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Operational Safety During Airport Construction

Course Number: CE-02-105

PDH: 3

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Chapter 1. Planning an Airfield Construction Project

101. Overview. Airports are complex environments, and procedures and conditions associated with construction activities often affect aircraft operations and can jeopardize operational safety. Safety considerations are paramount and may make operational impacts unavoidable. However, careful planning, scheduling, and coordination of construction activities can minimize disruption of normal aircraft operations and avoid situations that compromise the airport's operational safety. The airport operator must understand how construction activities and aircraft operations affect one another to be able to develop an effective plan to complete the project. While the guidance in this course is primarily used for construction operations, some of the concepts, methods and procedures described may also enhance the day-to-day airport maintenance operations, such as lighting maintenance and snow removal operations.

102. Plan for Safety. Safety, maintaining aircraft operations, and construction costs are all interrelated. Since safety must not be compromised, the airport operator must strike a balance between maintaining aircraft operations and construction costs. This balance will vary widely depending on the operational needs and resources of the airport and will require early coordination with airport users and the FAA. As the project design progresses, the necessary construction locations, activities, and associated costs will be identified. As they are identified, their impact to airport operations must be assessed. Adjustments are made to the proposed construction activities, often by phasing the project, and/or to airport operations in order to maintain operational safety. This planning effort will ultimately result in a project Construction Safety and Phasing Plan (CSPP). The development of the CSPP takes place through the following five steps:

a. Identify Affected Areas. The airport operator must determine the geographic areas on the airport affected by the construction project. Some, such as a runway extension, will be defined by the project. Others may be variable, such as the location of haul routes and material stockpiles.

b. Describe Current Operations. Identify the normal airport operations in each affected area for each phase of the project. This becomes the baseline from which the impact on operations by construction activities can be measured. This should include a narrative of the typical users and aircraft operating within the affected areas. It should also include information related to airport operations: the Aircraft Reference Code (ACRC) for each runway; Airplane Design Group (ADG) and Taxiway Design Group (TDG)¹ for each affected taxiway; designated approach visibility minimums; available approach and departure procedures; most demanding aircraft; declared distances; available air traffic control services; airport Surface Movement Guidance and Control System plan; and others. The applicable seasons, days and times for certain operations should also be identified as applicable.

c. Allow for Temporary Changes to Operations. To the extent practical, current airport operations should be maintained during the construction. In consultation with airport users, Aircraft Rescue and Fire Fighting (ARFF) personnel, and FAA Air Traffic Organization (ATO) personnel, the airport operator should identify and prioritize the airport's most important operations. The construction activities should be planned, through project phasing if necessary, to safely accommodate these operations. When the construction activities cannot be adjusted to safely maintain current operations, regardless of their importance, then the operations must be revised accordingly. Allowable changes include temporary revisions to approach procedures, restricting certain aircraft to specific runways and taxiways, suspension of certain operations, decreased weights for some aircraft due to shortened runways,

¹ Taxiway Design Group will be introduced in AC 150/5300-13A.

and other changes. An example of a table showing temporary operations versus current operations is shown in Table 3-1 Sample Operations Effects.

d. Take Required Measures to Revised Operations. Once the level and type of aircraft operations to be maintained are identified, the airport operator must determine the measures required to safely conduct the planned operations during the construction. These measures will result in associated costs, which can be broadly interpreted to include not only direct construction costs, but also loss of revenue from impacted operations. Analysis of costs may indicate a need to reevaluate allowable changes to operations. As aircraft operations and allowable changes will vary so widely among airports, this course presents general guidance on those subjects.

e. Manage Safety Risk. Certain airport projects may require the airport operator to provide a Project Proposal Summary to help the FAA to determine the appropriate level of Safety Risk Management (SRM) documentation. The airport operator must coordinate with the appropriate FAA Airports Regional or District Office early in the development of the CSPP to determine the need for SRM documentation. See FAA Order 5200.11, FAA Airports (ARP) Safety Management System (SMS), for more information. If the FAA requires SRM documentation, the airport operator must at a minimum:

- (1) **Notify the appropriate FAA Airports Regional or District Office** during the project “scope development” phase of any project requiring a CSPP.
- (2) **Provide documents** identified by the FAA as necessary to conduct SRM.
- (3) **Participate in the SRM process** for airport projects.
- (4) **Provide a representative** to participate on the SRM panel.
- (5) **Ensure that all applicable SRM identified risks elements are recorded** and mitigated within the CSPP.

103. Develop a Construction Safety and Phasing Plan (CSPP). Development of an effective CSPP will require familiarity with many other documents referenced throughout this course. See Appendix 1, Related Reading Material for a list of related reading material.

a. List Requirements. A CSPP must be developed for each on-airfield construction project funded by the Airport Improvement Program (AIP) or the Passenger Facility Charge (PFC) program or located on an airport certificated under Part 139. As per Order 5200.11, such projects do not include construction, rehabilitation, or change of any facility that is entirely outside the air operations area, does not involve any expansion of the facility envelope and does not involve construction equipment, haul routes or placement of material in locations that require access to the air operations area, increase the facility envelope, or impact line-of-sight. Such facilities may include passenger terminals and parking or other structures. However, extraordinary circumstances may trigger the need for a Safety Assessment and a CSPP. The CSPP is subject to subsequent review and approval under the FAA’s Safety Risk Management procedures (see paragraph 102.e above). Additional information may be found in Order 5200.11.

b. Prepare a Safety Plan Compliance Document. The Safety Plan Compliance Document (SPCD) details how the contractor will comply with the CSPP. Also, it will not be possible to determine all safety plan details (for example specific hazard equipment and lighting, contractor’s points of contact, construction equipment heights) during the development of the CSPP. The successful contractor must define such details by preparing an SPCD that the airport operator reviews for approval prior to issuance of a notice-to-proceed. The SPCD is a subset of the CSPP, similar to how a shop drawing review is a subset to the technical specifications.



c. Assume Responsibility for the CSPP.

The airport operator is responsible for establishing and enforcing the CSPP. The airport operator may use the services of an engineering consultant to help develop the CSPP. However, writing the CSPP cannot be delegated to the construction contractor. Only those details the airport operator determines cannot be addressed before contract award are developed by the contractor and submitted for approval as the SPCD. The SPCD does not restate nor propose differences to provisions already addressed in the CSPP.

104. Who Is Responsible for Safety During Construction?

a. **Establish a Safety Culture.** Everyone has a role in operational safety on airports during construction: the airport operator, the airport's consultants, the construction contractor and subcontractors, airport users, airport tenants, ARFF personnel, Air Traffic personnel, including Technical Operations personnel, FAA Airports Division personnel, and others. Close communication and coordination between all affected parties is the key to maintaining safe operations. Such communication and coordination should start at the project scoping meeting and continue through the completion of the project. The airport operator and contractor should conduct onsite safety inspections throughout the project and immediately remedy any deficiencies, whether caused by negligence, oversight, or project scope change.

b. **Assess Airport Operator's Responsibilities.** An airport operator has overall responsibility for all activities on an airport, including construction. This includes the predesign, design, preconstruction, construction, and inspection phases. Additional information on the responsibilities listed below can be found throughout this course. The airport operator must:

(1) **Develop a CSPP** that complies with the safety guidelines of Chapter 2, Construction Safety and Phasing Plans, and Chapter 3, Guidelines for Writing a CSPP. The airport operator may develop the CSPP internally or have a consultant develop the CSPP for approval by the airport operator. For tenant sponsored projects, approve a CSPP developed by the tenant or its consultant.

(2) **Require, review and approve the SPCD** by the contractor that indicates how it will comply with the CSPP and provides details that cannot be determined before contract award.

(3) **Convene a preconstruction meeting** with the construction contractor, consultant, airport employees and, if appropriate, tenant sponsor and other tenants to review and discuss project safety before beginning construction activity. The appropriate FAA representatives should be invited to attend the meeting. See AC 150/5300-9, *Predesign, Prebid, and Preconstruction Conferences for Airport Grant Projects*. (Note "FAA" refers to the Airports Regional or District Office, the Air Traffic Organization, Flight Standards Service, and other offices that support airport operations, flight regulations, and construction/environmental policies.)

(4) **Ensure contact information** is accurate for each representative/point of contact identified in the CSPP and SPCD.

(5) **Hold weekly or, if necessary, daily safety meetings** with all affected parties to coordinate activities.

(6) **Notify users, ARFF personnel, and FAA ATO personnel of construction** and conditions that may adversely affect the operational safety of the airport via Notices to Airmen (NOTAM) and other methods, as appropriate. Convene a meeting for review and discussion if necessary.

(7) **Ensure construction personnel know of any applicable airport procedures** and of changes to those procedures that may affect their work.

(8) **Ensure construction contractors and subcontractors undergo training** required by the CSPP and SPCD.



- (9) **Ensure vehicle and pedestrian operations** addressed in the CSPP and SPCD are coordinated with airport tenants, the airport traffic control tower (ATCT), and construction contractors.
 - (10) **At certificated airports**, ensure each CSPP and SPCD is consistent with Part 139.
 - (11) **Conduct inspections** sufficiently frequently to ensure construction contractors and tenants comply with the CSPP and SPCD and that there are no altered construction activities that could create potential safety hazards.
 - (12) **Resolve safety deficiencies immediately.** At airports subject to 49 CFR Part 1542, Airport Security, ensure construction access complies with the security requirements of that regulation.
 - (13) **Notify appropriate parties** when conditions exist that invoke provisions of the CSPP and SPCD (for example, implementation of low-visibility operations).
 - (14) **Ensure prompt submittal of a Notice of Proposed Construction or Alteration** (Form 7460-1) for conducting an aeronautical study of potential obstructions such as tall equipment (cranes, concrete pumps, other.), stock piles, and haul routes. A separate form may be filed for each potential obstruction, or one form may be filed describing the entire construction area and maximum equipment height. In the latter case, a separate form must be filed for any object beyond or higher than the originally evaluated area/height. The FAA encourages online submittal of forms for expediency. The appropriate FAA Airports Regional or District Office can provide assistance in determining which objects require an aeronautical study.
 - (15) **Promptly notify the FAA Airports Regional or District Office** of any proposed changes to the CSPP prior to implementation of the change. Changes to the CSPP require review and approval by the airport operator and the FAA. Coordinate with appropriate local and other federal government agencies, such as EPA, OSHA, TSA, and the state environmental agency.
- c. Define Construction Contractor's Responsibilities.** The contractor is responsible for complying with the CSPP and SPCD. The contractor must:
- (1) **Submit a Safety Plan Compliance Document (SPCD)** to the airport operator describing how it will comply with the requirements of the CSPP and supplying any details that could not be determined before contract award. The SPCD must include a certification statement by the contractor that indicates it understands the operational safety requirements of the CSPP and it asserts it will not deviate from the approved CSPP and SPCD unless written approval is granted by the airport operator. Any construction practice proposed by the contractor that does not conform to the CSPP and SPCD may impact the airport's operational safety and will require a revision to the CSPP and SPCD and re-coordination with the airport operator and the FAA in advance.
 - (2) **Have available at all times copies** of the CSPP and SPCD for reference by the airport operator and its representatives, and by subcontractors and contractor employees.
 - (3) **Ensure that construction personnel** are familiar with safety procedures and regulations on the airport. Provide a point of contact who will coordinate an immediate response to correct any construction-related activity that may adversely affect the operational safety of the airport. Many projects will require 24-hour coverage.
 - (4) **Identify in the SPCD the contractor's on-site employees** responsible for monitoring compliance with the CSPP and SPCD during construction. At least one of these employees must be on-site whenever active construction is taking place.
 - (5) **Conduct inspections** sufficiently frequently to ensure construction personnel comply with the CSPP and SPCD and that there are no altered construction activities that could create potential safety hazards.



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see the remainder of
the technical materials.