

# **COMMUNITY MANAGEMENT FRAMEWORK**

**Approved by:  
Chief Management Officer  
Naval Facilities Engineering Systems Command**

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# NAVAL FACILITIES ENGINEERING COMMAND COMMUNITY MANAGEMENT FRAMEWORK

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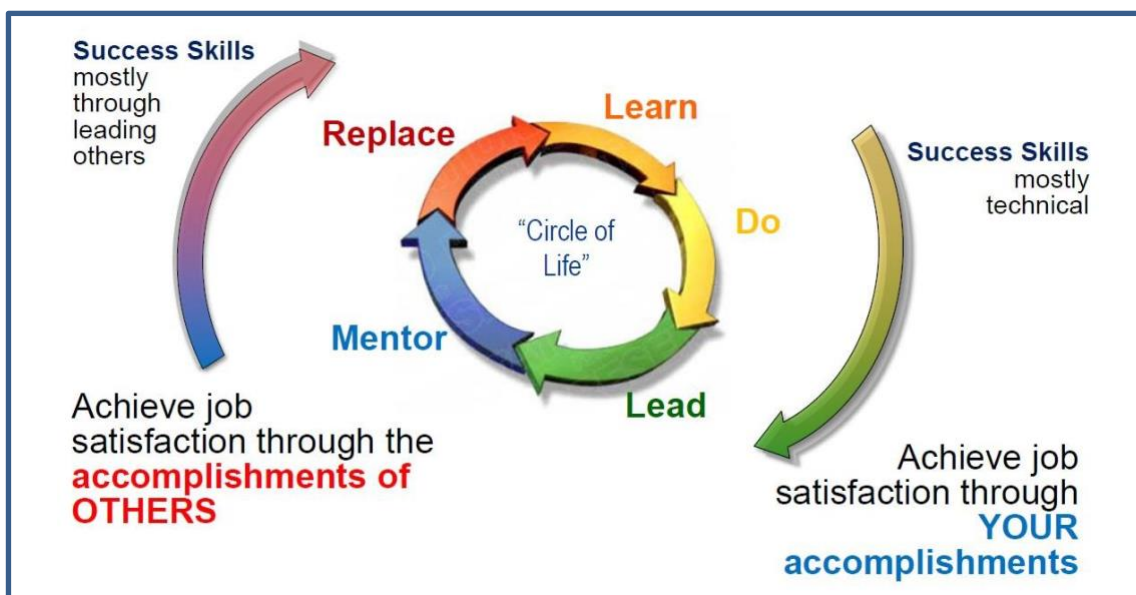
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## 1. Introduction

The Naval Facilities Engineering Systems Command (NAVFAC) is committed to building and maintaining an integrated military-civilian total force team with the best people in the right jobs at the right time; all with a clear understanding and focus on the mission of NAVFAC, the Department of the Navy (DON), and the Department of Defense (DoD). NAVFAC's desired outcome for the Community Management (CM) Framework is to ensure every NAVFAC civilian understands a path to their professional development. All levels of our workforce should recognize experiences they should seek to be promotionally competitive at any level, up to and including Senior Executive Service. Additionally, through the effective implementation of the CM Framework, NAVFAC leadership seeks to increase employee productivity, as well as maintain or increase technical and non-technical expertise. As a result, we will provide enhanced product quality, with greater speed and agility to support Naval and Marine Expeditionary Forces. The NAVFAC CM Framework is a consolidated resource that enables all NAVFAC employees to contribute to this strategic intent. NAVFAC is committed to succeeding through sustained leadership focus and investment in education, training, leadership, and developmental opportunities that support career progression and growth in all stages of the Workforce Development Life Cycle, outlined in Figure 1 below.



**Figure 1: Workforce Development Life Cycle**

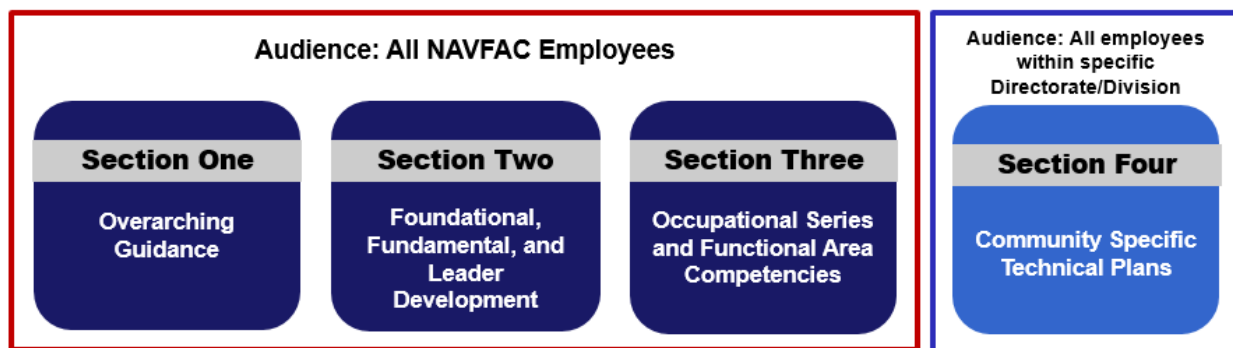
NAVFAC is committed to developing our workforce and will allocate available resources and make appropriate investments to strengthen our capability and enthusiasm for our mission. To ensure the effective allocation of limited resources, development priorities are as follows:

1. Obtain/retain certifications and credentials required for an employee's current position.
2. Develop an employee's competencies aligning with their current community.
3. Develop/enhance an employee's skills to bolster effectiveness in their current position.

4. Support additional competencies that will enable an employee to advance their career or assist in a change in career fields, if desired.

## 2. Overview - NAVFAC Community Management (CM) Framework

Community Management (CM) across the NAVFAC SYSCOM focuses on career planning, education, development, training, mentoring, and succession planning. NAVFAC's CM Framework is located on the NAVFAC SharePoint, Business Directorate Division, Total Force Development page. The NAVFAC CM Framework is divided into four sections, summarized in Figure 2, and described below.



**Figure 2: NAVFAC Community Management Framework**

**Sections One through Three.** These sections provide guidance, information, and direction that applies to all NAVFAC civilian employees across all echelons, commands, and communities.

- **Section One - Overarching Guidance.** This document serves as the overarching guidance for the CM Framework. This document outlines command roles and responsibilities and provides guidance for using the competency-based DoD Civilian Leader Development (CLD) Continuum and the 70/20/10 learning and development model. This section also provides corporate community management guidance and serves as a guide for using the framework.
- **Section Two - Foundational, Fundamental, and Leader Development.** This section outlines foundational, fundamental, leader developmental expectations and provides the:
  - (1) DoD CLD Framework
  - (2) NAVFAC Continuum
  - (3) Career Segments and Competency Proficiency Scale
  - (4) Character Development Framework
  - (5) NAVFAC Leadership Program Continuum
  - (6) Current NAVFAC Mandatory Training Schedule (Notice 1500)

The NAVFAC Continuum, adopted from the DoD CLD Continuum, outlines a workforce development progression and system that allows employees to learn

deliberately, continuously, at their own pace, and through a variety of progressive learning options and opportunities. The DoD CLD Continuum is comprised of critical leadership competencies and is organized by levels of responsibility and span of influence. It includes both fundamental competencies necessary for all civilian leaders as well as strategic capabilities required of the most senior leaders. Section Two also provides information on the DoD civilian leader competency descriptions which add context to the NAVFAC Continuum. These tools are intended to help supervisors engage employees in career conversations and planning, while placing ultimate responsibility for learning and career fulfillment in the hands of employees themselves. The NAVFAC Continuum provides NAVFAC's civilian employees clear paths for career aspirations with detailed career roadmaps linked to learning opportunities, while supporting and meeting NAVFAC's operational requirements.

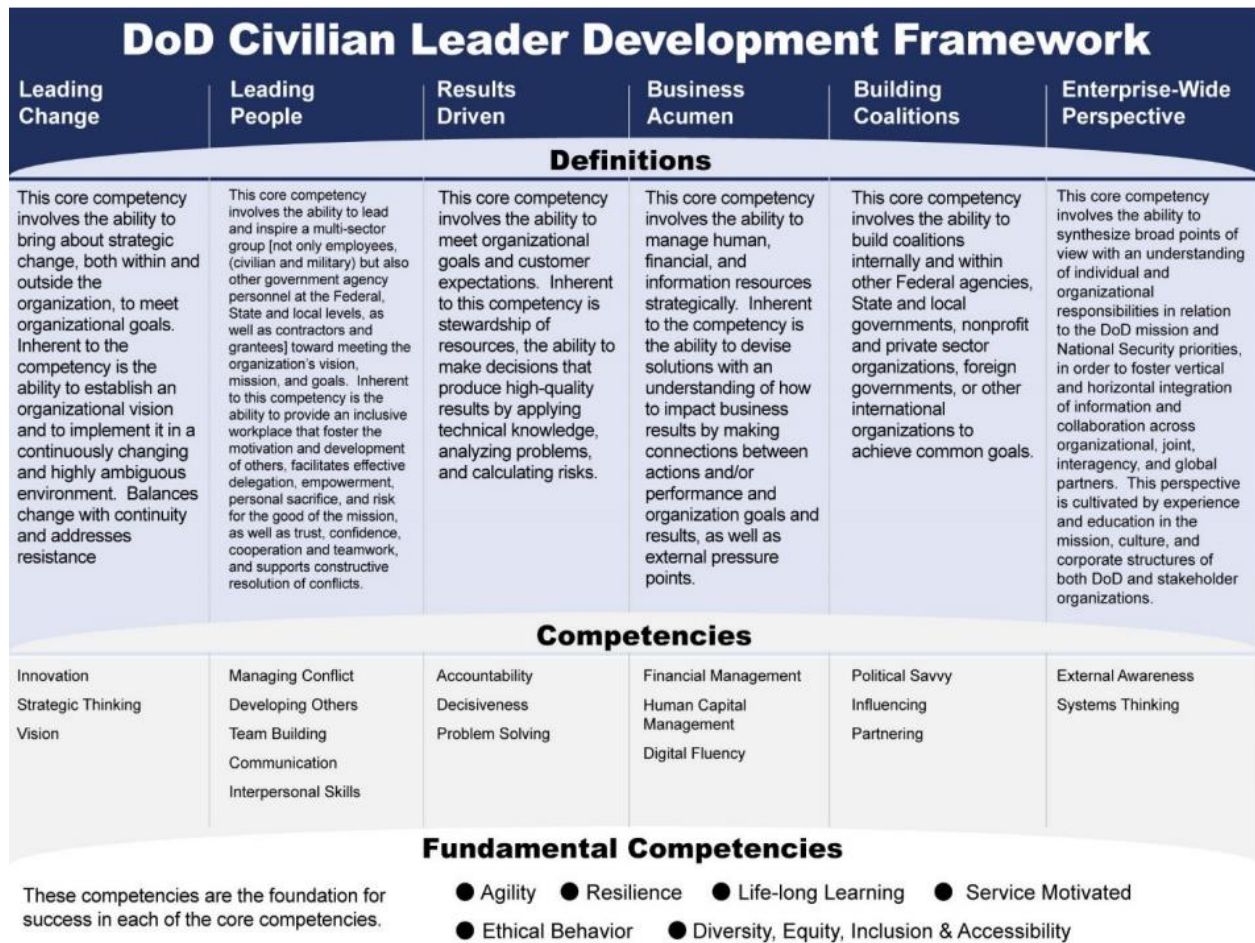
- **Section Three - Occupational Series and Functional Area Competencies.** This section provides:
  - (1) A link to the Department of the Navy (DON) Functional Community Management Site which covers a multitude of information about career management and contains useful tools to help manage each civilian career. The site includes information on competency-based career management and professional and technical competencies needed to perform work successfully. There are 21 DON Civilian Communities. When accessing the DON Functional Community site, the specific Occupational Series is in the resource titled "Functional Community Listing Apr2019" on the right side of the site, under the section titled "Documents." Occupational Series that have not been placed in a Functional Community will appear in the Functional Community titled "Miscellaneous Occupational Series (SRS) Holding Account."
  - (2) A link to the Defense Acquisition Workforce Improvement Act (DAWIA) Functional Area Guides which includes the most current functional certification standards required of Defense Acquisition Workforce personnel depending on the functional area and required certification level assigned to the workforce member's acquisition position. The site outlines current recommendations for continuing training and education depending on the type of assignment within a functional area.
  - (3) NAVFAC specific competencies, recommended training and education, and productivity and achievement standards for specific career fields that cross NAVFAC Communities, which are defined and maintained by applicable NAVFAC Community Lead, as defined in the respective Section Three document.

**Section Four - Community Specific Technical Plans.** This section contains specific plans for each NAVFAC Community. These plans, which follow the prescribed NAVFAC Section Four template and are located on the CM SharePoint website, contain community specific information on technical competencies, skills, experience, training, and certifications required for jobs within the Community.

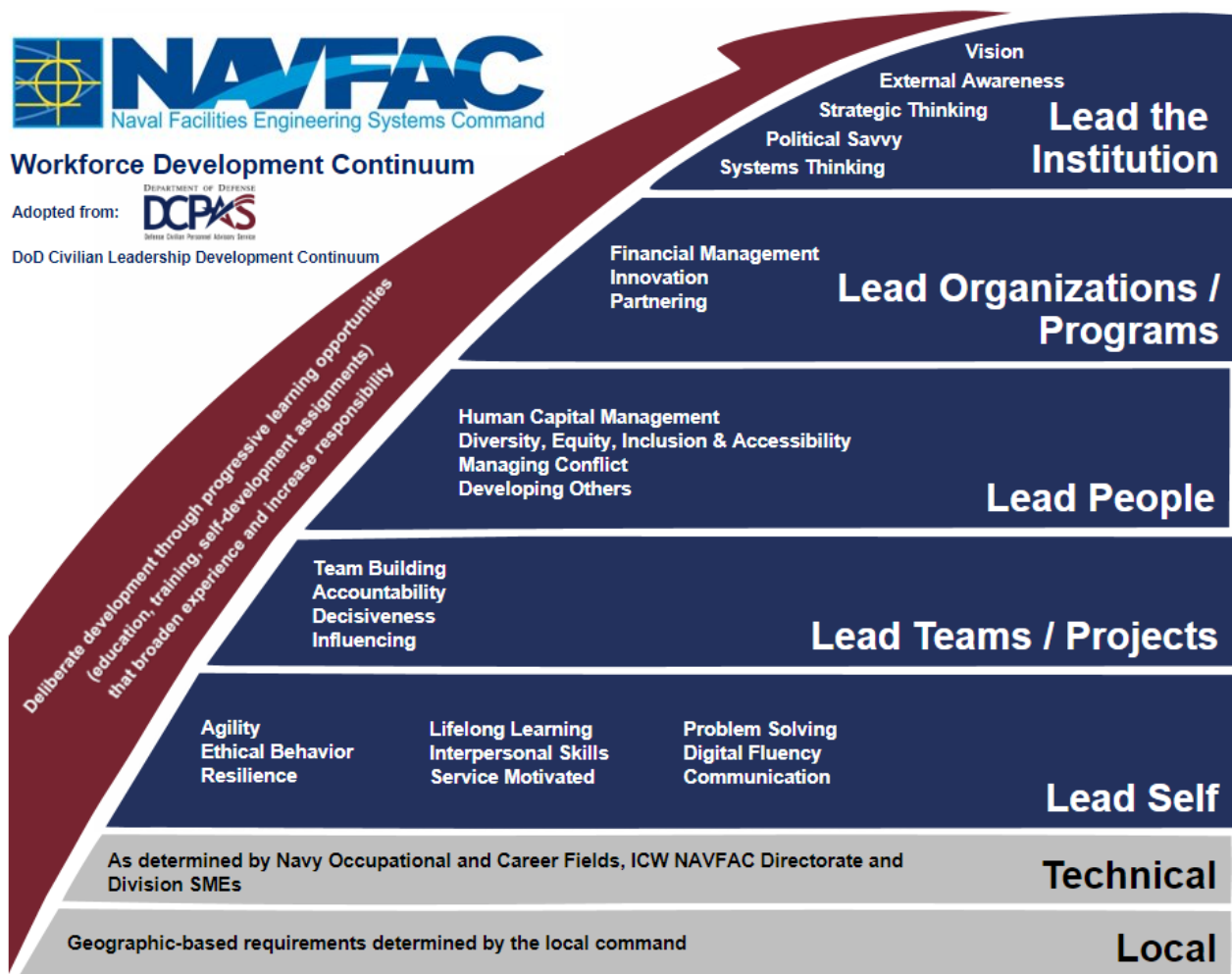
### **3. Understanding the Community Management Framework**

The CM Framework and the associated tools provide career development guidance to NAVFAC civilian employees through a common developmental approach to serve the entire organization, including General Schedule (GS) and Federal Wage System (FWS) employees, from entry level to executive level positions. One of the building blocks of the NAVFAC CM Framework is NAVFAC Instruction 12410.3A's ref (a), DoD Instruction (DoDI) 1430.16: "Growing Civilian Leaders". The DoD Civilian Leader Competency Model consists of the DoD Civilian Leader Development (CLD) Framework, DoD CLD Continuum, and the DoD civilian leader competency descriptions. The DoD CLD Framework is shown in Figure 3 below. Per DoDI 1430.16, the DoD CLD Framework outlines six qualifications (five executive core qualifications defined in the Guide to Senior Executive Service Qualifications and one DoD-specific technical qualification) that DoD civilian leaders require to accomplish DoD's mission. It also provides specific competencies associated with each of the six qualifications and six fundamental competencies. These competencies form the foundation for success in employee career progression. The accompanying competency-based NAVFAC Continuum, adopted from the DoD CLD Continuum, is shown in Figure 4 below. Per DoDI 1430.16, the DoD CLD Continuum depicts the progression of competencies needed as civilian DoD leaders are assigned increasing levels of responsibility and span of influence. It highlights fundamental competencies necessary for all civilian leaders as well as strategic capabilities required of the most senior leaders. The NAVFAC Continuum shall be used by NAVFAC personnel to manage personal career development and managers and/or supervisors to help guide the careers of those they supervise and mentor.

This section provides guidance on using the NAVFAC CM Framework, the DoD CLD Framework, NAVFAC Continuum, DoD civilian leader competency descriptions, and a balanced experiential developmental approach. The following concepts are integral to NAVFAC's approach to workforce development.



**Figure 3 –DoD Civilian Leader Development Framework**



**Figure 4 –NAVFAC Continuum, adopted from the DoD CLD Continuum**

**70/20/10 Balanced Development.** Effective adult learning occurs continuously at work through experiences that stretch one’s abilities, interactions with colleagues and coaches, and by reading and taking courses. NAVFAC’s workforce development system adopts the proven “three methods” approach to employee development, which includes experiential, social, and formal learning. Figure 5 below summarizes the 70/20/10 developmental approach, which recognizes that approximately 70% of adult learning occurs on-the-job (i.e., experiential assignments, self-directed/guided learning and exploration, etc.), an estimated 20% of learning is from others (i.e., coaching, mentoring, peer-learning), while the smallest amount of adult learning, roughly 10%, occurs through formal training (i.e., traditional classroom, mandatory online courses, etc.) (Arets, Jennings, & Heijnen, 2016). Utilization of the 70/20/10 approach increases employee learning via continuous workplace learning.





**Figure 5 – 70/20/10 Model**

**Career Segments, Levels of Responsibility, and Span of Influence.** Career segments apply to both GS positions and FWS positions. NAVFAC adopts the existing DON construct for career segments, i.e., Entry level, Journey level, Expert/Executive level, as well as the existing DoD construct for non-technical competency alignment to levels of responsibility and span of influence.

- **Entry level** positions include those primarily oriented toward the technical performance of their jobs and “leading self.”
- **Journey level** positions include those where initial leadership and supervisory skills may be applied. Primarily oriented toward leading teams, projects, and/or people.
- **Expert/Executive level** positions include those that take on more significant responsibilities. Primarily oriented toward leading and managing organizations, programs, or institutions. This category encompasses those in executive service.

**Competency Groups.** NAVFAC’s CMF leverages the DoD/DON and OPM competency frameworks, military best practices, the Navy’s mission and character attributes, and NAVFAC’s mission and core values. NAVFAC also aligns with the breakdown of non-technical fundamental competencies, core leader competencies, and executive core qualifications identified by OPM and DoD. These competencies form the overarching entry-level to executive leadership competencies and career path guidance. The NAVFAC Continuum informs five main categories of non-technical competencies across Entry level, Journey level, and Expert/Executive level career segments. Two more main categories of competencies reflect the technical and local competencies.

- **Lead Self Competencies.** Regardless of whether employees choose a technical expertise career ladder (i.e., subject matter expert) or supervisory, management, and leadership career paths, they must develop and exhibit Navy values and character attributes, along with the foundational skills and competencies required to lead themselves as employees. The foundational competencies include non-technical competency components that every NAVFAC employee should develop throughout

each career segment.

- **Lead Teams/Projects Competencies.** Team and project leaders assume a tactical role and a distinction is drawn between the competencies to lead oneself as an individual contributor and those necessary to being able to lead a team or project. Those employees leading teams and/or projects also need to develop skills and competencies required to consider the methods used by a group to achieve results as well as how to influence individual contributors and teams, and help to ensure that teams and/or projects are successful. These skills are essential for leading teams and/or projects and become the foundation for developing competencies to directly lead and develop people.
- **Lead People Competencies.** Supervisors and leaders accomplish work through their efforts and the direction of others. As such, they need to develop the early leadership skills required to coach, advise, and engage employees on a one-to-one and team basis, with the primary purpose of inspiring performance, results, and growth throughout their team. These skills are essential for leading people and become the foundation for developing management competencies.
- **Lead Organizations/Programs Competencies.** A distinction is drawn between supervisory and management related competencies. While managers develop their leadership skills beyond team leadership and front-line supervision (e.g., as they learn to lead through other leaders), they also take on unique and critical responsibilities for controlling key business aspects of an operation, whether financial, people, processes, technology, partnering, or otherwise. Managers consider the people and material resources available and plan their deployment to ensure operations continue on a day-to-day basis (Hayes, 2000). In other words, their primary value shifts to innovative thinking and effective management of human, financial, technology, and other organizational resources, as well as developing networks and building alliances, to implement the vision and policy guidance of senior leaders and achieve goals.
- **Lead the Institution Competencies.** DoD and NAVFAC distinguish executive leadership from management by emphasizing three key elements. First, the overarching ability of the leader to drive results through others. This captures an enormous range of skills, including the ability to inspire through a wide range of behaviors, communication styles, empathy, ethics/values, and vision. At the executive level, these sets of competencies must extend so that senior leaders motivate without always having the benefit of one-to-one or small team interactions with the people they inspire. Second, senior leaders differ from supervisory and manager-level leaders in their ability to strategize, make farsighted decisions, and think at the enterprise-level, understanding how all facets of the enterprise interrelate and change over time, while continuing to put the organization's success ahead of their own. Third, executive leaders exhibit external awareness and promote an understanding of external factors as well as related considerations within the organization and its operational planning efforts. The Navy

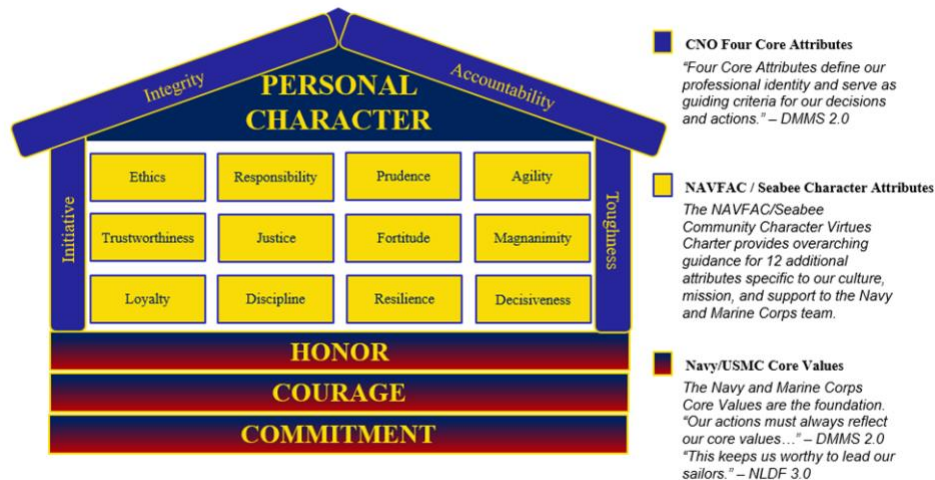
emphasizes the parallel development of character and competence in leader development, which acknowledges that the best leaders lead by example, largely by living the values of the organization (DON, 2018).

- **Local Competencies.** Requirements that are determined by the local Command due to differences between geographic regions and/or areas of responsibility (AOR).
- **Technical Competencies.** Technical development is a key category of learning. Technical development includes the skills individuals need to perform their jobs well. Technical competencies in NAVFAC are determined by the Occupational Series and Career Fields in coordination with NAVFAC Community Leaders, who consider the technical knowledge, skills, and abilities (KSAs) required by community and job series.

**Proficiency Scale.** The proficiency scale is an instrument used to measure one's ability to demonstrate a competency on the job. The scale captures a wide range of ability levels and organizes them into five levels, from Level 1 (awareness) to Level 5 (expert). Each competency has a proficiency scale serving as the guide to understanding the expected behaviors and skills that top performers will have at each level on the NAVFAC Continuum and proficiency level. An individual can compare their current level of proficiency to established target proficiency standards.

#### **4. Character Development Framework**

The CM Framework provides an enterprise-wide structure for an effective workforce development system. To be ultimately successful, that system must be built upon a solid foundation of character development that establishes a baseline of expectations for personal conduct for every member of the NAVFAC workforce, civilian and military. Figure 6 depicts the NAVFAC Character Development Framework that identifies 12 specific attributes, which underpin the DON core values, and Navy core attributes. Those community-specific character attributes have been forged by prior generations of leaders and remain critical to our future success in supporting the Navy and Marine Corps team. Ensuring those character attributes are well understood and maintained must be part of our workforce development efforts.



**Figure 6 – NAVFAC Character Development Framework**

## 5. “How to Guide” - Using the NAVFAC Community Management Framework

This portion of the document describes how the DoD CLD Framework, NAVFAC Continuum, and NAVFAC Character Development Framework are integrated into the CM Framework and the related Community Management Plans (CMPs). It serves as the “How-to Guide” on CM Framework use: the CM Framework serves as a planning tool for employees, supervisors, and community leaders.

**Employees.** Employees are directly responsible for managing their careers and should use this Framework to bolster effectiveness in their current position, advance their career, or if desired, assist in a change in career fields. To bolster their effectiveness in their current position, employees should follow these steps:

**Step 1.** Determine competencies and proficiency levels necessary to be successful in their current position.

**Step 2.** Identify any gaps in knowledge, skills, and abilities (KSAs) within those competencies. This step should include self- and peer-assessments, discussions with mentors, and input from supervisors.

**Step 3.** Use the DoD CLD Framework and the NAVFAC Continuum to consider and determine their forward and future career aspirations. This step shall include the ECA, as well as any other pertinent assessments, and should leverage exploration tools that assess interests, strengths, existing weaknesses, and values.

**Step 4.** In coordination with supervisors and mentors, identify experiential, social, and formal learning opportunities that address their competency growth areas. Note: Waypoints, the Navy’s learning management system, provides access to a robust course catalog and serves as a primary source of developmental opportunities. Waypoints will serve as a resource for identifying learning content, rotational opportunities, developmental

projects, and activities.

**Step 5.** Use the information collected to construct an individual development plan (IDP) in Waypoints, in coordination with their supervisor.

**Step 6.** Develop a portfolio that keeps track of competencies, skills, experiences, and knowledge gained.

**Step 7.** Maintain routine communications with supervisors regarding competency assessments and development opportunities, while continually updating the Waypoints IDP.

**Managers/Supervisors.** Managers and supervisors must be knowledgeable of the current and future needs of NAVFAC and use the DoD CLD Framework and the NAVFAC Continuum to identify the non-technical competencies and capabilities needed for their work unit to successfully support the mission. They should utilize all elements and sections of the CM Framework, including: Foundational, Fundamental, and Leader Development; Occupational Series and Functional Area; and Community Technical Plans and related tools, to understand total current and future development needs of their team members, and have regular career conversations with their subordinates. Supervisors can utilize the following steps:

**Step 1.** Understand the competency levels that each team member needs to be successful based on their experience, background, and position requirements.

**Step 2.** Become a resource to each employee on workforce development options available for improving current competencies and obtaining new competencies. Supervisors should be able to recommend professional development activities based on knowledge of other employees' reviews and comments, and their own observations of each employee.

**Step 3.** Assess the current proficiency levels using the ECA in Waypoints and work with their employees to develop an IDP in Waypoints. Supervisors should provide feedback on proficiency levels, track progress regarding the plans, and provide feedback regarding attainment of the identified competencies.

**Step 4.** Schedule regular career conversations with direct reports to identify career aspirations and development opportunities. Supervisors should emphasize that development conversations are not used for performance ratings.

**Step 5.** Track overall team development hours and opportunities based on competencies and development type (e.g., experiential, social, and formal). This will encourage accountability to promote a culture of learning and facilitate the establishment of the 70/20/10 approach to development.

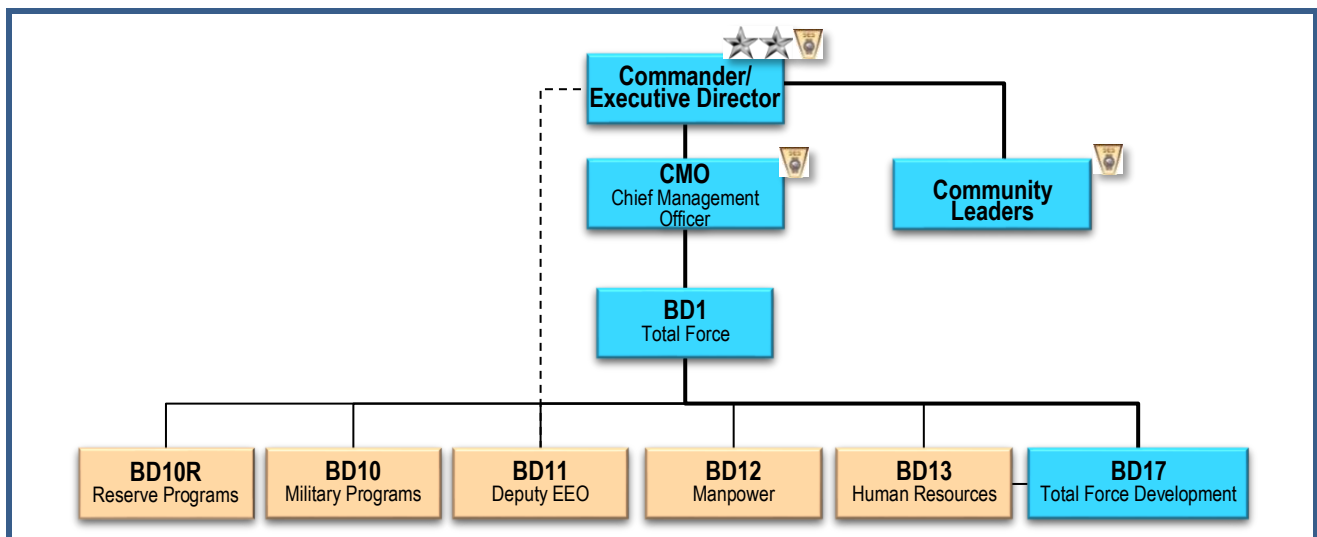
**Step 6.** Identify overall team competencies and gaps aligned with objectives and support of the overall mission.

**Step 7.** Use ECAs, IDPs, the NAVFAC Continuum, CMPs and related tools to identify ways to improve individual and team productivity and achievement.

**Community Leaders (CLs).** NAVFAC CLs will use the DoD CLD Framework and the DoD NAVFAC Continuum, Occupational Series, and Functional Area based competencies to establish goals, objectives, training, and development priorities specific to their communities. It is within the CMPs that community-based needs are captured. Additionally, using the NAVFAC Continuum, CLs will be able to define which competencies are most important for various levels of responsibility and span of influence in their specific communities.

## 6. Roles and Responsibilities

An organization chart of Headquarters, Total Force is provided in Figure 7, followed by a description of roles and responsibilities that relate to workforce development within NAVFAC.



**Figure 7: Headquarters, Total Force**

**NAVFAC HQ Chief Management Officer (CMO).** Programmatic authority to lead CM across NAVFAC has been delegated by the NAVFAC Commander and Executive Director to the Chief Management Officer (CMO) who exercises this authority with support from the Directors of Total Force and Total Force Development. Specific responsibilities include:

- Coordinating CM with HQ CLs to ensure NAVFAC Systems Command (SYSCOM) goals, objectives and priorities are defined, understood, and executed.
- Serving as NAVFAC's programmatic CM liaison with external organizations including DoD organizations, DON, other SYSCOMs, and the private sector.
- Ensuring the CM Framework remains current, relevant, and aligned with higher-level guidance and NAVFAC's strategic intent and operational requirements.

**NAVFAC HQ Community Leaders (CLs).** Each NAVFAC HQ CL is responsible for CM for their Community throughout the SYSCOM. Specific responsibilities include:

- Programming, obtaining, and dedicating appropriate financial resources for their community across NAVFAC.

- Allocating CM resources to NAVFAC Commands, via Echelon III Commands, utilizing the Budget Allocation (BA) process.
- Establishing technical training and development priorities, goals, and objectives for their community, ensuring they are aligned with NAVFAC's strategic objectives, operational requirements, and Sections One through Three of the CM Framework.
- Communicating CM Plan information and updates to their Echelon III and IV CLs.
- Serving as NAVFAC's technical CM liaison with external organizations including DoD organizations, other SYSCOMS, and the private sector.
- Ensuring their portion of Section Four of this framework remains current, relevant, and aligned with NAVFAC's strategic objectives and operational requirements.
- Coordinating their CM efforts with other CLs and the HQ Total Force organization.

**NAVFAC Commands.** Commands are primarily focused on *mission execution*, ensuring efforts are aligned to efficiently and effectively support delivery of NAVFAC's products and services. Commands are singularly positioned to rapidly respond to emerging events, prioritizing efforts and leveraging community expertise where needed to execute NAVFAC's mission. In coordination with HQ Total Force, each Command is responsible for oversight and execution of CM within their Command, including the execution of required training aligned to IDPs and CM plans, and for providing leadership, policy, resources, and support to their subordinate Commands.

- NAVFAC Atlantic and NAVFAC Pacific are responsible for exercising these responsibilities in support of their subordinate Facility Engineering Commands (FECs) and Officers in Charge of Construction (OICCs).
- FECs are responsible for CM for their subordinate Public Works Departments (PWDs), United States Marine Corps Facilities Engineering and Acquisition Divisions (USMC FEADs), Resident Officers in Charge of Construction (ROICCs), and detachments within the parameters set by higher echelons. The structure for Total Force and CM oversight and execution is similar at each echelon.

**Naval Facilities Institute (NFI).** Naval Facilities Institute (NFI) is responsible for the execution of NAVFAC-sponsored leadership development programs, leadership training, entry level developmental employee programs, and for the program management of the Defense Acquisition Workforce Development Account (DAWDA). NFI serves as the primary liaison with the Director, Acquisition Talent Management (DATM) for acquisition workforce management and Defense Acquisition Workforce Improvement Act (DAWIA) policy implementation and compliance.

**Supervisors.** Supervisors are responsible for:

- Familiarizing themselves with the CM Framework elements associated with the positions they supervise.
- Cooperating with CLs and Total Force HQ to identify and maintain the competencies required to successfully execute the work unit's mission for each position they supervise.
- Assisting employees with career planning.
- Partnering with each of their employees to identify gaps between the employee's competencies and those required by their current position and future career goals, utilizing the Employee Competency Assessment (ECA), Community specific technical plans, and other available resources.
- Facilitating the preparation and maintenance of Waypoints IDPs designed to support employee development.
- Supporting employees in the execution of IDPs, taking into consideration workload, available opportunities, resources, and merit principles.
- Supporting personal character professional development.

**Individuals.** Every employee is responsible for managing their career development.

Responsibilities specific to the civilian workforce are:

- Familiarizing themselves with the NAVFAC CM Framework elements associated with their current position.
- Identifying the competencies required to successfully execute their work in support of their unit's mission.
- Consulting with mentors, coaches, and their supervisors to identify gaps between their competencies and those required by their current position and future career goals.
- Completing individual ECAs to inform the non-technical components of their IDP.
- Preparing, designing, and updating their Waypoints IDP to support their career development.
- Initiating or working with their supervisor to initiate, the execution of the IDPs, taking into consideration workload, available opportunities, and resources.
- Participating in personal character professional development.

## **7. Conclusion**

The NAVFAC CM Framework is designed to inform the civilian workforce of the competencies and experiences recommended to be successful at various levels of responsibility, spans of influence, and leadership. The framework provides recommended competencies, skills, and



experiences for various career levels and is a useful tool for career mapping, as well as a resource for mentors, supervisors, and managers when providing advice, guidance, and support to employees. The Framework is essential to meeting the objectives of the NAVFAC Strategic Plan and ensuring the workforce has the necessary knowledge, skills, and abilities that are needed to provide critical services and expeditionary support to Fleet, Marine Corps, and Combatant commanders. It is dependent upon a solid foundation of character development that reinforces DON core values and Navy core attributes.

## APPENDIX (A)

### Acronyms

|            |   |
|------------|---|
| AOR        | Area of Responsibility  |
| BA         | Budget Allocation   |
| BD         | Business Directorate  |
| BMB        | Business Management Board   |
| CL         | Community Leader  |
| CLD        | Civilian Leader Development   |
| CM         | Community Management  |
| CMNT       | Centrally Managed Non-Technical   |
| CMO        | Chief Management Officer  |
| CO         | Commanding Officer  |
| CONOPS     | Concept of Operations   |
| DAWDA      | Defense Acquisition Workforce Development Account                           |
| DAWIA      | Defense Acquisition Workforce Improvement Act                               |
| DATM       | Director, Acquisition Talent Management                                     |
| DoD        | Department of Defense   |
| DON        | Department of the Navy  |
| ECA        | Employee Competency Assessment  |
| ECH        | Echelon   |
| ED         | Executive Director  |
| FEC        | Facility Engineering Commands   |
| IDP        | Individual Development Plan   |
| LANT       | NAVFAC Atlantic   |
| NAVFAC     | Naval Facilities Engineering Systems Command                                |
| NCC        | Navy Crane Center   |
| NKO        | Navy Knowledge Online   |
| NFI        | Naval Facilities Institute  |
| OICC       | Officer in Charge of Construction   |
| PAC        | NAVFAC Pacific  |
| PWD        | Public Works Department   |
| ROICC      | Resident Officer in Charge of Construction                                  |
| SRS        | Series  |
| SYSCOM     | Systems Command   |
| USMC FEADs | United States Marine Corps Facilities Engineering and Acquisition Divisions |
| XO         | Executive Officer   |