Presidential Management Fellows Program Regulation Transition Guidance

The table below shows the regulatory changes from the Presidential Management Intern (PMI) Program to the Presidential Management Fellows (PMF) Program.

Policy	PMI Regulations	PMF Regulations	tc*	Comments
Program Purpose	 To attract outstanding men and women from a wide variety of academic disciplines Interest in/commitment to a career in the analysis and management of public policies and programs 	 To attract outstanding men and women from a variety of academic disciplines and career paths Interest in/commitment to excellence in the leadership and management of public policies and programs 	1	Added focus on leadership Removed the commitment to a Federal career
Annual Appointment Limits	• Max of 400 set in E.O. 12645	OPM Director determines each FYInput from the CHCO Council/others	1	E.O. 13318 removed the fixed annual cap
Academic Eligibility	College/university must be accredited by an accrediting organization recognized by the Secretary of the U.S. Department of Education	 College/university must meet accreditation requirements in OPM's "Operating Manual: Qualification Standards for General Schedule Positions" 	1	Includes criteria for considering foreign education
Educational Requirements	 Graduate students from a variety of academic disciplines Expected to complete an advanced degree by August 31 May not be appointed prior to the completion of all graduate degree requirements (with exceptions) Not allowed to remain in the Program if all degree requirements not completed by August 31 	 Graduate students from all academic disciplines Expected to complete an advanced degree by August 31 May not be appointed unless and until met all graduate degree requirements Status is terminated if all degree requirements not completed by August 31 	1	While exceptions to the Aug. 31 date are no longer found in 5 CFR 362.203, section 205 allows the OPM Director and/or designee to approve waivers in exceptional cases

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Policy	PMI Regulations	PMF Regulations	tc*	Comments
Agency Participation	Appointed in an executive agency or department	Appointed to an agency, a component within the Executive Office of the President, or an Executive department, Government corporation, or independent establishment	1	Agencies excepted from the competitive service may now participate using their own appointing authorities
Appointment Authority	 5 CFR 213.3102(ii). Schedule A: Initial appointments at the GS-9 level No more than 2 years, unless extended with OPM approval for up to 1 additional year 	 5 CFR 213.3102(ii). Schedule A: Initial appointments at the GS-9, GS-11, or GS-12 level (or equivalent), depending on qualifications Appointments are for 2 years; OPM may approve extensions for up to 1 additional year Agencies excepted from competitive service must appoint under agency-specific appointing authority 	1	See section on Conversion, Appointment Extensions for details on requesting extensions
Veterans' Preference	 Requires: Nomination of all qualified preference eligibles Application of veterans' preference to assessment, finalist selection, and agency selection/appointment according to 5 CFR 302 	 Requires: Nomination of all qualified preference eligibles Application of veterans' preference to assessment, finalist selection, and agency selection/appointment according to 5 CFR 302 	1	No procedural changes, but adds for clarity the specific reference to 5 CFR 302 for examining/ selection procedures for excepted positions
Appointment, Enter on Duty (EOD) date	 No later than December 31 Exceptions may be granted upon request of the agency to OPM (no later than December 15) 	 No later than 12 months after selection as a finalist OPM Director/designee may approve an agency request to extend the deadline (submitted no later than 30 days prior to the deadline) 	1	Typically, this would allow agencies to appoint Finalists through the 1 st week of March

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Appointment, Starting Grade	 Must be appointed at grade 9, step 1 With prior Federal service, may be placed at a higher step within GS-9 consistent with the maximum payable rate rules 	 Must be appointed at grade GS-9, or its equivalent, at a minimum The agency may appoint the Fellow at the grade GS-11 or GS-12 level, or equivalent, if qualified 	1	The pay rules of 5 CFR 531.203 apply: new appointments, superior qualifications, and maximum payable rate
Professional Development, Agency Responsibilities	 With the Intern, develop an Individual Development Plan (IDP) Provide at least 80 hours of formal training a year Provide at least one rotational assignment to another functional area 	 Approve an Individual Development Plan (IDP) Provide a minimum of 80 hours per year of formal classroom training Provide at least one developmental assignment of 4 to 6 months May also provide other rotational assignments of 1 to 6 months to other occupations or functional areas 	3	To be developmental, the assignment is to be consistent with the IDP and must prepare the Fellow for the occupation or function in which he/she is likely to be placed
Professional Development, OPM Responsibilities	 Provide orientation and graduation programs for each class Serve as a clearinghouse of available training opportunities 	 Provide orientation and graduation programs for each class or cohort Provide information on available training opportunities 	1	OPM will not "clear" training opportunities, but will offer information
Performance Management	N/A	 Requires a performance plan with performance elements and standards for the competencies expected and for the duties assigned Requires an annual performance evaluation based on success in completing developmental activities If expectations are not met, the agency may take appropriate action 	1	Note: Fellows are excepted service for purposes of chapters 43 (performance-based actions) and 75 (adverse actions) in title 5 of U.S.C. (or equivalent authorities under other systems).

Policy	PMI Regulations	PMF Regulations	tc*	Comments
Promotion to the GS-11	May be promoted to GS-11 after satisfactory completion of one year of continuous service at GS-9	 No requirement for one year of continuous service before promotion An agency must establish policies and criteria for the promotions of Fellows 	2	PMFs now promoted when they qualify, but agencies must have policies in place
Promotion to the GS- 12/13	May be promoted to GS-12 on or after the date of conversion to the competitive service	 May be promoted up to GS-13 or its equivalent No requirement for one year of continuous service before promotion An agency must establish policies and criteria for the promotions of Fellows 	2	Promotions after conversion depend on merit promotion plans; the position's career ladder; and the employee's time-in- grade/performance
Certification of Completion	N/A	 ERB must evaluate each Fellow to certify if Program requirements have been met (including perf. plan/IDP) Certifications are forwarded to OPM. Must notify Fellow no later than 30 calendar days prior to the expiration of the appointment If not certified, the Fellow may request reconsideration by the OPM Director/designee 	3	For agencies without an ERB, the responsibility falls to the senior agency official(s) with executive resource management and oversight responsibility

Policy	PMI Regulations	PMF Regulations	tc*	Comments
Conversion, Placement Upon Completion	 Agency may convert non-competitively to career or career-conditional employment Must have satisfactorily completed the 2-year Internship Must be recommended for conversion within 90 calendar days of completion Must meet citizenship requirements Agencies must inform the OPM if an individual will not be converted 	 Must appoint without further competition an ERB-certified Fellow to a full-time, permanent position An agency (if not excepted) must appoint in the competitive service Must have satisfactorily completed the Program Must meet the citizenship requirement Appointments must be effective on or before the expiration of the PMF appointment, including extensions 	1	Must be appointed if successfully complete program Only excepted agencies may appoint to an excepted authority upon completion. See One Time Conversion to the Competitive Service
Conversion, One-Time to Competitive Service	N/A	 If initially appointed to an excepted agency may, upon completion, be appointed subsequently to the competitive service One time only 	1	Applicable only to PMFs initially appointed in excepted agencies
Conversions, Appointment Extensions	May extend the 2-year appointment for up to 1 additional year, with approval of OPM	 May extend the 2-year appointment for up to 1 additional year, with approval by OPM Director/designee Written request by the ERB chair Must be received at least 90 days before the end of the appointment OPM approval not required for extensions up to an initial 120 days 	1	Agencies now have authority to extend up to 120 days Extension requests over 120 days now go from ERB to OPM Director or designee

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Reemployment	N/A	 If withdrew for reasons not related to misconduct, poor performance, or suitability, may be reemployed if: have held a career/career-conditional appointment immediately before entering the Program placed in a career or career-conditional position, as appropriate at the employing agency's discretion 	1	
Readmission	N/A	 If withdrew for reasons not related to misconduct, poor performance, or suitability, may be <i>readmitted</i> if: petition the employing agency for readmission and reappointment the agency submits a written request to OPM for approval Note: OPM Director's/designee's final determination is not subject to appeal 	1	
Waiver	N/A	• Under limited circumstances, the OPM Director/designee, may waive any of the requirements of 5 CFR 362	1	

*Transition Codes ("tc")

- 1. These transactions will be governed by the regulation in effect on the date of the transaction. The new regulations were effective June 20, 2005. Agencies have the authority to make use of all new flexibilities, at their discretion, as of the effective date.
- 2. These transactions will be governed by the regulation in effect on the date of the transaction. Agencies may use their discretion in implementing new flexibilities, provided they have developed applicable plans or policies where required in the regulations (e.g. promotions). During the transition period, agencies that have not "establish[ed] policies and criteria for promotion of Fellows," as required by 5 CFR 362.204(d), may promote a current Fellow with fully-satisfactory performance who otherwise meets the prior PMF guidance and regulations under which he or she was hired.
- 3. Where the revised regulations introduce additional program requirements, modifications will apply for Class of 2003 participants. Fellows from the Class of 2003 may use the developmental requirements in place when they were hired. For example, the agency ERB should certify program completion of those Fellows who are near completion of their fellowships and who have otherwise completed all training and development requirements based on the previous regulations (i.e., 80 hours of training and a rotational assignment of any length). If needed, the agency may extend a PMF's 2-year appointment date by up to 120 calendar days and may ask OPM approval for up to 1 year.

By January 1, 2006, all participating agencies must fully comply with the new regulations.

Frequently Asked Questions about the Transition from PMI to PMF

1. Will the new regulations apply to current PMF Classes of 2003, 2004 and 2005?

Yes, each provision of the new regulations applies as of the date that the regulations are effective (June 20, 2005). Therefore, activities and/or transactions occurring on or after that date, including those applicable to the Classes of 2003, 2004, and 2005, should follow the new guidance. Some consideration is given for Fellows in the Class of 2003 who are near completion of their fellowships. See #5 below for details.

2. Our agency is facing budget reductions in FY 2006 and may not be able to afford to appoint Fellows at other than the GS-9, step 1. Do we have to adopt this new provision?

No. In many instances, the revised PMF regulations provide agencies with new flexibilities to make the Program a more robust and responsive component of their human capital strategy. It is within your agency's discretion whether or not to make use of these flexibilities. We expect that some agencies will use their flexibility to appoint *qualified* Fellows at higher grade levels, however many will continue to make initial appointments solely at the GS-9, step 1.

3. The Class of 2005 is in the process of being appointed. If a finalist accepted an offer from an agency before the new regulations were announced, can the offer be renegotiated?

Yes, provided the Fellow has not yet entered on duty, the agency *may* renegotiate the offer (starting grade and/or step) based on the candidates' qualifications and the agency's need.

Note: If the Fellow was already appointed under the old PMF regulations, the agency could consider a promotion based on his/her qualifications once applicable promotion policies and criteria are in place.

4. A Fellow is moving from one agency to another. Does the new appointing agency have flexibility in determining the grade level upon this "reappointment?"

Yes, the new appointing agency may appoint the Fellow to the same grade level or to a higher grade level, up to the GS-12, if qualified based on the level and extent of his or her experience and education relevant to the position. The action would be treated as an appointment under 5 CFR 213.3102(ii)/E.O. 13318 and not as a promotion under the agency's PMF promotion policy.

Note: Such "reappointments" are only applicable when a Fellow moves to another department or agency during the 2-year appointment.

5. The Class of 2003 is in the process of completing their 2-year appointment and being converted to the competitive service. Does the requirement for an Executive Resources Board (ERB) review apply to them?

Yes. The PMF regulations and OPM's transition guidance make it clear that Fellows can be converted or appointed into permanent positions only after they have been reviewed and certified by the agency's ERB (or its equivalent). However, Fellows from the Class of 2003 may use the developmental requirements in place when they were hired. For example, the agency ERB may certify program completion of those Fellows who are near completion of their fellowships and who have otherwise completed all training and development requirements under the previous regulations (i.e., 80 hours of training and a rotational assignment of any length). If needed, the agency may extend a Fellow's 2-year appointment date by up to 120 calendar days and may ask OPM approval for up to 1 year. The agency must complete its evaluation, make a decision regarding certification of successful completion, and notify the Fellow, no later than 30 calendar days prior to the expiration of the Fellow's appointment in the Program. The results of the ERB review are to be forwarded to OPM via a memo to the PMF Program Office.

Note: The PMF Program provides 16 hours training for second-year Fellows in December of 2005. Because most 2003 Fellows will be certified before this training is to occur, the ERB may decide whether or not to include these hours, provided the supervisor commits to the Fellow's participation.

6. What are the requirements for the ERB review? What process must the ERB follow in conducting its review?

The ERB or agency equivalent can establish its own procedures for conducting the review, but must determine, at a minimum, whether: 1) the Fellow has met all of the requirements of the Program, as outlined in the Program regulations found at 5 CFR part 362; 2) has demonstrated successful performance according to the individual's performance plan; and 3) has achieved the developmental expectations set forth in the Individual Development Plan (IDP). This may be conducted through a document review or other methods agreed upon by the Board. The results of the ERB certification are to be forwarded to OPM via a memo to the PMF Program Office. Such documentation is to include the department/agency, PMF name, SSN, conversion date, outcome of the ERB review (successfully completed or did not successfully complete/will not be converted), and contact information.

7. What should our agency do if our ERB is not scheduled to meet until later this year, and we have Fellows who will need to be reviewed shortly after the regulations are effective in June?

The ERB certification requirement is effective June 20, 2005 and is applicable to every Fellow completing the Program on or after that date. The ERB chair should be consulted to discuss options and next steps for Fellows who are nearing the end of their 2-year appointment. During the transition, agencies may need to develop temporary ERB review and certification procedures. We strongly advise requesting a special session of the ERB to avoid delays in processing the conversion of your 2003 Fellows. The process can be as simple as having the ERB chair review documentation from the Agency PMF Coordinator and Fellow's supervisor demonstrating that the Fellow's performance has been satisfactory and that the developmental requirements of the IDP have been met. Alternately, the ERB chair could call a special session of the ERB, or select a subset of the Board to conduct the reviews, to avoid delays in processing the conversion of 2003 Fellows.

If timely ERB review is not feasible, agencies may extend the 2003 Fellow's 2-year appointment by up to 120 calendar days or may request OPM approval for up to 1 year as the agency works to formalize an ERB process. In these instances, Fellows may be promoted before conversion only if the agency has their PMF promotion policy in place and the action meets the terms of that policy. Agencies are encouraged to clarify the ERB process and expedite the pending conversions as quickly as possible and to communicate these processes to the Fellows and their supervisors.

8. Why did OPM introduce this new requirement for the Executive Resources Board review to certify a Fellow's successful completion of the program?

First, the PMF Program is intended as an integral component of the Federal Government's succession planning strategy. As such, OPM feels that it is important for the ERB to provide some level of program oversight and to appraise the capabilities of the participants who represent their agency's future leadership talent pool.

Second, but no less important, is OPM's commitment to ensuring a consistent and meaningful experience among participants in this Governmentwide development program. In most instances, supervisors of Fellows embrace the developmental aspects of the program and use the 2-year appointment as an opportunity to the build the competencies they will need in their future workforce. In some instances, however, supervisors use the Program to fill immediate staffing needs and provide fewer opportunities for growth. In these instances, the PMF appointment does not appear to deliver on the promise of this developmental program. The agency's ERB, through its review, will be in a position to determine the quality of the experiences and opportunities afforded their Fellows, and thereby guard against such inconsistencies.

9. The Classes of 2003 and 2004 already have an established IDP. Can the developmental requirements established under the previous regulations be used for these classes under the new regulations?

For the Class of 2003, please refer to Question 5.

For the Class of 2004 and beyond, there will be sufficient time and opportunity remaining in their 2-year appointment to adapt the IDP to meet the new Program requirements. If the Fellow requires additional time for development, the agency may extend the 2-year appointment by up to 120 calendar days or may request OPM approval for up to 1 year.

10. What constitutes a full-time "developmental assignment" under the new regulations? Can a rotation to another agency count towards this requirement?

Developmental assignments must be consistent with the Fellow's IDP and prepare the Fellow for the occupation or function in which he or she is likely to be placed. Such opportunities can range from a specific assignment at a Fellow's home agency, such as a "stretch" or acting assignment, to an extended rotation in another agency or even outside the government. In each case, however, the assignment must be designed to develop the competencies required of the Fellow by their IDP and target assignment.

11. Can a Fellow engage in 2 or more assignments to satisfy the minimum 4 month developmental assignment requirement?

No. The regulations require that the Fellow receive at least one developmental assignment of at least 4 to 6 months in duration. Fellows may engage in additional developmental assignments of any length as approved by the agency.

12. What should our promotion policy contain?

Under the new PMF regulations, agencies must establish promotion policies for Fellows. The agency promotion policy will ideally answer the following questions:

• Does the career ladder of the Fellow's position support a promotion to the next level?

- How and when can Fellows be considered for promotion? (At the one-year anniversary, after performance evaluations, or after a designated period of time such as one year or less?)
- What is the minimum period of time needed to evaluate performance before a promotion can be considered?
- What standards must be met before a promotion can be considered? (Qualifications for the position and grade and/or level of performance on the job?)
- What procedures will be followed? (How are requests prepared? What documentation is required?)
- Who is responsible for making it happen? (Does the supervisor request it? Is there any type of review by HR? Who needs to approve the request?)

Agencies may choose to adopt promotion policies similar to those in place for career employees; however, agencies may instead choose to adopt promotion flexibilities possible under the new regulations. In no case, however, can Fellows be promoted to a higher grade level than they are qualified for or than the career ladder of the position supports.

Note: Agencies may evaluate PMFs using agency-developed qualification standards or by using OPM qualification standards for the target positions. In establishing the criteria for promotion during the PMF appointment, agencies may give consideration to any number of factors, including the level and duration of the Fellow's previous experience and education, the scope and complexity of their assignments, their on-the-job performance which demonstrates the capacity to function at a higher level, their demonstrated competence along critical dimensions, training courses completed, etc. Agencies may also choose to credit time on-the-job with exceptional performance and in training courses at an accelerated rate.

Note: If the agency's Fellows are covered by a collective bargaining agreement, the agency may have an obligation to bargain the promotion policy in good faith with the union.

13. Until our agency has policies and criteria in place for promotions of Fellows:

- a) What do we do if we have a Fellow who is approaching his/her 1-year anniversary date and is otherwise eligible for the GS-11?
- b) What do we do if we have a Fellow who is approaching his/her 2-year anniversary date and is otherwise eligible for the GS-12?

During the transition period between June 20 and December 31, 2005, agencies that have not established policies and criteria for promotion of Fellows, as required by 5 CFR 362.204(d), may promote a current Fellow up to the GS 11, or equivalent, with fully-satisfactory performance who otherwise meets the prior PMF guidance and regulations under which he or she was hired. In the first circumstance above, the Fellow may be promoted to the GS-11 on the 1-year anniversary date. In the second circumstance above, the Fellow may be promoted to the GS-12 *on or after the date of conversion*, consistent with the prior regulations. If the Fellows appointment is extended, he or she cannot be promoted before conversion, unless the agency has developed promotion policies as required under the new regulations.

Note: To avoid delaying the promotions of Fellows, an agency may choose to put in place an interim promotion policy based on common promotion practices. For example, the agency may decide to require one year of continuous service between promotions until such time as a more comprehensive policy can be issued addressing the new flexibility offered in the regulations. As an alternative, the agency may elect to promote Fellows fully meeting the qualification standards for higher GS levels by considering applicable education and experience prior to and during the PMF appointment. The agency may also choose to apply any existing promotion policies utilized for other excepted service positions in the agency.

The interim policy must be in writing and should be communicated to Fellows and their supervisors.

14. What happens if our agency does not have its promotion plan in place by January 1, 2006?

As of January 1, 2006, Fellows can only be promoted using an agency's promotion policy developed for the PMF Program. As of that date agencies are expected to fully comply with the new PMF regulations. Since the new PMF regulations require that policies and criteria be in place to govern the promotion of Fellows, agencies without such policies and criteria would **not** be able to promote its Fellows.

15. The new regulations are silent regarding the promotion of Fellows on/after conversion or appointment to a permanent position. Can a Fellow be promoted on the date of conversion to the competitive service?

Yes. An agency with promotion policies in place could be able to promote a Fellow up to the GS-13 level on the date of conversion. In doing so, the agency must consider the qualifications and performance of the individual and the full performance level of the position to which the Fellow is being converted. When Fellows are promoted on conversion to the competitive service, it is important to note that the *Qualification Standards for General Schedule Positions* apply. For example, if a Fellow is promoted to the GS-12 six months prior to the end of the fellowship, he or she must serve at least 1 year in that grade – i.e. for at least 6 additional months following conversion – before being promoted to the GS-13, if required by the qualification standards. However, if a Fellow receives rapid promotions during the fellowship under the provisions of the agency's PMF promotion plan, he or she can be converted at the *same* grade level attained during the PMF appointment, even if the time-in-grade requirements of the qualification standards had not been met for the GS-13.

16. Since Fellows can now be promoted up to the GS-13 during their 2-year appointment, does that mean they are now promoted to the GS-14 upon conversion?

No, there is no *presumption* of promotion upon conversion as there was under the old regulations. Once a Fellow is appointed to a permanent position upon successful completion of the Program, future promotions are dependent upon on the agency merit promotion plan, the position's career ladder and full performance level, the employee's time-in-grade, and his/her performance.

- In instances where agencies establish new positions, they should be based on established plans and practices with respect to these types of positions, occupations, etc. in the agency.
- Reclassifications of the Fellow's current position: Agencies may request an agency classification review or position audit to identify related work that is needed at a higher grade level within the original position description. For example, the description for a GS-11/12 position could be reevaluated and approved for a GS-11/12/13/14 career ladder if the redefined position is in keeping with similar positions at the agency.

Where appropriate and provided for in the provisions of the agency's promotion policy, promotions can be done concurrently with reassignments.

17. Our agency does not have an ERB? What do we do?

For agencies without an ERB (for example, excepted service agencies), the responsibility falls to the senior agency official(s) with executive resource management and oversight responsibility.

18. If we have a Fellow who is not performing satisfactorily, do we have to convert him/her?

No. You must only appoint to a full-time, permanent position those Fellows who are certified by the ERB as having successfully completed the Program. In doing so, the ERB is to consider whether: 1) the Fellow has met all of the requirements of the Program, as outlined in the Program regulations found at 5 CFR 362; 2) has demonstrated successful performance according to the individual's performance plan; and 3) has achieved the developmental expectations set forth in the Individual Development Plan (IDP).

If performance expectations are not met by the Fellow during the appointment, appropriate action is to be taken. The agency is expected to review and follow established regulations and guidance when addressing performance (5 CFR 432) or conduct (5 CFR 752) issues.

19. If a Fellow appeals an ERB decision, what happens to the Fellow during the time that OPM is considering a decision?

The Fellow may continue in the Program pending the outcome of his/her request for reconsideration. The agency must continue to provide appropriate developmental activities during this period.

20. Due to budget constraints in FY 2006, our agency may not have the FTEs or the funding to convert all of our Fellows at the end of their appointments this year. Are we required to appoint them to a full-time, permanent appointment?

Yes, the regulations require that an agency appoint to a full-time, permanent position those Fellows who are certified by the ERB as having successfully completed the Program.

21. Now that Fellows can be appointed in the excepted service upon successful completion of the Program, are other excepted positions (e.g. Attorney positions under Schedule A, Foreign Service Officer appointments in title 5 agencies, etc.) possible target positions in our agency?

No. Agencies or components not otherwise excepted from the competitive service must convert the Fellow to a Career or Career-Conditional appointment, as applicable.

22. What must an Executive Branch agency, excepted from the competitive service, do if it wishes to participate and appoint Fellows? Does this also apply if the agency is in the Legislative or Judicial branches?

An excepted service agency or component in the Executive Branch need only establish an Agency PMF Coordinator to serve as the contact with the PMF Program Office and agree to follow the provisions of 5 CFR 362 and other associated regulations by providing equivalent programs and benefits, where applicable. A Legislative or Judicial Branch agency or component may participate and appoint Presidential Management Fellows by entering into a Memorandum of Agreement with OPM. We note that 5 CFR 362.209 (b)(2) will not apply upon successful completion of the PMF Program to individuals appointed in the Legislative or Judicial Branches. In both instances, participating agencies must also agree to pay OPM applicable fees upon appointment of a Fellow.