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THE CIVIL AVIATION ACT,
(CAP. 80)

REGULATIONS

THE CIVIL AVIATION (COMMUNICATION SYSTEMS AND PROCEDURES RELATING
TO REMOTELY PILOTED AIRCRAFT SYSTEMS C2 LINK) REGULATIONS, 2026

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THE CIVIL AVIATION ACT,
(CAP. 80)

REGULATIONS

(Made under section 5)

THE CIVIL AVIATION (COMMUNICATION SYSTEMS AND
PROCEDURES RELATING TO REMOTELY PILOTED AIRCRAFT
SYSTEMS C2 LINK) REGULATIONS, 2026

PART I
PRELIMINARY PROVISIONS

Citation

1. These Regulations may be cited as the Civil Aviation (Communication Systems and Procedures Relating to Remotely Piloted Aircraft Systems C2 Link) Regulations, 2026.

Interpretation

2. In these Regulations, unless the context otherwise requires-

“C2 Link” means a data link between the remotely piloted aircraft and the remote pilot station for purposes of managing the flight;

“C2 Link communication service provider or “C2CSP” means an entity which provides a portion of, or all of, the C2 Link service for the operation of an RPAS and include an RPAS

operator that provides its own C2 Link service;

“C2 Link coverage area” means the area in which the C2 Link service can be received including the area where the QoSD does not meet the QoS R;

“C2 Link interruption” means a temporary condition during which the C2 Link is unavailable or discontinuous, introduces excessive delay or has inadequate integrity, but the lost C2 Link decision time has not been exceeded;

“C2 Link log” means a record of the activities related to the C2 Link;

“C2 Link service” means a communication service providing the C2 Link;

“C2 Link service area” means the area within the C2 Link coverage area where the C2 Link QoSD meets the QoS R;

“C2 Link specification” means the minimum performance to be achieved by the C2 Link equipment in conformity with the applicable airworthiness system design requirements;

“handover” means the act of passing piloting control from one remote pilot station to another;

“lost C2 Link decision state” means the state of the RPAS in which a C2 Link interruption has occurred, but the duration of which does not exceed the lost C2 Link decision time;

“lost C2 Link decision time” means the maximum length of time permitted before declaring a lost C2 Link state during which the C2 Link performance is not sufficient to allow the remote pilot to actively manage the flight in a safe and timely manner appropriate to the airspace and operational conditions;

“lost C2 Link state” means the state of the RPAS in which the C2 Link performance has degraded, as a result of a C2 Link interruption that is longer than the lost C2 Link decision time, to a point where it is not sufficient to allow the remote pilot to actively manage the flight in a safe and timely manner;

“nominal C2 Link state” means the state of the RPAS when the C2 Link performance is sufficient to allow the remote pilot to actively manage the flight of the RPA in a safe and timely manner appropriate to the airspace and operational conditions;

“Quality of Service or “QoS”
means the totality of the
characteristics of an entity
that bear on its ability to
satisfy stated and implied
needs;

“Quality of Service Delivered or
“QoSD” means a statement
of the QoS achieved or
delivered to the RPAS
operator by the C2CSP;

“Quality of Service Experienced or
“QoSE” means a statement
expressing the QoS that the
remote pilot believes they
have experienced;

“Quality of service required or
“QoSR” means a statement
of the QoS requirements of
the RPAS operator to the
C2CSP.

“Remote Pilot Station or “RPS”
means the component of the
RPAS containing the
equipment used to pilot the
remotely piloted aircraft;

“Remotely Piloted Aircraft or
“RPA” means an unmanned
aircraft which is piloted
from a remote pilot station;

“Remotely Piloted Aircraft System
or “RPAS” means a
remotely piloted aircraft, its
associated remote pilot
station, the required C2
Link and any other
component as specified in
the type design;

“Service Level Agreement or
“SLA” means the

agreement between the C2CSP and the RPAS operator covering the safety, performance, service area and security of the C2 Link provision as required for the RPAS operator's intended operations; and

“switchover” means the act of transferring the active data link path between the RPS and the RPA from one of the links or networks that constitutes the C2 Link to another link or network that constitutes the C2 Link.

Application

3. These Regulations shall apply to operators of Remotely Piloted Aircraft Systems and C2 Link communication services providers \operating within the United Republic.

PART II

C2 LINK SPECIFICATIONS

Time reference

4. The time reference for the C2 Link service and time stamping of information carried by the C2 Link shall be in Coordinated Universal Time (UTC).

Supported functions

5.-(1) The C2 Link shall only support the remote pilot tasks required for the safe and efficient operation of the RPAS.

(2) Where the C2 Link includes support for remote pilot

tasks required for air traffic control (ATC) purposes, including the relay of ATC communications, the C2 Link performance shall in a secure manner, meet the performance required for those tasks appropriate to the airspace requirements.

C2 link service provision and C2 link service area

6.The C2 Link service provision and C2 Link service area shall be as prescribed in the First Schedule.

PART III C2 LINK PROCEDURES

C2 Link suitability and selection

7.-(1) Prior to the flight, the C2CSP shall provide the RPAS operator with appropriate means of establishing whether the C2 Link QoSD, security, and service area meet the requirements for safe operation of the planned flight including contingency operations.

(2) Where the C2 Link service can be provided by more than one link, the RPAS shall use the link with the highest QoSD.

Establishment, assurance and termination of the C2 Link

8. Establishment, assurance, and termination of the C2 Link shall be as prescribed in the Second Schedule.

Contingency and emergency procedures

9.-(1) A remote pilot shall be provided with all the available RPAS status information pertinent to expedite the recovery of the C2 Link.

(2) Technical and procedural means shall be provided to indicate to the remote pilot, RPS and RPA when the C2 Link has been successfully restored after a lost C2 Link state has occurred.

(3) Where the RPAS is in the lost C2 Link decision state, the RPAS shall return to the nominal C2 Link state or enter the lost C2 Link state once the lost C2 Link decision time has been exceeded.

(4) Where the RPAS has entered the lost C2 Link state, a remote pilot shall take the action required to return the RPAS to a nominal C2 Link state, in accordance with the procedures contained in the operations manual.

Security

10.-(1) Information exchange between the RPS and RPA carried on the C2 Link shall be sufficiently secure to prevent unauthorised interference with the RPAS.

(2) The RPAS C2 Link design, monitoring system and operating procedures shall be such as to minimise the potential for any unauthorised control of the RPA or the RPS during any operating phases.

Display

11.-(1) RPS controls and displays shall present data in a manner that minimises the potential for errors, misinterpretation or misunderstandings.

(2) The C2 Link state information shall be presented to the remote pilot.

(3) An indication of the C2 Link QoSD, in real time, shall be provided to the remote pilot.

Monitoring

12.-(1) The RPA and RPS shall be equipped with an automatic monitoring system, to provide an alert to the remote pilot if any of the following occur within the period of operation:

- (a) RPA or RPS C2 Link or subsystem link or C2CSP emission has ceased;
- (b) RPA or RPS C2 Link or subsystem link or C2CSP reception has ceased;
- (c) transmission of the amount of information required for the safe control of the aircraft has fallen below a level specified by the type certificate holder;
- (d) an interruption of the C2 Link has occurred;
- or
- (e) the C2 Link QoSD has degraded below the stated QoSR.

(2) The monitoring system shall provide an alert to the remote pilot in the event of the failure of the monitoring system itself.

Records

13.-(1) A written or electronic C2 Link log shall be maintained in each RPS.

(2) The record shall commence as soon as the C2 Link is established and end only after the C2 Link is terminated.

(3) Written log entries and any correction thereto shall be made only by an authorised and on-duty persons in the RPS.

(4) A correction made under subregulation (3) shall be initialled, dated, and a rationale given for traceability.

(5) An authorised on-duty person shall be the remote pilot or any other person having knowledge of facts pertinent to the entries.

(6) All entries shall be complete, clear, correct, and intelligible.

(7) The following information shall be entered in the logs:

- (a) the name of the authorised on-duty person in charge of the log;
- (b) the identification of the RPS;
- (c) the date;
- (d) the time of opening and closing of the RPS;
- (e) the time of establishment and termination of the C2CSP service;
- (f) the time of establishment and

- termination of the C2 Link;
 - (g) the QoSE of the links and networks used;
 - (h) the reason for the switchover of links and networks that make up the C2 Link;
 - (i) the signature of the authorised on-duty person;
 - (j) all lost C2 Link and lost C2 Link decision state events, location of the RPA with the time of occurrence, and probable assessed cause where practicable;
 - (k) any detected harmful or notable radio frequency interference, with as much detail as possible; and
 - (l) any information relevant to C2 Link provision considered by the remote pilot as valuable
- (8) Time related information shall use a UTC reference and all geographical information shall use a WGS-84 reference.
- (9) The C2 Link messages relating to the C2 Link management shall be electronically recorded in the RPA and in any RPS that is in control of the RPA.
- (10) The C2 Link management message record shall

be retained for at least thirty days after completion of the flight,

Provided that, when the record is pertinent to accident and incident investigations, it shall be retained for longer periods until it is evident that the record will no longer be required.

(11) The RPA shall maintain an electronic log, automatically recording any information described in subregulation (7) to subregulation (10) that is available to the RPA.

(12) The RPA shall maintain an automatically recorded electronic log of any received or transmitted air traffic control or remote pilot communication, as either voice or data, if relayed through the RPA.

(13) The RPS shall maintain an automatically recorded electronic log of any received and transmitted air traffic control or remote pilot communication, as either voice or data.

PART IV C2 LINK SYSTEMS

System description

14.-(1) The RPAS communication system shall comprise the following systems:

- (a) a communication system supporting communications external to the RPAS dedicated to the

airspace requirements
functions; and
(b) a C2 Link
communication system
supporting
communications
internal to the RPAS,
which comprises, at a
minimum-

- (i) an interface
with the
RPS;
- (ii) an interface
with the
RPA;
- (iii) a transmitter
located in
the RPS
communicat
ing with a
receiver
located in
the RPA;
and
- (iv) a transmitter
located in
the RPA
communicat
ing with a
receiver
located in
the RPS.

(2) The RPAS shall be
equipped with a lost C2 Link state
detection system designed with a
level of assurance appropriate to
the intended operation.

Spectrum

15.-(1) The RPAS C2 Link
system shall be operated only in

frequency bands which are appropriately allocated and protected by the ITU Radio Regulations.

(2) C2 Link system frequency assignment planning shall be designed to provide immunity from harmful interference and shall not cause harmful interference.

System characteristics

16.-(1) The C2 Link system shall enable the RPA to unambiguously and at any time ensure that it is controlled by an authorised RPS.

(2) The total period of radiation of the C2 Link system transmitters shall be as short as practicable consistent with the need for avoiding saturation of the spectrum while limiting interruption of the C2 Link.

(3) The C2 Link system radio frequency transmitters shall radiate no more power than is necessary to achieve the C2 Link specification.

Data transmission characteristics

17.-(1) The C2 Link system message sequencing shall be based on priority criteria.

(2) The C2 Link system message sequence management shall use time stamping.

(3) The order of priority of the transmission of information between the RPS and the RPA shall be-

- (a) RPA flight control and configuration messages;
- (b) high priority detect and avoid (DAA) messages;
- (c) air traffic control communications, including distress calls and urgency messages;
- (d) flight safety telemetry messages, including low priority DAA messages;
- (e) other flight safety messages;
- (f) routine telemetry messages;
- (g) air traffic services other than air traffic control communications; and
- (h) other messages.

Performance requirements

18.-(1) The QoSD of the C2 Link system shall be sufficient to support the operational and performance requirements for air traffic control service in the planned and contingency areas of operation of the RPA.

(2) The requirements prescribed in subregulation (1) shall include required communication performance (RCP), required surveillance performance (RSP), and required navigation performance (RNP) where applicable.

C2 Link Communication Service Provider

19. -(1) The RPAS operator shall establish an SLA

with one or more C2CSPs concerning the C2 Link service provision.

(2) The C2CSP shall ensure that the QoSD meets the QoSr at all times.

(3) The C2CSP shall in conjunction with the RPAS operator, conduct real time interference monitoring, estimate and predict of interference risks, and plan solutions for potential harmful interference scenarios under the oversight of the competent authority.

(4) The C2CSPs and RPAS operators shall act immediately when their attention is drawn to any harmful interference.

(5) The C2CSP shall have qualified resources and adequate documentation that will allow the Authority to perform its oversight.

Terrestrial C2 communication service
equipment

20. Terrestrial RPAS equipment shall operate in the frequency spectrum with an allocation as described in regulations relating to Aeronautical Radio Frequency Spectrum Utilisation.

Satellite C2 communication service providers

21.-(1) Satellite RPAS equipment shall operate in the frequency spectrum with an allocation as described in regulations relating to Aeronautical Radio Frequency Spectrum Utilisation.

(2) An SLA between a satellite C2CSP and RPAS operator shall require that once a satellite network has completed successful coordination, which guarantees the level of protection necessary to ensure the overall RPAS C2 Link QoSD, the protection level is not eroded as a result of subsequent satellite coordination agreements

(3) An SLA between a satellite C2CSP and RPAS operator shall require the satellite C2CSP to act immediately when their attention is drawn to any harmful interference.

(4) The satellite C2CSP shall be responsible for ensuring that once a satellite network has completed successful coordination, the C2 Link specifications continue to be met as a result of subsequent agreements between satellite operators.

PART V EXEMPTIONS

Application for exemption

22.-(1) A person may apply to the Authority for an exemption from any provision of these Regulations.

(2) The application referred to in subregulation (1) shall, except in the case of an emergency, be made to the Authority at least sixty days prior to the proposed effective date and be accompanied by the following information:

- (a) name and contact address, including electronic mail and fax if any;
- (b) telephone number;
- (c) a citation of the specific requirement from which the applicant seeks exemption;
- (d) justification for the exemption;
- (e) a description of the type of operations to be conducted under the proposed exemption;
- (f) the proposed duration of the exemption;
- (g) an explanation of how the exemption would be in the public interest;
- (h) a detailed description of the alternative means by which the applicant will ensure a level of safety equivalent to that established by the regulation in question;
- (i) a safety risk assessment carried out in respect of the exemption applied for;
- (j) if the applicant handles international operations and seeks to operate under the proposed exemption, an indication of whether the exemption would contravene any provision of the

Standards and
Recommended
Practices of the
International Civil
Aviation Organization;
and

(k) any other information
that the Authority may
require.

(3) Where the applicant
seeks emergency processing of an
application for exemption, the
application shall contain
supporting facts and reasons for not
filing the application within the
time specified in subregulation (2)
and a satisfactory reason for
deeming the application an
emergency.

(4) The Authority may, in
writing, refuse an application
(emergency relief) made under
subregulation (3), where in the
opinion of the Authority, the
reasons given for emergency
processing are not satisfactory.

(5) The application for
exemption shall be accompanied by
a fee prescribed by the Authority.

Review and publication

23.-(1) The Authority shall
review the application for
exemption made under regulation
22 and, upon being satisfied,
publish a detailed summary of the
application for comments, within a
prescribed time, in any of the
following:

(a) the *Gazette*;

- (b) aeronautical
information circular; or
- (c) a daily newspaper with
national circulation.

(2) Where application requirements have not been fully complied with, the Authority shall request the applicant in writing to comply with the necessary requirements prior to publication or making a decision.

(3) Where the request is for **emergency relief**, the Authority shall publish the decision as soon as possible after processing the application.

Evaluation of application

24.-(1) Where the application requirements have been satisfied, the Authority shall conduct an evaluation of the request to-

- (a) determine whether an exemption is in the public interest;
- (b) determine, after a technical evaluation, whether the applicant's proposal would provide a level of safety equivalent to that established by these Regulations;
- (c) determine whether the grant of the exemption would contravene the applicable **Regulations**; and
- (d) issue a **recommendation** based on the preceding

elements, of whether the request should be granted or denied, and of any conditions or limitations that should be part of the exemption.

(2) Where the Authority decides that a technical evaluation of the request would impose a significant burden on the Authority's technical resources and the Authority may deny the exemption on that basis.

(3) The Authority shall notify the applicant in writing of, the decision to grant or deny the request and publish a detailed summary of its evaluation and decision.

(4) The summary referred to in subregulation (3) shall specify the duration of the exemption and any conditions or limitations of the exemption.

(5) Where the exemption affects a significant population of the aviation community of the United Republic of Tanzania, the Authority shall publish the summary in an aeronautical information circular.

PART VI

OFFENCES AND PENALTIES

Administrative sanctions

25. The Authority may suspend or revoke a certificate, licence, approval, authorisation or such other document issued to a

person who has contravened any provision of these Regulations.

Offences and penalties

26.-(1) A person who contravenes any of the provisions of these Regulations commits an offence and on conviction shall be liable to a fine not exceeding one million shillings or to imprisonment for a term of not more than six months or to both, and in the case of a continuing contravention, each day of the contravention shall constitute a separate offence.

(2) Where it is proved that an act or omission of any person, which would otherwise have been a contravention by that person of a provision of these Regulations was due to any cause not avoidable by the exercise of reasonable care by that person, the act or omission shall not be deemed to constitute a contravention by that person of that provision.

FIRST SCHEDULE

(Made under regulations 6)

C2 LINK SPECIFICATIONS

1. SERVICE PROVISION

1.1 The C2 Link service shall only be used for the transmission of information relating to the safe and efficient operation of the RPAS and be limited to the information described in regulation 5(1) of these regulations.

*The Civil Aviation (Communication Systems and Procedures Relating to
Remotely Piloted Aircraft Systems C2 Link) Regulations*

GN. No.259 (Contd)

1.3 The duration between C2 Link initiation and C2 Link termination shall not exceed the time of flight and ground operations, plus the time necessary to perform safety and security checking before and after each flight.

Note. — Efficient use of the limited frequency spectrum resource requires that a link be released and made available to other users when not in use.

1.4 The C2 Link specification shall be commensurate with the C2 Link performance required for safe operations.

1.5 The C2 Link's QoS_R shall be commensurate with the C2 Link specification required for safe operations. 2.3.6

1.6 The C2 Link's QoS_D shall be *commensurate* with the C2 Link QoS_R.

1.7 The C2 Link service area geographical coordinates and time of provision, intended for RPAS operational use, shall be validated and verified to ensure that the C2 Link service area is safe for use by its intended recipients.

Note 1.— The World Geodetic System — 1984 (WGS-84) Manual (Doc 9674) contains requirements for data quality.

Note 2. — *Intended recipients can be remote pilot or ATC units concerned*

1.8 A proactive process for anticipating and mitigating interrupted or lost C2 Link states shall be implemented and described by the C2CSP to the RPAS operator.

1.9 The C2CSP shall notify the RPAS operator of any scheduled outages of the C2 Link service provision.

1.10 Arrangements shall be in place to ensure that the scheduled outage does not affect any RPA during any phase of flight.

1.11 The C2CSP shall notify the RPAS operator of any unscheduled degradation in their service provision, the kind of degradation being experienced and an estimated duration for that degradation.

1.12 Before providing any C2 Link service, the C2CSP shall demonstrate to the authority initial compliance with the provisions contained in 1.1 and 1.3 through 1.8.

2. C2 LINK SERVICE AREA

2.1 The C2 Link service area shall be compatible with the planned areas of operation (including contingency operations) of the RPA and the location of all of the RPS involved in the operation.

2.2 The RPA and RPS shall always remain within the C2 Link service area.

*The Civil Aviation (Communication Systems and Procedures Relating to
Remotely Piloted Aircraft Systems C2 Link) Regulations*

GN. No.259 (Contd)

2.3 Recommendation. — *To ensure the QoS is always met, a margin to account for the expected worst-case propagation fluctuations in the received signal level should be included when determining the C2 Link service area.*

SECOND SCHEDULE

(Made under regulation 8)

ESTABLISHMENT, ASSURANCE AND TERMINATION OF THE C2 LINK

- 1.1 Human factors principles shall be considered in the design of the RPS, in order for the remote pilot to manage the C2 Link during the flight and prevent its unintentional termination.

Note.— Situations may occur in which the C2 Link would need to be terminated during the flight in order to increase the safety level of the flight. However, unintentional termination must be prevented.

- 1.2 Appropriate technical and procedural means shall be provided to the remote pilot to establish and maintain the C2 Link, including the interaction with the C2CSP. These means shall be documented in the operations manual.
- 1.3 An indication shall be provided to the remote pilot when the C2 Link has been successfully established between the RPS and the RPA and when it is interrupted, lost or terminated.
- 1.4 Information about any C2 Link-related outages that are planned to occur during the expected duration of the flight shall be provided to the remote pilot during flight planning.
- 1.5 Means shall be provided to the remote pilot to verify that the C2 Link meets the QoS as part of the pre-flight check of the RPAS.
- 1.6 The procedure supporting the switchover between links or networks that comprise the entire C2 Link shall be contained in the operations manual.
- 1.7 Before performing a switchover to another link or network, the remote pilot shall be provided with sufficient information on the QoS of the accepting link or network to confirm that it will meet the QoS.
- 1.8 Recommendation. — *Switchovers between the links or networks that constitute the C2 Link during flight should be minimized.*
- 1.9 The procedure and the phraseology supporting handover of the C2 Link provision between RPS shall be contained in the operations manual.

*The Civil Aviation (Communication Systems and Procedures Relating to
Remotely Piloted Aircraft Systems C2 Link) Regulations*

GN. No.259 (Contd)

- 1.10 The procedure supporting the handover shall include a report on the status of the QoSE of the C2 Link prior to initiating the handover.
- 1.11 A handover shall only be initiated if the accepting RPS is able to confirm that its C2 Link with the RPA achieves the QoS needed to ensure that the handover will be successful.
- 1.12 The condition of a lost C2 Link state shall be initiated by the RPAS or through an action by the remote pilot when the performance of the C2 Link has been insufficient to enable active management of the RPA for longer than the lost C2 Link decision time.
- 1.13 The duration of the lost C2 Link decision time shall be in accordance with the operational management and safety requirements of the airspace.
- 1.14 Only the remote pilot shall terminate or authorize the termination of the C2 Link.
- 1.15 The C2CSP shall not intentionally terminate a C2 Link without the explicit consent of the remote pilot.

Dodoma,
4th September, 2026

MAKAME M. MBARAWA
Minister for Transport