



## U.S. DEPARTMENT OF TRANSPORTATION

### FEDERAL AVIATION ADMINISTRATION

NextGen Organization

**ORDER**

**NG 5310.1J**

Effective Date:

09/18/2025

**SUBJ:** FAA William J. Hughes Technical Center for Advanced Aerospace  
Master Planning and Siting Board Program

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**1. Purpose of This Order.** This order provides instruction when physical action is planned that would result in a temporary or permanent change of land use, a change in an existing facility use/function and the assignment of building numbers/signage/roadway names. The Order is intended to ensure any proposed development, changes in land, facility utilization or occupancy is compatible with the mission of the William J. Hughes Technical Center for Advanced Aerospace (Technical Center) and the mission of existing tenant organizations. It also intends to preserve remaining developable land for FAA mission related facilities and projects.

**2. Audience.** This order applies to all organizations and land users located at the William J. Hughes Technical Center for Advanced Aerospace including contractors and both permit holding and leaseholding tenant organizations.

**3. Where to Find This Order.** This order is available electronically for FAA proponents at [https://employees.faa.gov/tools\\_resources/orders\\_notices/](https://employees.faa.gov/tools_resources/orders_notices/). For non-FAA proponents, this order is referenced in their respective agreement and organizations should contact their respective Business Account Manager for a copy.

**4. This Order Cancels.** Order CT5310.1H, FAA William J. Hughes Technical Center Master Planning and Site Selection, Effective Date: November 18, 2010.

**5. Guidance.**

- a. Order 1050.1,** Environmental Impact: Policies and Procedures.
- b. Order NG 4443.1 – Technical Center Policy – Construction and Facility Modification Authorization Program.**
- c. Federal Facilities Agreement, II-CERCLA-FAA-90101.**
- d. FAA Acquisition Management System (AMS) Policy.**
- e. 49 U.S. Code § 47107**

**6. Policy.** This order requires a Technical Center Master Planning and Siting Board (MPSB) Action request submitted by the project proponent and an approval for proposed changes in

existing land use or a change in an existing facility use/function prior to any construction, installation or land disturbance on the property owned by the William J. Hughes Technical Center for Advanced Aerospace. In addition to building and construction code standards, this order requires compliance with the Federal Facilities Agreement executed between the FAA and the United States Environmental Protection Agency (EPA) in accordance with the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) 42 U.S. Code 9601-9675.

## 7. Definitions.

**a. Change of Functional Use.** A proposed alteration in the intended purpose or designated program activities for an existing facility.

**b. Leaseholder.** A non-federal entity or organization that holds an agreement with the FAA William J. Hughes Technical Center for Advanced Aerospace to utilize land or premises owned by the Technical Center.

**c. Lifecycle.** As per FAA AMS, the entire spectrum of activity for an FAA capital asset starting with the identification of a service need and extending through design, development, production or construction, deployment, operational use, sustaining support, and retirement or disposal.

**d. Master Plan.** A comprehensive plan that governs planning and Site Selection and guides physical development over a specified period. Specific to the Technical Center, the combined documentation and drawings describing existing development as well as planned near-term, and long-range development at the Technical Center, including Permit and Leaseholders as captured within the Geographic Information System (GIS) Database, FAA William J. Hughes Technical Center for Advanced Aerospace Strategic Land Use Plan (SLUP), any other Master Plan documents and all approved MPSB Actions. The SLUP is a comprehensive guidance document utilized for base land development.

**e. Master Planning and Siting Board (MPSB or Board).** Board tasked with reviewing and commenting on physical development applications at the William J. Hughes Technical Center for Advanced Aerospace.

**f. Master Planning and Siting Board (MPSB) Action.** An application proposing a physical action resulting in a temporary or permanent land use change or a Change of Functional Use requiring the review of the MPSB.

**g. Master Planning and Siting Board (MPSB) Approval.** Permission for a Project Proponent to seek the design and implementation of an MPSB Action while complying with regulatory requirements, specific conditions or requirements of the approval and Order NG 4443.1 – Technical Center Policy – Construction and Facility Modification Authorization Program.

**h. Master Planning and Siting Board Chairperson (MPSB Chairperson).** Official of the MPSB who provides final approval to Board actions.

**i. Master Planning and Siting Board Working Committee Chairperson (MPSB Working Committee Chairperson).** Official of the MPSB who oversees the review operation of the Board. The Master Planning and Siting Board Chairperson shall appoint this position.

**j. Operational Costs.** Costs incurred for operating and maintaining facilities or developments in a state of readiness, including, but not limited to, preventative & routine maintenance, supplies, equipment, applicable utilities and indirect costs for the procurement of service contract support.

**k. Permit Holder.** A federal entity or organization that holds an agreement with the FAA William J. Hughes Technical Center for Advanced Aerospace to utilize land or premises owned by the Technical Center.

**l. Project Execution.** The start of the construction, installation or implementation of a proposal action, generally preceded by a period of planning and/or design.

**m. Project Proponent.** An organization or land user who advocates for a change in land use or facility use/function at the FAA William J. Hughes Technical Center for Advanced Aerospace. Additionally, for the purpose of this order, an organization responsible for obtaining approvals and establishing the funding for all direct and indirect costs incurred by the proposed project for all Lifecycle management phases from initial planning through in-service management to disposal.

**n. Site Selection.** An official designation of the best available site for a structure, facility or change in land use. The consensus of the MPSB and the MPSB Chairperson determines a final proposal location. The process for selecting the final site will comply with all applicable environmental laws, including the National Environmental Policy Act (NEPA), implementing regulations and any negotiated agreements and orders that bind the obligations and conduct of the FAA with respect to the site.

**o. Sponsoring Organization.** An organization that provides funding or support for research, programs or initiatives.

**p. Sustainment Costs.** Costs incurred for the Lifecycle replacement of components (roofs, windows, flooring, climate control, etc.) for a facility or development.

**q. Temporary Facility.** Refers to pre-manufactured structures such as office trailers or similar, storage facilities such as canopy tents, shelters, sheds, or any other structure not designed for long-term use, permanently affixed to the ground or as defined at the discretion of the MPSB Working Committee Chairperson.

**r. Utility Systems.** Overhead or subsurface lines, pipes and ducts banks used for the distribution of natural gas, electric, water (both potable and fire water supply systems), sanitary

sewage, storm water, fuel storage, communication (telephone and fiber optic) lines or infrastructure associated with Superfund remediation activities.

**8. Requirements.** An MPSB Approval is required for the following activities:

**a. MPSB Action Activities.**

(1) Activities include any physical action planned that would result in a temporary or permanent change of land use. Temporary actions require a new MPSB Action when the action becomes permanent.

(2) Activities for an MPSB Action include, but are not limited to: new construction (buildings, testing instrumentation, equipment shelters, etc.), demolition, exterior/interior structural alterations, land clearing, earthwork, drainage, the installation of Utility Systems, roads, trailers, antenna, real estate acquisitions, signage, environmental matters and Temporary Facilities.

(3) Activities for MPSB Action regarding Temporary Facilities, such as office trailers or similar as defined above, shall include, and not be limited to, the following additional information:

(a) A justification statement and Lifecycle cost analysis from the Project Proponent indicating the investment decision rationale for this Temporary Facility versus the implementation of a permanent structure.

(b) The duration of the project or program's requirement for such a facility, along with the currently planned targeted dates for decommissioning, removal and site restoration.

(c) Any other documentation as deemed necessary, at the discretion of the MPSB Working Committee Chairperson.

(4) An MPSB Action also includes changes that affect airspace above a site or subsurface changes that may affect underground Utility Systems.

**b. Master Plan Update Activities.**

All federal and non-federal organization Master Plan documentation outlining physical development over a specified period of time shall be reviewed and presented to the Board as an MPSB Action. The plan shall be implemented into the GIS database and Technical Center documentation by the MPSB Working Committee Chairperson upon approval by the MPSB.

**c. Change of Functional Use Activities.**

(1) Activities include modifying the current functional usage of an existing facility on the base. This applies to changing the designated functional and/or program activities occurring inside the facility and/or externally around the facility.

(2) Existing facilities on the base are designed for a specific use and are required to meet building codes and safety regulations. Changing the intended primary use potentially triggers the need for physical upgrades or requirements to support the new usage.

(3) A review of the Change of Functional Use will not only safeguard the sustainability of the facility in question but also ensure the health and safety of its occupants and protect the integrity of existing base infrastructure and surrounding facilities.

(4) An external Change of Functional Use for an existing facility may initiate a temporary or permanent physical land use change as outlined in Section 8(a). This land use change shall be treated and reviewed as an MPSB Action.

**d. Building Number Assignment, Signage & Roadway Name Activities.**

(1) The MPSB Working Committee Chairperson shall assign and approve building numbers/signage/roadway names. Additionally, the MPSB Working Committee Chairperson shall receive requests for each.

(2) The MPSB Working Committee Chairperson shall assign building numbers for newly constructed facilities after a construction contract award.

(3) The MPSB Working Committee Chairperson shall approve all building-mounted signs displaying the name of the new facility in addition to adjacent free-standing building name signs upon the concurrence of the MPSB Chairperson.

(4) The MPSB Working Committee Chairperson shall approve all proposed roadway name designations or name designation changes upon the concurrence of the MPSB Chairperson.

**9. Process.****a. MPSB Action Activities.**

(1) Early in the planning process, the Project Proponent of an MPSB Action will contact the Center Operations Division Service Desk, either by telephone (1-609-485-4122) or e-mail (9-ACT-ServiceDesk@faa.gov) and request a work request for MPSB support. The request must include NG Form 5310-1A MPSB Project Requirements Survey.

(2) After receipt of the work request for MPSB support, the MPSB Working Committee Chairperson will contact the Project Proponent to review the list of required submission documents.

(3) The Project Proponent will prepare and submit an appropriate sketch or site plan, a letter of description of the MPSB Action and a justification for the MPSB Action to the MPSB Working Committee Chairperson. The sketch or site plan together with the description and justification should provide enough detail for the reader to determine the location of the MPSB Action, its intended use, justification for the location and the date on which the comment review period ends. The MPSB Working Committee Chairperson may coordinate additional GIS mapping documentation for the action.

The Project Proponent will also submit documentation of the MPSB Action approval, even if preliminarily, from the Sponsoring Organization signed by a manager with the appropriate approval authority.

(4) Depending on the nature of the MPSB Action, the majority of land development may include subsequent facility utilization and employee occupancy, which produces future Sustainment and Operational Costs for the Technical Center. The Project Proponent will be required to coordinate with Center Operations on these future costs and formulate or modify an existing Service Level Agreement (SLA) with Center Operations Division, ANG-E3. The agreement will specify ownership of Sustainment and Operational Costs, as defined in Section 7 above, and the SLA is required to be established or updated prior to Project Execution. SLAs are overseen by the Customer Relationship Management Section, ANG-E411, and any new or modified SLA will require their services.

The Project Proponent will be required to obtain and provide the documented future Sustainment and annual Operational Costs. These estimated costs may be compiled during the initial agency acquisition process for Technical Center development proposals. Alternatively, these costs may be part of a design submittal package from the Project Proponent's industry professionals during the design phase of a project post-MSPB Approval. The Project Proponent may also contact the Center Operations Service Desk and request Facilities Operations and Engineering support for assistance in determining these costs.

(5) For any MPSB Action request involving the release of FAA-owned land or a significant change of use for property or a facility, the MPSB Working Committee Chairperson will brief the MPSB Chairperson on the requested action's intent and usage. Potential factors associated with a significant property/facility change of use include: employee safety, threats to current environmental policy, obstructions to the flight airspace, impact to Tech Center utility infrastructure, etc. The MPSB Action request will be distributed to MPSB members upon the MPSB Chairperson's tentative concurrence regarding intent and usage.

(6) The MPSB Working Committee Chairperson will distribute the MPSB Action request to the Board as defined in Section 10.

(7) Within two weeks of the Board receipt of the MPSB Action request from the MPSB Working Committee Chairperson, the Board will conduct a technical review of the MPSB Action and provide comments and recommendations based on their professional expertise and



background. This includes a detailed review by the Facilities Engineering and Operations Branches as well as the Environmental and Occupational Safety and Health (EOSH) Section.

(8) If after two weeks any unresolved issue(s) arise, the Project Proponent together with the established MPSB Working Committee and pertinent members of the Facilities Engineering and Operations Branches as well as the EOSH Section and will meet to resolve the issue(s).

(9) The consensus of the Board, and applicable mandatory conditions, are then forwarded to the MPSB Chairperson who denotes the action as approved, disapproved or approved with mandatory conditions.

(a) Disapproved MPSB Action requests may be modified and resubmitted.

(b) With an approval, the MPSB Working Committee Chairperson shall instruct the Project Proponent to initiate a work request with the Center Operations Division Service Desk for the approved proposal in accordance with Section 9.a.(1) of Order NG 4443.1 Construction and Facility Modification Authorization Program.

**b. Master Plan Update Activities.**

(1) The Project Proponent will follow the procedure outlined in Section 9(a) for any completed Master Plan Update document. The Project Proponent must submit the document and any additional supplemental materials such as maps to the MPSB Working Committee Chairperson for submission to the Board.

(2) Each individual project, facility or building included in an approved Master Plan Update document shall be submitted as a separate MPSB Action request and shall follow the procedure outlined in Section 9(a).

**c. Change of Functional Use Activities.**

(1) The Project Proponent will follow the procedure outlined in Section 9(a) for any Change of Functional Use activity.

(2) The MPSB Working Committee Chairperson shall brief members of the Facilities Engineering and Operations Branches as well as the EOSH Section on the potential change of use. The attendance of the Project Proponent during this meeting shall be at the discretion of the MPSB Working Committee Chairperson unless otherwise directed. Within two weeks of the MPSB Working Committee Chairperson's briefing, both Branches and the EOSH Section will conduct a technical review of the Change of Functional Use proposal and provide comments and recommendations based on their professional expertise and background.

(3) The MPSB Working Committee Chairperson will collect and present the recommendations from Facilities to the MPSB Chairperson who will approve, disapprove or recommend a full Board review as an MPSB Action.

(a) An approval allows the Project Proponent to proceed with the modification while coordinating with the Facilities Engineering and Operations Branches as well as the EOSH Section as required.

(b) A disapproval requires the Project Proponent to coordinate with the Facilities Engineering and Operations Branches as well as the EOSH Section on acceptable alternatives that meet the Project Proponent's stated mission.

(c) Within two weeks of receiving an MPSB Action for the Change of Functional Use, the Board will review the proposal and the MPSB Working Committee Chairperson will collect comments/questions as per Section 9(a).

(4) A formal agreement on the ownership of potential Sustainment and Operational Costs as outlined in Section 9.a.(4) applies to an approval to proceed, or an MPSB Action associated with, a Change of Functional Use due to modifications in facility utilization, employee occupancy, etc.

**d. Building Number Assignment, Signage & Roadway Name Activities.**

(1) The Project Proponent or a representative from the Facilities Engineering Branch, Facilities Operations Branch or the EOSH Section will request a Service Desk work request for new building numbers through the MPSB immediately after a construction contract award. The MPSB Working Committee Chairperson shall provide a designated building number that is representative of the Project Proponent's organization or the location of the new facility.

(2) The Project Proponent must alert the MPSB Working Committee Chairperson of any proposed building name signage design or proposed roadway name designations through a MPSB work request with the Service Desk. The MPSB Working Committee Chairperson will present the proposals to the MPSB Chairperson who will approve or disapprove.

**10. Board Configuration.**

**a.** A Technical Center MPSB is established for the purpose of reviewing general MPSB Actions. Members are:

(1) MPSB Chairperson,

(a) The Technical Center Director shall act as the de facto MPSB Chairperson.

(b) The Technical Center Deputy Director shall act as an alternate for MPSB Chairperson at the discretion of the Director.

(2) MPSB Working Committee Chairperson. (To be appointed in writing by the MPSB Chairperson)

(3) Office of Chief Counsel.



- (4) Manager, Office of Infrastructure Protection.
- (5) Manager, Laboratory Services Division.
- (6) Manager, Aviation Research Division.
- (7) Manager, Center Operations Division.
- (8) Manager, Research & Development Management Division.
- (9) Manager, Air Traffic Systems Test and Evaluation Services Division.
- (10) Manager, Enterprise Services Test and Evaluation Division.
- (11) Manager, Air Traffic Organization, Terminal Second Level Engineering Group
- (12) Manager, Air Traffic Organization, En Route Second Level Engineering Group
- (13) Permit and Leaseholders.

**b.** Ex officio members representing other Technical Center organizations and tenant organizations will participate in Board meetings when the MPSB Working Committee Chairperson indicates the need for the participation.

**c.** A MPSB Working Committee is established for the purpose of resolving a specific issue with an MPSB Action.

(1) Members are:

(a) MPSB Working Committee Chairperson, appointed by the MPSB Chairperson.

(b) Designated representatives from each organization having members on the MPSB.

(c) Representatives of Technical Center organizations, as well as those contractors and tenant organizations located at the Technical Center who express an interest in the MPSB Action or who request to participate through the MPSB Working Committee Chairperson.

**d.** The MPSB Working Committee Chairperson's duties include:

(1) Briefing the MPSB Chairperson on requests for proposed MPSB Actions.

(2) Preparing and coordinating siting studies for the MPSB members.

(3) Creating and distributing MPSB Actions to the MPSB members. This includes receiving potential land use modifications from Project Proponents, coordinating with MPSB

members on concerns, recommending solutions during the review period and facilitating approvals of potential actions.

(4) Coordinating MPSB Actions with the Master Plans of the State, County, those of permits and Leaseholders and other regional Master Plans as applicable.

(5) Recommending a Site Selection to the MPSB members.

(6) Calling and chairing formal meetings of the MPSB Working Committee (when required).

(7) Forming and chairing subcommittees, if required.

(8) Ensuring the periodic update of the Master Plan in the GIS Database and periodic review of tenant agency or Technical Center Master Plan documentation. The MPSB Working Committee Chairperson shall update the FAA William J. Hughes Technical Center for Advanced Aerospace SLUP approximately every 5-10 years.

(9) Maintain a shared-access Year-to-Date Master Plan database of approved MPSB Actions.

## **11. Approval.**

### **a. MPSB Actions must have:**

(1) The consensus of the MPSB and the MPSB Working Committee (if applicable).

(2) The approval of the MPSB Chairperson.

(3) A list of mandatory conditions of the approval, if applicable. The Project Proponent is required to comply with conditions such as: the requirements of NEPA and other environmental laws and regulations, obtaining the necessary environmental permits, any conditions required by the Federal Facilities Agreement between the FAA and EPA, approvals from regulatory agencies (such as the Environmental Protection Agency), any conditions or assurances required under 49 U.S. Code § 47107 (if applicable), obtaining Construction Authorization from the Facilities Engineering Branch and any other requirements.

**b.** The MPSB Approval will be cancelled if the proposal has not been funded or initiated within a period of five years after the approval date. The Project Proponent may renew the approval before the five-year mark by submitting an acknowledgement of the required need for the proposal to the MPSB Working Committee Chairperson.

**c.** The MPSB Approval will not constitute an agreement by the Board or any of its members to assume the responsibilities of the Project Proponent or to provide resources for the implementation of the proposed development, or modification in facility utilization. In accordance with FAA AMS guidance, the Project Proponent will be responsible for establishing

approvals, funding and resources for all project Lifecycle costs, including annual Operational Costs, Sustainment Costs and final disposition.

**12. Distribution.** This order and NG Form 5310-1A are available electronically as described in paragraph 3.

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NEIDERMAN



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