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COST ANALYSIS: CONCEPTS AND METHODS OUTLINE

M. A. Margolis

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INTRODUCTION

I. Subject of the Briefing

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A. Resource analysis role in cost-effectiveness analysis; the nature of resource analysis, the analytical tools it employs, and its relationship with the effectiveness side of the equation.

B. Limitation to the aerospace industry, DOD, and NASA

- This industry and the government organizations it serves have been the breeding ground of costeffectiveness analysis because of their uniquely complicated planning problems.
- 2. Experience of the speaker, and probably most of the audience.
- II. Varieties of Resource Analysis
 - A. Emphasis of the briefing on enumerating and distinguishing among the varieties of resource analysis commonly required in cost-effectiveness analysis.
 - B. Variations due to differing levels of aggregation
 - 1. Force structure/total plan
 - 2. Individual weapon system or space project
 - 3. Individual equipment or operation

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C, Variations due to differing time contexts

- 1. Long range
- 2. Short term

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VARIETIES OF RESOURCE ANALYSIS

- I. Individual Equipment or Operation
- II. Individual Weapon System Costing
 - A. Input variables
 - 1. PIE and AGE description
 - a. design and performance data
 - 2. Operational and organizational description
 - 3. Manning policy
 - 4. In commission rate data
 - a. alert status
 - 5. Maintenance concept
 - 6. Training data
 - 7. Ballistic missile illustration charts, more detailed presentation
 - B. Cost element breakout/work breakdown structure
 - Appropriate choice not a matter of maximum detail but availability of information to the decisionmaker (or his cost analyst) at the point in time the decision must be made.
 - 2. Categories should be structured to be of maximum use in the analytical problem at hand; if possible, they should be used to highlight the differences among the alternatives under consideration--more aggregation where the alternatives are alike, less where they display different features.
 - Citing a cost element explicitly rather than in an aggregate is a matter both of its relative size and variability in the analysis at hand.

	- <u>3</u> -
	C. Cost categories and their relative time impact
	1. R&D
	2. Investment
	3. Annual operating
III.	Force Structure Costing
	A. Definition: determination of the resource impact of alter-
	native future force proposals (plans): i.e., aggregations
	of systems (projects) as well as nonsystem-oriented activiti
	1. Nonsystem-oriented activities: Air Training Command
	or Air Force Logistics Command; in the case of NASA,
	the Office of Advanced Research and Technology (OART)
	or the Office of Tracing and Data Acquisition (OTDA).
	B. Force structure identifications
	1. Missions (weapon systems), space exploration projects
	2. Resource requirement breakouts
	3. Time periods
	C. Discussion of Air Force force-costing format
	D. Interrelationships of individual systems or projects within
	a force structure
	1. Performance of a military mission: e.g., an air defense
	fighter squadron and an early warning radar station
	2. Resource requirements leve?
	a. base facilities
	b. manpower (common special skills pool: i.e., pilots
	c. equipment development and procurement
	E. Necessity of treating with force structure considerations to
	engage in incremental costing meaningfully.
IV.	Effects of Differences in Time Context Upon Resource Projection
	A. Individual equipment
	1. Long range: parametric procedure
	2. Short term: extension of cost quantity curves

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TOOLS OF COST ESTIMATION

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- I. Individual Equipment or Operation CER's (Cost-Estimating, Relationships)
 - A. Definition: expression of cost as a function of physical characteristics, performance, and/or operational concept.
 - B. Uses

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- Projecting a major element in the evaluation of alternative, future weapon/space systems.
- Selection of an optimum configuration during preliminary design (equipment).
- C. Commonly used forms: linear multivariate, exponential or log-linear, curvilinear.
- D. Examples
 - Depot maintenance cost as a function of aircraft cost and combat speed.
 - Turbojet engine development cost as a function of maximum thrust and quantity milestones.
- E. Deriving CER's--criteria for the selection of explanatory variables.
 - 1. Logical or theoretical relation of the variable to cost.
 - Statistical significance of the variable's contribution to the explanation of cost.
 - 3. Independence of the contribution made by the variable to the explanation of cost.
- F. Limitations of CER's
 - Characteristically (aerospace industry) small sample sizes.
 - Extrapolating a new equipment whose performance characteristics exceed those of most or all of the cases in the original sample.

a. diverging prediction intervals

- G. Cost-Quantity Relationships
 - 1 Relationship of cum av and unit cost functions
 - 2. Use of cum av and unit cost curves in projecting individual item and lot average costs.
- II. Individual Weapon System Requirement: Identification Displays
 - A. Matrix of GSE costs by physical location and type of equipment.
 - B. Usefulness of such cross sectional displays in checking the completeness of a system estimate and measuring changes in the estimate with changes in system configuration.
- III. Force Structure Distribution Models
 - A. NASA Manned Space Exploration Model
 - Compiling of physical requirements by like items demanded in a single year
 - 2. Application of CER's, entering throughputs
 - 3. Application of time lag factors
 - 4. Compiling of time-phased financial requirements by individual exploration project
 - B. Interrelated Resource Requirements--Joint Cost Allocation Problem
 - Need for end item (mission) identification in force structure costing.
 - 2. Multiple use resources
 - a. nonrecurring requirements; e.g., booster development, launch facility construction
 - recurring requirements; e.g., tracking network operations, engine procurement cost (cost-quantity effect)
 - 3. Methods of allocation
 - a. proration on the basis of the proportion of the resource consumed by user projects
 - b. first user
 - c. independent project status
 - 4. Consumption proration
 - a. advantages: neatness

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b. disadvantages: reallocation of resources in the case of each force structure examined, difficult to distinguish joint product cost after allocation has been made, and if largu may bias the case against a given project

5. First user

- a. advantages: effect on the using projects more easily understood and more clearly shown.
- b. disadvantage: heavy bias against one project
- 6. Independent project
 - advantages: bias of arbitrary allocation removed, simple to identify joint product cost
 - b. disadvantages: format complicated by additional element, difficulty in evaluating alternatives without some allocation of joint cost

TIME PHASING AND DISCOUNTING

I. Time Phasing

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- A. Importance in resource analysis
 - 1. Determination of economic impact
 - 2. Evaluation of inherited assets
- B. Financial measurement
 - 1. Expenditures
 - a. treast y disbursements
 - 2. Program requirements
 - a. obligational authority possessed by Government each year

II. Discounting

A. Definition--the application of some selected rate of interest to measure the differences in importance or preference between income at the present time with anticipated income in the future.

B. Time preference

- To the individual or firm--preference for present income or cost savings over deferred income or cost savings.
- 2. Not so clear in the case of Government--which is not in the business of making resources grow for the future. Main Government interest in maximizing current or wear future capability while living within fixed budgets.
- C. Use in the calculation of risk or uncertainty
 - Possible application to Government decisions and resource planning. While perhaps dangerous for resource estimation where future costs tend to exceed early estimates, may be useful for general planning purposes.
- D. Present value discounting method
 - Amount of money deposited at interest at the beginning of a system life and drawn on for all needs, would reduce to zero at the end of system lifetime.
 - 2. Computations:

$$PY = \sum_{t=1}^{n} \frac{C_{t}}{(1+i)^{t}}$$

where:

PY = present value, t = time period, C_t = cost in time period t, i = interest rate.

E. Interest rate controversy

it

0 - 25% (25% when used as an uncertainty adjustment)

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UNCERTAINTY AND COST-ESTIMATING ERROR

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- I. Requirements Versus Cost-Estimating Uncertainty
 - A. Requirements uncertainty refers to variations due to changes in configuration or force structure.
 - B. Cost-estimating uncertainty refers to variations which occur when the configuration or system is essentially constant.
- II. Requirements Uncertainty

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- A. Number of empirical studies point to requirements uncertainty as the major source of uncertainty in the estimation of aerospace systems and force structures.
- B. Sources of requirements uncertainty
 - Alteration in the original by desired performance characteristics due to changes in the overall strategic picture.
 - Alterations in original design specifications after discovering they will not provide desired performance characteristics.
 - 3. Alterations in originally specified IOC dates.
 - Discovery of errors of omission in establishing requirements for some part of the system.
- C. Requirements uncertainty basically due to the fact that cost estimates are prepared for a fixed, static configuration, while design configuration characteristically undergo frequent and substantial change during their development.
- D. RAND and Harvard Business School studies of the variation in cost estimates from preliminary design through delivery of the operational article have found variations to range as high as a factor of 4 to 1 in some cases and to average about 200 percent. One of these studies suggested a 20 to 30 percent factor as valid for cost uncertainty type errors alone This 20 to 30 percent assumes that the estimates are not political; i.e., deliberately misstated in any way

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- III. Cost-Estimating Uncertainty
 - A. Sources of cost-estimating uncertainty
 - 1. Errors in cost-estimating relationships
 - a. normal regression theory provides <u>an estimate</u> of Y as a function of X within calculable prediction intervals--the formal statistical model accepts the existence of error.
 - 2. Errors in data base
 - a. errors of measurement, errors in the observations from which the relationship had been derived

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- 3. Extrapolation errors
 - a. errors in estimates of Y for values of X beyond those subtended in the data base.
- 4. Price level changes
 - a. extrapolations made by contractors for possible
 wage rate changes and material price changes
 - b. institutional changes in the industry--overhead
- 5. Errors due to aggregation
 - a. differences between estimates made at different levels of aggregation
- 6. Miscellaneous errors pertaining to equipment
 - a. subcontracting structure
 - b. contractor variation
 - c. changes in the manufacturing state of the art
 - d. use of exotic materials
- IV. Treatment of Uncertainty in Cost Analysis

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- A. Limited usefulness of conventional statistical measures such as confidence limits, prediction intervals
 - Small sample sizes-~difficulty of establishing independence among the explanatory variables.
 - 2, Not applicable to key requirement uncertainty problems.
- B. Magic formula approach to the downward bias of aerospace industry estimates.
 - More useful when employed for a large number of cases-may not work in preparing a particular estimate.

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- 2. Up to present such extrapolations are prepared from limited size samples only.
- V. Cost-Sensitivity Analysis

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- A. Individual aerospace system requirements: the examination of how cost changes as key characteristics (including bot², hardware design and operating concept) are varied over their relevant ranges.
- B. Total force structure requirements: the examination of how cost varies with changes in the configuration characteristics of individual systems in a force, changes in force size, and force mix.
- C. Cost-estimating uncertainty: how system or force costs vary due to uncertainties in cost-estimating relationships, errors in basic data, extrapolation error and the like.
- D. Uses of sensitivity analysis
 - Examination of the cost implications of all interesting system and force possibilities.
 - 2. Provides range of cost estimates for future systems rather than individual point estimate.
 - Provides relative measure of the sensitivity or insensitivity of system costs to variations in particular configuration characteristics.
- E. Sensitivity analysis examples
 - Missile system cost versus payload weight versus ground environment satomation.
 - a. insensitivity of cost to payload variation because important elements of cost--guidance, some GSE-not effected by missile size. Possibility of procuring higher payload missiles at relatively minor cost increments.
 - b. sensitivity of cost to ground environment automation and the diminution of system personnel requirements.

 a. significant sensitivity of cost to both mean time to failure and successful launch probability; justification for an extensive R&D program aimed at jupproving guidance reliability.

3. Recoverable versus conventional booster comparison

- a. determination of the level of demand for space transportation which justifies the development and other start-up costs of a new, more efficient vehicle.
- b. effects upon this cross-over point of improvements in the currently operational booster; i.e., either a decrease in cost or increase in payload carrying capability.
- F. Limitations of sensitivity analysis
 - Presents a large volume of difficult 'p-display numbers to a system analyst who really wants o. : figure to run with.
 - Provides no formal measures of uncertainty (statistical) and, therefore, no probability statements.

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3. No guarantee that any given sensitivity analysis has included all the relevant alternatives.

NDIVIDUAL WEAPON SYSTEM INPUTS



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INDIVIDUAL WEAPON SYSTEM INPUTS

ESTIMATED FAILURE RATE \$500 MALFUNCTIONS PER WING PER MONTH; 350 ON MISSILES, 150 ON GROUND CHECKOUT EQPT. MISSILE REMOVED FROM SILO EVERY 15 MONTHS BLACK BOXES. REPAIR OF BOXES TAKES PLACE IN CONTRACTOR OR SERVICE DEPOT. SUPPORT BASE FACILITY REMOVES AND REPLACES FAILED CERIODIC INSPECTIONS AT SUPPORT BASE. 2000 MAN-HOURS REQUIRED PERIODIC INSPECTIONS DER MISSILE. MISSILE ABSENT FROM SILO NO SILO SERVICED BY FIELD CREW RESPONSIBLE MAINTENANCE AND SERVICE FACILITY FOR MAINTENANCE IN SILO DE FOR 5 MISSILES. CREW MOVES FROM ONE MAINTENANCE IN SILO DESILE TO ANOTHER PERFORMING MORE THAN 10 WORKING DAYS. CONFIDENCE CHECKS. MAINTENANCE CONCEPT DATA

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INDIVIDUAL SYSTEM COST CATEGORIES (MANNED AIRCRAFT) FLIGHT TEST VEHICLE PRODUCTION MANUFACTURING MATERIALS SUSTAINING AND RATE SUSTAINING ENGINEERING MANUFACTURING LABOR FLIGHT TEST OPERATIONS DEVELOPMENT SUPPORT DESIGN AND DEVELOPMENT AIRFRAME INITIAL ENGINEERING SUPPORT INITIAL TOOLING TOOLING AIRFRAME OTHER FLIGHT TEST AVIONICS ENGINES SYSTEM TEST AVIONICS DDT & E COSTS ENGINES

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INDIVIDUAL SYSTEM COST CATEGORIES (CONT) (MANNED AIRCRAFT)

DINITIAL INVESTMENT COSTS **P FACILITIES**

D PRIME MISSION EQUIPMENT

AIRFRAME

MATERIALS SUSTAINING ENGINEEDING MANUFACTURING LABOR SUSTANING AND RATE MANUFACTURING TOOLING OTHER

ENGINES

SUPPORT AIRCRAFT AVIONICS LIND

AGE

OTHER EQUIPMENT

STOCKS

SPARES

PERSONNEL TRAINING

INITIAL TRAVEL

INITIAL TRANSPORTATION

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INDIVIDUAL SYSTEM COST CATEGORIES (CONT) (MANNED AIRCRAFT) LABOR DANNUAL OPERATION COSTS MANUFACTURING D PME REPLACEMENT FACILITIES R & M AIRFRAME

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MANUFACTURING LABOR MANUFACTURING MATERIALS SUSTAINING AND RATE TOOLING SUSTAINING ENGINEERING OTHER

ENGINES

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DUNIT SUPPORT AIRCRAFT MAINTENANCE AND POL

AGE REPLACEMENT AND MAINTENANCE

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DERSONNEL REPLACEMENT TRAINING

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ANNUAL TRAVEL

ANNUAL TRANSPORTATION

ANNUAL SERVICES

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ILLUSTRATIVE FORMAT FOR PRESENTING SUMMARY OF TOTAL FORCE STRUCTURE COST ESTIMATES

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FORCE STRUC	300		M	BHACH	MOG3 ~	15 (0	0 5 00	F 784	9		Nadici	210	ZES (1 30	à		S S S	3	8	ILAE	1	
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STRATEGAC 8-47 8-52 8-58 8-58 84 - 68 SM - 80 SM - 80 51440 STPATEGAC																						
TOTAL STRATEGIC			+-	<u>†</u> +	╞						<u> </u>		┢─	-							$\left - \right $	
DEFENSE F-101, 102 F-104, 106 IM-99 AEW BMEWS OTHER DEFENSE																						
TOTAL DEFENSE			 																			
TACTICAL F-104, 105 TM-76 TR00P CADDIED OTHED TACTICAL																						1
TOTAL TACTICAL						Ĩ								-		_			┫	-	-	- 1
MISC MATS OTHER UNALLACATE																						
TOTAL MISC															-	_			1	┨	🛉	
GRAND TOTAL																						

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LONG RANGE

- WIDE RANGE OF ALTERNATIVES
 (BOTH FOR HARDWARE AND PROPOSED OPERATIONAL (ONCEPTS)
- **2** GREAT UNCERTAINTY
- Specifications and descriptions of alternatives may be sketchy, paucity of information generally
- HIGH DEGREE OF ACCURACY IN COST ESTIMATES IS NOT POSSIBLE, EMPHAS'S ON TREATING THE ALTF'SNATIVES CONSISTENTLY
- S EMPVASIS ON COMPARATIVE OP PELATIVE COSTS, LOOKING FOR MAJOR DIFFERENCES IN COST AMONG THE ALTERNATIVES TO DO THE SPECIFIED JOB

SHORT RANGE

- () FEW ALTERNATIVES (HARDWARE ESSENTIALLY "GIVEN")
- 2 SMALL DEGREE OF UNCERTAINTY
 - C DETAILED DESCRIPTIONS; RELATIVELY GOOD INFORMATION
- HIGH DEGREE OF ACCURACY REQUIRED, AND IS, IN GENERAL, POSSIBLE OF ATTAINMENT
- S EMPHASIS ON ABSOLUTE VALUES

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LONG DANGE

- G EMPHASIS ON PRESENTING RESULTS OF RESOURCE ANALYSIS IN TERMIS OF INTEREST TO THE LONG-RANGE PLANNER: "END PRODUCT" OR MISSION-ORIENTED INCREMENTAL COSTS
- (7) BECAUSE OF WICE RANGE OF ALTER-NATIVES AND HIGH DEGREE OF UNCERTAINTY, EMPHASIS ON DEVELOPING A RANGE OF "TIMATES; "COST-SENSITIVITY ANA"
- B EMPHASIS ON USE OF GENERALIZED ESTIMATING RELATIONSHIPS

SHORT TERM

- EMPHASIS ON DEVELOPING AND PRESENTING ESTIMATES IN TERMS OF ADMINISTRATIVE AND IMPLEMENTATION ORIENTED CATEGORIES
- C EMPHASIS ON DEVELOPMENT OF "POINT ESTIMATE": LIMITED USE OF SENSITIVITY ANALYSIS
- (B) EMPHASIS ON COSTING OUT A DE-TAILED SET OF SPECIFICATIONS

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FORMS OF ESTIMATING EQUATIONS

 $\cos t = \alpha_0 + \alpha_1 x_1 + \alpha_2 x_2$

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$$ost = \alpha_0 x_1^{b_1} x_2^{b_2}$$

$$\cos T = \alpha_0 + \alpha_1 x_1^{p_1} + \alpha_2 x_2^{p_2}$$

WHERE X_i IS A SYSTEM PARAMETER, AND a_i and b_i are numerical constants. and the stand of the stand and a second



(CRITERIA FOR THE INCLUSION OF EXPLANATORY VARIABLES) DERIVING COST ESTIMATING RELATIONSHIPS

- LOGICAL OR THEORETICAL RELATION OF THE VARIABLE TO COST
- CONTRIBUTION TO THE EXPLANATION OF COST STATISTICAL SIGNIFICANCE OF THE VARIABLE'S
- THE VARIABLE TO THE EXPLANATION OF COST INDEPENDENCE OF THE CONTRIBUTION MADE BY

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LOG LINEAR COST QUANTITY CURVES

UNIT CURVE

$$c = dx^{-d}$$

$$c = dx^{-d}$$

$$c = \frac{d}{N} \sum_{\substack{X = 1 \\ X = 1}}^{N} x^{-b}$$

$$ASVMPTOTE APPROACHED BY CUMULATIVE
AVERAGE CURVE
$$c = \frac{d}{1-b} x^{-b}$$

$$c = cost$$

$$c = cost$$

$$x = production quantity$$$$

 $\mathbf{D}_{\#}$

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MATRIX OF MISSILE AGE ESTIMATING RELATIONSHIPS BY TYPE OF EQUIPMENT AND LOCATION

/		-	2	3	々	
•	TYPE LOCATION	LAUNCHER	BLOCK- HOUSE	k Rear ¢ Rear Area	MOBILE/ GENERAL	TOTAL BY TYPE
	ELECTRICAL & ELECTRONICS	E ₁₁	E 12	E ₁₃	E ₁₄	$\sum E_{ij}$
2	MECHANICAL & STRUCTURAL	E ₂₁	I	×××	×××	XXX
N	HYDRAULIC & PNEUMATIC	E ₃₁	1	×××	×××	×××
4	INTERCONNECTIONS	E41	I	×××	l	×××
	TOTAL BY LOCATION	Σeil	XXX	***	XXX	ΣΣείj

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ALTERNATIVE METHODS OF ALLOCATING INTERRELATED SPACE PROGRAM RESOURCE REQUIREMENTS
PROPORTIONAL FIRST INDEPENDENT ALLOCATION USER PROJECT STATUS
LUNAR PROGRAM AREA
APULLU
EAPTH OPBITAL PROGRAM AREA
LORL (24 MAN STATION)
PLANETARY PROGRAM AREA MARS LANDING 10Y
BOOSTER DEVELOPMENT
OTHER NON ALLOCABLES
TOTAL

300

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10.00

120

PRESENT VALUE DISCOUNTING

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A STRUCTURE BAR BAR STRUCTURE

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$$PV = \sum_{t=1}^{N} \frac{c_t}{(1+i)^t}$$

PV = PRESENT VALUE

- t = "TIME PERIOD
- C_t = COST IN TIME PERIOD t
- i = interest rate
- N = TOTAL NUMBER OF TIME PERIODS IN WHICH EXPENDITURES OCCUR

in the

COST ESTIMATING UNCERTAINTY

CHANGES IN THE MFG. STATE OF THE ART ERRORS IN COST ESTIMATING RELATIONSHIPS MISC. ERRORS PERTAINING TO EQUIPMENT SUB-CONTRACTING STRUCTURE USE OF EXOTIC MATERIALS ERRORS DUE TO AGGREGATION CONTRACTOR VARIATION EXTRAPOUNTION ERRORS ERRORS IN DATA BASE PRICE LL ... L CHANGES

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