

ORDER

**U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION**

8260.43A

10/22/01

SUBJ: FLIGHT PROCEDURES MANAGEMENT PROGRAM

1. PURPOSE. This order provides guidance for initiating and processing requests for public and special instrument and visual flight procedures including area navigation (RNAV) procedures. It establishes a Regional Airspace and Procedures Team (RAPT) at each Federal Aviation Administration (FAA) regional office as the point of contact for standardized consideration, prioritization, and processing of requests for new and amended flight procedures. It also establishes the National Airspace and Procedures Team (NAPT).

2. DISTRIBUTION. This order is distributed in Washington headquarters to the branch level in the Offices of Airport Safety and Standards, and Communications, Navigation, and Surveillance Systems, to Air Traffic, Flight Standards, and Airway Facilities Services, to Air Traffic Airspace Management Program and Air Traffic Planning and Procedures Program; to Aviation System Standards National Flight Procedures Office and Flight Inspection Operations Division at the Mike Monroney Aeronautical Center; to all Regional Administrators, to the branch level in the regional Flight Standards, Air Traffic, Airway Facilities, and Airports Divisions; to all Flight Standards and Air Traffic Field Facilities; to all Airway Facilities Systems Management Offices; and Special Military and Public Addressees.

3. CANCELLATION. Order 8260.43, Prioritization for Development of Wide Area Augmentation System Global Positioning System Instrument Approach Procedures, dated September 20, 1996, is canceled.

4. EXPLANATION OF CHANGES. This order has been revised to provide extended service for all procedures. This revision establishes an RAPT as the point of contact for standardized consideration, prioritization, processing requests for public and special instrument and visual flight procedures and for approving or denying these requests, including RNAV procedures. It also establishes an NAPT at Washington headquarters to provide direction and guidance for RAPT related matters. An RAPT Project Consensus Form is provided for submitting all procedure requests and a list of Decisionmaking Tools for the Flight Procedures Management Program are attached as appendixes.

5. BACKGROUND. Requests to establish or modify flight procedures originate from a variety of sources including aircraft operators/air carriers, airport operators, and various military and FAA facilities/offices. Previously, little guidance was available regarding processing and prioritizing these requests. Factors such as available resources, workload, and complexity have resulted in inconsistency in how and when originators' requests are processed. Consequently, similar requests have not always achieved similar results.

a. The transition to an RNAV-based National Airspace System (NAS), along with the concept of required navigation performance (RNP) RNAV operations and the concurrent maintenance of a ground based navigational aid infrastructure, requires added attention to maintain the orderly introduction of flight procedures. To obtain the most benefits from these technological advancements, various safety considerations and operating alternatives need to be evaluated and coordinated early in the design of flight procedures.

Distribution: A-W(AS/ND/AT/FS/AF)-3; ATA-1 (MAX); ATP-1 (MAX); AVN-100 (150 Cys); AVN-200 (25 Cys); All Regional Administrators; A-X(FS/AT/AF/AS)-3; FFS-0 (MAX); FAT-0 (MAX); Special Military and Public Addressees

Initiated By: AFS-420

b. As technology allows more operators to equip with more sophisticated airborne RNAV equipment at less cost, a dramatic increase in the number of flight procedures, particularly RNAV procedures, is expected. This increase, with continuing effort to decrease the size of Government, is expected to strain FAA resources available for development and implementation of flight procedures. To manage the growing number and types of flight procedures uniformly and efficiently and to assure that new procedures provide the most benefit to users, a reliable effective method of coordinating requests and communicating implementation requirements with appropriate FAA and other entities is needed. Therefore, this order establishes a process, using regional teams, so that requests are considered and implemented according to established priorities and appropriate standards. The process established in this order considers safety, benefit, impact, urgency, customer input, and other factors so that FAA personnel can provide informed timely responses to flight procedure requests with better service to users from available resources.

c. The FAA has determined that existing processes for instrument and visual flight procedures development need to be optimized to ensure fully coordinated development of procedures across FAA lines of business. This is consistent with both the desires of the aviation industry and the need for more flexibility and responsiveness in light of rapidly changing flight technologies and aircraft capabilities.

6. DEFINITIONS.

a. Flight Procedures Office (FPO). An element of Aviation System Standards, AVN-100, located at each FAA regional office.

b. Flight Procedures. As used in this order, this term means instrument and visual flight procedures designed for departure, en route, and/or arrival purposes whether based on ground navigational aids, satellite, or visual navigation such as airways, routes, standard and special instrument approach procedures, departure procedures, RNAV procedures, charted visual flight procedures, and standard terminal arrivals.

c. National Airspace and Procedures Team (NAPT). A team established at Washington headquarters to provide direction and guidance for RAPT related matters.

d. Regional Airspace and Procedures Team (RAPT). A team established at each FAA region for the purpose of coordinating and processing requests for new or modified flight procedures and related airspace matters.

e. Special Procedure. A flight procedure developed for a specific operator(s). Special procedures are often predicated on the use of particular equipment, aircraft performance, and/or flightcrew training. Some special procedures can be converted to public procedures.

7. RAPT ESTABLISHMENT, MEMBERS, AND MEETINGS. Each region must establish a RAPT, consisting of Core Members and other aviation participants. The RAPT should involve interested FAA, military, and other aviation organizations as required. The RAPT should meet regularly, or as required, to adequately address flight procedure requests/issues. Core RAPT members should meet on a more frequent basis to assure progress of flight procedure requests. Whereas the individuals/organizations listed below in paragraphs 7b, 7c, and 7d will and are expected to provide valuable input into the decisionmaking process of the RAPT, final decision responsibility rests with the Core RAPT members.

a. Core RAPT members are: FPO or a designated representative (Chairperson); Air Traffic Division (Airspace and Operations Branch Managers or designees); Flight Standards Division (All Weather Operations/Program Manager or designee); and Airports Division (Manager or designee).

b. As required, FAA participants may include: NAS Implementation Center; Airway Facilities Division; Air Traffic Control facilities concerned; union representatives; Regional Administrator or a designated representative; Principal Operations Inspector; regional military service representatives to FAA; and other interested or affected FAA organizations.

c. There are other agencies/offices/organizations that may be coordinated with, based on local needs or on a case-by-case basis, concerning operational input and discussion.

d. FAA Regional Administrators may be called upon by the RAPT when conflict or contradiction among team participants' objectives, policies, guidance, or procedures are not consistent with agency interests, objectives, and policy. As the regional FAA spokesperson, the regional administrator should integrate and facilitate FAA activities when requested by the RAPT so that customers receive a coordinated single FAA approach to matters that may cross program lines or not satisfy all customers' needs.

8. CORE RAPT RESPONSIBILITIES. The RAPT is the regional focal point for advising requesters on appropriate design criteria to be used and for coordinating with Flight Standards when current criteria or policy require clarification or when additional development is needed. The RAPT is the FAA's regional point of contact responsible for coordinating, prioritizing, evaluating, approving, and/or denying requests for establishment, amendment, and cancellation of flight procedures within the regional boundaries. It is intended that the RAPT provide the single complete FAA response to customer requests and needs related to flight procedures. In this capacity, the Core RAPT, with the aid of all RAPT members and participants, is responsible for:

a. Advising, informing, educating, listening to, and assisting requesters of flight procedures so that the FAA understands the requester's needs and priorities; the requester understands the requirements, constraints, timing, benefits, or concerns; and a common understanding is achieved.

b. Developing and maintaining a process for the receipt, review, control, and tracking of flight procedure requests, suggestions, and initiatives from FAA and other sources so that procedures approved are compatible with national and international concepts, plans, goals, priorities, and objectives.

c. Considering flight procedure design criteria, airport design criteria, flyability, environmental impact, and air traffic flow early in the review process so that subsequent potential for waivers, special equipment, nonstandard charting or processing, Notices to Airmen (NOTAM), and/or special flight tests/inspections are minimized.

d. Prioritizing requests in accordance with this order. Initiate coordination with the core RAPT within 30 days. Appendix 1, RAPT Project Consensus Form, provides guidance and a form for submitting all procedure requests. The core RAPT must sign the request and assign the priority code for procedure development.

e. Ensuring that flight procedure changes are planned and implemented in accordance with FAA policy regarding coincidence of navigational aid (NAVAID) commissioning dates and aeronautical charting cycles so that cartographic complexity and NOTAM quantity are minimized, thereby providing a better service to users.

f. Coordinating with and assisting regional organizations as required regarding the timing, priority/justification of infrastructure support requirements, and operational impact of procedures proposed for implementation.

g. Supporting national programs and industry activities in matters associated with flight procedures.

h. Providing expertise to users and service providers regarding implementation of satellite-based flight procedures in the NAS and soliciting suggestions and recommendations regarding RNAV and RNP RNAV implementation.

i. Assisting in developing the operational requirements for and participating in the design, testing, and validation of specialized software and related tools intended for flight procedure evaluation and design.

j. Coordinating with Flight Standards Service where criteria need clarification, supplementation, or development.

k. Evaluating the need for and determining the priority of FAA funded airport surveys.

l. Informing the NAPT Chairperson of issues requiring NAPT discussion and/or resolution.

m. In no case will the authority of the RAPT supersede organizational authorities and responsibilities of individual FAA lines of business as established by current FAA directives. The RAPT is intended to be a facilitative body.

9. NAPT MEMBERS AND RESPONSIBILITIES. The NAPT's responsibilities are to ensure consistent application of FAA policy during the development of instrument and visual flight procedures in the NAS and, when necessary, to resolve intraregional conflicts with any elements of the development process. The NAPT is composed of headquarters representatives from four lines of business: Office of Airport Safety and Standards, AAS-1; Air Traffic Planning and Procedures Program, ATP-1; Air Traffic Airspace Management Program, ATA-1; Flight Technologies and Procedures Division, AFS-400; Associate Administrator for Airports, ARP-1; and Aviation Systems Standards, AVN-1 (Chairperson). Quarterly meetings and weekly TELECONS should be held as necessary to provide guidance and direction to the RAPT's when:

a. Clarification of RAPT policies or procedures is required.

b. Application of a national priority, resolution of a cross-region issue, or other integration problems as needed.

10. PRIORITY OF FLIGHT PROCEDURE REQUESTS. Core RAPT members must determine the relative importance of requests by applying the following priority guidelines listed in decreasing order of benefit. Procedures developed by the FAA for the Department of Defense (DOD) are prioritized as if they are for public use. Priorities may be adjusted when justified to accommodate an urgent or safety related requirement or national initiative.

a. Priority 1. Procedures requiring amendment to correct a known safety deficiency. (Does NOT include amendment solely to comply with new criteria.)

b. Priority 2. Procedures based on newly installed or relocated navigational aids or airport runway addition/change.

c. Priority 3. Procedures which test or implement an FAA national initiative.

d. Priority 4. Procedures at airports with no existing instrument flight rules (IFR) approach.

e. Priority 5. Procedures providing a reduction in takeoff or landing minima.

f. Priority 6. Procedures which eliminate the requirement for a waiver or NOTAM.

g. Priority 7. Procedures providing flow improvement, more efficient routing, reduced communication, or reduced coordination or complexity.

h. Priority 8. Procedures providing other benefits; i.e., compliance with new criteria or noise reduction.

i. Priority 9. Public use procedures not providing the benefits of priorities 1 through 8.

j. Priority 10. Special and private procedures not providing the benefits of priorities 1 through 8.

11. GUIDANCE FOR HANDLING FLIGHT PROCEDURE REQUESTS. Requests for the establishment or modification of flight procedures must be forwarded to the RAPT using the Internet Web site designed for this purpose. At locations where the DOD is responsible for instrument procedure development, requests must be submitted to the RAPT for dissemination to the appropriate military authority. Guidance contained in this order is not intended to circumvent procedure-processing instructions contained in other directives or guidance material.

a. INTERNET Web Site. Requesters or their FAA sponsors must use the Internet Web site for requesting flight procedures at <http://www.mmac.jccbi.gov/avn/iap/>. Requesters may download the procedure request form from the Web site for submission to the FAA Sponsor. The site contains instructions and a detailed flow chart of flight procedure development from request to publication. The site is helpful in understanding the various actions and time required for implementation. Additionally, the site contains a production schedule of RNAV standard instrument approach procedures (SIAP), by airport and runway end, to be effective within 2 years. This provides users a means of monitoring implementation of RNAV SIAPs in the NAS. The schedule will be updated semiannually with progressive status posted at each aeronautical charting cycle (every 56 days).

b. Timing of Implementation. A number of factors affect the implementation (effective date) of new flight procedures. Less complex procedures may be approved by the RAPT and forwarded for further processing without delay. Others may require actions such as survey of airport/obstacle data, environmental review, airspace and/or rulemaking action, installation/commissioning of navigational aids, concurrent modification of other flight procedures, data to support a deviation from standards (non-standard conditions), special flight evaluation, flight inspection, and/or changes in runway/taxiway markings. Since specific implementation requirements and the time to accomplish them vary widely from procedure to procedure, and most aeronautical chart revisions normally occur at 56-day intervals, the RAPT should advise requesters as early as possible of factors which may affect implementation.

c. Special Procedures. Special procedure requests are considered and processed by the RAPT in the same manner as standard procedures. Following recommendation by the RAPT and other required processing and development, special procedures are approved by AFS-400 and forwarded to the appropriate Flight Standards Division for issuance to general aviation operators via letter of authorization from the local Flight Standards District Office or to air carriers via operations specifications from their Certificate Holding Office.

d. Alternately Developed Procedures. Various sources, such as nongovernmental procedure developers, are available to sponsors for procedure development. However, all alternately developed procedures are subject to this order due to the potential impact on FAA resources.

e. Processing. Each request received via the Internet Web site should contain the type of procedure requested, expected users, expected benefits, and an outline of the proposed procedure. The RAPT:

(1) Evaluates each request and ascertains preliminary feasibility and potential benefits. Determines if significant benefits are provided to the user/system and whether the procedure would be in the public interest. Requests for instrument approaches without sufficient airport infrastructure will not be processed further until such time that it can be assured that the infrastructure is or will be in place prior to instrument approach procedure (IAP) publication. On all federally obligated airports, an instrument runway designation must be accomplished prior to the publication of an approach procedure to that runway.

(2) Coordinates with requesters, as required, to address issues/deficiencies needing resolution prior to further processing.

(3) Coordinates with the ATC facility providing IFR service where the procedure begins.

(4) Ensures that the necessary controlled airspace is available and can contain/accommodate the procedure or recommends rulemaking for the designation of controlled airspace.

(5) **Evaluates the request** considering traffic flows and air traffic operational considerations; e.g., routes, minimum IFR altitudes, facility/sector lateral and vertical airspace boundaries, and airspeed restrictions.

(6) **Ensures** the flight procedure and the FAA approved airport layout plan are in agreement.

12. DECISIONMAKING TOOLS. Appendix 2, Decisionmaking Tools for the Flight Procedures Management Program, provides the RAPT with the tools (although not all-inclusive) to help in determining the feasibility of flight procedure requests.

13. RAPT APPROVAL. Regardless of the developer/requester, requests for flight procedures will be implemented through consensus of the Core RAPT. The RAPT approval process is not intended to change existing signature approval level/authority for flight procedures or alter any required public notification/comment periods. Rather, it establishes a “clearing house” process for proposed flight procedures so that FAA and other sources are informed and have an opportunity to comment on the operational effects, timing, safety, and other implications of new and amended flight procedures.

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Administrator

APPENDIX 1. RAPT PROJECT CONSENSUS FORM

This appendix provides guidance for submitting all procedure requests for development. Prior to submitting a request, each respective office should make sure the request is valid and feasible. Signature blocks must be completed indicating core RAPT consensus, and a priority code must be established in accordance with paragraph 8. This form is designed as a supporting document for the procedure request. If the procedure is not developed document the reason. Prepare the form in accordance with the following instructions:

Project Request: Enter the official airport name, associated city, state, and type of procedure request.

Status/Issues: Use this space as necessary to document any issue that would delay the procedure development or if additional information is required by the RAPT.

Priority Code Assigned: In accordance with Order 8260.43A, paragraph 8.

Project Tracking Number: Web site tracking number to be added when assigned.

Signature Blocks: Authorized division representative.

Date: Date procedure is forwarded after signatures are obtained

RAPT CONSENSUS FORM

Project Request:

Status/Issues:

Priority Code: _____

Project Tracking Number: _____

Air Traffic Airspace Branch

Air Traffic Operations Branch

Flight Standards Division

Airports Division

Flight Procedures Office

Date

APPENDIX 2. DECISIONMAKING TOOLS FOR THE FLIGHT PROCEDURES MANAGEMENT PROGRAM

The RAPT may use available decisionmaking tools to assist in determining the feasibility of flight procedure requests as needed. Use of the tools assures consideration of various safety and operational factors and provides a data-based standardized approach to evaluating requests. A brief description of each tool is listed below; design tools may be used as deemed appropriate by the RAPT.

a. Airspace Simulation and Analysis for Terminal (ASAT) Instrument Approach Procedures is a multifaceted computer tool supporting aviation simulations and evaluations. ASAT simulates operational scenarios in realistic airspace environments to include single or multiple aircraft, pilot(s), and air traffic control inputs. It utilizes high fidelity models and empirical data for each component (aircraft, pilot geographic and environmental factors, ground and space-based navigational aids, air traffic systems, and human factors aspects of both the pilot and air traffic controller) to generate realistic aircraft positions in space and produce statistical data for risk analysis and instrument procedure standards. ASAT integrates proprietary flight dynamics and aircraft navigational systems with empirically measured pilot input characteristics to achieve realistic pilot/aircraft performance in evaluating feasibility and safety of operational requirements and establishing standards and criteria for instrument flight procedures.

b. Instrument Approach Procedures Automation (IAPA) provides specialists with digitized maps and terrain data in addition to a digital database of NAVAID's, fixes, runways, and obstacles. It is used by FAA and private industry to develop instrument procedures. The system is certified to develop a nondirectional beacon (NDB) and VHF omnidirectional radio range (VOR) on and off the airport with and without final approach fix (FAF), instrument landing system (ILS), microwave landing system (MLS), global positioning system (GPS) for turns less than 15°, Wide Area Augmentation System (WAAS) precision, and lateral navigation/vertical navigation (LNAV/VNAV) approach procedures. It also provides a certified tool to evaluate diverse departure initial climb area to 10 NM, straight out, centerline.

c. Sector Design and Analysis Tool (SDAT) is a decision support tool that has use throughout the life cycle of an airspace project. SDAT provides facility users with the ability to visualize and analyze relationships between airspace and traffic data.

d. Terminal Area Route Generation, Evaluation, and Traffic Simulation (TARGETS) is a software program that supports RNAV procedure implementation. TARGETS provide route design and assessment, traffic simulation capability, and controller familiarization.