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MEMORANDUM FOR HQ USAREUR/7A Staff Offices, Commanders Deployed to the Balkans or Supporting Balkans Operations, and Supporting Agencies

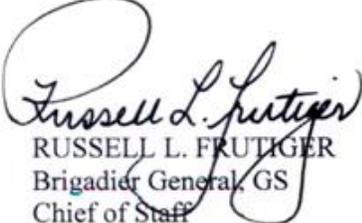
SUBJECT: Financial Management Joint Acquisition Review Board (JARB) Implementing Instructions - 2007

This memorandum expires in 1 year.

1. The Balkans Peacekeeping mission continues under an increasingly constrained fiscal environment. In addition, we have been directed to review the processes for acquiring service contracts. These facts, along with the routine review, analysis, and update of the 2005 implementing instructions, require us to publish a revised program.
2. USAREUR's Balkans resources are scrutinized by the Department of Defense, Department of the Army, and congressional delegations. Commanders at every level must ensure that these very limited resources are used only to meet the minimum Balkan mission requirements.
3. The enclosed instructions for implementing the Joint Acquisition Review Board (JARB) are effective immediately. They incorporate feedback from the Government Accountability Office, the United States Army Audit Agency, HQ USAREUR/7A staff offices, and USAREUR major subordinate commands.
4. HQ USAREUR/7A staff offices, commanders deployed to the Balkans or supporting Balkans operations, and supporting agencies (such as the Army Corps of Engineers Transatlantic Programs Center and the United States Army Corps of Engineers Europe District) share responsibility for closely following the JARB instructions to manage, review, and control spending by validating only minimum essential requirements. Everyone involved in this process must not only review new work requirements, they must also review contracted recurring services and special purchases to prevent unnecessary spending.
5. The POC is Mr. Strzelczyk, DSN 370-9084.

FOR THE COMMANDER:

Encl

  
RUSSELL L. FRUTIGER  
Brigadier General, GS  
Chief of Staff

*This memorandum is available at <https://www.aeaim.hqusareur.army.mil/library/>.*

## Financial Management JARB Implementing Instructions - 2007

1. **PURPOSE** Proactive stewardship is an essential part of management strategy and is especially important to the management of scarce and highly visible funds. To that end, and to ensure that requirements for Balkans missions are reviewed at the appropriate level, a Joint Acquisition Review Board (JARB) process will be used. The JARB ensures that proposed expenditures are for bona-fide needs and are of the best value to the United States to accomplish the mission and meet standards.

### 2. REFERENCES

#### a. Publications.

- (1) Federal Acquisition Regulation (FAR).
- (2) USAREUR Regulation 715-3, Selecting, Training, Qualifying, Nominating, and Appointing Contracting Officer's Representatives.
- (3) Blue Book, Base Camp Baseline Standards (at <https://engrep.hqusareur.army.mil/folder.asp>).
- (4) Gray Book, DA Civilians and Title 10 Support of Contingency Operations (at [http://www.per.hqusareur.army.mil/cpd/contingency\\_info/docs/Gray\\_Book.pdf](http://www.per.hqusareur.army.mil/cpd/contingency_info/docs/Gray_Book.pdf)).
- (5) Red Book, Base Camp Facility Standards (at <https://engrep.hqusareur.army.mil/folder.asp>).
- (6) Memorandum, HQ USAREUR/7A, AEAGF-PB, 4 April 2007, subject: USAREUR Policy for Approval of Operations and Maintenance, Army (OMA), USAREUR-Funded Purchase Requests and Commitments (PR&Cs) and Military Interdepartmental Purchase Requests (MIPRs).

#### b. Forms.

- (1) DD Form 448, Military Interdepartmental Purchase Request.
- (2) DA Form 3953, Purchase Request and Commitment.
- (3) Air Force Form 9, Request for Purchase.

### 3. ESTABLISHMENT OF JARBs

#### a. Balkans.

- (1) A JARB will be established in Bosnia and Kosovo. Only one JARB process will be implemented and used in each area support team (AST) and task force (TF) area of responsibility (AOR).
- (2) Any requirements the 21st Theater Support Command or HQ USAREUR/7A staff offices have for transfers of authority, mission and operational needs, or exercise support for the Bosnian or Kosovo Force mission must be initially staffed through ASTs Bosnia and Kosovo, respectively.
- (3) Meetings will be held as required, which is usually each week but at least once each month. Each AST will establish a JARB to validate and recommend a source to meet requirements.
- (4) AST managers are responsible for establishing and running the JARB. The JARB will have voting members from both the AST and TF staff. Paragraph 6c identifies voting members.

#### b. Joint Task Force - East (JTF-E). A JARB will be

established in JTF-E according to annex I of the JTF-E Operation Order.

### 4. JARB POLICY AND PROCESS

a. **General.** The JARB will review all proposed procurements and claims settlements that support operations in the TF AOR if any of the following applies to the procurement:

- (1) It has an estimated cost of \$3,000 or more (Federal Acquisition Reg micropurchase threshold).
- (2) It adds or renews 1 or more contractor man-year equivalents (CMEs) (glossary).
- (3) It changes the infrastructure (glossary). Changes to the infrastructure that are funded through in-house project authority within the USAREUR Support Contract (USC) will be reviewed by the JARB.
- (4) It uses the USC, regardless of funding source.
- (5) It uses USAREUR funds.
- (6) It extends or changes the scope (for example, different annual performance period or a different statement-of-work purpose) of previously approved procurements.
- (7) It involves an extension or change that increases the cost by more than 10 percent or increases the whole-number CME total.

#### b. Board Actions. The JARB will—

- (1) Validate requirements.
- (2) Recommend a source to acquire services and supplies at the best value for the U.S. Government. Sources include but are not limited to the following:
  - (a) Host-nation support.
  - (b) Local purchase through the Joint Contracting Center (JCC).
  - (c) Troop labor.
  - (d) United States Army Corps of Engineers.
  - (e) United States Army Materiel Command (AMC) logistic support.
  - (f) USAREUR Engineering Logistics Center.
  - (g) The USC.
- (3) Ensure that inappropriate or unauthorized purchases are not processed.
- (4) Document the validation and source-selection process.

#### c. Review Guidance.

(1) Planned and unplanned procurements meeting the criteria in subparagraph a above must be reviewed and approved by the JARB before funds are committed.

(a) TF-level review is required for all annual contract renewals or execution of options. Examples of requirements that must be reviewed include the following:

i. Commercial and Government acquisitions (for example, purchase requests and commitments (PR&Cs) (DA Form 3953 or Air Force Form 9), military interdepartmental purchase requests (MIPRs) (DD Form

448)), renovations, and repairs that cost \$3,000 or more (including items authorized by the common table of allowances, tables of distribution and allowances, technical manuals, and Army regulations) that need to be purchased outside organic automated Army supply channels (for example, the Standard Army Maintenance System (SAMS), Standard Army Retail Supply System (SARSS), Unit-Level Logistics System (ULLS)).

ii. Procurements made using bulk-funded PR&Cs or open work orders. (Bulk-funded PR&Cs and open work orders are available only for the purpose determined by the JARB. All work must remain "within scope" and at or below the approved amount.)

iii. Facility maintenance work orders that cost \$3,000 or more.

iv. Contract renewals that involve 1 or more CMEs.

v. Construction, repair, and maintenance requirements.

vi. New leases.

vii. Lease renewals or the execution of options that increase the cost by more than 10 percent over the cost in the previous period.

viii. New service contracts.

ix. New AMC logistic support.

x. Changes to existing AMC support that increase support costs by 10 percent or more.

(b) HQ USAREUR/7A-level review is required for all requirements that change the infrastructure, are estimated to cost more than \$25,000, include 1 or more CMEs, or change services performed under the USC (para 11).

(2) JARB review is not required for extensions and changes if either of the following apply:

(a) The extension or change is "within scope" (the same annual performance period within the same statement-of-work purpose) of previously approved procurements, does not increase the cost by more than 10 percent, and does not increase the whole-number CME total.

(b) The extension or change does not cross an approval threshold (1 CME = CG, USAREUR/7A; \$200K = DCG, USAREUR/7A; \$25K = HQ USAREUR/7A staff principal).

(3) HQ USAREUR/7A review is not required for the following:

(a) Renewals of contracts that do not involve 1 or more CMEs.

(b) Extensions and changes "within scope" that do not cross an approval threshold (1 CME = CG, USAREUR/7A; \$200K = DCG, USAREUR/7A).

d. **JARB Packet.** The JARB secretary will develop an instructional packet entitled Requirement Nomination Packet with assistance from the requiring activity.

(1) The packet presented to the JARB for evaluation must include the items listed below. A webpage is being developed so that this information may be submitted online:

(a) A statement of work or detailed item

description.

(b) Technical information, if applicable.

(c) Independent Government estimate (IGE).

(d) The name of a knowledgeable POC.

(e) An operational needs statement (ONS) if equipment additions or modifications to end items are required.

(f) The USAREUR Lean Six Sigma procurement-approval form (tab).

(2) The JARB packet or webpage data entry sent to HQ USAREUR/7A for requirements in excess of \$25,000 and changes to the infrastructure must include all of the items listed in (1) above and the following:

(a) JARB minutes.

(b) A rough order of magnitude (ROM) if an existing contract will be used. (Only the administrating contracting officer (ACO) may release a ROM.)

e. **JARB Secretary.** The JARB secretary will be a member of the AST or TF staff, be appointed by the AST manager, and be made available for all requiring activities (RAs). The JARB secretary is responsible for assembling packets (d above) and coordinating meetings. Minutes of meetings, recommendations, and acquisition sourcing will be recorded and files will be maintained by the JARB secretary. The secretary will schedule meetings, provide advance packets to board members, provide assistance for requesters in developing their packets, and routinely assess the efficiency and effectiveness of the JARB process. The JARB secretary is responsible for ensuring that board members and appropriate HQ USAREUR/7A staff offices (G1, G3 (Operations Division), G4, ODCSENGR, G6, G8, and OJA) receive advance packets at least 48 hours before a regularly scheduled JARB to allow members to conduct research and prepare properly for the JARB. The JARB secretary may set a firm suspense for all JARB submissions in order to comply with this requirement.

f. **Identifying Costs.** The total value of all resources used to meet a requirement, even if already identified as within the current operation and maintenance budget, must be included in the estimated cost of the requirement. The total life-cycle costs of the requirement must also be included. The Government-estimated cost should be a reasonable estimate of the projected contracted cost and must be supported by a detailed estimate. Other factors to be considered in life-cycle costing are the incremental costs associated with the award, administration, and control of the contract and contractor; and with ordering, receiving, stocking, and accounting for any additional inventory. These incremental costs need not be actually computed, but should be considered in the total life-cycle evaluation. The time spent in identifying life-cycle costs should be proportional to the value or criticality of the project being considered.

(1) **Life-Cycle Costing.** When establishing the total cost of a requirement, requesting activities and board members will consider all life-cycle costs. This includes the costs for start-up (including the cost of all resources consumed), sustainment, and termination of a project. Some commonly neglected costs requiring consideration include repairs to bring a facility up to standards, shipment into and

out of theater, and contract initiation and termination costs. Interoperability with existing systems must also be considered.

(2) **Cost-Benefit Analysis.** To ensure prudent use of procurement options, requesting activities and board members will evaluate several courses of action to accomplish a mission goal. The advantages and disadvantages of each option must be carefully quantified and compared. Historical data (when available) should be used to estimate costs. The most effective, and not necessarily the cheapest, course of action should be selected. The final analysis should determine which alternative or source provides the best value to the U.S. Government. A cost-benefit analysis must be conducted on all actions for new projects that cost \$50,000 or more. The analysis must show that the project has a "break-even" (glossary) of 2 years or less. An action that reduces the U.S. presence or closes a facility does not require a 2-year cost-benefit analysis.

**g. General.**

(1) AST managers and TF commanders will prescribe local procedures to control approval actions for purchases that cost less than \$3,000. These procurements must be coordinated in advance with the servicing director of resource management (DRM) to ensure the availability of funds and to document fund commitments. The DRM will maintain oversight of activity PR&Cs and new work to ensure the appropriate commitment of funds. If a requirement estimated at less than \$3,000 increases to \$3,000 or more, the JCC or the USC ACO must return the PR&C or work request and the requirement must go through the JARB process.

(2) Units should submit planned procurement projects for JARB review at least 60 days before the required delivery date. This will allow time to procure the source through a local vendor if the JARB determines that this is the best means of meeting the requirement. Some larger acquisitions may require up to 180 days to procure. Timely planning and coordination are essential.

(3) Units will not split requirements in order to circumvent the JARB process. Similar projects within the AST or TF will be reviewed as a group. Within a 6-month floating window, similar items will be considered a single procurement and require JARB approval if the cost is \$3,000 or more.

**5. VALIDATION AND SOURCE SELECTION** The two major phases in the JARB process are validation and source selection.

**a. Phase One: Requirements Validation.** All AST and TF requirements that cost \$3,000 or more require validation by a JARB. The AST will establish the JARB. Changes to the infrastructure require approval from HQ USAREUR/7A.

(1) The requester or a designated representative may be required to answer questions from the board. Ad hoc advisers will be invited as non-voting members at the discretion of the chairperson. These advisers usually will not include prospective contractors. A prospective contractor may be invited to the JARB to answer specific questions posed by the committee, but will be excused after all questions have been answered.

NOTE: Members of the board will not release or disclose to a contractor any information, particularly cost and pricing data, provided by another contractor in response to the JARB's questions. This is to ensure compliance with the Procurement

Integrity Act by protecting the confidentiality of proprietary information and cost and pricing data obtained from different contractors. This information is not releasable to other parties that are not directly involved in the contracting process or the JARB.

(2) For equipment and systems requirements, the JARB will determine whether a standard piece of Army equipment is available or being fielded that would meet the requirement before purchasing additional equipment. Equipment additions and modifications to end items must also have an approved ONS before funds are committed. ONSs will be prepared by the requester and submitted to the USAREUR G3 (Force Management Division) as part of the HQ USAREUR/7A review process.

(3) The requester will prepare an IGE using available historical data, such as final cost data for previous similar projects (available from the director of public works (DPW) or the ACO for construction). For requests involving purchases (for example, alarm systems; automation equipment; morale, welfare, and recreation (MWR) equipment; radios), the IGE will include a list of the costs for the items and shipping from at least three suggested vendors.

(4) Under certain circumstances involving complex projects, the DPW or the requester may not have the resources needed to prepare an accurate IGE. In these cases, the DPW may request a ROM and use it in place of an IGE if the ACO provides written approval. The ROM must be applied only to the specific work request and may not be used as an estimate to "shop around."

**b. Phase Two: Methods of Meeting Requirements.**

(1) The JARB will recommend sources for meeting requirements. The board must document both the validation and the basis for selecting a source (para 4b(2)(a) through (g)) to acquire the service and supply.

(2) For projects with an estimated cost of less than \$10,000, the documentation may be a summarized statement indicating that the board has considered all life-cycle costs, validated the compelling requirement for the project, and determined the recommended source as the best value to the U.S. Government. For projects with an estimated life-cycle cost of \$10,000 or more, the board must maintain a written summary of the justification used to validate and select the method of meeting the requirement. The JARB is not required to select the cheapest method, but will make the best business decisions considering all factors, including the cost.

**6. JARB RECOMMENDATION**

**a. Board.** The JARB will recommend approval or disapproval of, and the source selection for, every project or item it reviews. Each member has a single voice and will advise the appropriate approving official.

**b. Command Authority.** The TF commander; a CG, USAREUR/7A, designee (for example, the DCG or HQ USAREUR/7A staff principal); and the CG USAREUR/7A; may overrule any recommendation, approval, or disapproval of the board or subordinate command or staff element.

**c. JARB Members.** Members of the JARB are listed in figure 1.

	Kosovo		Bosnia	
	Voting*	Non-Voting	Voting	Non-Voting
Chairperson	TF Falcon-Designated		TF Dayton-Designated	
AST Operations	SPO		At least four members as determined by the TF commander and AST manager	
AST Logistics	DOL			
AST Engineer	DPW			
TF Operations	G3			
TF Logistics	G4			
TF Engineer	TF Engr			
Resource Manager	AST Kosovo RMO			
Procurement	JCC		JCC (+)	
Procurement	USC ACO		USC ACO (+)	
Legal Review		Designated OJA attorney (‡, **)		Designated OJA attorney (‡, **)
AST Personnel		DPCO		As determined by the TF commander and AST manager
AST Information		DOIM		
TF Personnel		G1		
TF Information		G6		
Internal review		IRACO		
Safety		Safety officer		
Property Accountability		PBO		
Contract Impact		CLO (‡)		
Medical Review		Preventive medicine officer		USAREUR oversight
Subject-Matter Expert (◆)		Ad hoc adviser or contractor (√)		Ad hoc adviser or contractor (√)

(\*) JARB voting members should be primary staff officers or deputies.  
 (+) JARB voting members who are not normally in Bosnia should attend by teleconference or video teleconference, vote by proxy, or be allowed to vote after reading the JARB minutes.  
 (‡) Non-voting members must attend all regularly scheduled meetings or give comments to the board chairperson. Comments may be by memorandum, e-mail, or telephone. Comments will be based on the agenda provided to all members before the meeting. In case of a long-term absence, the AST manager will designate an individual who will perform this function.  
 (\*\*) Must give an opinion on all actions in person or by proxy.  
 (√) Contractors may be called in to answer specific questions only and must be excused after all questions have been answered. Contractors may not "listen in" to the entire meeting.  
 (◆) Must attend or provide information to the board on a case-by-case basis as determined by the chairperson.  
**NOTE 1:** For Bosnia, TF refers to the TF Dayton Commanding General or Deputy Commander as determined by the ARFOR commander.  
**NOTE 2:** Voting members may attend the meeting by teleconference.  
**NOTE 3:** The chairperson may be a regular voting member. The chairperson may cast the deciding vote if the vote of the JARB members in attendance (including those voting by proxy or by electronic means) results in a tie.

**Figure 1. JARB Members**

d. **Quorum.** In order to have a quorum, five of the eight voting members in Kosovo and two of the six voting members in Bosnia must be present. (Members voting by proxy or participating by electronic means are considered present.)

e. **Tabled Items.** Items tabled by the JARB will be carried forward to the next meeting or to the next meeting that the JARB is able to obtain necessary information to properly validate the request and make a recommendation to the AST manager. Tabled items may not be forwarded for approval.

f. **Board Members.** During the JARB meeting, board

members should be actively involved in pursuing the validity of a requirement and ensuring its purchase benefits to the operation in the long run. Board members should research the issues that will be voted on before the JARB meeting. The board must consider the requirement as a "complete and usable" project, not just a component or element of a larger, more-inclusive project. (Communications, water, and electrical hook-up are integral elements of a building, but are frequently thought of separately. All elements must be considered as part of the "complete and usable" project.) The following are some other examples of questions that board members should ask during the JARB meeting:

- (1) What is the funding source for the requirement?
- (2) Is this item within your budget?
- (3) How have you managed without this item for so long?
- (4) Why is this a valid requirement?
- (5) Is any similar excess property available in the TF or another command or agency that could meet the need?
- (6) When considering construction and facility-renovation projects, are temporary construction and Red Book standards and a 5-year planning horizon being used?
- (7) If considering quality-of-life requests, are Blue Book standards being used?
- (8) Why is the requested quantity needed, and why can you not manage with fewer?
- (9) Why will a less costly version not suit the need? (Remember that less costly versions may be more expensive in the long run if lower quality products must be replaced more quickly.)
- (10) Is the vendor or contractor you recommend the best source or the only source you considered?
- (11) Is this part of a larger project? Are other purchases needed to produce a complete and usable facility, or to produce a complete and functional system?
- (12) Can the item or materials be reused if you move?
- (13) Do you realize that when you leave this location, the property will remain here?
- (14) Is there a contract already in place for the performance of the proposed actions or functions under consideration?
- (15) Can you exercise an option from or modify an existing contract? If so, at what cost?
- (16) For issues involving the purchase of a computer, has the information management office, G6, or J6 been asked if there are excess computers, and have information management acquisition request (IMAR) numbers been requested?

g. **Emergency JARB.** When an organization requests urgent consideration for processing a requirement, the board chairperson will decide what action the board will take. If the board chairperson concurs with the request for expeditious handling, a special meeting, walk-through, electronic, or emergency JARB will be convened. A legal review must be included in the decision process. The results of the board will be presented to the AST manager and ARFOR commander (depending on the threshold) for review and approval.

Procedures are as follows:

(1) **Special Meeting.** The board chairperson will set a time, place, and minimum membership required to attend the special meeting. This meeting will take place before the next scheduled meeting. Members should be notified of the special meeting at least 2 hours before it begins.

(2) **Walk-Through.** The board chairperson will direct the JARB secretary to compile JARB minutes with all information pertinent to the urgent requirement. A written record of each board member's vote will be included in the minutes. A walk-through is important when a personal explanation is required for board members to understand the situation or if the project is classified and the use of e-mail would compromise security. The requiring activity is responsible for physically "walking" the JARB packet to all board members. The board chairperson must give all board members the opportunity to review and vote on the packet. Every board member must be offered a vote, although operational requirements may prevent a board member from voting. The minimum number of affirmative votes cast to approve a request is four for Kosovo and two for Bosnia.

(3) **Electronic JARB.**

(a) The board chairperson will direct the JARB secretary to compile JARB minutes with all information pertinent to the urgent requirement. This information will be sent to all voting members and the appropriate HQ USAREUR/7A staff offices (G1, G3 (Operations Division), G4, ODCSENGR, G6, G8, and OJA). After the information is sent to the board, voting members and legal counsel will have 24 hours to make their final vote and give the opinion on legal sufficiency. All communications will be made using the "Reply to All" option so that all board members will be aware of the comments that have been made and the information provided.

(b) Members who discover a new fact or see a potential problem may change their vote. Voting is done within a 24-hour window. The intent is to have an open discussion at the convenience of the board and to come to a conclusion based on all available information. Although every board member must be offered a vote, operational requirements may prevent a board member from voting. The minimum number of affirmative votes cast to approve a request is four for Kosovo and two for Bosnia. This information will be sent to all voting and non-voting members, including the HQ USAREUR/7A staff offices specified in (a) above.

(4) **Emergency JARB.** The board chairperson will direct the JARB secretary to compile JARB minutes with all information pertinent to the urgent requirement. This information will be sent to the designated judge advocate for review of legal sufficiency. If there is no legal objection, the minutes will be taken to the ARFOR Commander for approval. All requirements that cost more than \$25,000 must be sent to the lead HQ USAREUR/7A proponent for validation and approval.

**h. Review and Discontinuation of Recurring Services.** A review must be conducted each month on selected recurring services being provided. The JARB will ensure that all recurring services are reviewed at least once each year. The review will consider if the level of services is

adequate for the current force and its associated cost. If reducing or discontinuing a recurring service does not produce significant savings, it should not be considered. An IGE will be the basis for determining the amount of savings and should also include the effect on the workforce. The initiating activity and TF will coordinate the IGE and a revised statement of work before submitting it to the JARB for review. The same procedure used to initiate a requirement will be used to reduce or discontinue current services. If approved, the action will be sent to the TF S4 or G4 for processing to the USAREUR G4. This monthly review will be conducted as part of regularly scheduled JARB meetings. If no current service is deemed necessary for adjustment, no actions for changing recurring services will be made.

i. **Standards:** USAREUR Red Book, Blue Book, and Gray Book. Organizations will have requirements valued at \$3,000 or more reviewed by the JARB. All requirements will adhere to Red Book, Blue Book, and Gray Book standards. Non-USAREUR units using the facilities maintenance contract will comply with Red Book, Blue Book, and Gray Book standards, even if the project is funded by an agency outside of USAREUR. Requests from all organizations for exceptions to Red Book, Blue Book, and Gray Book standards will be reviewed and approved or disapproved by the DCG, USAREUR/7A.

j. **Legal Review.**

(1) The AST manager or ARFOR commander will designate a judge advocate with fiscal law expertise as the JARB legal advisor after consultation and coordination with the Judge Advocate, USAREUR.

(2) The designated legal advisor will review all requirements that are recommended for approval by the JARB for legal sufficiency.

(3) The JARB will not recommend approval of requirements that are determined to be legally objectionable. Legal issues or interpretations pertaining to the USC will be interpreted simultaneously by the Corps of Engineers, Transatlantic District (CETAC), and the USAREUR OJA (AEAJA-KL). The USAREUR OJA opinion will take precedence over all other judgments.

k. **Role of the JCC Representative and ACO.** The JCC representative and the ACO are the acquisition expert advisers to the JARB and must be present at all JARB meetings or provide comments to the JARB chairperson. In the event of a long-term absence, the AST manager will designate an alternate representative. The JARB must consider the advice rendered by the JCC representative and the ACO. The JCC representative is the only independent Government source of information on local contractors, the local business climate, and local business conditions. This representative can use the resources of the United States Army Contracting Command, Europe. The ACO is the JARB's expert adviser on the capabilities of the USC and the scope of the contract. A summary of the JCC representative's and ACO's comments must be attached to the JARB minutes if the JARB's recommendation is contrary to the expert advice provided.

l. **Role of the Contract Liaison Office (CLO).** The CLO is the sole office with visibility of all contracts in the AOR and must be present at all JARB meetings or provide comments to the JARB chairperson. The JARB must ensure

that any services under consideration are not available through an existing contract. The CLO will identify all possibilities for using current contracts (to exercise an option from or modify a contract). The requesting activity must review contracts identified by the CLO and provide a comparative analysis (including costs and effectiveness) to the JARB before a vote on the proposal. The analysis must be attached to the JARB minutes when the vote is recorded. The AST manager may perform or delegate another individual to perform this analysis if the CLO is not available.

## 7. APPROVAL

a. **AST Manager.** The AST manager is the approving official for JARB packets that cost \$10,000 and below unless the packet requires a change to the infrastructure.

b. **TF Commander.** The TF commander is the approving official for all JARB packets for requirements that cost more than \$10,000 and up to \$25,000 unless the requirement will change the infrastructure. (In Bosnia, this approval may be delegated to a lieutenant colonel or senior U.S. officer as determined by the ARFOR commander.)

c. **HQ USAREUR/7A.** Requirements that cost more than \$25,000 or involve 1 or more CMEs, and any requirement, regardless of cost, that changes the infrastructure must be submitted to HQ USAREUR/7A for approval by the HQ USAREUR/7A staff proponent; the DCG, USAREUR/7A; or the CG, USAREUR/7A.

### (1) Submissions to HQ USAREUR/7A.

(a) The JARB secretary will submit complete JARB packets (para 4d) to the—

i. USAREUR G8 for approval of non-USC requirements. The USAREUR G8 has tasking authority over the staff proponent responsible for oversight of the desired project or item for the purpose of completing a review by the proponent; the DCG, USAREUR/7A; or the CG, USAREUR/7A. (For example, a requirement to improve communications would be submitted to the USAREUR G6.) The lead HQ USAREUR/7A staff proponent is responsible for coordinating the requirement throughout HQ USAREUR/7A.

ii. USAREUR G4 for approval of USC requirements. Any change to a recurring service (increases and reductions) must be submitted to the USAREUR G4 for coordination and action, regardless of the cost. The USAREUR G4 is the lead staff proponent for all requirements met through the USC. The JARB secretary will send a courtesy copy to the USAREUR G8 for inclusion in the action tracking report of open JARB actions.

(2) **HQ USAREUR/7A Staff Principals.** After a Balkans requirement is coordinated by a HQ USAREUR/7A staff office, the staff principal for the lead HQ USAREUR/7A staff proponent is the approving authority if the requirement costs between \$25,000.01 and \$200,000.

(3) **DCG, USAREUR/7A.** The DCG, USAREUR/7A, is the approving authority for Balkans requirements that cost more than \$200,000 and do not involve CMEs.

(4) **CG, USAREUR/7A.** The CG, USAREUR/7A, is the approving authority for Balkans requirements that involve CMEs.

d. **Administration.** Requirements recommended for approval will be submitted to the AST manager (or ARFOR

commander), depending on their dollar value, for signature of the commitment or obligation document (ref 2a(6)).

8. **NEW WORK.** New work is defined as any nonrecurring, unscheduled service requirements that the AST or TF needs. The types of projects funded under the new work category include administrative, construction, consultation or special expertise not resident in the TF, custodial, the movement of facilities or structures, replacement of a military function with a commercial contract, and special equipment.

a. **Annual Limits.** At the beginning of each fiscal year, the USAREUR G8 provides the AST or TF with annual new work funding targets for projects to be completed during the fiscal year. The JARB will recommend whether to use the USC or an independent contractor to execute new work projects.

b. **Process.** Once approved by the JARB, new work projects will be processed as follows:

(1) For projects to be completed by troop construction or JCC-procured local commercial firms, the funds may be certified locally after JARB approval. Work to be completed under the USC will be funded through the USAREUR G4. In this case, the funding will be transferred from the TF to the USAREUR G4 (through the resource allocation document (RAD)) for application to the contract. The USAREUR G4 will then use a MIPR to send the funds to the CETAC to be used for the contract. The TF resource manager (RM) will track fund availability.

(2) All requests for new work must be coordinated through the RM to ensure funds are available for the work. The RM is the only person who can ask the ACO to issue a notice to proceed (NTP) when new work funds are used. The ACO will refer anyone seeking an NTP to the TF RM. The ACO will give the TF RM a copy of the work report to help reconcile the amount remaining in the "checkbook."

(3) Projects requested by organizations outside the AST or TF (such as the Seventh United States Army Joint Multinational Training Command) will also be subject to the new work ceiling. If projects are approved, funding will be transferred from the requesting activity to the performing activity by a funding authorization document or RAD. Additional funding provided by outside activities does not automatically increase the new work ceiling.

(4) Funding for any new work projects, whether troop construction, JCC-procured local contracts, or USC work, will be deducted from the available target balance accordingly.

(5) Commanders should validate all new work requirements as mission-critical needs for the fiscal year and prioritize them using the ceiling sum to establish an annual new work-funded program. Mission-critical requirements that could not be prioritized within the annual new work-funded program should be submitted as unfunded requirements (UFRs) to the USAREUR G8. UFRs are considered at either the midyear review or later in the fiscal year (for example, yearend). Urgent and time-sensitive needs of a critical nature should be prioritized to ensure execution within the initial annual new work funding program.

## 9. OTHER REQUIREMENTS

a. **Other Army Service Requirements.** Other Army service requirements will be processed according to reference

	<b>Proponent</b>	<b>Telephone</b>	<b>Fax</b>
MWR, AAFES, personnel	USAREUR G1	370-9623/9626	(8988)
Intelligence	USAREUR G2	370-7846/6773	(8314)
Operations, training	USAREUR G3	370-8944/8104	(7852)
Logistics	USAREUR G4	370-8794/8381	(8547)
Construction, building renovation, repair	ODCSENGR	370-7306/7166	(6216)
Communications	USAREUR G6	370-9126/7070	(8897)
Medical	OCSURG	370-2010/2190	(2202)
Coordination Only			
CONOPS	USAREUR G8	370-9084	(6194/4365)

**Figure 2. HQ USAREUR/7A Proponents for Other Requirements**

b. **Initial Requirements.** Initial requirements that cost \$3,000 or more must go through the JARB process at the appropriate AOR and sent to the appropriate HQ USAREUR/7A staff office for coordination and approval as required. HQ USAREUR/7A proponents for requirements are listed in figure 2.

(1) **Requirement.**

(a) Proponents will first review the requirement to determine whether other HQ USAREUR/7A staff offices or the USC (USAREUR G4) is involved. If this is the case, the proponent receiving the JARB packet from the AST will coordinate with the other agencies involved to ensure complete, HQ USAREUR/7A-level visibility in the approval process. For example, all construction, building renovation, and repair projects must be forwarded to ODCSENGR, which will coordinate with other agencies as required. Also, if the command processes through the JARB a requirement to construct a new training facility, the command must submit the requirement to the USAREUR G3 (since the requirement is training-based) for coordination with the ODCSENGR. Communications requirements must be reviewed by the USAREUR G6.

(b) Attempts to bypass the JARB process (for example, obtaining approving-officer signature and processing the requirement through a contracting office without JARB review) violate the intent of the JARB implementing instructions and are subject to HQ USAREUR/7A-level inquiry.

(2) **Coordination.**

(a) The Contingency Operations (CONOPS) Branch, Budget Division, Office of the Deputy Chief of Staff, G8, HQ USAREUR/7A, has tasking authority to ensure the review of TF-level JARB-approved projects and items.

(b) The JARB secretary will forward all JARB packets to the HQ USAREUR/7A proponent with a copy to the USAREUR G8 CONOPS Branch. The HQ USAREUR/7A proponent will complete the review and forward the decision to other HQ USAREUR/7A staff offices (G1, G3 (Operations Division), G4, ODCSENGR, and G8) as necessary. HQ USAREUR/7A staff offices will inform the proponent and the USAREUR G8 CONOPS Branch of their recommendation.

(c) The HQ USAREUR/7A proponent will send a copy of the final signed and approved or disapproved e-mail message, staff action summary (SAS) (AE Form 1-10A), or memorandum to the JARB secretary and the USAREUR G8

CONOPS Branch.

(d) The USAREUR G8 CONOPS Branch will forward a copy of the e-mail message, completed SAS, or memorandum to HQ USAREUR/7A staff offices to ensure the staff is aware of the action.

(e) The JARB secretary will ensure that a copy of the e-mail message, completed SAS, or memorandum is provided to the following:

i. The AST RM for requirements purchased through the JCC or by another command using a MIPR.

ii. The requesting office, agency, or individual.

**NOTE:** If it cannot be determined whether or not a project will change the infrastructure, the packet will be sent to the ODCSENGR for evaluation.

c. **Recurring Requirements Previously Approved by HQ USAREUR/7A.**

(1) Recurring requirements that cost more than \$25,000 and that have already been approved by the HQ USAREUR/7A staff; DCG, USAREUR/7A; or CG, USAREUR/7A; need not be resubmitted for re-approval except for the following:

(a) Requirements that involve 1 or more CMEs.

(b) Requirements that increase in cost by more than 10 percent.

(2) For example, the annual electricity utility contract, which costs more than \$2M, does not require approval by the DCG, USAREUR/7A, each year, because the DCG has already validated this requirement and the USAREUR G8 provides the TF funds in the TF budget. If the annual price of a previously approved requirement increases by more than 10 percent or a CME is involved, then the requirement must be resubmitted to HQ USAREUR/7A for approval.

(3) Regardless of whether or not a requirement needs to be submitted for approval, all items, recurring or not, that cost \$3,000 or more must go through the JARB process at the AST and TF level. The intent is for the JARB to review recurring services to ensure a valid requirement still exists. If the JARB determines that the requirement no longer exists, the JARB secretary will notify the HQ USAREUR/7A staff proponent and the USAREUR G8.

10. **JCC CONTRACTING OFFICER'S REPRESENTATIVES** JCC contracting officer's representatives (CORs) will conduct monthly reconciliations according to USAREUR Regulation

a. **JCC Responsibilities.** The JCC will ensure that designated CORs perform all duties according to USAREUR Regulation 715-3 and the COR appointment letter.

b. **COR Responsibilities.** The COR will verify that the contractor is performing in accordance with the requirements of the contract term, conditions, and specifications, including delivery expectations. Commanders and supervisors must allow appointed CORs enough time to perform their COR duties. These duties may require up to 25 percent of the COR's duty time.

**11. HQ USAREUR/7A REVIEW AND APPROVAL** The procedures for reviewing and approving actions approved by the "downrange" JARB are as follows:

a. **Infrastructure Changes With an Estimated Cost of Less Than \$25,000.**

(1) Projects that change the infrastructure require the approval of the HQ USAREUR/7A staff proponent. The extent of the staff coordination will be at the discretion of the proponent. It may include the USAREUR G4, ODCSENGR, USAREUR G6, and USAREUR G8. After the proponent has validated the project, the HQ USAREUR/7A staff proponent will send an e-mail message to the USAREUR G8 CONOPS Branch and the downrange JARB secretary. The e-mail message will include the names of the approving officer or civilian (lieutenant colonel, GS-14 (or equivalent), or above) and coordinating staff approvals.

(2) The staff proponent should have all coordination completed within 5 workdays.

b. **Changes to Recurring Services.**

(1) Projects that affect recurring services, whether increasing or decreasing the level of support, require approval by the USAREUR G4. The extent of the staff coordination will be at the discretion of the proponent. Coordination may involve the USAREUR G3, USAREUR G6, USAREUR G8, and ODCSENGR. After the proponent has validated the project, the proponent will send an e-mail message to the primary contracting officer at CETAC for issue of the NTP, with a copy to the USAREUR G8 CONOPS Branch and the downrange JARB secretary. The e-mail message will include the names of the approving officer or civilian (lieutenant colonel, GS-14 (or equivalent), or above) and coordinating staff approvals.

(2) The staff proponent should have all coordination completed within 5 workdays.

c. **Infrastructure Changes and Items With an Estimated Cost Between \$25,000 and \$199,999.99.**

(1) Major acquisition requirements require formal review by the HQ USAREUR/7A staff. Coordination will be initiated by the USAREUR G8. The HQ USAREUR/7A proponent will send a copy of the signed SAS or digitally signed e-mail message to the USAREUR G8 CONOPS Branch and the downrange JARB secretary. The SAS must be signed by the deputy or primary HQ USAREUR/7A staff principal (colonel, GS-15 (or equivalent), or above).

(2) The staff proponent should have all coordination completed within 10 workdays.

d. **Infrastructure Changes and Items With an**

**Estimated Cost of \$200,000 or More and Not Involving CME Additions.**

(1) Significant acquisition requirements must be formally reviewed by the HQ USAREUR/7A staff. The USAREUR G8 initiates the coordination by tasking the proponent HQ USAREUR/7A staff office. The HQ USAREUR/7A proponent is responsible for coordinating the SAS (hard copy or e-mail) through other HQ USAREUR/7A staff offices and obtaining concurrences. The coordinated document is then sent to the DCG, USAREUR/7A, for decision. Once the packet is signed and approved or disapproved by the DCG, the HQ USAREUR/7A proponent will send it to the USAREUR G8 CONOPS Branch and the downrange JARB secretary.

(2) The staff proponent should have all staff coordination completed within 10 workdays and obtain DCG approval within an additional 5 workdays.

e. **Actions That Require CG, USAREUR/7A, Approval.**

(1) Acquisitions that involve hiring personnel require formal review by the HQ USAREUR/7A staff and approval of the CG. The USAREUR G8 will initiate the coordination by tasking the proponent HQ USAREUR/7A staff office. The HQ USAREUR/7A proponent is responsible for coordinating the SAS (hard copy or e-mail) through other HQ USAREUR/7A staff offices and obtaining concurrences. The coordinated action is then sent to the G8 CME review board by e-mail to "Contract Approval Requests." The DCG, USAREUR/7A, receives these packets for review and comment. The packet is ultimately sent to the CG, USAREUR/7A, for decision. Once the packet is signed and approved or disapproved by the CG, the USAREUR G8 CONOPS Branch will send it to the HQ USAREUR/7A proponent and the downrange JARB secretary.

(2) The staff proponent should have all staff coordination completed within 10 workdays. DCG and CG review and approval may take an additional 35 workdays.

**12. LEADER TRAINING ON BASIC CONTRACTING PROCEDURES.** The JCC will prepare and provide instructions for completing basic contracting procedures to all newly arriving lieutenant colonels (and above) and PR&C approving officers. This information must clarify the do's and don'ts of dealing with contractors and contracts, the rules on ethics and standards of conduct, and contracting office POCs.

**13. REQUIRING ACTIVITY REPRESENTATIVE TRAINING FOR THE JARB.** AST managers and TF commanders will identify new personnel rotating into the AOR who may be assigned to positions requiring them to submit requirement-nomination packets to the JARB. AST managers and TF commanders will ensure these individuals are informed about the JARB as a part of in-processing.

**14. REPORTING RESPONSIBILITIES.** The JARB secretary must send an electronic copy of all JARB minutes, with appropriate signatures, to the USAREUR G1, USAREUR G3 (Operations Division), USAREUR G4 (Plans and Operations Division), ODCSENGR, USAREUR G6, USAREUR G8 (CONOPS Branch), and OJA within 24 hours after the minutes are signed.

**15. MODIFYING THE IMPLEMENTING INSTRUCTIONS.** Recommended changes to the JARB procedures may be sent to the Chief, CONOPS Branch, Office of the Deputy Chief of

Staff, G8, HQ USAREUR/7A (Mr. Strzelczyk, DSN 370-8176 or e-mail: grant.strzelczyk@eur.army.mil).

**GLOSSARY**

**SECTION I - ABBREVIATIONS**

AAFES	Army and Air Force Exchange Service
ACO	administrative contracting officer
AMC	United States Army Materiel Command
AMSCO	Army management structure code
AOR	area of responsibility
ASCC	Army service component command
AST	area support team
CETAC	Corps of Engineers, Transatlantic District
CG, USAREUR/7A	Commanding General, United States Army Europe and Seventh Army
CLO	contract liaison office
CME	contractor man-year equivalent
CONOPS	contingency operations
DCG, USAREUR/7A	Deputy Commanding General, United States Army Europe and Seventh Army
DOIM	director of information management
DOL	director of logistics
DPCO	director of personnel and community operations
DPW	director of public works
DRM	director of resource management
G1	Office of the Deputy Chief of Staff, G1, Headquarters, United States Army Europe and Seventh Army
G2	Office of the Deputy Chief of Staff, G2, Headquarters, United States Army Europe and Seventh Army
G3	Office of the Deputy Chief of Staff, G3, Headquarters, United States Army Europe and Seventh Army
G4	Office of the Deputy Chief of Staff, G4, Headquarters, United States Army Europe and Seventh Army
G6	Office of the Deputy Chief of Staff, G6, Headquarters, United States Army Europe and Seventh Army
G8	Office of the Deputy Chief of Staff, G8, Headquarters, United States Army Europe and Seventh Army
HQ USAREUR/7A	Headquarters, United States Army Europe and Seventh Army
IGE	independent Government estimate
IRACO	internal review and compliance office
J6	command, control, communications, and computer systems (joint staff)
JARB	Joint Acquisition Review Board
JCC	Joint Contracting Center
JTF-E	Joint Task Force - East
MAJCOM	major command (Air Force)
MDEP	management decision evaluation package
MIPR	military interdepartmental purchase

MWR	morale, welfare, and recreation
NTP	notice to proceed
ODCSENGR	Office of the Deputy Chief of Staff, Engineer, Headquarters, United States Army Europe and Seventh Army
OJA	Office of the Judge Advocate, Headquarters, United States Army Europe and Seventh Army
ONS	operational needs statement
PBO	property book officer
POC	point of contact
PR&C	purchase request and commitment (DA Form 3953; Air Force Form 9)
RA	requiring activity
RAD	resource allocation document
RM	resource manager
RMO	resource management office
ROM	rough order of magnitude
S4	logistician
SAS	staff action summary (AE Form 1-10A)
SEAhut	Southeast Asia hut
SPO	security program office
TF	task force
USAREUR	United States Army Europe
USC	United States Army Europe Support Contract

**SECTION II - TERMS**

**break-even cost-benefit analysis:** An analysis to determine if an item or project will ultimately save resources. Only items or projects that will save resources should be approved. Use of commercial power instead of generators is an example of how these savings may be achieved. However, if the savings would not be achieved for 6 or more years, the continued use of generators would be the most economical means to operate and would prevent wasting Government funds.

**contingency operations funds:** Resources specifically designated to support contingency missions (Army AMSCO 135197).

**contractor man-year equivalent (CME) :** A position that authorizes 2,088 hours of regular work each year (52 weeks x 40 hours + 1 8-hour day = 2,088 man-hours = 1 CME). Local national employees are computed as the total number of hours for a full-time employee in accordance with local labor laws. (For example, in Germany the average full-time employee will work 2,040 hours.)

**infrastructure change:** Demolition, deconstruction, modification, or addition to current structures; fixed site communications facilities, roads or grounds; or new construction of a structure, road, or fixed-site communications facility that changes the purpose or function of the infrastructure. Work and service-order actions that cost less than \$3,000 and do not change the purpose or function of a current structure, fixed-site communications facility, road, or grounds are not considered a change to infrastructure. The table below shows examples of actions that do and do not

require review. These examples are not all-inclusive and do not include every possible project that may be proposed.

ASCC Review Required	ASCC Review Not Required
Converting a sleeping area to an office. (The purpose of the room changed.)	Adding additional electrical outlets to an office to power new equipment. (No change to the room's purpose.)
Dividing a large sleeping area into individual rooms. (The purpose of the area changed from a group to an individual sleeping area.)	Cutting a wall to install a door or window between offices to increase efficiency. (No change to the purpose of the two offices.)
Installing private bathrooms in individual sleeping areas. (The space has been changed and the purpose has been modified.)	Installing door insulation to reduce loss of heat in offices and sleeping areas. (If the total cost is below \$3,000 for all insulation, HQ USAREUR/7A approval is not required since there is no change to the purpose of any area.)
Adding decking or covered walks to a SEAhut. (The space has been changed and the purpose has been modified.)	Installing specialty lighting to an office to enhance briefing effectiveness. (No change to the purpose of the area.)
Adding two walls in the gym to make an additional changing room. (The space has been changed and the purpose has been modified.)	Building and attaching shelves to an office to support a projector and computer. (No change to the purpose of the area.)

**item:** Any supply, commodity, article, good, end-item, or component that is either expendable, durable, or nonexpendable. Items are materials needed to perform the mission. Examples are paper, pens, projectors, radios, rangefinders, reflective paste, and sights.

**project:** Construction, demolition, or modification to the infrastructure; or any service needed by an organization. Projects are services performed by the Balkans Support Contract, USAREUR Support Contract, or another contractor. Examples are construction of a container complex, ultrasonic cleaning of exhaust vents, movement of a communication tower, hardening of crash gates, and the construction and placement of "T-walls."

**reduction of U.S. presence:** A subjective determination where the overall number of troops deployed in the area of responsibility is reduced or the geographical space is reduced. The closing of base camps is an example, as is the cold basing of a camp because no troops will reside at that location unless a contingency operation is executed.

**requiring activity:** The command, section, office, or individual requesting an item or project.

**split purchase or split requirement:** To break down a purchase requirement with a combined cost of \$3,000 or more merely to avoid submitting the requirement to the Joint Acquisition Review Board.

**task force:**

- Task Force Dayton and the Army forces commander.
- Task Force Falcon.