



International  
Civil Aviation  
Organization

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internationale

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Международная  
организация  
гражданской  
авиации

منظمة الطيران  
المدني الدولي

国际民用  
航空组织

Tel.: +1 514-954-8219 ext. 6710

Ref.: AN 13/1.1-21/19

31 March 2021

**Subject:** Adoption of Amendment 47 to Annex 2

**Action required:** a) Notify any disapproval before 12 July 2021; b) Notify any differences and compliance before 26 October 2026 c) Consider the use of the Electronic Filing of Differences (EFOD) System for notification of differences and compliance

Sir/Madam,

1. I have the honour to inform you that Amendment 47 to the *International Standards, Rules of the Air* (Annex 2 to the Convention on International Civil Aviation) was adopted by the Council at the fifth meeting of its 222nd Session on 1 March 2021. Copies of the Amendment and the Resolution of Adoption are available as attachments to the electronic version of this State letter on the ICAO-NET (<http://portal.icao.int>) where you can access all other relevant documentation.

2. When adopting the amendment, the Council prescribed 12 July 2021 as the date on which it will become effective, except for any part concerning which a majority of Contracting States have registered their disapproval before that date. In addition, the Council resolved that Amendment 47, to the extent it becomes effective, will become applicable on 26 November 2026 unless otherwise indicated.

3. Amendment 47 arises from:

- a) proposals developed by the eleventh meeting of the Remotely Piloted Aircraft Systems Panel (RPASP/11) to update RPAS-related provisions in Annex 2 — *Rules of the Air*, Appendix 4, *Remotely Piloted Aircraft Systems*, as a consequential amendment to the proposed provisions for Annex 8 — *Airworthiness of Aircraft* concerning the introduction of requirements for remotely piloted aeroplanes, remotely piloted helicopters, remote pilot station (RPS) and C2 Links, in addition to a template for the RPA certificate of airworthiness; and
- b) proposals developed by the thirteenth meeting of the Remotely Piloted Aircraft Systems Panel (RPASP/13) to update definitions in Annex 2 as a consequential

amendment to the proposed provisions for Annex 10 — *Aeronautical Telecommunications*, Volume V and first edition of Volume VI relating to C2 Links supporting RPAS operations.

4. The subjects are given in the amendment to the Foreword of Annex 2, a copy of which is in Attachment A.

5. In conformity with the Resolution of Adoption, may I request:

- a) that before 12 July 2021 you inform me if there is any part of the adopted Standards amendments in Amendment 47 concerning which your Government wishes to register disapproval, using the form in Attachment B for this purpose. Please note that only statements of disapproval need be registered and if you do not reply it will be assumed that you do not disapprove of the amendment;
- b) that before 26 October 2026 you inform me of the following, using the Electronic Filing of Differences (EFOD) System or the form in Attachment C for this purpose:
  - 1) any differences that will exist on 26 November 2026 between the national regulations or practices of your Government and the provisions of the whole of Annex 2, as amended by all amendments up to and including Amendment 47, and thereafter of any further differences that may arise; and
  - 2) the date or dates by which your Government will have complied with the provisions of the whole of Annex 2, as amended by all amendments up to and including Amendment 47.

6. With reference to the request in paragraph 5 a) above, it should be noted that a registration of disapproval of Amendment 47 or any part of it in accordance with Article 90 of the Convention does not constitute a notification of differences under Article 38 of the Convention. To comply with the latter provision, a separate statement is necessary if any differences do exist, as requested in paragraph 5 b) 1). It is recalled in this respect that international Standards in Annexes have a conditional binding force, to the extent that the State or States concerned have not notified any difference thereto under Article 38 of the Convention.

7. With reference to the request in paragraph 5 b) above, it should be also noted that the ICAO Assembly, at its 39th Session (27 September to 6 October 2016), resolved that Member States should be encouraged to use the EFOD System when notifying differences (Resolution A39-22 refers). The EFOD System is currently available on the Universal Safety Oversight Audit Programme (USOAP) restricted website (<http://www.icao.int/usoap>) which is accessible by all Member States. You are invited to consider using this for notification of compliance and differences.

8. Guidance on the determination and reporting of differences is given in the Note on the Notification of Differences in Attachment D. Please note that a detailed repetition of previously notified differences, if they continue to apply, may be avoided by stating the current validity of such differences.

9. I would appreciate it if you would also send a copy of your notifications, referred to in paragraph 5 b) above, to the ICAO Regional Office accredited to your Government.

10. At the fifth meeting of its 204th Session, the Council requested that States, when being advised of the adoption of an Annex amendment, be provided with information on implementation and available guidance material, as well as an impact assessment. This is presented for your information in Attachments E and F, respectively.

11. As soon as practicable after the amendment becomes effective, on 12 July 2021, replacement pages incorporating Amendment 47 will be forwarded to you.

Accept, Sir/Madam, the assurances of my highest consideration.

Fang Liu  
Secretary General

**Enclosures:**

- A — Amendment to the Foreword of Annex 2
- B — Form on notification of disapproval of all or part of Amendment 47 to Annex 2
- C — Form on notification of compliance with or differences from Annex 2, Amendment 47
- D — Note on the Notification of Differences
- E — Implementation task list and outline of guidance material in relation to Amendment 47 to Annex 2
- F — Impact assessment in relation to Amendment 47 to Annex 2



**ATTACHMENT A** to State letter AN 13/1.1-21/19

**AMENDMENT TO THE FOREWORD OF ANNEX 2**

Add the following at the end of Table A:

<i><b>Amendment</b></i>	<i><b>Source(s)</b></i>	<i><b>Subject</b></i>	<i><b>Adopted/Approved Effective Applicable</b></i>
47	Eleventh and thirteenth meetings of the Remotely Piloted Aircraft Systems Panel (RPASP/11 and RPASP/13)	RPAS certificates and authorizations; RPAS and C2 Link definitions.	1 March 2021 12 July 2021 26 November 2026

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**ATTACHMENT B** to State letter AN 13/1.1-21/19

**NOTIFICATION OF DISAPPROVAL OF ALL OR PART OF  
AMENDMENT 47 TO ANNEX 2**

To: The Secretary General  
International Civil Aviation Organization  
999 Robert-Bourassa Boulevard  
Montréal, Quebec  
Canada H3C 5H7

(State) \_\_\_\_\_ hereby wishes to disapprove the following parts of  
Amendment 47 to Annex 2:

Signature \_\_\_\_\_

Date \_\_\_\_\_

*NOTES*

- 1) If you wish to disapprove all or part of Amendment 47 to Annex 2, please dispatch this notification of disapproval to reach ICAO Headquarters by 12 July 2021. If it has not been received by that date it will be assumed that you do not disapprove of the amendment. **If you approve of all parts of Amendment 47, it is not necessary to return this notification of disapproval.**
- 2) This notification should not be considered a notification of compliance with or differences from Annex 2. Separate notifications on this are necessary. (See Attachment C.)
- 3) Please use extra sheets as required.

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ATTACHMENT C to State letter AN 13/1.1-21/19

**NOTIFICATION OF COMPLIANCE WITH OR DIFFERENCES FROM ANNEX 2  
(including all amendments up to and including Amendment 47)**

To: The Secretary General  
International Civil Aviation Organization  
999 Robert-Bourassa Boulevard  
Montréal, Quebec  
Canada H3C 5H7

1. No differences will exist on \_\_\_\_\_ between the national regulations and/or practices of **(State)** \_\_\_\_\_ and the provisions of Annex 2, including all amendments up to and including Amendment 47.

2. The following differences will exist on \_\_\_\_\_ between the regulations and/or practices of **(State)** \_\_\_\_\_ and the provisions of Annex 2, including Amendment 47 (Please see Note 2) below.)

<b>a) Annex Provision</b> (Please give exact paragraph reference)	<b>b) Details of Difference</b> (Please describe the difference clearly and concisely)	<b>c) Remarks</b> (Please indicate reasons for the difference)
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(Please use extra sheets as required)

3. By the dates indicated below, **(State)** \_\_\_\_\_ will have complied with the provisions of Annex 2, including all amendments up to and including Amendment 47 for which differences have been notified in 2 above.

a)	<b>Annex Provision</b>	b)	<b>Date</b>	c)	<b>Comments</b>
	(Please give exact paragraph reference)				

(Please use extra sheets as required)

Signature \_\_\_\_\_

Date \_\_\_\_\_

*NOTES*

- 1) If paragraph 1 above is applicable to your State, please complete paragraph 1 and return this form to ICAO Headquarters. If paragraph 2 is applicable to you, please complete paragraphs 2 and 3 and return the form to ICAO Headquarters.
- 2) A detailed repetition of previously notified differences, if they continue to apply, may be avoided by stating the current validity of such differences.
- 3) Guidance on the notification of differences is provided in the Note on the Notification of Differences and in the *Manual on Notification and Publication of Differences* (Doc 10055).
- 4) Please send a copy of this notification to the ICAO Regional Office accredited to your Government.

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**ATTACHMENT D** to State letter AN 13/1.1-21/19

**NOTE ON THE NOTIFICATION OF DIFFERENCES**  
*(Prepared and issued in accordance with instructions of the Council)*

1. *Introduction*

1.1 Article 38 of the *Convention on International Civil Aviation* (“Convention”) requires that a Contracting State notify ICAO any time it does not comply with a Standard in all respects, it does not bring its regulations or practices into full accord with any Standard, or it adopts regulations or practices differing in any particular respect from the Standard.

1.2 The Assembly and the Council, when reviewing the notification of differences by Contracting States in compliance with Article 38 of the Convention, have repeatedly noted that the timeliness and currency of such notifications is not entirely satisfactory. Therefore, this note is issued to reiterate the primary purpose of Article 38 of the Convention and to facilitate the determination and notification of differences.

1.3 The primary purpose of the notification of differences is to promote safety, regularity and efficiency in air navigation by ensuring that governmental and other agencies, including operators and service providers, concerned with international civil aviation are made aware of all national regulations and practices in so far as they differ from those prescribed in the Standards contained in Annexes to the Convention.

1.4 Contracting States are, therefore, requested to give particular attention to the notification of differences with respect to Standards in all Annexes, as described in paragraph 4 b) 1) of the Resolution of Adoption.

1.5 Although differences from Recommended Practices are not notifiable under Article 38 of the Convention, the Assembly has urged Contracting States to extend the above considerations to Recommended Practices contained in Annexes to the Convention, as well.

2. *Notification of differences from Standards and Recommended Practices (SARPs)*

2.1 Guidance to Contracting States in the notification of differences to Standards and Recommended Practices (SARPs) can only be given in very general terms. Contracting States are further reminded that compliance with SARPs generally extends beyond the issuance of national regulations and requires establishment of practical arrangements for implementation, such as the provision of facilities, personnel and equipment and effective enforcement mechanisms. Contracting States should take those elements into account when determining their compliance and differences. The following categories of differences are provided as a guide in determining whether a notifiable difference exists:

- a) ***A Contracting State’s requirement is more exacting or exceeds a SARP (Category A).*** This category applies when the national regulation and practices are more demanding than the corresponding SARP, or impose an obligation within the scope of the Annex which is not covered by the SARP. This is of particular importance where a Contracting State requires a higher standard which affects the operation of aircraft of other Contracting States in and above its territory;

- b) *A Contracting State's requirement is different in character or the Contracting State has established other means of compliance (Category B)\**. This category applies, in particular, when the national regulation and practices are different in character from the corresponding SARP, or when the national regulation and practices differ in principle, type or system from the corresponding SARP, without necessarily imposing an additional obligation; and
- c) *A Contracting State's requirement is less protective, partially implemented or not implemented (Category C)*. This category applies when the national regulation and practices are less protective than the corresponding SARP; when no national regulation has been promulgated to address the corresponding SARP, in whole or in part; or when the Contracting State has not brought its practices into full accord with the corresponding SARP.

These categories do not apply to Not Applicable SARP. Please see the paragraph below.

2.2 **Not Applicable SARP.** When a Contracting State deems a SARP concerning aircraft, operations, equipment, personnel, or air navigation facilities or services to be not applicable to the existing aviation activities of the State, notification of a difference is not required. For example, a Contracting State that is not a State of Design or Manufacture and that does not have any national regulations on the subject, would not be required to notify differences from Annex 8 provisions related to the design and construction of an aircraft.

2.3 **Differences from appendices, tables and figures.** The material comprising a SARP includes not only the SARP itself, but also the appendices, tables and figures associated with the SARP. Therefore, differences from appendices, tables and figures are notifiable under Article 38. In order to file a difference against an appendix, table or figure, States should file a difference against the SARP that makes reference to the appendix, table or figure.

2.4 **Differences from definitions.** Contracting States should notify differences from definitions. The definition of a term used in a SARP does not have independent status but is an essential part of each SARP in which the term is used. Therefore, a difference from the definition of the term may result in there being a difference from any SARP in which the term is used. To this end, Contracting States should take into consideration differences from definitions when determining compliance or differences to SARPs in which the terms are used.

2.5 The notification of differences should be not only to the latest amendment but to the whole Annex, including the amendment. In other words, Contracting States that have already notified differences are requested to provide regular updates of the differences previously notified until the difference no longer exists.

2.6 Further guidance on the identification and notification of differences, examples of well-defined differences and examples of model processes and procedures for management of the

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\* The expression "different in character or other means of compliance" in b) would be applied to a national regulation and practice which achieve, by other means, the same objective as that of the corresponding SARPs or for other substantive reasons so cannot be classified under a) or c).

notification of differences can be found in the *Manual on Notification and Publication of Differences* (Doc 10055).

3. *Form of notification of differences*

3.1 Differences can be notified:

- a) by sending to ICAO Headquarters a form on notification of compliance or differences;  
or
- b) through the Electronic Filing of Differences (EFOD) System at [www.icao.int/usoap](http://www.icao.int/usoap).

3.2 When notifying differences, the following information should be provided:

- a) the number of the paragraph or subparagraph which contains the SARP to which the difference relates\*;
- b) the reasons why the State does not comply with the SARP, or considers it necessary to adopt different regulations or practices;
- c) a clear and concise description of the difference; and
- d) intentions for future compliance and any date by which your Government plans to confirm compliance with and remove its difference from the SARP for which the difference has been notified.

3.3 The differences notified will be made available to other Contracting States, normally in the terms used by the Contracting State when making the notification. In the interest of making the information as useful as possible, Contracting States are requested to ensure that:

- a) statements be as clear and concise as possible and be confined to essential points;
- b) the provision of extracts from national regulations not be considered as sufficient to satisfy the obligation to notify differences; and
- c) general comments, unclear acronyms and references be avoided.

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\* This applies only when the notification is made under 3.1 a).



**ATTACHMENT E** to State letter AN 13/1.1-21/19

**IMPLEMENTATION TASK LIST AND OUTLINE OF GUIDANCE  
MATERIAL IN RELATION TO AMENDMENT 47 TO ANNEX 2**

**1. IMPLEMENTATION TASK LIST**

- 1.1 Essential steps to be followed by a State in order to implement Amendment 47 to Annex 2:
- a) identification of the rule-making process necessary to transpose the new and modified ICAO provisions into national regulations taking into consideration the applicability date;
  - b) establishment of a national implementation plan that takes into consideration the new and modified provisions;
  - c) drafting of the amendment(s) to the national regulations and means of compliance;
  - d) filing of State differences with ICAO and publication of significant differences in the Aeronautical Information Publication (AIP), if necessary;
  - e) training of oversight personnel to fully understand the changes introduced in relation to RPAS operations;
  - f) training of operational staff in the provision and use of new information;
  - g) introduction by States of new or amended regulations to implement this proposal; and
  - h) operational acceptance of policy and procedures of operator(s) to comply with applicable requirements.

**2. STANDARDIZATION PROCESS**

- 2.1 Effective date: 12 July 2021
- 2.2 Applicability date: 26 November 2026
- 2.3 Embedded date(s): N/A.

3. **SUPPORTING DOCUMENTATION**

3.1 **ICAO documentation**

<b>Title/Doc no.</b>	<b>Type (PANS/TI/Manual/Circ.)</b>	<b>Planned publication date</b>
Nil		

3.2 **External documentation:**

<b>Title</b>	<b>External Organization</b>	<b>Publication date</b>
Nil		

4. **IMPLEMENTATION ASSISTANCE TASKS**

<b>Type</b>	<b>Global</b>	<b>Regional</b>
Nil		

5. **UNIVERSAL SAFETY OVERSIGHT AUDIT PROGRAMME (USOAP)**

5.1 No changes are envisaged in the Protocol Questions (PQs).

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**ATTACHMENT F** to State letter AN 13/1.1-21/19

**IMPACT ASSESSMENT IN RELATION TO  
AMENDMENT 47 TO ANNEX 2**

**1. INTRODUCTION**

1.1 Amendment 47 to Annex 2 is intended to:

- a) update Standards in Appendix 4 in Section 2 — *Certificates and licensing* and Section 3 — *Request for authorization*, related to RPAS consequential to those introduced in Annex 8 — *Airworthiness of Aircraft*; and
- b) update definitions related to C2 Link consequential to provisions in Annex 10 — *Aeronautical Telecommunications*, Volume V and first edition of Volume VI.

**2. IMPACT ASSESSMENT**

**2.1 Consequential amendments as a result of provisions in Annexes 8 and 10**

2.1.1 *Safety impact:* Ensures consistency across Annexes.

2.1.2 *Financial impact:* Negligible financial impact with the implementation of this amendment.

2.1.3 *Security impact:* No security impact with the implementation of this amendment.

2.1.4 *Environmental impact:* No environmental impact with the implementation of this amendment.

2.1.5 *Efficiency impact:* No impact on efficiency with the implementation of this amendment.

2.1.6 *Expected implementation time:* There is no significant change to State regulations foreseen with the implementation of this amendment.

— END —



**AMENDMENT No. 47**

**TO THE**

**INTERNATIONAL STANDARDS**

# **RULES OF THE AIR**

**ANNEX 2**

**TO THE CONVENTION ON INTERNATIONAL CIVIL AVIATION**

The amendment to Annex 2 contained in this document was adopted by the Council of ICAO on **1 March 2021**. Such parts of this amendment as have not been disapproved by more than half of the total number of Contracting States on or before **12 July 2021** will become effective on that date and will become applicable on **26 November 2026** as specified in the Resolution of Adoption. (State letter AN 13/1.1-21/19 refers.)

**MARCH 2021**

**INTERNATIONAL CIVIL AVIATION ORGANIZATION**



## AMENDMENT 47 TO THE INTERNATIONAL STANDARDS

### ANNEX 2 — *RULES OF THE AIR*

#### RESOLUTION OF ADOPTION

##### *The Council*

Acting in accordance with the Convention on International Civil Aviation, and particularly with the provisions of Articles 37, 54 and 90 thereof,

1. *Hereby adopts* on 1 March 2021 Amendment 47 to the International Standards contained in the document entitled *International Standards, Rules of the Air* which for convenience is designated Annex 2 to the Convention;
2. *Prescribes* 12 July 2021 as the date upon which the said amendment shall become effective, except for any part thereof in respect of which a majority of the Contracting States have registered their disapproval with the Council before that date;
3. *Resolves* that the said amendment or such parts thereof as have become effective shall become applicable on 26 November 2026;
4. *Requests the Secretary General:*
  - a) to notify each Contracting State immediately of the above action and immediately after 12 July 2021 of those parts of the amendment which have become effective;
  - b) to request each Contracting State:
    - 1) to notify the Organization (in accordance with the obligation imposed by Article 38 of the Convention) of the differences that will exist on 26 November 2026 between its national regulations or practices and the provisions of the Standards in the Annex as hereby amended, such notification to be made before 26 October 2026, and thereafter to notify the Organization of any further differences that arise;
    - 2) to notify the Organization before 26 October 2026 of the date or dates by which it will have complied with the provisions of the Standards in the Annex as hereby amended.
  - c) to invite each Contracting State to notify additionally any differences between its own practices and those established by the Recommended Practices, following the procedure specified in subparagraph b) above with respect to differences from Standards.

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**NOTES ON THE PRESENTATION OF  
AMENDMENT 47 TO ANNEX 2**

1. The text of the amendment is arranged to show deleted text with a line through it and new text highlighted with grey shading, as shown below:

<del>Text to be deleted is shown with a line through it.</del>	text to be deleted
New text to be inserted is highlighted with grey shading.	new text to be inserted
<del>Text to be deleted is shown with a line through it</del> followed by the replacement text which is highlighted with grey shading.	new text to replace existing text

2. The sources of the amendment arise from the eleventh and thirteenth meetings of the Remotely Piloted Aircraft Systems Panel (RPASP/11 and RPASP/13).

**TEXT OF AMENDMENT 47**

**TO THE**

**INTERNATIONAL STANDARDS**

**RULES OF THE AIR**

**ANNEX 2**

**TO THE CONVENTION ON INTERNATIONAL CIVIL AVIATION**

...

**CHAPTER 1. DEFINITIONS**

...

***Command and control (C2) link.***<sup>†</sup> The data link between the remotely piloted aircraft and the remote pilot station for the purposes of managing the flight.

~~***Command and control (C2) link.***~~<sup>††</sup> The data link between the remotely piloted aircraft and the remote pilot station for the purposes of managing the flight.

...

***Remotely piloted aircraft system (RPAS).***<sup>†</sup> A remotely piloted aircraft, its associated remote pilot station(s), the required command and control links and any other components as specified in the type design.

~~***Remotely piloted aircraft system (RPAS).***~~<sup>††</sup> A remotely piloted aircraft, its associated remote pilot station(s), the required ~~command and control C2 link~~ ***link(s)*** and any other components as specified in the type design.

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<sup>†</sup> Applicable until 25 November 2026.

<sup>††</sup> Applicable as of 26 November 2026.



...

## APPENDIX 4. REMOTELY PILOTED AIRCRAFT SYSTEMS

(Note.— See Chapter 3, 3.1.9 of the Annex)

...

### 2. Certificates and licensing

...

Note 2.— ~~Until 25 November 2026, Certification Standards are not yet developed. Thus, in the meantime, any certification need not be automatically deemed to comply with the SARPs of the related Annexes, including Annexes 6 and 8, until such time as the related RPAS SARPs are developed.~~

Note 2.— ~~As of 26 November 2026, Standards for the issuance of an Certification RPAS operator certificate Standards are not yet developed. Thus, in the meantime, any such certification need not be automatically deemed to comply with the SARPs of the related Annexes, including Annexes 6 and 8, until such time as the related RPAS SARPs are developed.~~

...

2.1 ~~Until 25 November 2026, A~~an RPAS shall be approved, taking into account the interdependencies of the components, in accordance with national regulations and in a manner that is consistent with the provisions of related Annexes. In addition:

...

2.1 ~~As of 26 November 2026, A~~an RPAS shall be approved, taking into account the interdependencies of the components, in accordance with national regulations and in a manner that is consistent with the provisions of related Annexes. In addition:

- a) ~~an RPA shall have a certificate of airworthiness issued in accordance with national regulations and in a manner that is consistent with the provisions of Annex 8; and~~
- b) the associated RPAS components specified in the type design shall be certificated and maintained in accordance ~~with national regulations and in a manner that is consistent with the provisions of related Annexes.~~

...

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*Editorial Note.*— As a consequence to the amended RPAS definition and to harmonize the reference to C2 Link, *amend* Appendix 4, section 3, accordingly

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### 3. Request for authorization

...

3.2 ~~Until 25 November 2026, U~~ Unless otherwise specified by the State(s), the request for authorization shall include the following:

...

3.2 ~~As of 26 November 2026, U~~ Unless otherwise specified by the State(s), the request for authorization shall include the following:

...

l) communications, navigation and surveillance capabilities:

1) aeronautical safety communications frequencies and equipment, including:

...

ii) ~~command and control C2 Link(s) (C2)~~ including performance parameters and designated operational coverage area;

...

n) emergency procedures, including:

1) communications failure with ATC;  
2) C2 Link(s) failure; and

...

— END —