

NENA Standard For NORAD/FAA Notification: Airborne Events

Abstract: This document has been developed to serve as a model standard operating procedure for Public Safety Answering Points (PSAPs) to notify the North American Aerospace Defense Command (NORAD) or the Federal Aviation Administration (FAA) of certain air events that may require a response from an appropriate national agency.



NENA Standard for NORAD/FAA Notification: Airborne Events
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1 Executive Overview

This document has been developed to serve as a model standard operating procedure for Public Safety Answering Points (PSAPs) to notify the North American Aerospace Defense Command (NORAD) or the Federal Aviation Administration (FAA) of certain air events that may require a response from an appropriate national agency.

Recognizing that 9-1-1 call centers are likely to receive the first notification of air events that may threaten national security, NORAD proposed this procedure in 2002. A Memorandum of Agreement (MOA) was developed between NORAD, NENA and the National Association of State 9-1-1 Administrators (NASNA) by year's end. This procedure was included as an attachment to the MOA, and reissued in NENA Standard/Operational Recommendation format.

Since the original issue of this document, NORAD consolidated its Air Defense Sectors, and the FAA and NORAD have recommended that calls of an emergency nature that are not terrorist-related be referred to a regional FAA Service Center. This revision is being provided as a recommendation to PSAPS to update their local SOPs accordingly.

This procedure is not intended to supersede existing laws, regulations, directives or agreements. Specifically, this procedure does not supersede responsibilities of local, state or federal law enforcement agencies or other agencies.

This procedure is intended to:

- Provide guidance to 9-1-1 call takers in the appropriate handling of calls involving reports of airborne events that may threaten national security and other emergency calls from aircraft.
- Reduce the time between the onset of an event and notification to NORAD.
- Enhance the ability of NORAD to appropriately and effectively respond to critical events.
- Facilitate the response of emergency services to other events by providing for timely notification via the appropriate FAA Service Area.

It is recommended that certain information be collected in the following circumstances:

- emergency calls from airborne aircraft
- reports of a suspicious airborne object or aircraft
- reports of a recent or in progress aircraft theft

Purpose and Scope

This document has been developed to serve as a model standard operating procedure for Public Safety Answering Points (PSAPs) to notify the North American Aerospace Defense Command (NORAD) or the Federal Aviation Administration (FAA) of certain air events that may require a response from the appropriate national agency.

These Procedures are for Public Safety Answering Points (PSAPs) to transmit to NORAD Air Defense Sectors and FAA Air Traffic Service Areas reported information related to certain air events. THESE PROCEDURES ARE NOT INTENDED TO SUPERCEDE EXISTING LAWS, REGULATIONS, DIRECTIVES OR AGREEMENTS. SPECIFICALLY, THESE PROCEDURES DO NOT SUPERSEDE RESPONSIBILITIES OF LOCAL, STATE OR FEDERAL LAW ENFORCEMENT AGENCIES OR OTHER AGENCIES.

Reason to Implement

Recognizing that 9-1-1 call centers are likely to receive the first notification of air events that may threaten national security, NORAD proposed this procedure in 2002. A Memorandum of Agreement (MOA) was developed between NORAD, NENA and the National Association of State 9-1-1 Administrators (NASNA) by the end of 2002. This procedure was included as an attachment to the MOA, and was reissued in NENA Standard/Operational Recommendation format (adopted August 26, 2003). Since the original issue of this document, the FAA and NORAD have recommended that emergency calls from aircraft which are not potential terrorist events be referred to one of the regional FAA Service Centers for handling by the appropriate authority. This revision provides the contact information for the regional FAA Service Areas.

Benefits

Use of this procedure will:

- Provide guidance to 9-1-1 call takers in the appropriate handling of calls involving reports of airborne events
- Reduce the time between the onset of an event and notification to NORAD or the FAA.
- Enhance the ability of NORAD and other authorities to appropriately and effectively respond to critical events.

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- Conformity with criteria or standards promulgated by various agencies,
- Utilization of advances in the state of the technical arts,
- Reflecting changes in the design of equipment, network interfaces, or services described herein.

This document is an information source for the voluntary use of communication centers. It is not intended to be a complete operational directive.

It is possible that certain advances in technology or changes in governmental regulations will precede these revisions. All NENA documents are subject to change as technology or other influencing factors change. Therefore, this NENA document should not be the only source of information used. NENA recommends that readers contact their 9-1-1 System Service Provider (9-1-1 SSP) representative to ensure compatibility with the 9-1-1 network, and their legal counsel, to ensure compliance with current regulations.

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Document Terminology

This section defines keywords, as they should be interpreted in NENA documents. The form of emphasis (UPPER CASE) shall be consistent and exclusive throughout the document. Any of these words used in lower case and not emphasized do not have special significance beyond normal usage.

1. **MUST, SHALL, REQUIRED:** These terms mean that the definition is a normative (absolute) requirement of the specification.
2. **MUST NOT:** This phrase, or the phrase "SHALL NOT", means that the definition is an absolute prohibition of the specification.
3. **SHOULD:** This word, or the adjective "RECOMMENDED", means that there may exist valid reasons in particular circumstances to ignore a particular item, but the full implications must be understood and carefully weighed before choosing a different course.
4. **SHOULD NOT:** This phrase, or the phrase "NOT RECOMMENDED" means that there may exist valid reasons in particular circumstances when the particular behavior is acceptable or even useful, but the full implications should be understood and the case carefully weighed before implementing any behavior described with this label.
5. **MAY:** This word, or the adjective "OPTIONAL", means that an item is truly optional. One vendor may choose to include the item because a particular marketplace requires it or because the vendor feels that it enhances the product while another vendor may omit the same item. An implementation which does not include a particular option "must" be prepared to interoperate with another implementation which does include the option, though perhaps with reduced functionality. In the same vein an implementation which does include a particular option "must" be prepared to interoperate with another implementation which does not include the option (except, of course, for the feature the option provides.)

These definitions are based on IETF [RFC 2119](https://tools.ietf.org/html/rfc2119).

Intellectual Property Rights (IPR) Policy

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Please address the information to:

National Emergency Number Association
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Reason for Issue/Reissue

NENA reserves the right to modify this document. Upon revision, the reason(s) will be provided in the table below.

Document Number	Approval Date	Reason For Issue/Reissue
56-002, v1	12/17/2002	Initial Document
56-002, v2	06/14/2004	Originally approved by the Executive Board in a non-standard format, this document is being re-issued to comply with NENA's Operations Committee Organization, Document Development & Approval Process (51-001)
56-002, v3	05/06/2008	Since the original issue of this document, the FAA and NORAD have recommended that emergency calls from aircraft which are not potential terrorist events be referred to one of the regional FAA Service Areas for handling by the appropriate authority. In addition, NORAD has eliminated the use of secondary contact numbers. This revision reflects these changes.
NENA-STA-038.3.1-2018	08/17/2018	Non-substantive and scrivener edits made for clarity during periodic review.



2 Emergency Call from an Airborne Aircraft

2.1 Potential terrorist event

PSAP receives a call from a passenger or crew member onboard an airborne aircraft, reporting a hijacking or other violent potential terrorist event.

2.1.1 If additional staff is available in PSAP, one staff member should immediately notify the appropriate NORAD Air Defense Sector ("Sector") and begin reporting the event, while another staff member obtains information from the caller.

2.1.2 For security reasons, the NORAD Sector numbers will not be published in this document. Prior to implementing these guidelines, the primary and alternate telephone numbers for the appropriate NORAD Sector shall be obtained from NENA. Note: Requests for NORAD telephone numbers must be in writing and delivered to NORAD@nena.org. The numbers will be mailed, via US Mail, to the PSAP upon authentication.

NOTE: PSAPs should contact the above URL annually to ensure they have the current sector contact numbers.

2.1.3 The primary NORAD contact number for the Sector serving this agency

is: _____ . NOTE: Once you obtain the proper NORAD number for your sector you may incorporate the above line in your local SOPs.

2.2 Non-terrorist event

PSAP receives a call from a passenger or crew member onboard an airborne aircraft, reporting an emergency event other than described above.

2.2.1 If additional staff is available in PSAP, one staff member should immediately notify the appropriate Federal Aviation Administration (FAA) Air Traffic Service Area and begin reporting the event, while another staff member obtains information from the caller.

2.2.2 The nearest Air Traffic Service Area shall be contacted as follows:

- 2.2.2.1 Western Region Regional Operations Center (W-ROC) U.S.: Renton, WA
206-231-2099, serves Alaska, Colorado, Idaho, Montana, Oregon, Utah,
Washington, Wyoming, Arizona, California, Hawaii, Nevada, American Samoa,
Guam, Commonwealth of the Common Mariana Islands.
- 2.2.2.2 Central Region Regional Operations Center (C-ROC) U.S.: Kansas City MO
817-222-5006 serves Iowa, Kansas, Missouri, Nebraska, Illinois, Indiana, Michigan,
Minnesota, North Dakota, Ohio, South Dakota, Wisconsin, Arkansas, Louisiana,
New Mexico, Oklahoma, Texas.
- 2.2.2.3 East Region Regional Operations Center (E-ROC) U.S.: Queens, NY
404-305-5150, serves Delaware, Maryland, New Jersey, New York, Pennsylvania,
Virginia, Washington DC, West Virginia.
- 2.2.2.4 Southern Region Regional Operations Center U.S.: College Park, GA
404-305-5180 serves Alabama, Florida, Georgia, Kentucky, Mississippi, North
Carolina, Puerto Rico, South Carolina, Tennessee, Virgin Islands.
- 2.2.2.5 New England Region Regional Operations Center U.S.: Burlington, MA
404-305-5156 serves Connecticut, Maine, Massachusetts, New Hampshire, Rhode
Island, Vermont.

PSAPs are encouraged to periodically visit the FAA website (www.faa.gov) to confirm the region and phone number associated with your PSAP.

2.3 Information gathering

PSAP should attempt to obtain the following information, as appropriate, from the caller. As information is obtained, pass it to the Sector / Service Area staff.

2.3.1 Caller Telephone Number

2.3.2 Caller Information:

2.3.2.1 Name

2.3.2.2 Seat Number (if applicable)

2.3.3 Flight Information

2.3.3.1 Airline

2.3.3.2 Flight Number

2.3.3.3 Departure Airport

2.3.3.4 Destination Airport

2.4 Notification

If the Sector/Service Area has not yet been contacted, PSAP should immediately call.

2.5 Additional information

If the event being reported is terrorist-related, PSAP should attempt to obtain additional information from the caller by asking the following questions:

2.5.1 Do you know the intentions of the individuals(s)?

2.5.2 If caller relates the intent is to use aircraft as a bomb or missile, ask

2.5.2.1 "Do you know the possible target?"

2.6 Maintain Contact.

The PSAP should maintain contact with the caller as long as possible.

2.7 Local protocols

PSAP should initiate local protocols for terrorism interrogation and notification procedures.

2.8 Follow-up

PSAP should then proceed by:

- 2.8.1 Asking caller for further details of the incident, i.e. "Tell me exactly what happened."
- 2.8.2 Telling the caller the appropriate authorities will be notified, stay calm, and stay on telephone as long as possible.
- 2.8.3 Inquiring of Sector staff whether they would like caller conferenced-in.
 - 2.8.3.1 If Sector staff response is yes:
 - 2.8.3.1.1 Tell the caller that you are going to conference in them in with the military.
 - 2.8.3.1.2 Tell caller if they get disconnected from PSAP he or she will be called back
 - 2.8.3.2 If Sector Staff response is No, continue obtaining information from caller:
 - 2.8.3.2.1 How many individuals are involved?
 - 2.8.3.2.2 Do they have weapons or bombs?
 - 2.8.3.2.3 Are they in control of the cockpit?
 - 2.8.3.2.4 Are they holding any individual hostages?
 - 2.8.3.2.5 Has there been any violence?
- 2.8.4 Continue calming techniques, and keep the caller on the line as long as possible.

3 Suspicious Airborne Object or Aircraft (airplane, drone, hot air balloon, helicopter, etc.)

PSAP receives a telephone call about a suspicious airborne object or aircraft.

3.1 Screening

PSAP should first screen call using existing local resources (i.e. local airport tower) to ensure NORAD Sector does not receive a large number of "false" reports.

3.2 Information gathering

PSAP should attempt to obtain the following information from the caller:

3.2.1 Caller Name

3.2.2 Caller telephone number

3.2.3 Location of the object or aircraft. (Note: A general location is OK, i.e. over North Gotham vs. 5th & Main). If the caller reports an exact address, and PSAP is capable of geo-verifying the address to a lat/long, then do so for relay to Sector staff.

3.2.4 Direction/heading

3.2.5 How high was it above the ground? (For caller reference, advise the caller the tallest commercial ground radio towers are typically 1000 ft.).

3.2.6 How fast was it moving?

3.2.7 Description of object or aircraft?

3.3 Sector notification

If, after obtaining above information, PSAP has high index of suspicion, Sector should be conferenced in at this point if possible.

3.4 Additional information

PSAP should attempt to obtain additional information from the caller by asking the following questions:

3.4.1 How many aircraft/objects were there?

3.4.2 What did the object/aircraft look like?

3.4.2.1 If an aircraft, ask the following questions:

3.4.2.1.1 Was it a plane or helicopter?

3.4.2.1.2 High wing or low wing?

3.4.2.1.3 What color was it?

3.4.2.1.4 Did it have jet or propeller engines?

3.4.2.1.5 How many engines did it have?

3.4.2.1.6 How big was it?

3.4.2.1.7 Did it have any distinguishing marks? Name on Fuselage, Tail Number, Stripes, etc.

3.4.3 What time did you observe it?

3.4.4 What was the aircraft/object doing that was suspicious?

3.5 Additional procedures

For the following Activity Classes, the PSAP should follow these additional procedures:

3.5.1 Crop Dusting Aircraft:

3.5.1.1 If Agriculture Spraying is active in your area, contact the appropriate controlling department to determine if the aircraft belongs to them. (In the majority of areas in the US, Crop Dusting Aircraft are not required to schedule their flights with the Department of Agriculture or other entity.) PSAPs should ascertain the policy in their area of activity and modify this checklist with appropriate telephone numbers, if possible. Alternatively, contact your local airport control tower and inquire if they are aware of the aircraft;

3.5.1.2 If the aircraft is spraying over a population center or other special activity, and PSAP index of suspicion is high, notify the Sector immediately.

3.5.2 Other Suspicious Airborne Object:

3.5.2.1 Contact the local airport control tower to determine if they are aware of and have identified the object.

3.5.2.2 If object is not identified, and index of suspicion is high, notify the Sector immediately.

4 Aircraft Theft in Progress or Just Occurred

PSAP receives a telephone call reporting an aircraft theft. Although stolen aircraft are most often used in the illegal drug trade, the potential for terrorist activity must be considered.

4.1 Information gathering

PSAP should attempt to obtain the following information from the caller.

4.1.1 Caller Name

4.1.2 Caller telephone number

4.1.3 Where was the aircraft taken from?

4.1.4 When was it taken?

4.1.5 Aircraft Information:

4.1.5.1 Was it a plane or helicopter?

4.1.5.2 What color was it?

4.1.5.3 Did it have jet or propeller engines?

4.1.5.4 How many engines did it have?

4.1.5.5 How big was it?

4.1.5.6 Did it have any distinguishing marks? Name on Fuselage, Tail Number, Stripes, etc.?

4.1.5.7 Have you notified any other agencies? (i.e. FAA, Airport Tower, Coast Guard, Local County, State, Federal agencies, etc.)?

4.2 Sector notification

Notify the Sector of the aircraft theft.

5 NENA Registry System (NRS) Considerations

Not Applicable

6 Documentation Required for the Development of a NENA XML Schema

Not Applicable

7 Impacts, Considerations, Abbreviations, Terms, and Definitions

7.1 Operations Impacts Summary

Adoption of the contents of this document will provide guidance to 9-1-1 call takers in the appropriate handling of calls involving reports of airborne events, reduce the time between the onset of an event and notification to NORAD or the FAA, and enhance the ability of NORAD and other authorities to appropriately and effectively respond to critical events.

7.2 Technical Impacts Summary

Not applicable

7.3 Security Impacts Summary

Not applicable

7.4 Recommendation for Additional Development Work

None anticipated.

7.5 Anticipated Timeline

Not Applicable

7.6 Cost Factors

Not Applicable

7.7 Cost Recovery Considerations

Not Applicable

7.8 Additional Impacts (non-cost related)

The information or requirements contained in this NENA document are not expected to have 9-1-1 Center operations impacts, based on the analysis of the authoring group.

7.9 Abbreviations, Terms, and Definitions

See NENA Master Glossary of 9-1-1 Terminology, NENA-ADM-000 [1], for a complete listing of terms used in NENA documents. All abbreviations used in this document are listed below, along with any new or updated terms and definitions.

Term or Abbreviation (Expansion)	Definition / Description
MOA (Memorandum of Agreement)	A Memorandum of Agreement or cooperative agreement is a document written between parties to cooperatively work together on an agreed upon project or meet an agreed upon objective.
NASNA (National Association of State 9-1-1 Administrators)	An association that represents state 911 programs in the field of emergency communications. www.nasna911.org

8 Recommended Reading and References

- [1] NENA Master Glossary of 9 1 1 Terminology, [NENA-ADM-000](#)
- [2] Eberhard, Ralph E., General, United States Air Force (USAF) North American Aerospace Defense Command (NORAD); Melcher, John, President, National Emergency Number Association (NENA); and Bailey, Evelyn, President, National Association of State Nine-One-One Administrators (NASNA). *Memorandum of Agreement (MOA) among NORAD, NENA, and NASNA*. 10 Dec 2002.

Attachment 1 to MOA among NORAD, NENA and NASNA; Procedures for Public Safety Answering Point (PSAP) Transmission Of Air Event Information

NORAD/NENA/NASNA MOA Checklist Phone Listing

- [3] Lepper, Michael J., Colonel, USAF. *Memorandum for USA's Public Safety Answering Point (PSAP) dispatchers*. 15 Mar 2003.

9 Exhibit X

Not applicable

10 Appendix

Not applicable

ACKNOWLEDGEMENTS

The National Emergency Number Association (NENA) PSAP Operations Committee, Document Review Working Group developed this document.

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