



U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION

**ORDER
5100.38E**

National Policy

Effective Date:
mm/dd/yyyy

1 SUBJ: Draft Order 5100.38E, AIP Handbook, Preamble

2 **1. Purpose**

3 This Order provides guidance and sets forth policy and procedures used in the
4 administration of the Airport Improvement Program (AIP).

5 **2. Distribution**

6 This Order is located on the FAA Office of Airports website where it is available to all
7 interested parties.

8 **3. Cancellation**

9 This Order cancels and replaces FAA Order 5100.38D, Change 1 (dated February 26,
10 2019).

11 **4. Explanation of Changes**

12 This Order replaces the above order with updated information that reflects current
13 legislation and policy as of May 1, 2026. It incorporates changes contained in the FAA
14 Reauthorization Act of 2018 (Public Law 115-254), the FAA Reauthorization Act of 2024
15 (Public Law 118-63), and other laws amending parts of the AIP statute as well as the
16 Program Guidance Letters (PGL) that FAA has issued to implement statutory changes.

17 The changes in this Order also reflect feedback received from industry stakeholders. In
18 its development, the FAA sought ways to clarify statutory requirements, eliminate
19 redundancies, create an easily updated structure, increase opportunities for efficiency,
20 and delegate more decision-making to Field Offices. Some content included in prior
21 versions of the Order has been moved to the FAA's website for better accessibility.
22 Consistent with previous updates to this Order, the Office of Airports has continued to
23 replace guidance with references to more appropriate, detailed, and regularly updated
24 sources.

25 In addition, in 2019 the Office of Airports published FAA Order 5090.5, Formulation of
26 the National Plan of Integrated Airport Systems (NPIAS) and Airports Capital
27 Improvement Plan (ACIP). Order 5090.5 provides a process for airport development
28 planning that is applicable to the AIP, including updates to the FAA's overall

29 development objective concept to best capture project details for all planning and
30 financial assistance programs the Office of Airports administers. FAA Order 5090.5
31 eliminates the need to include similar guidance in this Order, and it is referenced, as
32 applicable, throughout this Order.

33 As a result, this Order reflects a reorganized format containing four chapters and fifteen
34 appendices.

35 William Garrison
36 Acting Director,
37 FAA Office of Airport Planning and Programming

DRAFT

38 **Table of Contents**

39 i. Introduction to the Airport Improvement Program Handbookii

40 i-1. Order Location on the Internetii

41 i-2. Publications This Order Will Cancel Once Final.....ii

42 i-3. Relevant AIP Legislationiv

43 i-4. Application of 2 CFR Part 200 v

44 i-5. References..... v

45 i-6. Use of the Term ARP Field Office v

46 i-7. Acronyms and Definitions..... v

47 i-8. Errata and Revisions..... v

48 i-9. General Principles of this Ordervi

49 i-10. New Layout and Format.....vi

50 i-11. Chapters and Appendices of the AIP Handbookviii

51 **List of Tables**

52 Table i-11.1.AIP Handbook Chapters.....viii

53 Table i-11.2. AIP Handbook Appendices.....viii

54

55

56 **i. Introduction to the Airport Improvement Program Handbook**

57 **Purpose of the Order**

58 FAA Order 5100.38 implements the Federal Aviation Administration's (FAA) primary
59 airport development grant program, called the Airport Improvement Program (AIP). This
60 Order, also referred to as the AIP Handbook, addresses statutory and regulatory
61 requirements governing airport planning and development projects, as well as airport
62 noise compatibility planning and programs. It provides guidance and sets forth policies
63 and procedures for the administration of the AIP and covered airports grant programs.
64 This Order may also be used to implement related airport grant programs.

65 **Audience**

66 The Order is intended to provide consistent direction across the FAA Office of Airports
67 (ARP) while also offering clarity for external users to understand FAA's decision-making
68 framework. ARP will use this Order to implement the AIP and covered airports grant
69 programs, as applicable. Other audiences include:

- 70 • FAA organizations collaborating with ARP in matters pertaining to the AIP and
71 covered programs;
- 72 • Airport sponsors, including public agencies and private owners of public-use
73 airports;
- 74 • State aeronautical agencies; and
- 75 • Airport planning and engineering consultants, contractors, financial advisors, and
76 others engaged in AIP projects.

77 **i-1. Order Location on the Internet**

78 You can find this Order on the FAA Office of Airports website.

79 **i-2. Publications This Order Will Cancel Once Final**

- 80 • FAA Order 5100.38D, Change 1, AIP Handbook, dated February 26, 2019.
- 81 • R-PGL 25-01, Runway Projects, dated April 4, 2025.
- 82 • R-PGL 25-02, AIP Discretionary Set Aside, dated April 4, 2025.
- 83 • R-PGL 25-03, Extended, Expanded, and Revised Programs, dated April 24,
84 2025.

- 85 • R-PGL 25-04, Procurement, dated May 12, 2025.
- 86 • R-PGL 25-05, Funding and Formula Changes, dated May 12, 2025.
- 87 • R-PGL 25-06, Planning and Project Eligibility, dated May 12, 2025.
- 88 • R-PGL 25-07, Civil Rights, dated May 14, 2025.
- 89 • R-PGL 25-08, Alaska and Other Non-contiguous States and Territories dated
90 May 20, 2025.
- 91 • R-PGL 19-01, Extended and Expanded Programs, dated June 3, 2019.
- 92 • R-PGL 19-02, Planning & Project Eligibility, dated March 4, 2022.
- 93 • R-PGL 19-03, Airport Types & Eligibility, dated March 4, 2022.
- 94 • R-PGL 19-04, New Pilot Programs, dated January 22, 2020.
- 95 • R-PGL 19-05, ZEV, VALE, & Energy Efficiency, dated February 27, 2020.
- 96 • R-PGL 19-06, Environmental & Noise, dated February 27, 2020.
- 97 • R-PGL 19-07, DBE & Related Programs, dated October 25, 2019.
- 98 • PGL 26-03, Clarification on Eligibility of Hazardous Chemical Mitigation, dated
99 January 6, 2026.
- 100 • PGL 26-02, Permanent Eligibility for Stand-Alone Acquisition of Input-Based
101 Testing Equipment and Truck Modifications, and 100% Federal Share Sunset,
102 dated November 14, 2025.
- 103 • PGL 26-01, Updated Funding for Runway End Identification Light (REIL) and
104 Precision Approach Path Indicator (PAPI) Systems, dated December 23, 2025.
- 105 • PGL 25-01, Updated Companion Grant Alternative, dated May 23, 2025.
- 106 • PGL 24-01, Funding for Airfield Ground Vehicle Safety Systems, dated October
107 2, 2024.
- 108 • PGL 23-02, Further Extension of Eligibility for Stand-Alone Acquisition of Input-
109 Based Testing Equipment and Truck Modification, dated November 28, 2023.
- 110 • PGL 23-01, Increased Federal Cost Share for Input-Based AFFF Testing
111 Equipment, dated March 16, 2023.

- 112 • PGL 22-01, Guidance on Discount Rate Cost Effectiveness for Airfield Pavement
113 Projects, dated June 29, 2022.
- 114 • PGL 21-01, Extension of Eligibility for Stand-Alone Acquisition of Input-Based
115 Testing Equipment and Truck Modification, dated October 5, 2021.
- 116 • PGL 20-01, Flexibilities for Grant Recipients Under the Office of Management
117 and Budget (OMB) Memorandum M-20-17, dated August 17, 2020.
- 118 • PGL 19-03, Grants for Predevelopment Costs for Airport Investment Partnership
119 Program, dated July 29, 2019.
- 120 • PGL 19-02, Light Emitting Diode (LED) High Intensity Runway Lights (HIRL),
121 dated June 18, 2019.
- 122 • PGL 19-01, Aqueous Film Forming Foam (AFFF) Input-Based Testing
123 Equipment, dated June 10, 2019.
- 124 • PGL 17-01, Aircraft Rescue and Firefighting (ARFF) Equipment Above Minimum
125 Part 139 Index Requirements, dated June 27, 2017.

126 **i-3. Relevant AIP Legislation**

- 127 • The contents of this Order are based on the AIP related legislation contained in
128 the United States Code (U.S.C.). Grants authorized by Title 49, U.S.C. Section
129 48103, as appropriated, carry out 49 U.S.C. Chapters 471 and 475 and related
130 chapters and enabling legislation.
- 131 • Throughout this Order, the AIP related legislation under Title 49, or uncodified in
132 a Public Law, is referred to as the law or AIP statute. Relevant citations are
133 linked, as applicable, throughout the Order's chapters and appendices. Specific
134 references to sections (§) of the law are provided in the form of 49 U.S.C. §
135 XXXXX.
- 136 • Previously, AIP was authorized by the Airport and Airway Improvement Act of
137 1982 (Public Law 97-248), which Congress repealed in 1994 and recodified as
138 Title 49 § 47101, et seq. (Public Law 103-272).
- 139 • 14 CFR Part 151 (Federal Aid to Airports) and 14 CFR Part 152 (Airport Aid
140 Program) were regulations for previous programs that existed prior to the AIP
141 and do not apply to the AIP.

142 **i-4. Application of 2 CFR Part 200**

143 2 CFR Part 200, Uniform Administrative Requirements, Cost Principles, and Audit
144 Requirements for Federal Awards, became effective for AIP on December 19, 2014.
145 There are some differences between 2 CFR Part 200 and the AIP statute. On occasion,
146 the AIP statute contains certain requirements (or lack thereof) that do not permit
147 application of a part of 2 CFR Part 200. Wherever this occurs, it will be noted in this
148 Order. Some of the differences occur where 2 CFR Part 200 addresses grant program
149 administration. These differences are principally because of the types of grant programs
150 that are covered by 2 CFR Part 200. Guidance to identify these differences and explain
151 how they are addressed in the administration of the AIP will be available at the time of
152 final Order publication.

153 **i-5. References**

154 References that provide additional, more specific information on airport development
155 topics are listed in each appendix. The versions of these reference documents are not
156 given (use the current version of the document).

157 **i-6. Use of the Term ARP Field Office**

158 For the purposes of this Order, the term ARP Field Office references the ARP office that
159 directly works with the sponsor. This may be a Regional Office or an Airports District
160 Office.

161 **i-7. Acronyms and Definitions**

162 Acronyms used throughout this Order are explained in Appendix A. Definitions for terms
163 used throughout this Order will be incorporated into the final Order.

164 **i-8. Errata and Revisions**

165 Errata and technical corrections to this Order may be issued periodically.

- 166 • APP-500 will continue to issue program guidance letters (PGLs) for short-term
167 policy guidance between Order changes. Once issued, PGLs will be posted on
168 the AIP website. Where inconsistencies arise between this Order and a
169 subsequently issued statute or PGL, the statute or PGL shall govern until
170 incorporated into the next revision of this Order.
- 171 • APP-500 has the option to issue official numbered changes to this Order.

- 172 • ARP has the option of issuing additional guidance, such as Standard Operating
173 Procedures, as well as other formats, to supplement this Order. Once issued, this
174 guidance will be posted on the AIP website.

175 **i-9. General Principles of this Order**

- 176 • Use of the Order is mandatory, as it is the published policy for AIP. Unless
177 options are specifically noted or non-mandatory language is used, the
178 procedures and requirements are mandatory. The Director of the Office of Airport
179 Planning and Programming (APP-1) must approve any deviation from the
180 procedures or requirements. All requests for deviations must be sent to APP-1
181 for processing.
- 182 • The term FAA policy denotes policy that ARP has established for AIP where
183 there is not a direct statutory reference in the law.
- 184 • Unless set procedures are necessary to achieve national standardization in grant
185 program administration, ARP Field Offices may adjust procedures that are not
186 dictated by legislation, rule, this Order, other published federal policy, or reasons
187 beyond the FAA's control.
- 188 • There may be paragraphs in this Order that appear to conflict with the general
189 requirements for eligibility, justification, or program administration. This is usually
190 due to legislative exceptions for a specific project or location. These exceptions
191 do not amend, change, or modify the general guidance and requirements. These
192 exceptions do not apply to other situations and must not be taken out of context.

193 **i-10. New Layout and Format**

194 The format of this version of the Order is significantly altered from FAA Order 5100.38D,
195 Change 1, AIP Handbook.

- 196 • The chapters are reduced and reorganized as shown in Table i-11.1.
- 197 • The appendices have also been reduced and reorganized to better focus on the
198 various components that may be contained in a project.
- 199 • Information broadly applicable to the administration of the AIP has been moved
200 out of this Order and onto the AIP website. This makes information about the
201 various types of airports, categories of funding, and types of sponsorship more
202 accessible. In addition, this will facilitate the FAA's ability to incorporate broad
203 statutory changes that impact key definitions more quickly.

- 204
- 205
- 206
- 207
- To supplement this Order, an AIP funding tool will be available at the time of final Order publication that allows interested parties to understand how specific types of projects, at different types of airports, may be funded. This tool is intended to complement, but not replace, guidance contained in this Order.

DRAFT

208 **i-11. Chapters and Appendices of the AIP Handbook**209 **Table i-11.1. AIP Handbook Chapters**

Chapters In This Handbook Include	
Chapter 1.	Key Principles of the AIP
Chapter 2.	Eligibility and Justification
Chapter 3.	Grant Prerequisites
Chapter 4.	Grant Management Process

210

211 **Table i-11.2. AIP Handbook Appendices**

Appendices In This Handbook Include	
Appendix A.	Acronyms
Appendix B.	Aircraft Operational Surfaces
Appendix C.	Airfield Infrastructure
Appendix D.	Environmental & Energy
Appendix E.	Equipment & Facilities
Appendix F.	Lighting, Signage & Markings
Appendix G.	NAVAIDS
Appendix H.	New Airport
Appendix I.	Noise
Appendix J.	Pilot Programs
Appendix K.	Planning
Appendix L.	Revenue Producing
Appendix M.	Security
Appendix N.	Terminal Development
Appendix O.	Towers

212