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Department of Transportation

AIRPORT MASTER PLANS

PURPOSE:

This procedure guides the Florida Department of Transportation (FDOT) participation in the preparation, funding, review and approval of Airport Master Plans prepared by local airport sponsors.

AUTHORITY:

Sections 20.23(3)(a) and 334.048(3), Florida Statutes (F.S.)

REFERENCES:

- Chapter 332, F.S.
- FDOT Guidebook for Airport Master Planning
- Aviation Program Management, Topic No. 725-404-040
- Federal Aviation Administration (FAA) Advisory Circular (AC) 150/5070-6B Airport Master Plans
- 49 U.S.C. § 47107
- Florida Aviation System Plan (FASP)
- Local Government Comprehensive Plans - Transportation Element, Traffic Circulation Element, Capital Improvement Element and Intergovernmental Coordination Element, Future Land Use Element, as applicable
- Section 215.422, F.S.
- Section 163.3177(6), F.S.
- Section 339.61, F.S.

Note: References shall be to the latest editions, in particular for the Department's Guidebook for Airport Master Planning and Federal Aviation Administration (FAA) Airport Master Plan Advisory Circular (AC) 150/5070-6B.

SCOPE:

This procedure applies to all FDOT Personnel authorized to review, comment, and implement Airport Master Plan development through the aviation work program.

DEFINITIONS:

Airport Business Plan: A document that uses a logical and disciplined structure to set out goals, objectives, and action plans that supports the goals and objectives of an Airport Master Plan and assists the airport in becoming as financially self-sustaining as possible, given the circumstances that exist at the airport.

Airport Layout Plan (ALP): A drawing set consisting of graphics drawn to scale, showing both existing and planned facilities as well as on-airport and adjoining-airport land uses.

Airport Master Planning: The development, for planning purposes, of information and guidance to determine the extent, type, and nature of development needed at a specific airport.

Airport Master Plans: A comprehensive study of an airport that usually describes the short-, medium-, and/or long-term development plans to meet future aviation needs. This term applies to Master Plan Updates, Airport Layout Plan Updates, Sustainable Master Plans, Airport Sustainability Plans, and Strategic and Business Plans incorporating traditional master plan elements, unless otherwise noted within this procedure.

Airport Strategic Plan: Identifies the vision and the long-term strategic goals for the airport. Typically, an airport strategic plan has a time horizon of 10 to 20 years.

Airport Sponsor (Sponsor): The local government owner of an airport. A local government includes municipalities, counties, and airport authorities created by Florida law.

Airport Sustainability Plan: A standalone document, sometimes referred to as a Sustainability Management Plan, that outlines an airport's sustainability vision/mission and general focus areas (economic responsibility, environmental stewardship, social and community relationships, and operational efficiency) that is typically coordinated with and complementary to other airport master planning documents.

Aviation Office: Means the Department's Central Aviation and Spaceports Office and associated staff.

Capital Improvement Program (CIP): An element of the Airport Master Plan providing a listing of estimated costs for each improvement project, along with an indication of eligible funding sources, and an estimate of funds required from the airport owner/sponsor and other funding sources; state and or federal.

District Office: Means one of the seven geographically decentralized Department offices responsible for the review and processing of aviation grants and projects.

Draft Deliverables: Items listed in the initial scope of work, i.e., hardcopy and/or electronic narratives and computer assisted drawings (CAD) produced as part of the master plan process.

FAA: Federal Aviation Administration

Final Deliverables: All finished products (narratives, drawings, computer files, database files, CAD and GIS files, etc.) required by the scope of work.

Florida Aviation System Plan (FASP): Florida's strategic twenty year plan for developing the statewide system of airports. The FASP characterizes a role for each airport and guides state airport planning and development funding.

Joint Automated Capital Improvement Program (JACIP): A coordinated process between the FAA, the FDOT and the grant eligible airport sponsors where airport sponsors identify needed projects and potential funding as identified in the Airport Master Plan, and where the FAA and the FDOT make funding decisions based on those identified projects.

Joint Participation Agreement (JPA): A formal agreement between the Department and a Local Sponsor where the Department agrees to provide Departmental financial assistance for an airport project.

Primary Planning Documents: Documents used by airport sponsors to guide the overall direction of an airport. These documents typically consist of, but are not limited to: (1) an airport strategic plan; (2) an airport business plan; and (3) an airport master plan or airport layout plan (ALP).

GENERAL:

The Agency/Airport Sponsor should deliver an Airport Master Plan that is an organized collection of information, analyses, and resulting decisions and policies guiding the future development of an airport over a specified period of time; usually 20 years. Typical informational items or elements that comprise an Airport Master Plan include, but are not limited to:

- Goals and objectives of the Airport Master Plan;
- An inventory of existing airport facilities and operating conditions;
- Forecasts of aviation activity and demand to include an analysis of forecasted demand for services compared to capacity of existing facilities;
- List of facility requirements determined by assessing the ability of the airport to support the forecasted demand and identifying the demand levels that will trigger the need for facility additions or improvements;

- List of development alternatives that have been properly identified and evaluated to meet projected facility requirements along with alternative configurations for each major component resulting in a recommended development alternative;
- An ALP that provides a graphic representation of existing and planned land and facilities necessary for the long-term operation and development of an airport;
- A brief overview of current and potential environmental issues and issues that may be raised by any proposed new development. This is not a stand-alone element, but is typically incorporated within applicable chapters throughout the Master Plan;
- A Facilities Implementation Plan that provides a summary description of the recommended improvements and associated costs for all of the airport's planned capital projects;
- A Capital Improvement Plan (CIP) that itemizes, evaluates costs, and schedules needed airport improvements over the planning period;
- A financial analysis that is developed along with the CIP that determines how the needed airport improvements will be financed; and
- A cost-feasible financial plan, approved by FDOT to accomplish the projects described in the Airport Master Plan and/or depicted in the airport layout plan. The cost-feasible financial plan shall realistically assess project phasing considering availability of state and local funding and likelihood of federal funding.

Florida's philosophy of airport master planning is to encourage effective airport planning while reducing costs by:

- Only updating the information in the elements when needed; and
- Focusing on computer-based rather than paper-based Airport Master Plan information, which should be delivered as a product of the project to the airport manager.

NOTE: Computer-based information provides inventory data, survey information, a capital improvement program, etc. in a computer format that can be utilized now and in future updates, eliminating the cost for duplicate information vs. paper-based, or document only information, which normally includes a narrative and a set of drawings.

The **Guidebook for Airport Master Planning** has been developed for use by airport owners/sponsors, operators, and consultants on general aviation and commercial service airports throughout the state. It is intended to provide guidance in the development, preparation, and use of Airport Master Plans in Florida. Step by step instructions carry the user through the preparation of the scope of services and airport plans. This **Guidebook** is the standard by which all master planning documents will be produced. Therefore, all Airport Master Plans should be consistent with this **Guidebook**. A copy of this **Guidebook** is available either by mail or by downloading and/or viewing from the FDOT Aviation web site: <http://www.dot.state.fl.us/aviation/>.

Airport Master Plans may include planning elements which are inconsistent with the local government comprehensive plan. However, the CIP outlined in the Airport Master Plan should be consistent with the local government comprehensive plan and must be consistent with the state aviation system plan. Projects in the CIP which are inconsistent with the local

government comprehensive plan must be adequately addressed in the narrative portion of the Airport Master Plan and those portions will not be eligible for FDOT funding.

Airport Master Plans submitted to the FDOT which include projects in the CIP that are inconsistent with the local government comprehensive plan and do not adequately address the issue in the narrative will not be approved. Any CIP which includes projects inconsistent with the local government comprehensive plan and proposes FDOT funding will not be considered financially feasible. Therefore, the sponsor will be required to remove FDOT funding from these projects in the CIP prior to FDOT approval of the Airport Master Plan.

Airports may elect to incorporate an Airport Master Plan in their local government's comprehensive plan and the aviation related developments that have been addressed in the Airport Master Plan would be exempt from DRI (Development of Regional Impact) review process (**Chapter 380.06(24)(q), F.S.**).

The FASP provides documentation of airports and related facilities needed to meet current and future statewide aviation demands. In order for planned airport improvements to be eligible for state funding, Airport Master Plans must be consistent with the aviation system role for the airport described in the FASP.

FDOT may share in the cost of an Airport Master Plan with an airport sponsor whether or not there is FAA participation. The Airport Master Plan funding ratio and procedures pertaining to consultant selection, JPAs and progress payments are to be in accordance with **Chapter 332, F.S.**

The airport sponsor is ultimately responsible for approving the Airport Master Plan based on the contents of the plan and accuracy of the data. FDOT conditionally approves the Airport Master Plan and ALP based on federal and state standards and the **FDOT Guidebook for Airport Master Planning**.

There may be existing or outstanding issues that indicate the need for a supplemental planning study (i.e., environmental assessment, feasibility studies, access roadway studies, economic impact assessments, business plan studies, etc.) as part of the project. If it is pre-determined that an additional study will need to be completed in the near future (within three years after the completion of a master plan), it may be advisable to include the study in the Airport Master Plan scope of work and conduct the study in conjunction with the Airport Master Plan.

The airport master planning process begins with the sponsor requesting FDOT assistance for an airport master planning project. Eligible projects are entered into the Work Program through the JACIP process. In the fiscal year that the project is programmed, a project justification and scope meeting between the respective District Office, the FAA, the Aviation Office, and the airport sponsor shall be held. The purpose of this meeting will be to establish a preliminary scope of work and to develop cost estimates for the project. The airport sponsor should be prepared to provide a well-organized rationale to support the planning effort which includes the goals and the issues that the study is intended to resolve.

The project then commences with the issuance of a planning grant reflecting the costs established in the scope meeting. The project proceeds with the District Office approving the scope of services and issuing the JPA, and then monitoring project performance, reviewing product deliverables, and processing invoices, through final project review and approvals of final deliverables, and implementation. The District Office should perform this process in close coordination with the Aviation Office through the JPA review and approval process.

1. PROJECT JUSTIFICATION AND SCOPE MEETING

- 1.1 An airport Sponsor may submit a request for an airport planning project for consideration for funding with the District Office. After consideration and budgeting by the District Office, the project may be entered into the Work Program.
- 1.2 Prior to the proposed planning project, the District Office and Aviation Office will meet with the sponsor during a project justification and scope meeting. The purpose of this meeting is to determine the effort necessary to satisfy the project. FAA consultation will be included as part of this initial effort regardless of the funding source.
- 1.3 In the project justification and scope meeting, the Aviation Office, District Office, and airport sponsor will review the **FDOT Guidebook for Airport Master Planning** and the FASP role for the airport. Consideration of these guidelines should lead to a preliminary scope of work which adequately considers the goals, objectives, and issues of the proposed study and is consistent with the **Guidebook**. A preliminary budget and project schedule will be discussed. FDOT participation in the project shall not proceed unless the proposed development being pursued is compatible with the FASP role for the airport.
- 1.4 During the scoping process, if it is determined that an additional study will be needed to support the proposed master plan goals and objectives, the additional study may be included as part of the scope of work. A supplemental study will be included as part of the scope for any proposed development that may impact the future operating characteristics of an airport such as a new runway, runway extension, terminal expansion, etc. The type of supplemental study needed will be discussed during the scoping meeting.
- 1.5 To ensure that the ALP is comprehensive, all parties must agree to its content and standards. FAA Standard Operating Procedure (ARP SOP) 2.00, and/or 3.00 should be referenced for specific ALP review and approval procedures and additional preparation guidance. This requirement applies to all public use airports who wish to remain eligible for state and/or federal funding.
- 1.6 The individual sheets that comprise the ALP Drawing Set will vary based on the level of planning effort. However, the Airport Data Sheet and the Existing, Future, and Ultimate ALP Drawing Sheets will each be created on a separate sheet. In addition, the following additional sheet(s) will be included as part of the ALP drawing set:

- A separate sheet(s), similar in scale and layout to the ALP Drawing Sheet, showing existing, future, and ultimate 14 CFR Part 77 surfaces only.

1.7 All ALP sheets will include the following disclaimer:

“The proposed development depicted in this plan does not inherently represent the official views and policies of FDOT. Conditional approval of this plan does not constitute a commitment on the part of FDOT to participate in the funding of any development depicted in the plan or any project listed within the Capital Improvement Plan (CIP) element, nor does it indicate that the proposed development and/or associated projects are environmentally acceptable or economically feasible in accordance with appropriate public law.”

2. FUNDING FROM FDOT

- 2.1** The District Office shall budget state aviation funds for eligible Airport Master Plan projects in accordance with the funding priorities outlined in the current **Aviation Program Management, Procedure No. 725-040-040**. In funding eligible Airport Master Projects for those airports located within a Rural Economic Development Initiative (REDI) County, as defined in s. 288.0656(6)(a), F.S., financial match requirements will be reviewed for projects in rural areas as defined in s. 288.0656(2), F.S.
- 2.2** The process established by the Aviation Office shall be followed in order to allow for FDOT financial participation in Airport Master Plan, Airport Layout Plan, and other planning and development projects. District Offices should note when an airport sponsor’s master plan was last updated. If an airport sponsor has not updated its plan within 20 years, District offices will direct the sponsor to include an airport master plan update project in the JACIP to be completed within five (5) years from the current Department fiscal year.
- 2.3** The airport sponsor must provide the following items to the District Office before the issuance of a planning grant:
- Type of study;
 - Statement of project needs, goals and objectives, and identified special issues;
 - A copy of the completed FAA ARP SOP 2.00 (include FAA ARP 3.00 if applicable);
 - Proposed scope of work;
 - Project schedule; and
 - Cost estimates and requested state funds.
- 2.4** The District Office will copy the proposed scope of work, FAA SOPs, and cost estimates to the Aviation Office for review. Comments or recommended approval or both, from the Aviation Office, will be submitted to the District Office in writing within 15 working days of the date received in the Aviation Office. Recommended approval from the Aviation Office must be received by the District Office before a planning grant can be issued.

- 2.5** District Offices shall ensure that the scope of services for planning JPAs includes the following statement: *“Invoices will be paid based on the deliverables received by the Department. Invoices should be submitted for payment only after the deliverables have been reviewed and accepted by the Airport Sponsor, the District Office, Aviation Office, and, if required, the FAA.”* Additional language in the contract may be necessary to extend the 5 day requirement for the review and inspection of goods and services to allow for adequate time for reviews (reference **Section 215.422 (1), F.S.**).

3. MONITOR PROJECT PERFORMANCE

- 3.1** The scope of work for the project should define specific deliverable products for each element along with a schedule for delivering the products. The District Office will monitor the schedule and subsequent deliverables to assure the project is progressing as required in the scope of work. Any significant deviation to the schedule or the deliverables should be noted and discussed with the airport sponsor. Nonpayment based on significant deviations shall be in accordance with the JPA in effect.

4. REVIEW AND APPROVAL OF DRAFT DELIVERABLES

- 4.1** When Airport Master Plan development has reached the draft review stages, the District Office should receive and thoroughly review all draft deliverables, as outlined in the scope of work, and note any discrepancies to the sponsor.
- 4.2** The draft deliverables will be copied to the Aviation Office for review and comments. When requested by the FAA, Orlando Airports District Office, the District Office should coordinate with the sponsor to ensure that the draft deliverables are also sent to the FAA, Orlando Airports District Office for review and comments.
- 4.3** The District Office will review the draft deliverables for consistency with local issues, such as those contained in land use plans, transportation plans, local comprehensive plans, etc., or any other local issues that could affect existing or future airport development.
- 4.4** The Aviation Office will review the draft deliverables to determine if they are consistent with federal and state standards and guidelines, and are compatible with the FASP.
- 4.5** To expedite the review process, District Offices may submit individual plan chapters to the Aviation Office for technical evaluation and comment ahead of the overall draft planning document. However, once completed, the complete draft deliverables will be sent electronically to the Aviation Office for review.
- 4.6** The Aviation Office will return comments or recommend conditional approval, or both, to the District Office within 30 working days after the date received in the Aviation Office. Areas of the draft deliverables that need correction and/or further explanation will be delineated from those comments that are strictly editorial in nature. For large, multi-

volume documents, the Aviation Office should provide comments within 45 working days after the date received and will alert the appropriate District Office if additional time is needed.

- 4.7 The District Office will combine their own comments with all comments received from the Aviation Office and submit the comments to the sponsor for disposition.

5. **PROCESS PROJECT INVOICES BASED ON ACCEPTANCE OF PROJECT DELIVERABLES**

- 5.1 Draft deliverables submitted for review, per the scope of work, must be accepted by the Airport Sponsor, and received and accepted by the District Office, Aviation Office, and the FAA, if required, prior to payment of the invoices.
- 5.2 Withholding payment on invoices based on deliverables not consistent with the scope of services shall be in accordance with the requirements of **Subsection 215.422(1), F. S.**, and the JPA in effect.
- 5.3 Project invoices may continue to be processed after the draft deliverables have been reviewed and accepted by the Airport Sponsor, District Office, Aviation Office, and, if required to review, the FAA.

6. **FINAL PROJECT REVIEWS**

- 6.1 All final deliverables, as required in the scope of work, should be delivered to the District Office for final reviews and comments. All computer files (drawings, DWG, shapefiles, database, etc.), the final draft narrative, and the ALP will be required for FDOT review.
- 6.2 The District Office will forward the final draft narrative and ALP, along with all computer files, to the Aviation Office for review. The District Office should request that the sponsor send copies of the final draft narrative and ALP to the FAA, Orlando Airports District Office for review and approval.
- 6.3 The District Office will review the scope of work to ensure that all items in the scope have been addressed and that all deliverables are presented as outlined. In addition, the District Office will review the overall development depicted in the final draft narrative and ALP for consistency with any known local issues, verify the local issues are adequately addressed, and that the capital improvement program outlined in the Master Plan is feasible based on funding sources and availability in accordance with the work program. Consultation with the FAA and/or the Aviation Office will be accomplished, as appropriate, for consistency.
- 6.4 The Aviation Office will review the final draft narrative, ALP drawings and all computer files to ensure that they meet FAA and FDOT standards and guidelines, and the

development depicted is consistent with the FASP. Coordination with the FAA will be accomplished as appropriate.

- 6.5** The Aviation Office will send final comments to the District Office within 30 working days after the date received in the Aviation Office. Final comments will identify those items that need to be corrected by the sponsor prior to recommending conditional approval of the completed project. Editorial comments will be duly noted. Note: For large, multi-volume documents, Aviation Office will provided comments within 45 workings days after the date received in the Aviation Office.
- 6.6** All material needing correction must be resubmitted to the Aviation Office for review prior to recommending final project approval, unless otherwise indicated by the Aviation Office.

7. FINAL PROJECT APPROVALS

- 7.1** The final Airport Master Plan and ALP should incorporate the review comments of the FDOT and those submitted by the FAA, Orlando Airports District Office, if any, unless otherwise arbitrated with the agency concerned.
- 7.2** Upon acceptance of the final deliverables the Aviation Office will prepare and submit a written response to the District Office recommending conditional approval of the Airport Master Plan and ALP based on their review as outlined in **Section 6.4**.
- 7.3** Upon the District Office's acceptance of the final deliverables, based on the review as outlined in **Section 6.3**, and after receiving a written response from the Aviation Office, a written response will be prepared by the District Office and submitted to the Sponsor conditionally approving the Airport Master Plan and ALP.
- 7.4** Copies of all final deliverables stated in the scope of work should be presented to the District Office. The District Office shall ensure that the airport sponsor also receives copies of all final deliverables prior to final approval and payment.
- 7.5** Upon receipt and distribution of all required deliverables, and subsequent approvals, final closeout, per the JPA, may proceed.

8. IMPLEMENTATION OF THE AIRPORT MASTER PLAN

- 8.1** The District Office will keep a copy of the final Master Plan narrative and ALP set on file and forward one copy of each to the Aviation Office for their information and files.
- 8.2** District Offices will require that all development projects listed in the new or updated Master Plan be entered and updated in the JACIP by the sponsor. Projects deleted from a previous Airport Master Plan will be deleted from the JACIP.

- 8.3** District Offices should also encourage the airport sponsor to request appropriate units of local government to incorporate the new Airport Master Plan and any subsequent amendments into the local government comprehensive plans (Transportation Element; Traffic Circulation Element; Capital Improvement Element; Intergovernmental Coordination Element) in accordance with Section 163.3177, F.S.

9. TRAINING

Training will be provided for District staff upon request using appropriate means including onsite visits, teleconferences and video conferences.

10. FORMS

None required.