



U.S. Department
of Transportation
**Federal Aviation
Administration**

Advisory Circular

Subject: TEMPORARY FLIGHT
RESTRICTIONS (TFR) and
Flight Limitations

Date: 12/09/2015
Initiated by: AJV-1

AC No: 91-63D

1. WHAT IS THE PURPOSE OF THIS ADVISORY CIRCULAR?

This advisory circular (AC): (1) explains and defines the different flight limitations and Temporary Flight Restrictions (TFRs); (2) describes conditions under which the Federal Aviation Administration (FAA) may establish a flight limitation or TFR area; (3) explains which FAA offices are authorized to issue flight limitations or TFRs; (4) lists the agencies/offices from which the FAA will accept requests to establish a flight limitation or TFR area; and (5) provides an appendix for each type of flight limitation or restriction.

2. EFFECTIVE DATE.

This advisory circular is effective on November 9, 2015.

3. CANCELLATION.

AC 91-63C, Temporary Flight Restrictions, dated May 20, 2004, is canceled.

4. AUTHORITY.

a. The FAA has authority to formulate policy regarding the navigable airspace (Title 49 United States Code, Section 40103).

b. Title 14 of the Code of Federal Regulations (14 CFR) parts 91 and 99 contain regulations for addressing temporary flight restrictions.

c. Section 352 of Public Law 108-7 and As Amended By Section 521 of Public Law 108-199

5. EXPLANATION OF CHANGES.

This AC has been revised to: update FAA office titles; remove outdated information; include an appendix for section 91.139; change the title to include flight limitations; and include other minor editorial changes.

6. RELATED READING MATERIAL.

Users of this AC should refer to the following:

- a. 14 CFR part 91, Section 91.137, Temporary Flight Restrictions in the Vicinity of Disaster/Hazard Areas;
- b. 14 CFR part 91, Section 91.138, Temporary Flight Restrictions in National Disaster Areas in the State of Hawaii;
- c. 14 CFR part 91, Section 91.139, Emergency Air Traffic Rules;
- d. 14 CFR part 91, Section 91.141, Flight Restrictions in the Proximity of the Presidential and Other Parties;
- e. 14 CFR part 91, Section 91.143, Flight Limitation in the Proximity of Space Flight Operations;
- f. 14 CFR part 91, Section 91.145, Management of Aircraft Operations in the Vicinity of Aerial Demonstrations and Major Sporting Events;
- g. 14 CFR part 99, Section 99.7, Special Security Instructions;
- h. FAA KFDC NOTAM for Sporting Events;
- i. AC 91-45, Aviation Events; and
- j. Additionally, you can find information concerning TFRs on the Internet at <http://www.faa.gov> and <http://tfr.faa.gov>.

7. WHAT IS A TFR?

A TFR is a regulatory action issued via the U.S. Notice to Airmen (NOTAM) system to restrict certain aircraft from operating within a defined area, on a temporary basis, to protect persons or property in the air or on the ground.

8. WHAT CIRCUMSTANCES MIGHT CAUSE THE FAA TO ISSUE A TFR?

While not an exhaustive list, a TFR may be issued when it is deemed necessary to restrict flight in the vicinity of: a disaster or hazard area; an area being visited by the president or other public figure; space flight operations; aerial demonstrations or major sporting events; or reasons of national security.

9. WHAT ARE THE DIFFERENT TYPES OF TFRs?

The FAA issues TFRs in accordance with 14 CFR regulations:

- (1) Temporary Flight Restrictions in the Vicinity of Disaster/Hazard Areas (Section 91.137);
- (2) Temporary Flight Restrictions in National Disaster Areas in the State of Hawaii (Section 91.138);
- (3) Emergency Air Traffic Rules (Section 91.139);
- (4) Flight Restrictions in the Proximity of the Presidential and Other Parties (Section 91.141);
- (5) Flight Limitation in the Proximity of Space Flight Operations (Section 91.143);

(6) Management of Aircraft Operations in the Vicinity of Aerial Demonstrations and Major Sporting Events (Section 91.145); and

(7) Special Security Instructions (Section 99.7).

10. HOW DO I FIND OUT MORE INFORMATION REGARDING TFRs?

You can find more detailed information regarding TFRs in this AC, in 14 CFR parts 91 and 99, and in the Aeronautical Information Manual. Additionally, you can find information concerning current TFRs on the Internet at <http://www.faa.gov>.

11. WHERE DO I FIND OUT IF A TFR HAS BEEN ISSUED FOR A SPECIFIC AREA?

You should contact the nearest flight service station for TFR information. Additionally, you can find information concerning TFRs on the Internet at <http://tfr.faa.gov>, or through automated pilot briefing services. In certain cases, where the need for TFRs is known sufficiently in advance, the FAA may publish the information in the Notices To Airmen Publication and may also distribute TFR information to aviation user groups for further dissemination to their members.

12. CAN A TFR BE IMPLEMENTED IN AIRSPACE OUTSIDE OF THE UNITED STATES AND ITS TERRITORIES?

No. TFRs are only implemented for sovereign U.S. airspace and its territories. If restrictions are located in an area that extends beyond the 12-mile coastal limit or a U.S. border, the NOTAM will contain language limiting the restriction to the airspace of the U.S., and its territories and possessions.

However, the FAA may issue an advisory of any hazard or dangerous information outside of the sovereign U.S. airspace and its territories via the NOTAM System to inform affected users. If the U.S. decides to restrict U.S. flight operations or operators of U.S. registered aircraft from operating over certain foreign countries, the FAA may issue a NOTAM as an FAA Emergency Order under the Administrator's authority under 49 USC 40113(A) and 46105(C), followed in due course by Special Federal Aviation Regulation.

13. WHO CAN REQUEST A TFR?

TFRs may be requested by various entities, including: military commands; federal security/intelligence agencies; regional directors of the Office of Emergency Planning, Civil Defense State Directors; civil authorities directing or coordinating organized relief air operations (e.g., Office of Emergency Planning; law enforcement agencies; U.S. Forest Service; state aeronautical agencies); State Governors; FAA Flight Standards District Office, aviation event organizers, or sporting event officials.

14. WHO CAN ISSUE A TFR?

The FAA issues TFRs. The approval/issuing authority within the FAA for issuing a TFR varies depending on which section in 14 CFR applies. Refer to the appropriate appendix in this AC for more information.

15. TO WHAT DEGREE ARE RESTRICTIONS ISSUED?

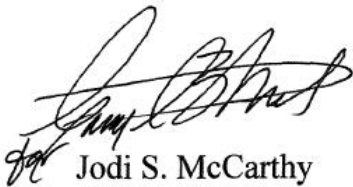
Restrictions are kept to the minimum area and duration necessary to address the specific situation.

16. DOES THE NOTAM HAVE TO SPECIFY A REASON FOR A TFR?

Yes. Any NOTAM that implements a TFR should specify the reason for the flight restriction.

17. IF I HAVE ANY QUESTIONS REGARDING A TFR, WHOM SHOULD I CONTACT?

Direct any questions or concerns regarding TFRs to the FAA ATO Service Center Director (or designee) having management jurisdiction over the area specified for the TFR. You may also contact the FAA Headquarters Manager, Airspace Policy Group, Office of Airspace Services, AJV-1, Washington, D.C., at (202) 267-8783.

A handwritten signature in black ink, appearing to read "Jodi S. McCarthy", is positioned above the printed name and title.

Jodi S. McCarthy
Director, Airspace Services

APPENDIX 1**SECTION 91.137 - TEMPORARY FLIGHT RESTRICTIONS IN THE VICINITY OF DISASTER/HAZARD AREAS****1. What is the purpose and use of a TFR issued under this section?**

TFRs issued under section 91.137 address disaster/hazard situations and restrict flight operations within specified airspace, on a temporary basis, to provide protection of persons or property in the air or on the ground. Examples include but are not necessarily limited to: toxic gas leaks or spills; fumes from flammable agents which, if fanned by rotor or propeller wash, could endanger persons or property on the surface or in other aircraft; volcanic eruptions that could endanger airborne aircraft and occupants; aircraft accident/incident sites; aviation or ground resources engaged in wildfire suppression; or aircraft relief activities following a disaster.

2. Who can issue a TFR under this section?

FAA Headquarters or the ATO Service Center Director (or designee) having jurisdiction over the area concerned may issue a TFR under this section.

3. Can a TFR be issued for a hijacking situation?

Under unique circumstances, a TFR may be issued in response to a hijacking situation. The respective ATO Service Center Director (or designee) having jurisdiction over the area of concern, or ATO System Operations Security, in consultation with the Transportation Security Administration, will issue a TFR to address hijacking situations.

4. Who can request a TFR under this section?

A TFR may be requested by various entities, including military commands; regional directors of the Office of Emergency Planning; Civil Defense State Directors; civil authorities directing or coordinating air operations associated with disaster relief; civil authorities directing or coordinating organized relief air operations (including representatives of the Office of Emergency Planning, U.S. Forest Service, and state aeronautical agencies); and law enforcement agencies.

5. Are there any specific requirements that apply to each subparagraph of Section 91.137 (a)?

Yes, they are as follows:

a. Section 91.137(a)(1): paragraph (b). Restrictions issued under this Section prohibit all aircraft from operating in the designated area unless that aircraft is participating in the disaster/hazard relief activities and is operated under the direction of the official in charge of on-scene emergency response activities.

b. Section 91.137(a)(2): paragraph (c). Restrictions issued under this Section prohibit all aircraft from operating in the designated area unless at least one of the following conditions are met:

(1) The aircraft is participating in hazard relief activities and is operating under the direction of the official in charge of on-scene emergency response activities.

(2) The aircraft is carrying law enforcement officials.

(3) The aircraft is operating under an air traffic control (ATC) approved instrument flight rules (IFR) flight plan.

Note: ATC must coordinate with the official in charge of on-scene emergency response activities prior to allowing any IFR or visual flight rules (VFR) aircraft to enter into the TFR area.

(4) The aircraft is operating directly to or from an airport within the area, or is necessitated by the impracticability of VFR flight above or around the area due to weather or terrain; the operation does not hamper or endanger relief activities and is not conducted for observing the disaster. Notification must be given to the ATC/Flight Service Station (FSS) facility specified in the NOTAM for coordination with the official in charge of on-scene emergency response activities.

(5) The aircraft is carrying properly accredited news representatives, and before entering the area, a flight plan is filed with the ATC/FSS facility specified in the NOTAM, and the operation is conducted above the altitude used by the disaster relief aircraft, unless otherwise authorized by the official in charge of on-scene emergency response activities.

c. Section 91.137(a)(3): paragraph (d). Restrictions issued under this Section prohibit all aircraft from operating in the designated area unless at least one of the following conditions are met:

(1) The aircraft is operating directly to or from an airport within the area, or is necessitated by the impracticability of VFR flight above or around the area due to weather or terrain, and the operation is not conducted for the purpose of observing the incident or event. Notification must be given to the ATC/FSS facility specified in the NOTAM for coordination with the official in charge of the activity.

(2) The aircraft is operating under an ATC approved IFR flight plan.

(3) The aircraft is carrying incident or event personnel, or law enforcement officials.

(4) The aircraft is carrying properly accredited news representatives and, before entering the area, a flight plan is filed with the appropriate FSS or ATC facility specified in the NOTAM.

6. What situations may warrant a TFR under this section?

Situations that may warrant a TFR under Section 91.137 include, but are not limited to the following:

a. 14 CFR Section 91.137(a)(1): toxic gas leaks or spills; fumes from flammable agents which, if fanned by rotor or propeller wash could endanger persons or property on the surface, or if entered by an aircraft could endanger persons or property in the air; volcanic eruptions that could endanger airborne aircraft and occupants; nuclear accident or incident; and hijackings.

b. 14 CFR Section 91.137(a)(2): aviation or ground resources engaged in wildfire suppression; and aircraft relief activities following a disaster (e.g., earthquake, tidal wave, flood, hurricane, etc.).

c. 14 CFR Section 91.137(a)(3): disaster/hazard incidents of limited duration that would attract an unsafe congestion of sightseeing aircraft, such as aircraft accident sites.

Note: Section 91.137(a)(3) applies only to incidents/events that are associated with a disaster or hazard situation.

7. What information must be included in flight plans and notifications made with an FSS or ATC facility when looking to operate within a TFR issued under this section?

Include the following information in filed flight plans: aircraft identification, type, and color; radio communications frequencies to be used; proposed times of entry into, and exit from, the designated area; name of news media or organization and purpose of the flight; and, any other information requested by ATC.

APPENDIX 2**SECTION 91.138 - TEMPORARY FLIGHT RESTRICTIONS IN NATIONAL DISASTER AREAS IN THE STATE OF HAWAII****1. What is the purpose and use of a TFR issued under this section?**

TFRs issued under section 91.138 address a determination that an inhabited area within a declared national disaster area in the State of Hawaii needs protection for humanitarian reasons.

2. Who can request a TFR under this section?

The Governor of the State of Hawaii or the Governor's designee may request a TFR under this section.

3. What restrictions apply when TFRs are issued under this section?

The TFR will specify the extent and duration necessary to protect persons and property on the surface. Restrictions issued under this section prohibit all aircraft from operating in the designated area unless at least one of the following conditions are met:

- a. Authorization is obtained from the official in charge of associated emergency or disaster relief response activities, and the aircraft is operated under the conditions of that authorization;
- b. The aircraft is carrying law enforcement officials;
- c. The aircraft is carrying persons involved in an emergency or a legitimate scientific purpose;
- d. The aircraft is carrying properly accredited newsmen, and before entering the area, a flight plan is filed with the appropriate FAA or ATC facility specified in the NOTAM, and the operation is conducted in compliance with the conditions and restrictions established by the official in charge of on-scene emergency response activities; or,
- e. The aircraft is operating in accordance with an ATC clearance or instruction.

4. For what length of time is a TFR effective under this section?

A NOTAM issued under this section is effective for 90 days or until the national disaster area designation is terminated, whichever comes first, or otherwise terminated by notice or extended at the request of the Governor of the State of Hawaii or the Governor's designee.

5. What office is responsible for issuing a TFR under this section?

The Manager, Airspace Policy Group, AJV-11 can issue a TFR under this section.

APPENDIX 3**SECTION 91.139 – Emergency Air Traffic Rules****1. What is the purpose and use of a TFR issued under this section?**

These TFRs are issued if the Administrator determines that an emergency condition exists, or will exist, relating to the FAA's ability to operate the air traffic control system and during which normal flight operations cannot be conducted consistent with the required levels of safety and efficiency. The Administrator issues an immediately effective air traffic rule or regulation in response to that emergency condition.

2. Who can request a TFR under this section?

Whenever the Administrator determines that an emergency condition exists, or will exist, relating to the FAA's ability to operate the air traffic control system and during which normal flight operations under this chapter cannot be conducted consistent with the required levels of safety and efficiency:

a. The Administrator issues an immediately effective air traffic rule or regulation in response to that emergency condition.

b. The Administrator (or designee) may utilize the NOTAM system to provide notification of the issuance of the rule or regulation.

3. What restrictions apply when TFRs are issued under this section?

a. NOTAMs issued communicate information concerning the rules and regulations that govern flight operation, the use of navigation facilities, and designation of that airspace in which the rules and regulations apply.

b. When a NOTAM has been issued under this section, no person may operate an aircraft, or other device governed by the regulation concerned, within the designated airspace except in accordance with the authorizations, terms and conditions prescribed in the regulation covered by the NOTAM.

4. What office is responsible for issuing a TFR under this section?

The FAA Administrator (or designee), the Chief Operating Officer of the ATO, the ATO Manager of Airspace Policy, or the ATO Director of System Operations Security.

APPENDIX 4**SECTION 91.141 - FLIGHT RESTRICTIONS IN THE PROXIMITY OF THE PRESIDENTIAL AND OTHER PARTIES****1. What is the purpose and use of a TFR issued under this section?**

TFRs issued under section 91.141 address security with respect to airspace over presidential and other parties. Specifically, no person may operate an aircraft over or in the vicinity of any area to be visited or traveled by the President, the Vice President, or other public figures contrary to the restrictions established by the FAA and published in a NOTAM.

2. Who can request a TFR under this section?

This TFR may be requested by the Washington headquarters office of the U.S. Government agency responsible for the protection of the person concerned. The agency will contact FAA Headquarters in accordance with FAA Order 7210.3, Facility Operation and Administration, Chapter 19, Section 5, and FAA Order 7610.4, Special Operations, Chapter 15 and request the necessary regulatory action.

3. What office is responsible for issuing a TFR under this section?

The ATO Director, System Operations Security (or designee) can issue a TFR under this section.

APPENDIX 5**SECTION 91.143 - FLIGHT LIMITATION IN THE PROXIMITY OF SPACE FLIGHT OPERATIONS****1. What is the purpose and use of a TFR issued under this section?**

TFRs issued under section 91.143 are used to segregate nonparticipating aircraft from space flight operations to prevent collision. Specifically, no person may operate an aircraft of U.S. registry, or pilot an aircraft under the authority of an airman certificate issued by the FAA within areas designated in a NOTAM for space flight operations except when authorized by ATC, or the proponent for the flight operation.

2. Who can issue a TFR under this section?

FAA Headquarters or the ATO Service Center Director (or designee) having control jurisdiction over the affected airspace can issue a TFR under this section.

3. Can a TFR be issued under this section for amateur rockets?

TFRs issued under section 91.143 may be issued for Class 2 high-power rockets and Class 3 advanced high-power rockets. These rockets can, very quickly, fly high into the airspace and have the potential to significantly interfere with air traffic. These TFRs cannot be issued for Class 1 amateur rockets because they cannot affect air traffic when operated in accordance with FAA regulations.

4. Are TFRs restricted to FL 180 and below?

No. TFRs may be developed with the actual altitude of the proposed space operation or rocket launch/recovery. TFRs should also reflect proposed altitudes above FL 600 since this is Class E, controlled airspace and we regularly have users at altitudes above FL 600.

5. Why should we use a TFR versus some other airspace management tool?

The TFR is the only legal means we have to block airspace below FL 180 and keep both VFR and IFR aircraft from entering the restricted airspace.

APPENDIX 6**SECTION 91.145 – MANAGEMENT OF AIRCRAFT OPERATIONS IN THE VICINITY OF AERIAL DEMONSTRATIONS AND MAJOR SPORTING EVENTS****1. What situations warrant a TFR under this section?**

Situations that may warrant a TFR under section 91.145 include, but are not limited to: military and civilian aerial demonstrations or major sporting events of limited duration to protect persons or property on the surface or in the air, to maintain air safety and efficiency, or to prevent the unsafe congestion of aircraft in the vicinity of an aerial demonstration or major sporting event.

NOTE: Major Sporting events -- Congress mandated flight restrictions over specific major sporting events through Public Law 108-7 as amended by Public Law 108-199. These events are: Major League Baseball, National Football League, NCAA Division One Football games, NASCAR Sprint Cup, Indy Car, and Champ Series races. FAA has issued a standing NOTAM detailing the restrictions and conditions that apply to those events. For sporting events not covered by the Congressional mandate, the FAA will consider requests submitted based on the criteria listed in 14 CFR 91.145(b). Depending on the magnitude of the event, it may be addressed through other means such as Special Traffic Management Programs and/or advisory NOTAMs. Requests for consideration of a TFR for sporting events not covered by the Congressional mandate should be made in accordance with (4.)(b.) below.

2. What office is responsible for issuing a TFR under this section?

The ATO Service Center Director (or designee) having jurisdiction over the affected airspace can issue a TFR under this section.

3. Who can request a TFR under this section?

An aviation or sporting event organizer or participant may request a TFR under this section.

4. How do you request a TFR under this section?

a. For an aerial demonstration – The event organizer should submit two separate requests: (1) One to the ATO Service Center Director (or designee) at least 45 days prior to the event; and (2) An application for a certificate of waiver or authorization (FAA Form 7711-2) for the restriction to the appropriate Flight Standards District Office, 90 days before the event for a civilian aerial demonstration and 120 days before the event for a military aerial demonstration.

b. For a major sporting event – The TFR request should be sent to the ATO Service Center Director (or designee) at least 45 days in advance of the major sporting event. The ATO Service Center Director (or designee) will assess the need for a TFR and forward their recommendation to the Manager, Airspace Policy Group, AJV-11. The Manager, Airspace Policy Group will determine whether TFRs are necessary and advise the ATO Service Center Director if a TFR is approved.

5. Who can operate in these areas?

Restrictions issued under this section prohibit the operation of any aircraft or device, or any activity within the designated airspace area except in accordance with the authorizations, terms, and conditions of the TFR published in the NOTAM, unless otherwise authorized by: (1) Air Traffic Control; or (2) A Certificate of Waiver or Authorization FAA Form 7711-1 issued for the aerial demonstration by Flight Standards.

Note: ATC must coordinate with the official responsible for the aerial demonstration prior to authorizing VFR or IFR aircraft to operate within the restricted airspace.

6. Can TFRs be requested for an event (or part of an event) that is outside of controlled airspace?

At times it may be necessary to issue restrictions to protect airspace not contained within controlled airspace. For an aerial demonstration, if any segment of the requested airspace is outside of controlled airspace, a restriction may be issued if the following criteria are met: (1) Military aircraft are conducting aerobatic demonstrations; (2) Civilian aircraft that operate in excess of 200 knots are conducting aerobatic demonstrations; and (3) Parachute demonstration teams are performing.

Note: Aerial demonstrations and sporting events occurring within Class B airspace areas may be handled through existing ATC procedures, without additional restrictions. However, each situation is unique and should be evaluated individually.

APPENDIX 7**SECTION 99.7 – SPECIAL SECURITY INSTRUCTIONS****1. What is the purpose and use of a TFR issued under this section?**

The FAA, in consultation with the Department of Defense, or other Federal security/intelligence agencies may issue special security instructions to address situations determined to be detrimental to the interests of national defense. This includes Special Security Instructions for Sporting Events qualified under Section 352 of Public Law 108-7 and Amended by Section 521 of Public Law 108-199 and as specified in the FAA KFDC NOTAM for Sporting Events.

2. Who does this section apply to?

Each person operating an aircraft in an Air Defense Identification Zone (ADIZ) or Defense Area shall (in addition to applicable sections of 14 CFR part 99) comply with special security instructions issued by the Administrator in the interest of national security, under agreement between the FAA and the Department of Defense or other Federal security/intelligence agencies.

3. What is an Air Defense Identification Zone (ADIZ)?

An ADIZ is an area of airspace over land or water in which the ready identification, location, and control of all aircraft (except for Department of Defense and law enforcement) is required in the interest of national security.

4. What is a Defense Area?

A Defense Area is any airspace of the contiguous United States that is not an ADIZ, in which the control of aircraft is required for reasons of national security.

5. Who can request a TFR under this section?

The Department of Defense or other Federal security/intelligence agency may request a TFR under this section.

6. What FAA office is responsible for issuing a TFR under this section?

The Director, System Operations Security (or designee) can issue TFRs under this section.