. At least annually, as of 1 January, the list will be prepared and submitted to HRO. NEGATIVE REPORTS ARE REQUIRED.

b. b. The HRO will:

- (1) (1) Review each list and determine if lower-graded position descriptions already exist.
- (2) (2) Where necessary, draft addenda to current position descriptions to lower the qualification requirements, duties and responsibilities, and grades, coordinating as necessary with the appropriate position-classification authority and the supervisors concerned.
- (3) (3) When requests for vacancy announcements are received for position on the list of upward mobility positions, prepare and distribute the special upward mobility announcement.
- (4) (4) The supervisor will prepare the IDP after selection and in coordination with the technician and the HRO-EDS.
- (5) (5) The EEO section will prepare the annual Affirmative Employment Plan in accordance with National Guard Bureau guidance.

Figure 10-1: Sample Individual Development Plan

UPWARD MOBILITY INDIVIDUAL DEVELOPMENT PLAN			
Trainee's Name / Title / Grade:			
Supervisor's Name / Title / Grade:			
<i>(Enter Title / Series / Grade / PDCN for Transition / Target Below)</i>			
Transition Position:			
Target Position:			
Date Entered Upward Mobility Program:			
Duration of Training:			
Objective Narrative:			
Progress Reports Will Be Due on the Following Dates:			
1 st Qtr:	2 nd Qtr:	3 rd Qtr:	4 th Qtr:
<i>Both the supervisor and the trainee will have input to the progress and evaluation reports. Reports will be submitted to the HRO (copy to SEEM) not later than the 12th working day following the end of each due date (reports are due at least quarterly).</i>			
Training Design:			
Formal Instruction - The following courses will be taken on the approximate date indicated:			
On-The-Job Training - OJT - (Provide narrative outlining OJT training plan):			
Supervisor Signature:			Date:

Technician Signature:	Trainee		Date:
HRO Development Specialist Signature:	Employee		Date: