



Emergency Communications (EMTEL); Accessibility and Interoperability of Emergency Communications

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Reference

DEN/EMTEL-00067

Keywords

accessibility, emergency communications,
language, location information, PSAP, real-time
text, relay services, roaming, sign language, SIP,
total conversation

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Association à but non lucratif enregistrée à la
Sous-Préfecture de Grasse (06) N° w061004871

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Foreword

This draft Harmonised European Standard (EN) has been produced by ETSI Special Committee Emergency Communications (EMTEL), and is now submitted for the combined Public Enquiry and Vote phase of the ETSI Standardisation Request deliverable Approval Procedure (SRdAP).

The present document has been prepared under the Commission's standardisation request C(2022) 6456 final [i.1] to provide one voluntary means of conforming to the essential requirements of Directive (EU) 2019/882 on the accessibility requirements for products and services [i.3].

Once the present document is cited in the Official Journal of the European Union under that Directive, compliance with the normative clauses of the present document given in table AA.1 confers, within the limits of the scope of the present document, a presumption of conformity with the corresponding requirements of that Directive and associated EFTA regulations.

Proposed national transposition dates	
Date of latest announcement of this EN (doa):	3 months after ETSI publication
Date of latest publication of new National Standard or endorsement of this EN (dop/e):	6 months after doa
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Modal verbs terminology

In the present document "**shall**", "**shall not**", "**should**", "**should not**", "**may**", "**need not**", "**will**", "**will not**", "**can**" and "**cannot**" are to be interpreted as described in clause 3.2 of the [ETSI Drafting Rules](#) (Verbal forms for the expression of provisions).

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Executive summary

Accessible emergency communications are needed to provide equal opportunities for all persons to get assistance in emergency situations. The present document specifies technical, and accessibility means to provide accessible emergency communications. The communications environment is based on packet switched communications technologies, and ETSI TS 103 479 [2] specifies the details for emergency communications. The present document requires a set of functions to ensure access to other media than voice, namely real-time text and video, additional functions such as text messaging and access to assisting services are also specified.

When voice, video and real-time text are provided together, the communication is called total conversation and makes communication more accessible than voice communication.

Video is commonly used for sign language communication. The provision of total conversation in emergency communications enables rapid and fluent emergency communications for sign language users, when competence in the sign language favoured by the user in emergency can be provided. In many cases, interpreters need to be invoked in the communication in a three-party fashion. The present document tells which technical solutions are to be implemented to support such interaction.

Technical details are provided for SIP based technologies, in particular communication services known as IMS and SIP based VoIP. Since the intention is that users shall be able to request emergency assistance through efficient emergency communications anywhere in Europe, it is essential that communication interoperability is established for travelling users. That requires few and well specified interfaces for the communication. Openings for emergency apps and other technologies are briefly mentioned. The present document describes these interfaces, which are consistent with the default interoperability solutions prescribed in EN 301 549 [1], clause 6, enhancing them with the specific requirements needed for accessible emergency communications.

General accessibility requirements are specified in EN 301 549 [1].

Introduction

When communication is made accessible for persons they are provided with accessible complements in communications. This may be done in the communication media, where real-time text and video are accessible complements for voice in various situations. Larger fonts and a spoken user interface are also used as complements to regular visual user interfaces.

The emergency communications related requirements on accessible electronic communications are specified in the present document, including media and technical details for interoperability in emergency communication situations as well as addressing, routing, and providing location information and other contextual information. The inclusion of relay services and other assisting services during emergency communication is also covered.

General accessibility requirements on emergency communications as well as everyday communications including media performance aspects, functional details of the accessible media and general user interface requirements for accessibility are specified in EN 301 549 [1].

The present document presents in clause 4 the operational profile concept for expressing a scope for the requirements. Clause 5 of the present document provides a symbolic technical architecture with the division in the components involved in emergency communications from user terminal to PSAP.

In clause 6 the functional accessibility and interoperability requirements are expressed, in most cases on the whole chain involved in an emergency communication.

Clauses 7 through 10 show how these different parts of the emergency communications chain fulfil their requirements when providing accessible and interoperable emergency communications, referring to the functional requirements of clause 6 by a set of labels for requirements established in clause 6, and cross referenced in Annex D.

The division between clauses 7 through 10 is:

- Clause 7: user equipment requirements.
- Clause 8: originating service requirements.
- Clause 9: emergency communications system including PSAP.
- Clause 10: assisting services.

Clause 11 contains the requirements on provision and contents of information.

The annexes contain the following:

- Annex AA provides a table showing how the essential requirements of Directive (EU) 2019/882 [i.3] regarding the emergency communications are addressed in the present document.
- Annex AB provides a table showing how requirements from other directives relate to the clauses of the present document according to EAA Annex I, Section VI.
- Annex B is a normative annex that sets out sufficient means to determine conformance with the requirements by tests.
- Annex C is a collection of user level use cases.
- Annex D is a cross reference list between requirement labels and clauses.
- Annex E is background information about the communication situation for persons with disabilities.

The present document is one of a set of documents related to Directive (EU) 2019/882 of the European Parliament and of the Council on the accessibility requirements for products and services [i.3] (EAA), developed under the Commission's standardisation request C(2022) 6456 final [i.1] (M/587). The documents in the set are interrelated and together are intended to provide a full coverage of the essential requirements of the EAA.

The present document is limited to cover accessible and interoperable emergency communications and answering emergency communications to demonstrate compliance with the relevant essential requirements of Annex I of the EU Directive 2019/882 [i.3] (EAA), covering the following parts of the EAA:

- Annex I Section III: General accessibility requirements regarding services involved in emergency communications and answering of emergency communications. The services being real-time bidirectional communication services intended for emergency communications, the services answering emergency communications, and assisting services intended to facilitate emergency communications (mainly relay services). The requirements on provision of information about services and products to be used in service provision are limited to the requirements on provision and contents of information and cover:
 - Annex I Section I. 1 (b): Requirements on the provision of, and contents of information about products used by users for access to emergency communications, limited to what is specific for that use.
 - Annex I Section I. 2 (o)(iii): consumer terminal equipment with interactive computing capability, used for the provision of electronic communications services and to be enabled for emergency communications, regarding their accessibility and involvement in emergency communications as referenced from Annex I, Section III (a).
 - Annex I Section II (b): provision and contents of instructions about products' use in emergency communications as referenced from Annex I, Section III (a).

The present document does not cover requirements for making information formats accessible.

- Annex I Section IV (a) iii: Electronic communications services, including emergency communications, limited to what is specific for provision of emergency communications.

- Annex I Section V: Specific accessibility requirements regarding the answering of emergency communications by the most appropriate PSAP.

Additionally:

- the mapping of requirements set out in other Union acts to requirements of the present document is provided as required by Annex I Section VI.
- Requirements for provision and contents of information on how the service meets the accessibility requirements for emergency communications, how the service for emergency communications is delivered and monitored, including how users can issue complaints, as required by Annex V.

The other documents related to Directive (EU) 2019/882 of the European Parliament and of the Council on the accessibility requirements for products and services [i.3] (EAA), are described in and developed under the Commission's standardisation request C(2022) 6456 final [i.1] (M/587).

Sample Document

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1 Scope

The present document specifies accessibility and interoperability characteristics for the following types of products and services when used in emergency communications. They form together a chain of items involved in accessible emergency communications:

- Communication terminals used in electronic communications
- Electronic communication services
- Emergency communications systems including PSAPs
- Assisting services used in electronic communication services (relay services, language translation services, expert services)

The present document addresses technical aspects of interoperability between user equipment, originating services and emergency communications systems, and the interoperability and functionality required to be able to route emergency communications to the most appropriate PSAP and include assisting services when required. It specifies interoperable and accessible emergency communications, which incorporates voice, video, and real-time text.

Focus is on SIP and IMS technologies for user equipment and originating services, and SIP technology for the emergency communications systems. Brief information is provided on how to arrange emergency communications access also for other technologies.

General accessibility requirements on emergency communications as well as everyday communications including media performance aspects, functional details of the accessible media and general user interface requirements for accessibility are specified in EN 301 549 [1].

NOTE: The relationship between the present document and essential requirements of Directive (EU) 2019/882 [i.3], Annex I and Annex V is given in Annex AA and Annex AB.

2 References

2.1 Normative references

References are either specific (identified by date of publication and/or edition number or version number) or non-specific. For specific references, only the cited version applies. For non-specific references, the latest version of the referenced document (including any amendments) applies.

Referenced documents which are not found to be publicly available in the expected location might be found in the [ETSI docbox](#).

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The following referenced documents are necessary for the application of the present document.

- [1] [ETSI/CEN/CENELEC EN 301 549 \(V.4.1.0\)](#): "Accessibility requirements for ICT products and services".
- [2] [ETSI TS 103 479 \(V1.3.1\) \(09-2025\)](#): "Emergency Communications (EMTEL); Core elements for network independent access to emergency services".
- [3] [ETSI TS 103 698 \(V1.1.1\) \(12-2020\)](#): "Emergency Communications (EMTEL); Lightweight Messaging Protocol for Emergency Service Accessibility (LMPE)".
- [4] [ETSI TS 122 101 \(V18.6.0\) \(05-2024\)](#): "Universal Mobile Telecommunications System (UMTS); LTE; 5G; Service aspects; Service principles (3GPP TS 22.101 version 18.6.0 Release 18)".

- [5] [ETSI TS 122 173 \(V18.0.1\) \(05-2024\)](#): "Digital cellular telecommunications system (Phase 2+) (GSM); Universal Mobile Telecommunications System (UMTS); LTE; IP Multimedia Core Network Subsystem (IMS) Multimedia Telephony Service and supplementary services; Stage 1 (3GPP TS 22.173 version 18.0.1 Release 18)".
- [6] [ETSI TS 123 167 \(V19.1.1\) \(07-2025\)](#): "Universal Mobile Telecommunications System (UMTS); LTE; IP Multimedia Subsystem (IMS) emergency sessions (3GPP TS 23.167 version 19.1.1 Release 19)".
- [7] [ETSI TS 124 229 \(V19.3.0\) \(07-2025\)](#): "Digital cellular telecommunications system (Phase 2+) (GSM); Universal Mobile Telecommunications System (UMTS); LTE; 5G; IP multimedia call control protocol based on Session Initiation Protocol (SIP) and Session Description Protocol (SDP); Stage 3 (3GPP TS 24.229 version 19.3.0 Release 19)".
- [8] [ETSI TS 126 114 \(V18.9.0\) \(01-2025\)](#): "Universal Mobile Telecommunications System (UMTS); LTE; 5G; IP Multimedia Subsystem (IMS); Multimedia telephony; Media handling and interaction (3GPP TS 26.114 version 18.9.0 Release 18)".
- [9] [Recommendation ITU-T H.264 \(08/24\)](#): "Advanced video coding for generic audiovisual services".
- [10] [Recommendation ITU-T G.722 \(09/12\)](#): "7 kHz audio-coding within 64 kbit/s".
- [11] [Recommendation ITU-T T.140](#): "Protocol for multimedia application text conversation" (including its Addendum 1).

2.2 Informative references

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The following referenced documents may be useful in implementing an ETSI deliverable or add to the reader's understanding, but are not required for conformance to the present document.

- [i.1] [C\(2022\)6456 final](#) Commission Implementing Decision of 14.9.2022 on a standardisation request to the European standardisation organisations as regards the accessibility requirements of products and services in support of Directive (EU) 2019/882 of the European Parliament and of the Council.
- [i.2] [Directive \(EU\) 2018/1972](#) of the European Parliament and of the Council of 11 December 2018 establishing the European Electronic Communications Code.
- [i.3] [Directive \(EU\) 2019/882](#) of the European Parliament and of the Council of 17 April 2019 on the accessibility requirements for products and services.
- [i.4] [Commission Delegated Regulation \(EU\) 2023/444](#) of 16 December 2022 supplementing Directive (EU) 2018/1972 of the European Parliament and of the Council with measures to ensure effective access to emergency services through emergency communications to the single European emergency number '112'.
- [i.5] [ETSI TS 101 470 \(V1.2.1\)](#): "Emergency Communications (EMTEL); Total Conversation Access to Emergency Services".
- [i.6] [ETSI TS 122 228 \(V19.0.0\)](#): "Digital cellular telecommunications system (Phase 2+) (GSM); Universal Mobile Telecommunications System (UMTS); LTE; Service requirements for the Internet Protocol (IP) multimedia core network subsystem (IMS); Stage 1 (3GPP TS 22.228 version 19.0.0 Release 19)".
- [i.7] [ETSI TS 103 478 \(V1.3.1\)](#): "Emergency Communications (EMTEL); Pan-European Mobile Emergency Application".

- [i.8] [ETSI TS 103 755 \(V1.1.1\)](#): "Emergency Communications (EMTEL); PEMEA ESInet Shared Services".
- [i.9] [ETSI TS 103 871 \(V1.2.1\)](#): "Emergency Communications (EMTEL); PEMEA Real-Time Text Extension".
- [i.10] [ETSI TS 103 872 \(V1.1.1\)](#): "Emergency Communications (EMTEL); PEMEA Service Discovery Extension".
- [i.11] [ETSI TS 103 945 \(V1.1.1\)](#): "Emergency Communications (EMTEL); PEMEA Audio Video Extension".
- [i.12] [ETSI ES 204 009 \(V1.1.1\)](#): "Human Factors (HF); Requirements for interoperable total conversation services".
- [i.13] [IETF RFC 3261 \(2002\)](#): "Session Initiation Protocol (SIP)", Rosenberg J., et al.
- [i.14] [IETF RFC 3550 \(2003\)](#): "RTP: A Transport Protocol for Real-Time Applications", H. Schulzrinne et al.
- [i.15] [IETF RFC 3840 \(2004\)](#): "Indicating User Agent Capabilities in the Session Initiation Protocol (SIP)", Rosenberg J., et al.
- [i.16] [IETF RFC 3841 \(2004\)](#): "Caller Preferences for the Session Initiation Protocol (SIP)", Rosenberg J., et al.
- [i.17] [IETF RFC 4103 \(2005\)](#): "RTP Payload for Text Conversation".
- [i.18] [IETF RFC 4575\(2006\)](#): "A Session Initiation Protocol (SIP) Event Package for Conference State".
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3 Definition of terms, symbols and abbreviations

3.1 Terms

For the purposes of the present document, the following terms apply:

accessibility: extent to which products, systems, services, environments, and facilities can be used by people from a population with the widest range of user needs, characteristics, and capabilities, to achieve identified goals in identified contexts of use (from ISO 9241-11:2018 [i.26])

NOTE 1: Context of use includes direct use or use supported by assistive technologies.

NOTE 2: The context in which the ICT is used may affect its overall accessibility. This context could include other products and services with which the ICT may interact.

assisting service: service invoked during a communication, assisting the user or the call taker with specific tasks in the communication

NOTE: Typical examples of assisting services are relay services and language translation services.

assistive technology: any item, piece of equipment, service or product system including software that is used to increase, maintain, substitute, or improve functional capabilities of persons with disabilities or for, alleviation and compensation of impairments, activity limitations or participation restrictions

emergency communication: communication by means of interpersonal communications services between an end-user and the PSAP with the goal to request and receive emergency relief from emergency services [i.2]

emergency communications system: interconnected packet-switched network, including one or more PSAPs for emergency communication handling and additional functions such as emergency communication routing

NOTE: This interconnected network is also referred to in technical standards as the Emergency Services IP Network (ESInet). In European regulation it is also referred to as "PSAP domain" [i.4].

Forest Guide: special instance of a LoST server within an emergency communications system enabling mapping service entities to find routing information that lies outside their own domain

initiation of emergency communication: transactional process defined by sending a request to address emergency communications and subsequently receiving a final response

NOTE: This sequence explicitly establishes a technical agreement on resource allocation and media capabilities, thereby creating a connection between two endpoints that is necessary for media transmission.

interpersonal communications service: service normally provided for remuneration that enables direct interpersonal and interactive exchange of information via electronic communications networks between a finite number of persons, whereby the persons initiating or participating in the communication determine its recipient(s) and does not include services which enable interpersonal and interactive communication merely as a minor ancillary feature that is intrinsically linked to another service [i.2]

modality: way in which communication is perceived or is expressed

NOTE: The most valid examples for the present document are signed (= using sign language), written and spoken modalities.

most appropriate PSAP: PSAP established by responsible authorities to cover emergency communications from a certain area or for emergency communications of a certain type

Public Safety Answering Point (PSAP): physical location where an emergency communication is first received under the responsibility of a public authority or a private organization recognized by the Member State [i.2]

Real-Time Text (RTT): form of text conversation in point-to-point situations or in multipoint conferencing where the text being entered is sent in such a way that the communication is perceived by the user as being continuous on a character-by-character basis

total conversation: bidirectional symmetric real time transfer of motion video, real-time text and voice between users in two or more locations

user equipment: combined hardware and software used by a user

user initiation of emergency communication: human action of initiating emergency communications through the UE by dialling "112", selecting an emergency contact, pressing a dedicated button, or other action (including audio or visual command)

3.2 Symbols

Void.

3.3 Abbreviations

For the purposes of the present document, the following abbreviations apply:

3GPP	3 rd Generation Partnership Project
AEC	Accessible Emergency Communication
EAA	European Accessibility Act
EFTA	European Free Trade Area
EU	European Union
GTT	Global Text Telephony

NOTE: GTT is equivalent to RTT in general including circuit switched variants with lower performance than for current RTT requirements.

GTT-IP Global Text Telephony - Internet Protocols

NOTE: GTT-IP is equivalent to IP based RTT meeting all requirements on RTT.

ICT	Information and Communications Technology
IMS	IP-Multimedia Subsystem
IP	Internet Protocols
LoST	Location to Service Translation
LTE	Long Term Evolution
MTSI	Multimedia Telephony Service for IMS
PEMEA	Pan-European Mobile Emergency Application
PLMN	Public Land Mobile Network
PSAP	Public Safety Answering Point
RTP	Real Time Protocol
RTT	Real-Time Text
SIP	Session Initiation Protocol
UE	User Equipment
VoIP	Voice over IP

4 Operational Profile

The technical requirements of the present document apply under the operational profile for the equipment and services, which shall be in accordance with the requirements of the present document and its intended use, but as a minimum, shall be that specified in the applicable operational scenarios for testing contained in clause B.4.2 of the present document. The equipment and services shall comply with all the technical requirements of the present document when operating within the boundary limits of the operational profile defined by its intended use.

5 Architecture of functional entities

Figure 5.1 presents a symbolic figure over the functional entities participating in the emergency communication and the interfaces between them.