

March 2007

A Publication of the Northwest Mountain Region Airports Division – Vol. 33

U.S. Department of Transportation Federal Aviation Administration Northwest Mountain Region

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> Editor: Nancy Royak Airports Division March 2007

# **Proposed 2007 reauthorization legislation suggests sweeping financial reform to meet capital requirements, future aviation needs**

here has been a lot of discussion about the Administration's reauthorization proposal. All the buzz demonstrates the high level of interest, and the importance of this legislative proposal. The proposed reauthorization lays out comprehensive financing reform, and needed improvements to both the Airport Improvement Program (AIP), and the Passenger Facility Program (PFC).

First, the proposed legislation would reform our funding mechanisms to ensure long-term Trust Fund viability, and align what users pay with the costs they impose. We need a more stable and reliable funding structure to meet the capital requirements of Next Generation Air Transportation System (NexGen). NexGen will transform the aviation system from one that relies on ground-based navigation, to one that uses new technologies, such as global positioning systems, and automatic dependent surveillance broadcast. To read more about NexGen, please visit http://www.jpdo.aero/.

Second, proposed changes to the AIP and PFC are expected to give airports more flexibility, and increased financial self-sufficiency and stability, so they can better respond to future demands. Grant funds would be directed to those airports that, by virtue of their size, have difficulty generating revenue to support their capital needs. Such a proposed change would help smaller airports that depend on AIP support, both commercial service and general aviation, to meet their capital needs.

Federal funds work more efficiently when they hit the targeted need. Hitting that mark means keeping pace with the changing trends in aviation, and being able to fund priority requirements.

For more information about the reauthorization legislation, go to the Federal Aviation Administration website at: <u>http://www.faa.gov/regulations\_policies/reauthorization</u>.

— Donna P. Taylor



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## **DIVISION MANAGER'S COLUMN**

**T**<sup>9</sup> m happy to be back in Airports working with all of you after 10 years managing the F&E program in Northwest Mountain Region. I think my experience on both the "Ops" side of the FAA and in Airports will be particularly useful now, with the reorganization of FAA's operational lines of business into the new Air Traffic Organization. ATO's organization in the field is vastly different from what we've known. You'll have the opportunity to hear the details of the ATO structure and how it affects your operation at our annual FAA Northwest Mountain Region Airports Conference April 16 through 18, here in Seattle.

Speaking of the conference, we hope you are all planning to attend. Jack Scott has organized an impressive array of presenters for the Asphalt Workshop on Monday April 16. The conference proper starts Tuesday morning with D. Kirk Shaffer, Associate Administrator for Airports; Dennis Roberts, Regional Administrator (and former Airports guy); and yours truly discussing national and regional issues important to the airports community. Count on hearing a lot about FAA's proposed *Next Generation Air Transportation System Financing Reform Act of 2007.* You have undoubtedly been reading and hearing about our proposed AIP, PFC, and FAA financing reforms. This will be a great opportunity to hear from our top executive and let him know your views.



Donna P. Taylor, Manager, Airports Division

We expect to be in the grants business again very soon . . . with any luck by the time you are reading this newsletter. Working with you, we are ready to roll out great projects this year. Among other things I'll be reporting at the conference are the impressive achievements we've produced together. We've built standard runway safety areas at 125 airports since 1998. We will complete the last 11 by 2012. We are reducing the risk of runway incursions by building perimeter roads and correcting line-of-sight problems. We are preparing for LPV approaches at airports around the region. Now, if you want to hear more about our progress and plans for our other key initiatives, you will just have to come to the conference. As for me, I am truly looking forward to seeing you all again.



Pictured above, downtown Seattle skyline, featuring the Seattle Space Needle.

## Looking forward to seeing you

e are so excited about this year's conference! The April 17-18 event is being held at the Doubletree Hotel at 18740 International Boul ard, across the street from the airport.

We have several new faces to introduce to you: our Associate Administrator for Airports, D. Kirk Shaffer; the Regional Administrator, Dennis Roberts, and Manager, Airports Division, Donna P. Taylor.

Preparations continue, but the time is drawing close. You have missed the early registration deadline, but you can still register now, or on the days of the conference, for \$310. This includes conference materials, admission to exhibits, welcome reception, and refreshment breaks. Highlights include:

- April 16, Pre-conference Engineering and Asphalt Workshop. Registration fee of \$50 includes lunch.
- April 17, Seattle Mariners baseball game at SAFECO
- April 17, luncheon speaker Ken Blanchard, Fire Chief, New Orleans International Airport, relates Katrina experience.
- April 18, awards luncheon.



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# New Safety Management Systems (SMS) balance aviation safety and production

The application of a well-defined safety program allows an organization producing a product or service to strike a realistic and efficient balance between safety and production.

The forecast growth in air transportation will require new measures and a greater effort from all aviation participants, including airport operators, to achieve a continuing improvement in the level of aviation safety. The use of SMS at airports may contribute to this effort by increasing the likelihood that airport operators will detect and correct safety problems, before they result in an aircraft accident or incident.

In November 2005, the International Civil Aviation Organization (ICAO) amended Annex 14, Volume I (Aerodrome Design and Operations), to require member states to have their certificated international airports establish a SMS. The FAA supports harmonization of international standards, and has worked to make U.S. aviation safety regulations consistent with ICAO standards and recommended practices.

The FAA intends to implement the use of SMS at U.S. airports, to meet the intent of the ICAO standard in a way that complements existing airport safety regulations in Title 14 of the Code of Federal Regulations, Part 139, *Certification of Airports*.

The first step in this process was publication of Advisory Circular (AC) 150/5200-37, on February 27, 2007. This AC describes the components of a SMS, and announces the FAA's intention to amend part 139 to require SMS at certificated airports. The Notice of Proposed Rule Making is anticipated in 2008.

- Matt Cavanaugh

# A good life-cycle cost analysis for pavement designs eliminates gold plating and saves \$\$

any of us tend to be thrifty when purchasing something. It is especially apparent when costs are on the rise, funding is tight, and dollars are being stretched to the limit. But, the cheapest, initial cost is not always the least expensive, over the life of the item. A good example is with airport lighting installations. There was a time when it was common practice to install direct buried wiring, since it was cheaper than a duct system. Over the years, we realized that, due to maintenance costs and the short life cycle of the system, it was not cost effective. Now, it is standard practice to install duct systems.

We have found the same concept applies to pavements – the cheapest fix is not always the best fix. So, we recommend a life-cycle cost analysis (LCC) for all pavement designs. When conducting the LCC, equivalent sections have to be compared for various pavement types. This analysis should be conducted early in the project formulation in order to properly budget the project. Assumptions used in the analysis have to include costs for initial and future construction, maintenance, repairs, rehabilitation, engineering construction management, and user expenses from the loss of usage. Estimated costs for traffic delays, re-routings, etc., also may be included.

Although the structural life of pavement is anticipated to be 20 years, the actual life of different pavements and wearing courses will vary. Conditions affecting the life cycle of pavement include climate, soils, traffic, and fuel spills. The LCC analysis should use a pavement life based on experience and may extend 30 to 40 years longer. The analysis period should be long enough to include at least one major repair or rehabilitation event for each competing pavement alternative. A good source of information can be obtained from pavement condition index data.

Advisory Circular 150/5320-6D contains the requirements and methods of an LCC analysis. A comparative analysis of costs for the various alternatives will indicate the most economical pavement.

The LCC, developed with fair and reasonable costs and assumptions, eliminates "gold plating," and makes the best use of our funds.

- Jack Scott

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# 2007 RAP sets ambitious goals to enhance aviation

he 11th edition of our Regional Airport Plan (RAP), which defines priority airport capital development to support FAA regional and national priorities, has been published. The RAP focuses on our primary objectives of assuring airport safety and enhancing system capacity, by setting a course for airports to meet current requirements and future demand. We have been addressing these strategic objectives through a partnership with airport operators, and believe this approach has achieved considerable success.

Over the years, we have completed many RAP initiatives. For example, this past year, we completed the statutoryemphasis goal to install runway end identifier lights (REIL's) and distance-to-go signs on all commercial-service runways. The RAP also describes our current initiatives and accomplishments. These include improving runway safety areas (RSA's) to meet design standards; correcting runway line-of-sight; reducing the potential for incursions, by building roads around runways; and adding parallel taxiways, as well as on-going pavement rehabilitation and noise compatibility efforts. At the same time, the RAP aids us in preparing airports to meet future needs, such as increased business-jet operations and instrument approaches using localizer performance with vertical guidance (LPV).

As you probably know, FY-2007 is the last year of the current legislation that authorizes the Airport Improvement Program (AIP). Even as the reauthorization bill is underway, we are continuing our progress in meeting safety requirements and providing capacity improvements. As FAA's airport programs have long been recognized for their critical role in addressing these matters, we remain very optimistic that we will be able to continue making measurable improvements to the airport system.

We appreciate your past support of our efforts to carry out RAP objectives, and we look forward to more successes as we continue our joint endeavors.

We invite your comments on this edition of the RAP. To view the current edition of the RAP, you can find it at: <a href="http://www.faa.gov/airports\_airtraffic/airports/regional\_guidance/northwest\_mountain/airports\_resources/rap/">http://www.faa.gov/airports\_airtraffic/airports/regional\_guidance/northwest\_mountain/airports\_resources/rap/</a>.

—Don Larson

# Advisory Circular (AC) 150/5190-5 folds and gives play to two new AC's dealing major changes

he FAA Office of Safety and Standards recently published two new AC's: AC 150/5190-7, *Minimum Standards for Commercial Aeronautical Activities*, and AC 150/5190-6, *Exclusive Rights at Federally Obligated Airports*. These replace AC 150/5190-5, *Exclusive Rights and Minimum Standards for Commercial Aeronautical Activities*, of June 10, 2002. The following summarizes the major changes in each AC:

Minimum Standards for Commercial Aeronautical Activities (AC 150/5190-7):

- Compliance with an airport's minimum standards should be made part of an aeronautical service provider's lease agreement.
- To avoid unreasonable standards, select factors that accurately reflect the nature of the aeronautical activity. The AC provides some factors to consider.
- To attract new aeronautical business ventures, you may want to develop minimum standards for them and make the standards part of a competitive solicitation.
- When changing minimum standards, ensure you do not apply unreasonable standards or create a situation that will unjustly discriminate against other similarly situated aeronautical service providers.

(Article by Joelle Briggs continued on page 5)



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# ... two new AC's dealing major changes (continued)

## Minimum Standards for Commercial Aeronautical Activities (AC 150/5190-7):

- Uniformly apply minimum standards to all similarly situated service providers. The AC provides some points to consider such as using a tiered system to address activities that differ significantly in scale and investment.
- Address self-fueling in a separate document (i.e., Rules and Regulations or lease agreement), since it is not • a commercial activity.
- **Through-the-Fence (TTF) Operators** 
  - 0 Sponsors are **NOT** obligated to permit TTF access.
  - TTF access may undermine minimum standards. 0
  - 0 Sponsors MUST retain legal right to require the TTF operator to conform to existing or proposed grant agreement requirements or Federal property conveyance obligations. This includes the requirement to ensure safe operation and equitable compensation for use of the airport. Sponsors should report proposed new TTF access agreements to their Airports District

Office (ADO), with a full statement of the circumstances and a copy of the proposed access agreement, so FAA can review it, for consistency with the sponsor's Federal obligations, and incorporate it into the current airport layout plan.

- **TTF Access Agreements should specify:** 
  - Access rights granted. 0
  - Payment provisions that create parity with on-airport tenants and equitable compensation for use 0 of the airport.
  - Expiration date. 0
  - Subordination to grant assurances and obligations. 0
  - Express right to terminate or amend to ensure compliance. 0
  - Insurance and indemnity clauses. 0
  - 0 Default and termination provisions.
  - Prohibition on the sale or assignment of the lease. 0
- Skydiving may be prohibited for the safe operation of the airport (subject to FAA approval). The AC provides additional consideration for minimum standards applicable to skydiving.
- Added light-sport aviation to discussion on ultralights. •

## Exclusive Rights at Federally Obligated Airports (AC 150/5190-6)

- Sponsors may deny access for safety and efficiency reasons; however, the FAA is the final authority. Airports, Flight Standards and the Air Traffic Organization will assess the reasonableness of the proposed action and whether the restrictions cause unjust discrimination.
- Sponsors cannot impose unreasonable restrictions on service performed by an owner/operator.
- A single activity may expand as needed, even if it takes all available space; *however*:
  - The single provider must be able to put the space to productive use within a reasonable time 0 period.
  - The sponsor may refuse to permit a single fixed-base operator (FBO) from expanding in order to 0 open the airport to competition.
  - The sponsor may exclude an incumbent FBO from participating in a competitive solicitation in 0 order to allow a second FBO to create competition.
  - Sponsors must generally avoid leases with options or future preferences, such as a right of first 0 refusal, as these may be construed as intent to grant an exclusive right.

For more information on the AC's check: www.faa.gov/airports airtraffic/airports/resources/recent advisory circulars/.

Joelle Briggs

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# Can you hear it . . . the sound of money?

isualize an arid area. Drought conditions have dried up the water and the outlook is bleak. If rains do not arrive soon, the planting season will be lost and famine will ensue. Someone looking into the distance sees a small cloud. With hope, they tell you to prepare for the impending rain. Well, appropriating funds is not much different than this illustration.

Several sponsors in the northern climates indicated that they thought the delay in appropriations might result in a loss of the construction season for them. But, with the February 28 signing of the fiscal year 2007 appropriations bill, airports are seeing a ray of hope, and hearing the roar of distant thunder as funds shake loose and the floodgates of the grant season begin to open.

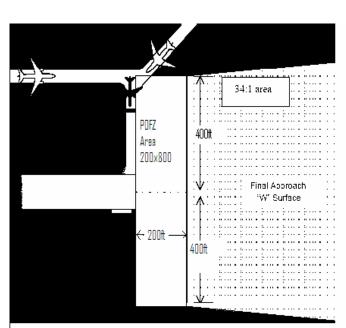
While waiting for these funds to become available, you might consider your financial plan for this year. As a reminder, the deadline to declare whether you will use your entitlement funds is May 1. If you do not plan to use them, please declare this early.

- Warren Ferrell

# **Northwest Mountain Region achieves** compliance on all **POFZ** runway ends not meeting new criteria

ast fall, we reported on the requirement to protect the precision obstacle-free zone (POFZ). Advisory Circulars 150/5300-13 (Airport Design), 150/5340-1 (Marking Standards), and 150/5340-18 (Sign Standards) had been changed to reflect the new POFZ criteria. The effective date for the new standards was January 1, 2007.

To review the standards, the POFZ, an area 200 by 800 feet, beginning at the runway threshold, must be clear of vehicles and aircraft if



the published minimums for that runway end are less than <sup>3</sup>/<sub>4</sub>-mile visibility (runway visual range (RVR 4,000) with a 250-foot ceiling. An aircraft wing may penetrate the POFZ, but not the tail or fuselage. Runways with an unprotected POFZ lose these minimums.

In the seven Northwest Mountain Region states, we have identified 22 runway ends requiring additional marking and signs to protect the POFZ. Projects began last spring and summer to bring these intersections into compliance with the new standards. As of the January 1 implementation date, all but one project have been completed. At that airport, the required signs were on back order and not scheduled for delivery until March 1. The national committee reviewing compliance with the standard gave approval to leave the existing minimums in place despite the missing signs. That project is now completed.

Matt Cavanaugh

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# Never just hear, always listen and obey

early every vehicle/pedestrian deviation (VPD) can be attributed to poor communications. Problems with communication develop not only on the side of transmission, but also on the side of reception. Sometimes, we do not say what we mean; at other times we do not hear what was said. Many times, we assume a clearance was given when it was not, or we accept a clearance given to another.

Here are some issues to be aware of in our efforts to eliminate VPD's:

- **NEVER** enter or cross an active runway unless a runway-specific clearance has been issued to you by the airport traffic control tower (ATCT), and you have read it back.
- NEVER operate a vehicle in the movement area if you have any questions or are uncertain of the issued clearance.
- **NEVER** use occupational jargon and codes, such as 10-codes, when communicating with the ATCT.
- **NEVER** allow cell telephones or other portable electronic devices to distract you from your communication with the tower.
- □ NEVER use "Roger" as an abbreviated read back of a clearance. It does not mean "affirmative."
- ALWAYS announce your position and intentions on the published CTAF frequency, if the tower is closed or if the airfield is uncontrolled.
- **ALWAYS** have the volume, channel selector and squelch adjusted properly on your VHF radio.
- □ ALWAYS pay close attention to the frequency the ATCT is using for your movement clearances, when operating an aircraft rescue and fire-fighting vehicle, and monitoring multiple frequencies.
- □ ALWAYS read back all runway hold-short instructions.
- □ ALWAYS be aware that many airports have "blind" or "dead" spots, where it is not possible to have a two-way radio communication with the ATCT.
- □ ALWAYS remember the "stuck mike" just might be your own.

— Courtesy of Steve Oetzell, Western Pacific Region

## Airport vehicle deviations continue to be a concern

any airports in the Northwest Mountain Region (Region) have experienced abnormally high snowfalls and unusually adverse weather conditions this winter, resulting in a direct need for more snow-removal operations. This activity contributes to an overall rise in the number of runway incursions in the Region. So far this fiscal year, the FAA has recorded 20 vehicle deviations on airports. Nine of these involved snow-removal equipment; six have been runway incursions, resulting in a conflict with arriving or departing aircraft.

While any surface incident could result in an accident, runway incursions cause the greatest risk of a ground collision. Within this Region, one of these incursions resulted in a snowplow operator becoming disorientated and accessing the runway. While on the active runway, the snowplow came too close to an arriving aircraft trying to

complete the landing rollout phase of flight. Certain collision was averted by quick reactions on the flight deck. One common denominator in nearly all incidents involving snow-removal equipment is situational awareness. We cannot stress enough the importance of maintaining situational awareness at all times while operating on the airfield. Weather conditions, fatigue, and other factors play a role in detracting from vehicle operator performance. Extra emphasis training on visual aids, pavement markings, and signs will enable snowplow operators to maintain a better sense of situational awareness, while operating in the airport movement area. Remember, in periods of inclement weather with reduced visibilities, vehicle operators in the movement area should "ASK" and "VERIFY."

Winter may soon be past, but spring brings its own problems. The same personnel who manage snow events at your airport will be mowing and completing routine airfield maintenance. We all want the safest possible environment for your staff and flying customers. It is never too late to make a difference.

-Mark Taylor





# Helpful safety tips for on-airport construction



ach construction season, airport sponsors and their tenants gear up to build or expand facilities on airports. Among these are such sponsor- or tenant-financed improvements as automobile parking lots, T-hangars, and other miscellaneous buildings not funded through FAA grants.

Title 14 of the Code of Federal Regulations (14 CFR Part 77), and airport grant assurances require that, prior to commencement, <u>all</u> such construction on an airport, even if the proposed improvement is depicted on the approved airport layout plan (ALP), be coordinated with FAA, using FAA Form 7460-1, *Notice of Proposed Construction or Alteration*. This is because the FAA must determine that the height, layout and composition of the structure are consistent with the ALP, and it will not obstruct the navigable airspace or adversely affect such FAA facilities as navigational aids or buried cables.

The typical processing time for FAA to conduct an aeronautical study on proposed construction is about 90 days. As hundreds of airspace proposals are received from seven states, they normally are studied in the order received. Expedited evaluation can be expected only for emergencies or other extraordinary circumstances. **Tenants and other proponents should be advised well in advance, to factor into their plans a turnaround time of at least 3 months from the time the notice is received by FAA.** In order to advise prospective builders of this consideration, we suggest that the airport sponsor notify them through periodic tenant meetings or newsletters, distributed to the airport's users.

Form 7460-1, which includes instructions and is fairly self-explanatory, can be downloaded from our website at: <u>http://www.faa.gov/airports\_airtraffic/airports/regional\_guidance/northwest\_mountain/airports\_resources/forms/?sect=airspace</u>. **NOTE:** Regarding geographic coordinates, we strongly emphasize that the latitude and longitude of the proposed improvement must be provided in order for FAA to evaluate the proposal. Also, the proponent must indicate whether the coordinates' source was based on the 1927 or 1983 North American Datum. This information typically is found on a USGS 7 <sup>1</sup>/<sub>2</sub>' quad map. The source datum of "NAD 27" or "NAD 83" should be checked on Form 7460-1 in block 11, below the coordinates. If survey information is not available for the proposed building site, we recommend use of a hand-held global positioning system receiver, to obtain the most accurate coordinates (at the point of the proposed structure closest to the runway). For on-airport construction, proponents should provide **ONE** copy of the form, and **FIVE** copies of drawings or other enclosures.

For on-airport construction, all tenant or third-party proposals must be submitted *through the airport sponsor* to the appropriate Airports District Office (ADO). (See our homepage for telephone numbers.) FAA will not process proposals for on-airport construction without evidence of airport sponsor concurrence. Upon completion of the aeronautical study, the ADO will respond to the proponent with the FAA study determination, and a copy to the airport sponsor.

Sponsors also should be alert to construction off-airport in its immediate vicinity and especially in the runway approach areas. Construction cranes and tall structures are of particular concern. Off-airport structures that might affect the navigable airspace are also covered under Federal Aviation Regulations, Part 77. A Form 7460-1 should be provided to those proponents as well, but should be submitted instead to FAA, using the instructions provided (or by e-filing at: <u>https://oeaaa.faa.gov/oeaaa/external/portal.jsp</u>). See the box labeled, "If construction or alteration **is not located** on an airport." A similar processing time can be expected. (NOTE: if you cannot connect directly by clicking on this link, copy and paste it into your browser's "address" line.)

We are ready to help airports and their tenant/users by evaluating proposed improvements. For more information, contact your ADO.

— Don M. Larson



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# New version of Emissions and Dispersion Modeling System now is available, but not free

he Emissions and Dispersion Modeling System (EDMS) assesses the air quality impacts of proposed airport development projects. It originally was developed in the mid-1980's, and continues to evolve.

Earlier this year, the FAA Office of Environment and Energy (AEE) released EDMS version 5.0 to the public. Listed below are the major enhancements in architecture and features that differentiate this version from the previous released version, EDMS 4.5.

- An enhanced first order approximation (FOA 3) for estimating aircraft particulates. The FOA 3 has greater accuracy in calculating the volatile fraction of particulate matter emissions.
- Multi-year, -alternative and -airport capabilities. For example, this enhancement saves a lot of time and paper on voluntary airport-low-emissions project applications, which require yearly estimates over the life of project equipment (often 10-15 years). Now, all of those years can be analyzed in one EDMS run.
- Includes more than 220 new aircraft and 65 new engines (example of the current integration process with integrated noise modeling toward the Aviation Environmental Design Tool).
- Refined weather data ("AERMET wizard") can be applied to emission inventories, as well as to dispersion analysis.
- Improved taxiway analysis.
- New graphical user interface.

The use policy is the same. Version 5.0 should be employed on projects that start now. Existing studies can be completed using the EDMS version with which they began. Project managers always have the choice of upgrading, if feasible or useful (e.g., between the draft and final environmental impact statement). The EDMS 5.0 release notes are on the web at: <u>http://www.faa.gov/about/office\_org/headquarters\_offices/aep/models/edms\_model</u>.

Since EDMS 5.0 is a major release, the upgrade is not free. For questions about ordering EDMS, send inquiries to <u>edms@cssiinc.com</u>. For EDMS support, click on the "Get EDMS Technical Support" link on the EDMS website.

-T.J. Stetz

# **Airports Division welcomes new manager**

n mid-January, Donna P. Taylor was selected to be the new manager of the Airports Division, subsequent to Lowell Johnson's retirement in late November. Her first official day on the job was January 21.

Donna, a graduate of the University of Washington, began her federal career as a coop student, working toward journey-level airport planner with the Northwest Mountain Region Airports team. More experience, and her Bachelor of Science degree in civil engineering, brought new opportunities and positions. She served as environmental planner; civil engineer; capacity officer; and, ultimately, supervisor of the Idaho/Oregon Section of the Seattle Airports District Office.

In the early 90's, she was recruited by FAA Headquarters to standup the newly created passenger-facilitycharge branch. Interestingly, she found herself working for Lowell Johnson, her predecessor.

In 1996, when she was asked to be the manager of Seattle Facilities and Equipment (F&E) office, in the former Airway Facilities Division, she welcomed the opportunity to, once again, broaden her career experience. Plus, it brought this Puget Sound native back home to her northwest roots.

After 10 years with the operations side of FAA, Donna was ready for change. It was at this juncture that the Airports solicitation for a new manager was released, and the timing could not have been more opportune. As the new Airports Division manager, you could say Donna's career path has made a full circle back to where it all began.

Donna and her husband Nathan live in Federal Way with Tia, their beloved 7 <sup>1</sup>/<sub>2</sub>--year-old German shepherd.

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