VALUE ENGINEERING PROGRAM

~ November 2009 ~

CONNECTICUT DEPARTMENT OF TRANSPORTATION
BUREAU OF ENGINEERING AND CONSTRUCTION
Office of Quality Assurance

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bcc: Thomas A. Harley-Richard T. Jankovich – Rabih M. Barakat
James A. Fallon – Mohammed Bishtawi
James H. Norman

December 9, 2009

Ms. Amy Jackson-Grove
Division Administrator
Federal Highway Administration
628-2 Hebron Avenue, Suite 303
Glastonbury, Connecticut 06033

Dear Ms. Jackson-Grove:

The Department of Transportation's (Department) Office of Quality Assurance recently completed the attached Value Engineering Program document for the Federal-aid highway program. This document was developed in consultation with Mr. Timothy Snyder of your staff.

The Department endorses this document for the management of our Value Engineering program and requests your concurrence. Please indicate your approval on the line below and return to the Department. If you have any questions, please contact Mr. James Fallon at 860-594-2975.

Very truly yours,

Thomas A. Harley
Bureau Chief
Bureau of Engineering and Construction

FHWA Approval: David W. Hardone 12/21/09

for Amy Jackson-Grove
Division Administrator

Date

Introduction

Value Engineering (VE) is a systematic process using a team from a variety of disciplines to improve the value of a project through the analysis of its functions. The VE process incorporates, to the extent possible, the values of design, construction, maintenance, contractors, state, local and federal approval agencies, other stakeholders, and the public.

In accordance with **23 CFR Part 627**, State highway agencies must establish programs to assure that VE studies are performed on all Federal-aid **highway projects** on the NHS (National Highway System) with an estimated cost of $25 million or more and for **bridge projects** with an estimated cost of $20 million or more. The Office of Quality Assurance, in cooperation with the design team, should identify and implement VE studies on additional projects with characteristics or factors that may offer improved value. Factors may include more than one alternative, complexity, fast track scheduling, controversial components, innovation, traffic impacts or scope creep.

Projects meeting the underlined criteria above must have a documented VE study performed in a timely manner. Failure to conduct a VE study as stipulated by federal requirements may result in delays in authorization of construction funds for those federal-aid projects meeting the criteria that have not had a Value Engineering study performed.

Previously, VE studies were conducted through the Department's Consultant Design Division as an adjunct to the selected project's scope of services. The oversight of the Value Engineering program is now administered by the Office of Quality Assurance (OQA).

This document will serve as a guideline to maintain the Value Engineering Program within the Connecticut Department of Transportation. As such, the document itself will be subject to revision and maintenance as needed. Any modifications/updates to this document should be coordinated with the Federal Highway Administration (FHWA).

Value Engineering Program Overview

The Connecticut Department of Transportation will administer a Value Engineering Program wherein certain projects in design will be systematically reviewed for potential cost savings. A Value Engineering team will typically meet for a one week period and present their recommendations to the Department's designer(s) for evaluation and, if acceptable, implementation.

The VE study will have the following objectives:

- Increase value
- Maintain function and scope
- Minimize life cycle costs
- Encourage innovation
- Highlight potential cost reduction on transportation improvement projects
- Produce a higher quality, more efficient transportation project

Project Selection

The trigger for Value Engineering studies to be warranted is first evident at Project Scoping when the Department's design team estimates that the preliminary total project costs, including Environmental studies, Preliminary Engineering, Final Design, ROW and Construction costs of the project, will exceed the identified cost criteria (see below). At any time during the project development that the Engineer's Estimate indicates the total project costs will exceed the identified cost criteria, the Design Project Manager is to notify OQA that a VE study must be implemented.

The current cost criteria for a VE study are as follows:

Federal-aid highway projects on the NHS	$25 Million or more estimated project cost
Federal-aid bridge projects	$20 Million or more estimated project cost

Other projects may also be selected for VE studies. In addition to the cost, other issues adding to the complexity of the project design should be considered in the selection process. These complexities may include: critical constraints, difficult technical issues, expensive solutions, external influences, or complicated functional requirements. The types of projects that usually provide the highest potential for value improvements are:

- Projects with alternate solutions which vary the scope and cost
- New alignment or by-pass sections
- Widening existing highways for capacity improvements
- Major structures
- Interchanges on multi-lane facilities
- Projects with extensive or expensive environmental or geotechnical requirements
- Difficult materials requirements or inferior material sources
- Major reconstruction of existing highways
- Projects with major traffic control
- Projects with multiple stages

OQA personnel will track all potential projects due for VE studies. The initial indicator tool is the Department's "Working Schedule of Federal-Aid Obligations" compiled by the Office of Capital Services. OQA compiles and updates a list of projects due for Value Engineering studies, adding or removing projects as project estimates go through refinements. OQA shall ensure that a listing of all federally funded projects planned for VE studies is forwarded to FHWA on a semi-annual basis. The Department's designers will play a major role in identifying candidate projects for VE studies.

Whenever a VE study is required, the project's budget and schedule should be adjusted to reflect the additional resources necessary to complete the study.

VE Study Levels

The Department has established two (2) levels of Value Engineering studies: Level A, and Level B. The level chosen will dictate the composition of the study team and the scope of the procedures to be followed.

The **Level A study** is the most comprehensive and should be considered for complex projects, new construction, capacity improvements, and major reconstruction. This level will typically involve task-based consultant engineers with particular expertise relating to the type of project under study.

The **Level B study** should be considered for "maintenance" type work (paving, guiderail, drainage improvements) and replaced-in-kind work where no additional capacity is gained. Level B studies may be completed by task-based consultant or in-house staff.

Once a project is selected for study, OQA and the design team will determine the level of study and composition of study team. Later sections of this document contain more specific information about the personnel and procedures to be utilized in Level A versus Level B studies.

Timing

The timing of when to conduct the VE study is important. The Department has completed studies at various times in the project schedule. Many projects have gone all the way to final design before a VE study is done. When a study is done at that late of a stage, it is costly and difficult to implement any recommendations from the VE study. It is recommended that the VE study be completed as early in the design process as possible. VE is more effective and influential on performance, quality, and cost of a project when done relatively early in the project schedule.

When 30% plans of projects due for VE studies are available, OQA will begin to assemble a study team. OQA will be responsible for scheduling the location(s) and necessary personnel, both Department and Consultant, to conduct the VE study.

Study Team

The Value Engineering study team, either Level A or Level B, must be totally independent of the design team and will typically consist of a Team Leader and five to seven other members with expertise in various specialties related to the project. OQA will coordinate with the project designer to determine the engineering disciplines that should be represented on the VE study team. When necessary or appropriate the OQA may also utilize a consultant engineering firm specifically contracted by the Department for VE services to assemble the team. For each VE effort initiated, OQA shall ensure FHWA is offered the opportunity to attend and participate. (FHWA Major Projects Team Leader 860-659-6703 ext. 3008)

To ensure a productive and focused VE effort, the Team Leader should be a Certified Value Specialist (CVS), certified by SAVE International, or a Professional Engineer registered in the State of Connecticut, with a minimum of ten years of experience related to roadway or bridge design, roadway or bridge construction, maintenance or a specific engineering discipline required by the project. For a Level A study the Team Leader should be a CVS who has experience with VE studies. Level B studies can be led by either a CVS or a CT registered Professional Engineer.

The other team members shall have diverse areas of expertise with concentration on the major challenges/problem areas anticipated within the project (traffic, structures, soils, paving, etc.) and general knowledge in design, construction, rights-of-way, maintenance and/or traffic operations. Level A team members will typically be staff from a consultant engineer firm specifically contracted by the Department to conduct VE services. Level B team members may be in-house or VE consultant engineers or a combination of the two.

The project designers (Department and/or consultant), will also participate in the VE as required to provide plans, special provisions and estimates, as well as to present the project overview and conduct project site field reviews. The project designers will be expected to attend the VE sessions to answer design specific questions and to hear the oral presentation on the last study day so they can begin to review the recommendations made.

The Office of Quality Assurance will coordinate the activities of the VE study team, including providing manuals and reference materials, providing access to a conference room with any needed electronic equipment, arranging for site visits and any other materials that may be considered necessary. Level B studies will most likely occur within the DOT Newington Headquarters building. Some Level A studies may be held at a consulting engineer's office within the state.

A Value Engineering Study Requirements Checklist is included in Appendix A.

Study Procedures – VE Job Plan

The VE study by either the Level A or Level B VE study team should be conducted using a VE Job Plan which includes the following generally recognized steps:

- **Design Presentation/Site Visit** - Look at the overall project, its location and existing conditions. Begin to understand the design philosophy used.
- **Investigation Phase -** Investigate the background information, technical input, reports (such as traffic, soils, hydraulic, environmental, accidents) and field data, function analysis, team focus, and objectives.
- **Speculation Phase -** Be creative and brainstorm alternative proposals and solutions.
- **Evaluation Phase -** Analyze alternatives, technical evaluation, life cycle costs, documentation of logic, and rationale.
- **Development Phase** - Develop technical and economic supporting data to prove the feasibility of the desirable concepts or ideas. Develop team recommendations. Recommend long-term as well as interim solutions as applicable.
- **VE Presentation Phase** - Present the findings and recommendations of the VE team in an oral presentation at the conclusion of the study. The findings and recommendations shall also be described in a written report following the completion of the VE study. In many cases, the way the findings are presented can be as important as the findings themselves.
- **Implementation Phase** - The recommendations formulated by the VE study team are given a fair and thorough evaluation by the appropriate managers of the Department. Prepare an implementation plan including the response from the managers and a schedule for accomplishing the recommendations.
- **Audit Phase** - Establish a record system to track the results and accomplishments of the VE program and to compile the appropriate statistical analysis as requested by management personnel.

The Investigation through VE Presentation phases will usually be scheduled by OQA and typically lasts one week for both Level A and Level B studies. Some Level B studies will be conducted in less than one week. The VE study team shall prepare a draft written report to be delivered within two weeks following the VE Presentation phase so the reviewers can evaluate the recommendations. The draft written report is typically rough, sometimes including handwritten notes, etc. and is distributed to the reviewers only, so they can begin the review of recommendations in a timely manner and not have to wait for the final report. The final report will be forwarded to all interested parties and filed with the project records. The final VE report

is more "polished" and is independent of the results of the review of recommendations. It does not contain information about which recommendations were incorporated into the project or rejected.

The reviewers will include, but not be limited to, the project's designers, DOT personnel from Consultant Design, Hydraulics and Drainage, Soils and Foundations, Environmental Planning, Traffic, Construction, Maintenance and FHWA. The recommendations will go through an objective review and the length of time for the review may vary depending on project complexity, but should be limited to one month. There may be some discussion between the reviewers and the VE team to resolve any issues that arise regarding the recommendations. The various reviewers will submit their comments to Design to recommend implementation or rejection of the individual VE study recommendations, similar to a plan review process.

Ultimately the Project Manager in Design, in consultation with the various Department Units/Sections involved with the project, will determine which VE recommendations will be developed into the project, as well as documenting the rationale for not progressing the other VE recommendations.

The Implementation Phase concludes when Design notifies the FHWA by letter (See Appendix B for sample letter) outlining all the VE recommendations, and detailing the approved VE recommendations which will be incorporated into the design of the project, and the estimated cost savings from the approved recommendations. The recommendations which have been rejected must be also be justified in the letter. The Department shall document the date of the letter and reference the VE study completion when transmitting the PS&E document for approval.

The Office of Quality Assurance will initiate the Audit Phase once the final approved and rejected recommendations are developed by tracking pertinent VE information on the project. As the project plans and specifications progress through 60%, 90% and final design, the Engineer's Estimate will be logged in a database. When the project is advertised, subsequent bids are opened, and throughout the construction, OQA will continue to track the costs. Of course, there will be no absolute way to compare the costs of the implemented VE recommended design to the initial design.

VE During Construction

The Department has a Value Engineering provision within Division I of its *Standard Specifications for Roads, Bridges and Incidental Construction* (Form 816) wherein a Contractor may propose changes to a project of any size for potential cost savings. Article 1.09.02 outlines the steps necessary for a Value Engineering Change Proposal (VECP) to be approved by the Department. Generally, the process is carried out by the Office of Construction with input from the project Designer(s). The Office of Quality Assurance maintains a database where VECP's are tracked for future reference, Lessons Learned information and for inclusion in the yearly report to the FHWA.

Program Monitoring and Reporting

OQA prepares the annual report to FHWA outlining the numbers of projects that have undergone Value Engineering studies and Value Engineering Change Proposals. A copy of the most recent FHWA reporting form can be found in Appendix C. The Office of Quality Assurance shall be responsible for all VE data management, including the annual FHWA reporting form.

Additionally, tracking the VE recommendations, VE recommendations implemented, cost savings projected and cost savings realized will assist in identifying trends, lead to more effective designs and influence other VE efforts. OQA will regularly review the results of past VE studies and implement strategies, as warranted, to disseminate this information back to the Design teams and other Department personnel as appropriate.

Beyond the necessary reporting, the information obtained from the various VE studies helps all involved to think about alternative ways to look at problem solving and design methods.

Appendix A: VE Study Requirements Checklist

Project-Related Input* (Study Package)

- Design File
- Quantities
- Estimates
- Right of Way Plans
- Geotechnical Reports
- Plan Sheets
- Environmental Documents
- Cross Sections and Profiles
- Land Use Maps
- Contour Maps
- Quadrant Maps
- Accident Data
- Traffic Data
- Large-Scale Aerial Photographs
- Vicinity Map
- Hydraulic Report
- Aerial Photos
- Existing As-Built Plans

Study-Related Facilities and Equipment

- Room with a large table and adequate space for the team
- Telephone
- Network computer access (if available)
- Vehicle or vehicles with adequate seating to transport the VE team for a site visit**
- Easel(s) and easel paper pads
- Marking pens
- Computer projector
- Masking and clear tape
- Design Manual
- AASHTO Design Book
- Standard Plan Sheets
- Standard Specifications
- MP Log
- Bridge List
- Scales, straight edges and curves
- Field Tables
- Calculators
- Power strip(s) and extension cords

* Not all information listed may be available to the team, depending on the stage of the project.
** If a site visit is not possible, provide video of the project.

Appendix B: Sample Letter to FHWA

Date_____

Division Administrator
Federal Highway Administration
628-2 Hebron Avenue, Suite 303
Glastonbury, Connecticut 06033

Dear_____:

Subject: Value Engineering Study
State Project No. _____
FAP No. _____
Description_____
Town(s) _____

Enclosed is a copy of the Value Engineering (VE) Report, together with a copy of the responses to the VE proposals, for the subject project. These documents are the culmination of the VE workshop conducted _____ through _____.

Three (3) recommendations were generated by the VE Team and further developed into proposals. The advantages, disadvantages, and cost savings of each proposal were evaluated, as follows.

VE Proposal Number	VE Proposal	Estimated Savings	Comments

Of the three (3) proposals, the following one (1) proposal will be incorporated into the final contract documents:

- _____

The potential cost savings of implementing this proposal is estimated to be $.

If you have any questions concerning this material, please contact _____ at 860-594-____.

Very truly yours,

Signature
Title
Office of Quality Assurance

Enclosures

Appendix C: FHWA Annual Report Form

Part 1 –Value Engineering Program

Number	Question	Background and Instructions
1a	**Does your DOT have a formal VE Program**? *Yes/No*	Answer "Yes" if your DOT has a documented plan or policy statement that identifies the elements and components of a VE program.
1b	**Briefly describe your DOT's documented VE policies or procedures.** *Brief Narrative*	If your DOT has processes for delivering the VE Program and conducting VE studies documented in a Project Development or Design manual or other location, briefly summarize the following: • Processes used to develop the multi-year VE program; • Processes used to ensure VE studies are conducted on all required projects, including those projects administered by local agencies; • Processes for reviewing, accepting or rejecting VE recommendations; • Processes for tracking and monitoring VE studies and the implementation of recommendations.
1c	**If available, provide the current links to your DOT's VE-related Web sites**	Provide links to any Web sites currently available that contain your DOT's: • General VE Program information • VE Policies and Guidance • VE Processes and Procedures
2a	**Does your DOT monitor the performance of the VE Program?** *Yes/No*	Answer "Yes" if your DOT monitors its performance at a programmatic level.
2b	**Does your DOT evaluate and report on the performance of the VE Program?** *Yes/No*	Answer "Yes" if your DOT prepares an annual report that evaluates the performance of the VE Program.
2c	**Does your DOT utilize performance measures to assess the effectiveness of the VE Program?** *Yes/No*	Answer "Yes" if your DOT tracks performance measures other than those already required by this survey.
2d	**If the answer to 2b is "Yes", please briefly describe.**	If the answer to Question 2a was "Yes", indicate the additional performance measures that are utilized.
2e	**Does your DOT monitor and oversee VE studies conducted by local authorities?** *Yes/No*	
2f	**If the answer to 2e is "Yes", briefly describe.**	

3a	**Describe any successful practices your DOT uses in the delivery of the VE Program.** *Brief Narrative*	Briefly describe individual practices or policies that enable VE studies to be conducted in a successful manner.
3b	**Describe any successful practices your DOT uses to encourage more successful implementation of VECPs during construction.** *Brief Narrative*	Briefly describe individual practices or policies that enable VE Change Proposals to be implemented in a successful manner.
4a	**Identify the typical project factors and associated measures that your DOT requires to be analyzed on VE Studies.** **Examples:** **Factor** **Measure** **Safety** **Crashes** **Traffic flow** **Delay** **Cost** **$$$** *Brief Narrative*	Identify and briefly describe how project functions (e.g., traffic, safety) are typically addressed during the Investigation, Speculation, and Evaluation phases of your VE analyses; explain the typical level of effort expended in analyzing these critical project functions.
4b	**Does your DOT incorporate a Life-Cycle Cost Analysis during the VE study?** *Yes/No*	
4c	**If the answer to 4b is "Yes", please explain.** ***Brief Narrative***	Summarize your DOTs use of life cycle cost analyses while conducting VE studies; indicate whether they are conducted as part of the study directly, if the study incorporates an independently conducted life cycle cost analysis, etc.
4d	**Describe when VE studies are generally conducted by your DOT for design-bid-build projects.** *Brief Narrative*	Identify the most common point in the project development process (planning, 0-30%; 30-70%; 70% or later) when VE studies typically occur at your DOT.
4e	**Describe how and when VE studies are generally conducted by your DOT for design-build projects.** *Brief Narrative*	Identify the point in the project development process (e.g., planning, prior to issuance of RFP, after issuance of RFP) when VE studies typically occur. Briefly detail the approach taken to conducting the study based on the stage of the project when the study was conducted. Answer "N/A" if your DOT does not currently utilize design-build to deliver projects.

4f	**If your DOT conducts multiple VE studies on Major Projects, describe the points in the project development process where the studies occur.** *Brief Narrative*	Identify the common points in the project development process when VE studies typically occur for Major Projects ($500 million or greater). If your DOT has no current projects meeting this definition, or if one study is completed, answer "N/A".
5	**Briefly describe a successful study completed by your DOT in FY 2008**. *Brief Narrative*	Briefly describe a successful 2008 VE study as a "best practice", or describe a general "lesson learned" from conducting a particular VE study
6	**Briefly describe any special studies conducted by your DOT in FY 2008.** *Brief Narrative*	Describe any business process, review of standards & specifications, or any other unique studies that used the VE job plan for which cost savings were not calculated. Answer "N/A" as appropriate.
7	**Describe a unique or innovative VE recommendation or VE Change Proposal that provided significant benefit to the project on which it was implemented** *Brief Narrative*	Describe an implemented recommendation or VE Change Proposal that could potentially find application in other projects or by other DOTs.
8a	**Enter the number of State DOT, FHWA, and other individuals receiving VE training in FY 2008** # DOT # FHWA #Other	
8b	**Describe your State DOT's general approach to conducting VE training.** *Brief Narrative*	Indicate the most common approach taken to conduct VE training (e.g., VE Module 1 courses, shorter-duration workshops, etc.) and indicate whether your DOT has implemented any innovative training techniques.

Part 2 --Summary of VE Studies

Number	Question	Background and Instructions
9a	**Total # of Studies Completed in FY ____** # In-House, # Consultant	Report only on studies that for which all activities were completed; distinguish between studies accomplished by in-house resources and consultants
9b	**# of Studies Completed in** **FY ____ that were Required by Federal Law** # In-House, # Consultant	Of the numbers reported in Question 9a, indicate the number of studies that were conducted to meet current Federal Regulations (Projects on the Federal-Aid System with a total estimated cost of $25 Million or more; bridge projects with a total estimated cost of $20 Million or more).
9c	**Anticipated # of Studies to be Completed during the next two fiscal years** FY ____ # In-House, # Consultant FY ____ # In-house, # Consultant	For informational purposes only, report on any studies that were initiated in the current fiscal year but will be finalized next year, in addition to all other planned studies for completion in the next two fiscal years, if information is available.
10a	**Report on the costs associated with conducting the VE studies**	When reporting on cost of studies completed, include the following: • Contract amounts associated with consultant-led VE studies • Approximate salary, travel and incidental in-house costs associated with supporting consultant-led VE studies • Approximate salary, travel and incidental costs associated with conducting in-house VE studies • Approximate costs associated with documenting in-house VE studies
10b	**Estimated costs of the projects studied** *$*	Based the estimated costs of the projects at the time the VE study was conducted. Project Costs include: • Planning • Environmental Compliance • Preliminary Engineering • Construction Estimate • Construction Engineering Estimate .

11a	**Enter the total number of recommendations proposed**	Enter the total number of recommendations proposed.
11b	**Enter the total number of recommendations approved**	Enter the total number of recommendations that were approved.
12a	**Enter the value of recommendations proposed**	Enter the total net value of the proposed recommendations.
12b	**Enter the value of recommendations approved**	Enter the total net value of the recommendations that were approved.
13a	**Enter the total number of VECP submitted**	Enter the total number of VECP that were submitted.
13b	**Enter the total number of VECP approved**	Enter the total number of VECP that were approved.
14a	**Enter the total value of VECP submitted**	Enter the total value of the proposed VECP.
14b	**Enter the total value of VECP approved**	Enter the total value of the approved VECP.

Part 3-Benefits of VE Studies and VE Change Proposals

Number	Question	Background and Instructions
15	**Tabulate the approved VE recommendations according to functional benefit** **#safety** **#operations** **#environment** **#construction** **#other**	Report each approved recommendation (from Question 11b) in terms of the project feature or features that recommendation benefits. If a specific recommendation can be shown to provide benefit to more than one feature described below, count the recommendation in **each category that is applicable**: • **Safety:** Recommendations that mitigate or reduce hazards on the facility • **Operations:** Recommendations that improve real-time service and/or local, corridor, or regional levels of service of the facility. • **Environment:** Recommendations that successfully avoid or mitigate impacts to natural and or cultural resources. • **Construction:** Recommendations that improve work zone conditions, or expedite the project delivery. • **Other:** Recommendations not readily categorized by the above performance indicators.
16	**Tabulate the approved VECPs according to functional benefit** **#**	Report each approved change proposal (from Question 13b) in terms of the project feature or features that recommendation benefits. If a specific recommendation can be shown to provide benefit to more than one feature described below, count the recommendation in **each category that is applicable**: • **Safety:** Recommendations that mitigate or reduce hazards on the facility • **Operations:** Recommendations that improve real-time service and/or local, corridor, or regional levels of service of the facility. • **Environment:** Recommendations that successfully avoid or mitigate impacts to natural and or cultural resources. • **Construction:** Recommendations that improve work zone conditions, or expedite the project delivery. • **Other:** Recommendations not readily categorized by the above performance indicators.

Part 4-FHWA Stewardship & Oversight of the VE Program

Number	Question	Background and Instructions
17	**How is VE considered as part of your Division's Risk Management process?** ***Brief Narrative***	Describe the level of consideration the VE program typically receives in your Division's annual Risk Assessment process.
18a	**Did your Division Office conduct a Process Review of the DOT's VE Program in FY 2008?** *Yes/No*	
18b	**Does your Division Office plan to conduct a Process Review of the DOT's VE Program in FY 2009?** *Yes/No*	
19a	**Describe how the VE Program is currently addressed in your Division's Stewardship and Oversight Agreement with your DOT.** ***Brief Narrative***	For your Division's Stewardship and Oversight Agreement, summarize what is currently documented regarding the VE Program's: • Description of general Roles and Responsibilities • Procedures for the Division's VE Coordinator • Delegation of Authority for Projects
19b	**Describe your Division's current level of involvement in the VE Program** ***Brief Narrative***	Discuss the Division's regular interaction with the State DOT VE Program staff in activities including the following: • Participating in VE Studies • Reviewing VE recommendations • Monitoring progress of the VE Program delivery