



**COST OF BASE REALIGNMENT
ACTIONS (COBRA)
JOINT PROCESS ACTION TEAM
(JPAT)**

CHARTER

September 2003

COBRA JPAT CHARTER

1. INTRODUCTION.

Purpose. This document constitutes the Charter for the Joint Process Action Team (JPAT) that is responsible for the Cost of Base Realignment Actions (COBRA) Model update in support of BRAC 2005.

2. JPAT MISSION AND CONCEPT.

Authority. OSD Policy Memorandum #1 states that the COBRA model will be “upgraded and loaded with revised standard cost assumptions”¹ for BRAC 2005. The Army is the lead Service for COBRA and will ensure its development/update for BRAC 2005. To prepare for the model’s validation, the Army will conduct the JPAT to update COBRA standard factors and enhance the model to capture new technologies, business practices, and Joint Service requirements.

Mission. The JPAT will provide an auditable COBRA cost model for the Services and the Joint Cross Service Groups (JCSG) to use during BRAC 2005 scenario analysis no later than February 1, 2004.

Concept. COBRA has not been used since BRAC 95. Issues concerning subjects such as privatization, partnerships, and contracted work all need to be integrated into COBRA. Also technology has allowed us to collect more specific data and avoid national averages. Because of this, the JPAT was formed to do the following:

- a. Provide the Services and the JCSG’s COBRA training to ensure understanding of existing COBRA data, functionality, limitations, and possible updates.
- b. Verify and validate model inputs and outputs.
- c. Review, refine, and verify model algorithms, operations, and functionality.
- d. Ensure that COBRA complies with BRAC 2005 Public Law.
- e. Revise and enhance the COBRA model as dictated within the JPAT.
- f. Ensure COBRA is operational no later than February 1, 2004.

¹“Transformation Through Base Realignment and Closure (BRAC 2005) Policy Memorandum One – Policy, Responsibility, and Procedures”, April 16, 2003, page 6.

3. RESPONSIBILITIES AND MEMBERSHIP.

Organizational Structure.

a. Membership.

- 1) Executive Agent – DASA (IA)
- 2) Full-time members.

Army Executive Agent's Representative
DoD BRAC Office (2)
JCSG's (2 ea.)
Services (2 ea.)
DLA (2)

- 3) Observers.

GAO (2)
AAA (2)
DoD IG (2)

- 4) R&K Engineering provides contractor support.

The JPAT will invite additional participants such as representatives from Defense Agencies or subject matter experts as needed to support JPAT analysis.

b. Responsibilities.

- 1) Executive Agent.

- i. Oversees the work of the JPAT
- ii. Assigns a representative to provide program management and contractor supervision for the COBRA Model.
- iii. Presents modification recommendations to the Infrastructure Steering Group (ISG).
- iv. Provides contractor support for COBRA JPAT proceedings and products.

- 2) JPAT members - Responsible for the following:

- i. COBRA content and accuracy with a focus on the standard factors and underlying algorithms.
- ii. Review the BRAC 2005 Public Law and ensure that COBRA complies.
- iii. Provide a finished product by February.

- 3) Executive Agent's Representative – Organizes meetings, prepares read ahead, conducts meeting, and compiles results and issues for presentation to the executive agent.
- 4) Member subject matter experts – Must be readily available to participate in the JPAT process as required.

c. Meetings.

- 1) The JPAT will convene every Thursday starting August 7; the meetings will begin at 0900 and will continue until completion.
- 2) The Executive Agent's Representative will issue a read ahead every Monday of each week to present the topics for the Thursday meeting.
- 3) JPAT members should familiarize themselves with the read ahead topics, determine what issues will affect their organization, and be prepared to discuss these issues and their positions at the weekly meeting.
- 4) Special topic working group meetings will be held Wednesday of each week. Only those members that have specific issues and invited subject matter experts will attend the special topic meetings.

3. SUPPORT.

- a. The JPAT will convene all meetings at R&K Engineering. Special topic meetings could be convened in the Army Basing Study (TABS) Group's conference room.
- b. All members of the JPAT will be solicited for special topics. Special topics will be submitted to the Army representative by August 7.
- c. JPAT approval process.
 - 1) The JPAT will use a consensus decision-making process to prepare recommendations.
 - 2) The Executive Agent's Representative will compile recommendations, including minority opinions, and present them to the Executive Agent for a decision.

- 3) The Executive Agent will present the recommendations to OSD and the Services for coordination.
 - 4) Recommendations and residual issues will be presented to the ISG for final resolution.
- d. R&K Engineering will prepare and distribute meeting minutes. All unresolved issues will be deferred until the JPAT members can complete additional research or coordination. The recorders will incorporate these taskings and their associated suspense dates in the meeting minutes.

4. COORDINATING INSTRUCTIONS

- a. The JPAT will only consider cost related factors to compare used to determine a stationing alternative's overall cost.
- b. The JPAT does not resolve policy issues, but bring identified costing issues to the Executive Agent.
- c. In order to maintain their status as independent agencies, GAO, DoD IG, and AAA are present only to observe the process. They can advise the JPAT on issues, but they are not voting members and do not make managerial decisions.

5. CHARTER CANCELLATION AND MODIFICATIONS.

Modifications to this charter will be approved by the JPAT.



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Attachments (4)

- Appendix A Milestones
- Appendix B Proposed Schedule
- Appendix C List of Standard Factors
- Appendix D Algorithm Examples
- Appendix E References

Appendix A

Milestones

Dates	Event
July 19	JPAT kick-off meeting
July 29 to August 1	Initial COBRA training (JPAT only)
August 7	Suspense for special topics
August 7 to November 20	JPAT working group sessions (12 weekly sessions every Thursday at 0900 until completion, location TBD)
December 8	COBRA beta testing for one week
1 st week of January 2004	COBRA final delivery
2 nd week of January 2004	COBRA user training
February 1, 2004	COBRA operational

Appendix B

Proposed Schedule

AUG 7	Construction
AUG 14	Civilian/Military Pay
AUG 21	Privatization/Leases
AUG 28	Transportation Relocation
SEP 4	Industrial Base
SEP 11	SRM
SEP 18	Information Technology
SEP 25	COBRA User Special Instructions
OCT 2	Reserve Issues (+) Tenants
OCT 9	BOS
OCT 16	NPV / ROI / Leases
OCT 23	Environment
OCT 30	Medical TriCare
NOV 6	S/RM revisited
NOV 13	Standard Factors

Appendix C

CURRENT STANDARD FACTORS	
Family Quarters (SF)	Design
Enlisted Housing Milcon	SIOH
SRM Buildings Index(SQ FT)	Contingency
BOS Index (Population)	Site Prep
Average Unemployment Costs/Week	Officers Married
Unemployment Eligibility/Weeks	Enlisted Married
Civilian Turnover	Home Ownership Rate
Civilian Early Retirement	NPV/ROI Discount Rate
Civilians Regular Retirement	NPV ROI Inflation Rate
Civilian RIF Pay Factor	Appropriation Rpt Inflation Rates
Civilian Retirement Pay Factor	Officer Salary
Priority Placement Service (PPS)	Officer BAQ w/Dependents
PPS Involving PCS	Enlisted Salary
Civilian PCS Cost	Enlisted BAQw/Dependents
New Hire Cost	National Median Home Price
Civilian Salary	Home Sale Reimburse Rate
Horizontal - Aircraft Pavement (SY)	Max Home Sale Reimbursement
Operational (SF)	Home Purchase Reimburse Rate
Administrative (SF)	Max Home Purc Reimburse Rate
Storage Facilities (SF)	Homeown Asst Prog Factor
Dining Facilities (SF)	Homeown Asst Prog Receiving
Ammunition Storage (SF)	Relocation Svcs Ent Factor
Medical Facilities (SF)	Relocation Svcs Ent Receiving
Aviation Maintenance (SF)	Material/Assigned Person
Vehicle/DOL Maintenance (SF)	Officer HHG Weight
Active Tng/Ins (SF)	Enlisted HHG Weight
Reserve Tng/Ins (SF)	Military HHG Weight
Guard Tng/Ins (SF)	Civilian HHG Weight
Base Community Fac (SF)	Total HHG Packing Cost- 100lbs
Enlisted UPH (SP)	Equipment Packing and Crating
Enlisted UPH (SF)	Military Lt Vehicle Cost
BT Barracks (SP)	Heavy/Special Vehicle Cost
BT Barracks (SF)	POV Reimbursement Cost
Officer UPH (PN)	Air Transport Cost
Officer UPH (SF)	Miscellaneous Expenses
Land Vehicle Fuel Storage (GA)	Average Military Tour Length
Aircraft Fuel Storage (GA)	Routine PCS Costs
Org Parking (SY)	One-time PCS Costs- Off
NoN- Org Parking (SY)	One-time PCS Costs- Enl
Program Mgmt Factor	Family Quarters Avg Size
Caretaker Admin Space	Rehab vs New Constr Cost
Mothball Cost	Info Mgmt Acct Costs
Bach Qtrs (UEH) Average size	

Appendix D

Example Algorithm

There are two manuals that accompany COBRA. The first is the user's manual and the second is the algorithm documentation manual. An example from the algorithm documentation manual is below.

SRM Costs, Savings, and Net Costs [Overhead]

The Net SRM Cost for an installation is the difference between the installation's Revised SRM Cost and Actual SRM Cost.

The Actual SRM Cost is the Cost of SRM to the installation without stationing action. This is equal to the SRM Non-Payroll Cost from input screen 4.

The Revised SRM Cost is the Cost of SRM in each year due to stationing actions. This is equivalent to the SRM Non-Payroll Cost divided by the Total Facilities (Screen 4) to the power of the SRM Index (Standard Factors Screen 2) times the Current Facilities raised to the power of the SRM Index.

The Current Facilities in a given year is the Total Facilities minus the Facilities Shut Down (Screen 5) times the Shut Down Half Year Time-Phasing plus (for years greater than 1) the Total Square Footage Added times the Military Construction Cumulative Time-Phasing.

Total Square Footage Added is the total of all New Construction fields on Screen 7 for projects measured in Square Feet (excluding Family Quarters but including Bachelor Quarters, converted from Eaches to SF using the Average Bachelor Quarters Size on Standard Factors Screen 2 if necessary; see Standard Factors Screen 4 for Unit Measure of MilCon projects).

SRM Changes are savings if the installation is a net losing installation (total change in SRM and BOS costs are less than zero). SRM Changes are costs in all other situations.

Beyond-Year SRM Costs, Savings, and Net are calculated in the same way, except that all construction and shutdown is complete.

EQUATIONS:

$$\text{Net SRM} = \text{Revised SRM Cost} - \text{Actual SRM Cost}$$

$$\text{Actual SRM} = \text{SRM Non-Payroll Budget}$$

$$\text{Revised SRM} = \frac{\text{SRM Non-Payroll}}{\text{Total Facilities}^{\text{SRM Index}}} * \text{Current Fac}^{\text{SRM Index}}$$

$$\begin{aligned} \text{Current Facilities} &= \text{Total Facilities} \\ &- (\text{Facilities Shut Down} * \text{Shutdown Half Year Time Phase}) \\ &+ (\text{New SF Constructed} * \text{MilCon Cumulative Time Phase}) \end{aligned}$$

[Construction is considered starting in year two]

Appendix E

References

“Algorithm Documentation; COBRA Cost of Base Realignment Actions”, R&K Engineering, April 2003.

“COBRA Manual”, R&K Engineering, June 2003.

“Transformation Through Base Realignment and Closure (BRAC 2005) Policy Memorandum One – Policy, Responsibility, and Procedures”, April 16, 2003.