



U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL AVIATION ADMINISTRATION  
National Policy

ORDER  
8260.43B

Effective Date:  
04/22/13

**SUBJ:** Flight Procedures Management Program

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- 1. Purpose of This Order.** This order describes how to request the development, amendment or cancellation of an Instrument Flight Procedure (IFP) and defines the Federal Aviation Administration (FAA) process for coordinating, approving and prioritizing each request. It also addresses how the FAA ensures standard application of this guidance to ensure the greatest efficiency in the process.
- 2. Audience.** The primary audience for this order is the core members of the Regional Airspace and Procedures Team (RAPT) and National Airspace and Procedures Team (NAPT) and other RAPT and NAPT participants outlined within the order. The secondary audience is individuals or organizations interested in requesting or amending an IFP.
- 3. Where You Can Find This Order.** You can find this order on the Directives Management System (DMS) Web site [https://employees.faa.gov/tools\\_resources/orders\\_notices](https://employees.faa.gov/tools_resources/orders_notices). This order is available to the public at [http://www.faa.gov/regulations\\_policies/orders\\_notices](http://www.faa.gov/regulations_policies/orders_notices).
- 4. What This Order Cancels.** This order cancels FAA Order 8260.43A, Flight Procedures Management Program, dated October 22, 2001.
- 5. Explanation of Policy Changes.** This order updates guidance for initiating and processing all Instrument Flight Procedure (IFP) requests. It amends the core membership of the RAPT and defines the role and responsibility of each member. It also amends the core membership of the NAPT and redefines the role as a means to standardize regional IFP issues. Explanation and accommodation of non-government service providers' ability to develop Public [Title 14 Code of Federal Regulations (14 CFR) Part 97] as well as Special [non-part 97] IFPs are now included in this order.
- 6. IFP Process.** For specific procedure request and processing information, refer to Order 8260.19, Flight Procedures and Airspace. Guidance contained in this order is not intended to circumvent procedure processing instructions contained in other directives or guidance material.

**a. Initiating a request.**

(1) 14 CFR Part 97 Procedures (i.e., "Public Use Procedures"). Anyone recognizing a potential increase in safety and/or efficiency through the creation, amendment, or cancellation of an IFP may initiate a request. To initiate a request for a Public procedure, the procedure's proponent should contact the Flight Procedures Team (FPT) in the respective Service Area. The proponent must provide the FPT with the location and type of procedure for initial requests. For amendment or cancellation requests, the requestor must provide the FPT with the specific procedure name and reason for the request. Supplying additional supporting data collected from users, airport managers, and local

air traffic control, etc. about the benefit of the request will assist the FAA in its determination. Once approved, the organization responsible for developing or maintaining the procedure, whether FAA or third party, will be notified.

(2) Non 14 CFR Part 97 Procedures. Some circumstances require that certain instrument flight procedures are not published in accordance with 14 CFR Part 97. These procedures are referred to as “Special Procedures” and require specific Flight Standards Service (AFS) approval for use. Special procedures often allow greater access to airports but are frequently dependent on the ability of the operator to meet certain requirements that may include, but are not limited to, aircraft performance, aircraft equipage, airport facility equipment, crew training, etc. Due to the requirement to have AFS approval and the possibility of additional procedural requirements, Special procedures are not published in the Federal Register.

To request a Special procedure, the proponent has the option of contracting with the FAA or with an AFS approved IFP service provider for development. If the proponent contracts with the FAA, the FAA IFP development branch will assemble the procedure request information in accordance with applicable FAA directives and submit that information to the FPT for review at the monthly RAPT meeting. If the proponent elects to utilize a third party service provider, the service provider will assemble the procedure request information in accordance with applicable FAA directives and will submit the package to the regional NextGen Branch (RNGB). The RNGB, after reviewing the information, will forward the request to the FPT for review at the monthly RAPT meeting.

**b. Request review.** The RAPT will analyze the request and determine the FAA’s response. If the request is not approved, the RAPT will document the reasons and notify the requestor. For approved procedure requests whose development requires FAA resources (Public or Special), the anticipated date of publication will be assigned and the procedure will be placed on the FAA’s procedure development production schedule.

**c. Timing of implementation.** A number of factors affect the implementation (effective date) of new, amended, or canceled flight procedures. The RAPT routinely considers the following when determining priorities and timing for publication: survey of airport/obstacle data, environmental review, airspace and/or rulemaking action, installation/commissioning of navigational aids (NAVAIDs), concurrent modification of other flight procedures, data to support a deviation from standards (non-standard conditions), special flight evaluation, flight inspection, changes in runway/taxiway markings, charting intervals, etc. Less complex procedures may be approved by the RAPT and forwarded for further processing without delay. More complex procedures may require significantly more time.

**7. Regional Airspace and Procedures Team (RAPT).** The RAPT is the regional level focal point for coordinating, approving, and prioritizing IFP requests. All requests must be processed through the RAPT for review. This includes requests for development of new procedures, or amendment/cancellation of existing procedures, whether Public (Part 97) or Special (Non-Part 97), developed by government or non-government flight procedure service providers. Coordination is required to ensure that all affected parties are given the opportunity to provide necessary information to the RAPT so that the FAA is able to make knowledgeable decisions concerning changes to the National Airspace System (NAS). Approval is required to ensure that FAA resources are utilized on procedures that

provide sufficient benefit to the NAS. Prioritization is necessary to determine how the FAA will utilize its resources and arrange the procedure production schedule. The monthly RAPT meeting is the first opportunity for a wide range of aviation professionals to provide input on the impact of new, amended, or canceled flight procedures.

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.

**a. RAPT responsibilities.**

(1) Analyze the procedure request. The RAPT will determine the intent of the request and consider if the procedure would provide a public benefit and how approving the request would impact the NAS. Issues to consider include, but are not limited to: national initiatives, congressional mandates, industry activities, airport operator and users' operational needs, conceptual flight procedure design, air traffic flow, airport layout plans, IFP development criteria, flyability, and environmental impact.

(2) Identify possible conflicts. The RAPT will work together to recognize the potential for subsequent waivers, procedure naming conflicts, special equipment requirements, infrastructure support requirements, nonstandard charting or processing, Notices to Airmen (NOTAM), special flight tests/inspections, etc.

(3) Consider procedure implementation timing. The RAPT will consider the effect of the procedure request on the timing of existing or planned projects. The RAPT must ensure that approved requests are planned and implemented in accordance with FAA policy regarding specific target dates, i.e., coincidence of NAVAID commissioning/decommissioning/relocation dates, aeronautical charting cycles, airport construction projects, etc.

(4) Approve or disapprove the procedure request. Based on the analysis of the procedure request, the magnitude of possible conflicts, and/or timing issue considerations, the RAPT will determine whether there is sufficient benefit to the NAS to justify the expenditure of FAA resources that would be required to implement the procedure request.

(5) Determine the priority of each request. After discussing the request and reaching consensus, the core RAPT members must determine the priority of the request as defined in this order for procedures that require FAA resources for development.

(6) Sign the Consensus Form. After the RAPT considers the effect of procedure implementation and has reached consensus, each core RAPT member must sign the consensus form (see appendix A) to document their collective decision. If the RAPT approves the request, the signed consensus form provides assurance that all appropriate FAA lines of business are aware of the procedure development, amendment, or cancellation. If the RAPT does not approve the request, the reasons for disapproval must be documented on the consensus form and relayed to the requestor.

(7) Verify that timing of projects is considered in the assignment of publication dates for approved requests;

**b. RAPT participants.** Each FAA Regional Office will maintain a RAPT consisting of FAA, military, and non-governmental organizations. The RAPT will include core members that are required to provide necessary information for each procedure request. The core RAPT members will determine the merits of the request. If consensus is reached that the procedure will provide sufficient benefit to the NAS, a priority in accordance with this guidance will be established. The RAPT may also include other participants to provide additional information to the core members.

(1) Core members (or designees):

- (a) Service Center FPT Manager (chairperson),
- (b) Service Center Planning and Requirements (P&R) Group Manager,
- (c) Service Center Air Traffic Operations Support Manager,
- (d) Regional Flight Standards Division NextGen Branch Manager, and
- (e) Regional Airports Division Manager.

(2) Each RAPT chairperson may invite other agencies, offices, and/or organizations, based on local needs or on a case-by-case basis, concerning operational input and discussion to determine the specific request and its implications. The participants may include but are not limited to the following:

- (a) Performance-Based Navigation Policy and Support Group,
- (b) National Airspace System Implementation Center,
- (c) Air Traffic Control facilities,
- (d) Principal Operations Inspector (POI),
- (e) Regional Military Service Representative (to FAA), and
- (f) Airport operators and users.

(3) Regional Administrator (RA) (or designee). As the regional FAA spokesperson, the RA integrates and facilitates FAA activities so that there is a coordinated, single FAA approach to matters that may cross program lines or not satisfy all needs. The RA may be called upon by the RAPT when conflict or contradiction among team participants arises, or when objectives, policies, guidance, or procedures are not consistent with agency interest.

**c. Core RAPT member individual responsibilities.**

(1) Service Center FPT Manager (chairperson):

- (a) Administer the RAPT meetings,
- (b) Facilitate discussion to reach RAPT consensus,
- (c) Ensure the RAPT Project Consensus Form is complete,
- (d) Notify requestor of RAPT decision,
- (e) Ensure that issues recognized by the RAPT are provided to the procedure developer, and
- (f) Coordinate with other RAPT chairpersons to assign publication dates of approved requests if other service areas will be affected.

(2) Service Center Planning and Requirements (P&R) Group Manager:

- (a) Coordinate the procedure request with Facilities and Engineering (F&E) activities and
- (b) Provide NAVAID data, project start/completion time, if known.

(3) Service Center Air Traffic Operations Support Manager:

- (a) Provide ATC integration perspective,
- (b) Evaluate the request considering traffic flows and air traffic operational considerations; e.g., routes, minimum instrument flight rules (IFR) altitudes, facility/sector lateral and vertical airspace boundaries, and airspeed restrictions, and
- (c) Ensure that the necessary airspace analysis is or will be performed. Recommendations for airspace rulemaking must be determined as soon as possible to avoid implementation delays. For 14 CFR part 71 ATS Route actions, ensure that planning allows sufficient lead time to complete rulemaking actions (i.e., NPRM, public comment resolution, and publication of Final Rule) prior to the “Deadline date for En Route” in Order 8260.26, Establishing and Scheduling Civil Public-Use Standard Instrument Procedure Effective Dates, appendix A.

(4) Regional Flight Standards Division NextGen Branch Manager:

- (a) Provide the operational and safety perspective of the request and
- (b) Coordinate with AFS-400 in cases where criteria need clarification, supplementation, or development.

(5) Regional Airports Division Manager:

- (a) Confirm that airport projects will not conflict with the request and
- (b) Ensure that the procedure location meets, or will meet prior to IFP publication, the design standards (e.g., FAA Advisory Circular 150/5300-13, Airport Design) considering survey requirements, landing surface dimensions, etc. for the type of procedure requested.

**d. RAPT meeting schedule.** Each RAPT chairperson will establish a set monthly date for each region's meeting. Procedure requests submitted to the RAPT chairperson 10 or more business days prior to the established RAPT date will be added to that month's meeting. The chairperson must notify each core RAPT member of procedure requests a minimum of five business days prior to that month's meeting to ensure adequate time for review. Requests submitted within 10 business days of the next RAPT will be scheduled for the following month's meeting unless the chairperson determines that sufficient time can be allocated for a thorough review of the request by all core RAPT members. If necessary, the RAPT chairperson may schedule additional meetings.

**e. Exceptions to RAPT action.**

- (1) The following are not subject to RAPT approval or prioritization:
  - (a) Procedures revised due to Permanent (P) NOTAM issuance and
  - (b) Abbreviated Amendments as defined in Order 8260.19.

**Note:** In these cases, the IFP service provider responsible for procedure maintenance should implement changes without delay. However, since the RAPT is the focal point in the region for IFP issues, the service provider must notify the RAPT of the procedure's revision as soon as possible. Upon notification, the RAPT members will sign the consensus form providing assurance that each member is aware of the change. If RAPT members realize any negative effects of the revision, the RAPT chair will relay those issues to the service provider for correction.

(2) Non 14 CFR Part 97 (Special) IFP developed without FAA resources require RAPT approval but are not subject to FAA prioritization. However, as the implementation of these procedures may result in a significant change to the NAS, the RAPT must be notified and will coordinate as usual. If the request is approved, the RAPT members will sign the consensus form providing assurance to the procedure developer that each RAPT member has reviewed the request and does not anticipate any obvious issues for the developer or negative effects on the NAS. RAPT approval does not guarantee that the original proposal will result in procedure approval. It merely indicates that there are no obvious issues with the original request. If obvious issues require the denial of the procedure request, the issues leading to the denial must be recorded on the consensus form and explained to the procedure developer.

**f. Decision making tools.** RAPT members should use available Instrument Flight Procedure Automation (IFPA) decision-making 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.

**8. Priority of Flight Procedure Requests.** The priority assigned to a request will, in part, determine how and when FAA procedure development resources are utilized. Core RAPT members must determine the relative importance of requests by applying the following priority guidelines listed in decreasing order of benefit.

**a. “1” – Critical. Critical includes:**

(1) Procedures requiring amendment to correct known flight safety deficiency. This does not include an amendment solely to comply with new/revised criteria unless the criteria change is safety related,

(2) Procedures based on newly installed or relocated navigational aids (excluding visual aids), or airport runway addition/change, Magnetic Variation (MagVar), and

(3) MagVar at those locations affecting Category II and III Instrument Landing System (ILS).

**b. “2” – High. High includes:**

(1) Procedures at airports without an existing instrument flight rules (IFR) approach,

(2) Procedures providing flow improvement, more efficient routing, reduced communication, or reduced coordination or complexity,

(3) Procedures that test or implement an FAA national initiative, or

(4) Procedural amendments or cancellations that provide substantial benefit but require minimal IFP development resources for completion (i.e., “Fast Track”).

**c. “3” – Routine. Routine includes all** other procedure requests that do not provide any of the benefits listed above. Certain procedures will not fall under the guidelines listed as “Critical” or “High” priority but should not be prioritized as “Routine.” The RAPT, on a case-by-case basis, may elevate the priority of any procedure. The RAPT should also elevate the priority of a procedure if the request remains valid but the procedure is not under development within 24 months of RAPT approval. Procedures developed by the FAA for the Department of Defense (DoD) are prioritized as “Routine.” Special IFPs not requiring FAA development resources require RAPT consensus but not prioritization. In these cases the consensus form priority will be blank.

**9. RAPT Appeal Process.** If the requestor believes the RAPT has given the procedure the wrong priority or has denied the procedure’s development without due consideration, the requestor should appeal the decision with the RAPT chairperson and provide reasons for RAPT reconsideration. The RAPT chairperson will provide the details of the appeal to the RAPT. If the RAPT determines that the procedure denial or priority should change, the RAPT chairperson will reflect the decision on the consensus form. If the RAPT is unable to reach consensus on the appeal, the RAPT chairperson will

notify the RA for resolution. The RA will confer with the NAPT prior to making the final priority and/or approval/disapproval determination. The RAPT chairperson will document the determination on the RAPT consensus form and notify the RAPT and the requestor.

**10. Publication Dates.** The RAPT chairs will work together to assign publication or cancellation dates for each approved request. Dates should be based primarily on the priority assigned by the RAPT or to coincide with a specific target date. In the rare event the RAPT determines that a particular project's completion is necessary at the soonest possible publication cycle, the RAPT chairs can adjust the production schedule as required. In the event that the request is not under development within 24 months of RAPT approval, the RAPT must reevaluate whether the request is still valid. If so, the priority should be elevated. If not, the request should be disapproved and the requestor notified.

**11. National Airspace and Procedures Team (NAPT).** The NAPT provides national level oversight of policy implementation for IFP requests.

**a. NAPT responsibilities.**

(1) Ensure that RAPT's are standardized in their application or implementation of national policies, priorities and initiatives,

(2) Resolve cross-regional issues,

(3) Notify RAPT's of proposed changes to IFP development criteria and the anticipated effect on existing or proposed procedures and national initiatives, and

(4) Manage the procedure request administrative process.

**b. NAPT participants.**

(1) Core NAPT members.

(a) Vice President, Mission Support Services, AJV-0 (chairperson).

(b) Service Center Operations Support Group (OSG) managers.

(c) Director of Airport Safety and Standards, AAS-1, or designee.

(d) Director of Flight Standards Service, AFS-1, or designee.

(2) The NAPT chairperson may invite other agencies, offices, and/or organizations, to address NAPT issues. The participants may include but are not limited to the following:

(a) RAPT Chairs,

(b) IFP Development Service Providers, and

(c) Delegates from:

- 1 Vice President, En Route and Oceanic Services, AJE-0,
- 2 Vice President, System Operations Service, AJR-0,
- 3 Vice President, Terminal Services, AJT-0, and
- 4 Vice President, Technical Operations Services, AJW-0.

**c. NAPT meetings.** NAPT meetings will be held when issues are forwarded by the RA or at the discretion of the core NAPT chairperson.

A handwritten signature in black ink, appearing to read 'M. Huerta', with a circled number '1' to the right.

Michael P. Huerta  
Administrator

## Appendix A. RAPT Project Consensus Form

**1. General.** This appendix provides a form (see figure A-1) for the core RAPT members to record the result of their discussion as it pertains to each flight procedure request. Prepare the form in accordance with the following instructions:

**a. Project request.** Enter the official airport name, associated city, state, and type of requested procedure.

**b. Project approved.** Check the box if all core RAPT members agrees to the approval of the procedure request. If disapproved, state reason.

**c. Status/Issues.** Use this space as necessary to document any issue that would delay the procedure development or if additional information is required. If any core RAPT member disagrees with approving the procedure request, the reasons must be recorded in this space.

**d. Priority assigned.** In accordance with this order, paragraph 8.

**e. Publication date.** Enter the proposed publication date.

**f. Project tracking number.** Tracking number to be added, when assigned.

**g. Signature blocks.** Authorized division representative.

**h. Date.** Date Consensus Form is signed by the RAPT Chairperson.

**2. Record Keeping.** The RAPT Chairperson is responsible for maintaining copies of all Consensus Forms.

Figure A-1. RAPT Consensus Form

**Project Request:**

**Project Request Approved:**

**Disapproved:**  (see comments)

\_\_\_\_\_

**Status/Issues:**

**Priority Assigned:**

\_\_\_\_\_

**Project Tracking Number:**

\_\_\_\_\_

\_\_\_\_\_  
**Service Center Flight Procedures Team**

\_\_\_\_\_  
**Service Center Air Traffic Operations  
Support**

\_\_\_\_\_  
**Flight Standards Division  
NextGen Branch**

\_\_\_\_\_  
**Airports Division**

\_\_\_\_\_  
**Service Center Planning and  
Requirements Group**

\_\_\_\_\_  
**Date**

## Appendix B. Administrative Information

**1. Distribution.** This order is distributed in Washington headquarters to the branch level in the Offices of Airport Safety and Standards, to Air Traffic, Flight Standards, to Air Traffic Airspace Management Program and Air Traffic Planning and Procedures Program; to National Aeronautical Products (AeroNav) and Flight Inspection Operations Division at the Mike Monroney Aeronautical Center; to all Regional Administrators; to all Flight Procedure Offices; to the branch level in the regional Flight Standards and Airports Divisions; to all Flight Standards and Air Traffic Field Facilities; and Special Military and Public Addressees.

**2. Background.** Increasing demand for new IFPs require continuous process improvement efforts to realize necessary efficiencies in the IFP development process. Order 8260.43A established the RAPT, providing a single point of contact for the initiation of new or modification of existing IFP. The RAPT provided the necessary means of informing all stakeholders of an ensuing change to the NAS and provided a method of establishing a project priority to ensure that IFP development activities would be conducted in the most efficient and equitable manner.

When Order 8260.43A was initially written, each FAA Regional Office (RO) contained a representative from Flight Procedures, Air Traffic Airspace, Air Traffic Operations, Flight Standards, and Airports. Establishing the RAPT allowed each organization in the region an opportunity to review and comment on all IFP requests. However, the Air Traffic Organization (ATO) combined Air Traffic and Airspace branches and reorganized into a Service Area concept. Flight Standards and Airports remained under the Regional Office concept. These FAA organizational changes generated confusion on applicability of portions of FAA Order 8260.43A. Furthermore, this order addresses how the RAPT will address non-government service providers who have approval to develop Public (14 CFR 97) as well as Special (non-part 97) IFP.

### 3. Definitions.

**a. Consensus.** A process for making group decisions without voting. Agreement is reached through a process of gathering information and viewpoints, discussion, persuasion, a combination of synthesis of individual proposals and/or the group development of new ones. The goal of the consensus process is to reach a decision with which everyone can agree, while not necessarily the preferred position of a given member of the group. Consensus at its best relies upon persuasion rather than pressure for reaching group unity. Consensus does not necessarily mean unanimity, consensus implies that everyone accepts and supports the decision, and understands the reasons for making it.

**b. Flight procedure.** 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, area navigation (RNAV) procedures, charted Visual Flight Procedures, and Standard Terminal Arrivals.

**4. Information Update.** For your convenience, FAA Form 1320-19, Directive Feedback Information, is included at the end of this order to note any deficiencies found, clarification needed, or suggested improvements regarding the contents of this revision. When forwarding your comments to the originating office for consideration, please provide a complete explanation of why the suggested change is necessary.