全国低空经济领域行业发展动态月报（2026 年 10 月）

2026 年 10 月 October 2026

全国低空经济行业发展动态月报

Monthly Report on National Low-Altitude Economy Industry Development Trends

一、立法方面 | I. Legislative Developments

（一）2026 年 10 月 1 日《浙江省民用航空条例》正式施行

The Zhejiang Provincial Civil Aviation Regulation took effect on 1 October 2026

《浙江省民用航空条例》于 2026 年 5 月 28 日经浙江省人大常委会通过，自 10 月 1 日起施行，同时废止《浙江省民用机场管理办法》。条例设专章（第五章“低空飞行促进”），系统规定县级以上人民政府统筹低空飞行航路航线规划、起降场与通导监气象等基础设施建设、低空飞行数字化监管服务平台、无人驾驶航空器责任保险、低空物流与应急救援应用等内容，为浙江省低空经济发展提供地方性法规支撑。

The Zhejiang Provincial Civil Aviation Regulation was adopted by the Standing Committee of the Zhejiang Provincial People's Congress on 28 May 2026 and took effect on 1 October 2026, simultaneously repealing the Zhejiang Provincial Measures for the Administration of Civil Airports. The Regulation contains a dedicated chapter (Chapter V, “Promotion of Low-Altitude Flight”) which systematically provides for the planning of low-altitude flight routes, the construction of take-off and landing sites and supporting communication, navigation, surveillance and meteorological infrastructure, a digital low-altitude flight supervision and service platform, compulsory third-party liability insurance for unmanned aircraft, and the application of low-altitude flight in logistics and emergency rescue, thereby providing a local statutory basis for the development of the low-altitude economy in Zhejiang.

（二）2026 年 10 月 21 日《武汉市低空经济促进条例（草案）》一审，公开征求意见至 11 月 20 日

The Draft Wuhan Low-Altitude Economy Promotion Regulation was given its first reading on 21 October 2026, with public comments invited until 20 November

武汉市第十五届人大常委会第三十八次会议于 10 月 21 日对《武汉市低空经济促进条例（草案）》进行第一次审议。为推动科学立法、民主立法，武汉市人大常委会办公厅于 10 月 23 日发布公告，向社会公开征求意见，意见可于 11 月 20 日前反馈。条例（草案）聚焦低空经济产业促进、空域利用、基础设施建设与安全管理等，是武汉以专门立法引领低空经济发展的重要举措。

The 38th session of the 15th Standing Committee of the Wuhan Municipal People's Congress gave the Draft Wuhan Low-Altitude Economy Promotion Regulation its first reading on 21 October 2026. To advance scientific and democratic lawmaking, the General Office of the Wuhan Municipal People's Congress issued a public notice on 23 October inviting comments until 20 November. The draft focuses on the promotion of the low-altitude economy, airspace utilisation, infrastructure development and safety management, representing a significant step by Wuhan to steer low-altitude economic development through dedicated legislation.

（三）民航局就《小型商业运输运营人运行合格审定规则（CCAR-135）》修订公开征求意见（截至 11 月 11 日）

CAAC solicits comments on the revision of the Rules for the Operation Certification of Small Commercial Transport Operators (CCAR-135) (closing 11 November)

为运用前期通航安全整治成果、破解原规章对 9 座以上航空器运行差异化管控缺失等问题，民航局起草《小型商业运输运营人运行合格审定规则（征求意见稿）》（CCAR-135 部），于 10 月 12 日面向社会征求意见，截止 11 月 11 日。该修订事关小型商业运输运行准入与安全监管，与低空客货运输业态发展密切相关。

To apply the achievements of prior general aviation safety rectification and address the lack of differentiated control over the operation of aircraft with more than nine seats under the existing rules, CAAC drafted the Rules for the Operation Certification of Small Commercial Transport Operators (CCAR-135, draft for comment), opening it for public consultation on 12 October with a closing date of 11 November. The revision bears directly on the access and safety supervision of small commercial transport operations and is closely connected to the development of low-altitude passenger and cargo transport.

（四）民航局就《民用航空器驾驶员合格审定规则》等三部规章（CCAR-61/136/141）修订公开征求意见（截至 11 月 15 日）

CAAC solicits comments on the revision of three rules on civil aircraft pilot certification (CCAR-61, CCAR-136, CCAR-141) (closing 15 November)

民航局组织修订《民用航空器驾驶员合格审定规则》《商业非运输运营人运行合格审定规则》《民用航空器驾驶员学校合格审定规则》三部规章（分别对应 CCAR-61、CCAR-136、CCAR-141），于 10 月 16 日公开征求意见，截止 11 月 15 日。修订旨在夯实通航运行安全基础、衔接新修订《民用航空法》，对无人机操控员、飞行培训等低空经济人才供给具有基础性影响。

CAAC organised the revision of three rules—the Rules for the Certification of Civil Aircraft Pilots, the Rules for the Operation Certification of Commercial Non-Transport Operators, and the Rules for the Certification of Civil Aircraft Pilot Schools (corresponding to CCAR-61, CCAR-136 and

CCAR-141 respectively)—and opened them for public consultation on 16 October, closing on 15 November. The revisions aim to consolidate the safety foundation of general aviation operations and align with the newly revised Civil Aviation Law, having a fundamental impact on the supply of low-altitude economy talent such as unmanned aircraft operators and flight training.

（五）民航局就《低空民用航空飞行服务专业人员管理办法》《培训管理办法》公开征求意见（截至 11 月 6 日）

CAAC solicits comments on the Measures for the Administration of Low-Altitude Civil Aviation Flight Service Professionals and the Measures for Their Training (closing 6 November)

民航局空管办于 10 月 26 日发布通知，就《低空民用航空飞行服务专业人员管理办法（征求意见稿）》和《低空民用航空飞行服务专业人员培训管理办法（征求意见稿）》公开征求意见，截止 11 月 6 日。两部文件规范低空飞行服务人员资质管理与培训管理，明确取得上岗资格后方可从事低空飞行服务工作，并区分基础培训与岗位培训，旨在夯实低空飞行安全的人才基础。

On 26 October, the CAAC Air Traffic Management Office issued a notice soliciting public comments, until 6 November, on the Measures for the Administration of Low-Altitude Civil Aviation Flight Service Professionals (draft for comment) and the Measures for the Training of Low-Altitude Civil Aviation Flight Service Professionals (draft for comment). The two documents regulate the qualification and training management of low-altitude flight service personnel, stipulating that personnel may engage in low-altitude flight service work only after obtaining the requisite post qualification, and distinguish between basic training and on-the-job training, thereby strengthening the talent foundation for low-altitude flight safety.

二、政策方面 | II. Policy Developments

（一）国家层面政策部署

（1） Policy Deployment at the National Level

1、中共中央、国务院印发《关于发展新质生产力的意见》（10 月 9 日）

The CPC Central Committee and the State Council issued the Opinions on Developing New Quality Productive Forces (9 October)

10 月 9 日，中共中央、国务院印发《关于发展新质生产力的意见》，围绕科技创新、产业创新、发展方式创新、体制机制创新、人才工作机制创新提出 19 项重点举措，强调改造提升传统产业、培育壮大新兴产业、前瞻布局未来产业。作为统领新质生产力的顶层文件，为低空经济等战略性新兴产业提供方向指引与政策框架。

On 9 October, the CPC Central Committee and the State Council issued the Opinions on Developing New Quality Productive Forces, setting out 19 key measures across scientific and technological innovation, industrial innovation, development-model innovation, institutional innovation and talent-work mechanisms, and emphasising the upgrading of traditional industries, the cultivation of emerging industries and the forward-looking layout of future industries. As a top-level document governing new quality productive forces, it provides direction and a policy framework for strategic emerging industries including the low-altitude economy.

2、国家发展改革委等部门推出首批 136 项标志性重大应用场景项目（10 月 20 日）

The NDRC and other departments launched the first batch of 136 landmark major application scenario projects (20 October)

10 月 20 日，国家发展改革委会同科技部、工业和信息化部、人力资源社会保障部、应急管理部、国务院国资委等部门推出首批 136 项标志性重大应用场景项目清单，覆盖新领域新赛道、产业转型升级、社会治理服务等五大类，涉及新技术 1700 余项、新产品 1200 余项。该政策工具通过开放场景资源，为低空经济等新技术新产品规模化应用提供广阔空间。

On 20 October, the National Development and Reform Commission (NDRC), together with the Ministry of Science and Technology, the Ministry of Industry and Information Technology, the Ministry of Human Resources and Social Security, the Ministry of Emergency Management and the State-owned Assets Supervision and Administration Commission, launched the first batch of 136 landmark major application scenario projects, covering five categories including new fields and tracks, industrial transformation and upgrading, and social governance services, involving over 1,700 new technologies and 1,200 new products. By opening up scenario resources, this policy tool provides broad space for the scaled application of new technologies and products such as those in the low-altitude economy.

3、中共中央办公厅、国务院办公厅印发《关于推动科技创新和产业创新深度融合的意见》（10 月 21 日），明确“推动低空经济健康有序发展”

The General Offices of the CPC Central Committee and the State Council issued the Opinions on Promoting the Deep Integration of Technological and Industrial Innovation (21 October), explicitly calling to “promote the healthy and orderly development of the low-altitude economy”

10 月 21 日，中共中央办公厅、国务院办公厅印发《关于推动科技创新和产业创新深度融合的意见》，在“以原创性颠覆性科技创新培育壮大新兴产业和未来产业”部分明确“推动低空经济健康有序发展”，并就航空航天等战略性新兴产业发展、低空应用场景培育作出系统部署，为低空经济纳入国家创新驱动发展主线提供政策依据。

On 21 October, the General Offices of the CPC Central Committee and the State Council issued the Opinions on Promoting the Deep Integration of Technological and Industrial Innovation. Under the section on "cultivating emerging and future industries through original and disruptive scientific and technological innovation", the document explicitly states that it will "promote the healthy and orderly development of the low-altitude economy", and systematically deploys the development of strategic emerging industries such as aerospace and the cultivation of low-altitude application scenarios, providing a policy basis for incorporating the low-altitude economy into the main line of the national innovation-driven development strategy.

4、中央网信委印发《国家信息化"十五五"规划》，提出巩固无人机产业优势、强化低空经济等新兴领域立法研究（10 月 23 日）

The Cyberspace Affairs Commission of the CPC Central Committee issued the 15th Five-Year Plan for Informatisation, proposing to consolidate the advantages of the drone industry and strengthen legislative research in emerging fields such as the low-altitude economy (23 October)

10 月 23 日，中国网信网刊发专家对《国家信息化"十五五"规划》的解读。规划提出巩固移动通信、智能网联汽车、无人机等产业优势，并明确"强化无人驾驶、低空经济等新兴领域立法研究"，将低空经济纳入国家信息化与法治化协同推进的重点方向，为低空经济数字化基础设施与法规体系建设提供顶层指引。

On 23 October, the China Cyberspace Network (CAC) website published an expert interpretation of the 15th Five-Year Plan for Informatisation. The Plan proposes to consolidate the advantages of industries such as mobile communications, intelligent connected vehicles and drones, and explicitly states that it will "strengthen legislative research in emerging fields such as unmanned driving and the low-altitude economy", incorporating the low-altitude economy into the key direction of coordinated national informatisation and legalisation, and providing top-level guidance for the digital infrastructure and regulatory system of the low-altitude economy.

（二）地方层面政策部署

(2) Policy Deployment at the Local Level

1、怀化市部署推进"低空+AI"应用场景落地，建设山地低空标志性示范场景（10 月 15 日）

Huaihua deploys the implementation of "low-altitude + AI" application scenarios and builds landmark demonstration scenarios for mountainous low-altitude operations (15 October)

10 月 14 日至 15 日，怀化市委书记在调研低空经济发展时强调，要立足山地特色抢抓低空经济发展先机，推进"低空+山地生态治理""低空+山地特色农林""低空+山地应急救援""低空+陆港特色物流"等先行先试，建设一批"AI+山地低空"标志性示范应用场景；推动"AI+河长巡河"常态化运行，并向防汛抗灾、水环境系统治理等领域延伸。

During an inspection of low-altitude economic development on 14–15 October, the Secretary of the Huaihua Municipal Party Committee emphasised seizing the opportunity of low-altitude economic development based on mountainous characteristics, advancing pilot initiatives such as "low-altitude + mountainous ecological governance", "low-altitude + mountainous specialty agriculture and forestry", "low-altitude + mountainous emergency rescue" and "low-altitude + land-port characteristic logistics", and building a batch of landmark demonstration application scenarios for "AI + mountainous low-altitude". The city also promotes the normalised operation of "AI + river chief patrol" and extends it to flood control, disaster relief and water-environment systematic governance.

2、安阳市发展和改革委员会发布低空经济企业投资邀约（10 月 26 日）

The Anyang Development and Reform Commission issued an investment invitation to low-altitude economy enterprises (26 October)

10 月 26 日，安阳市发改委发布《关于低空经济企业来安投资兴业的邀约》，面向低空经济、通航产业链企业征集落地意向。安阳作为河南省唯一纳入京津冀协同发展联动城市、首批国家级通用航空产业综合示范区，拥有 61.5%的适飞空域、全年可执行飞行作业超 300 天及完备测试制造配套，市级成立低空经济产业发展专班提供空域协调、项目报批、资源对接、市场拓展全流程"保姆式"落地服务。

On 26 October, the Anyang Development and Reform Commission issued an Investment Invitation for Low-Altitude Economy Enterprises to Settle and Invest in Anyang, soliciting settlement intentions from enterprises in the low-altitude economy and the general aviation industry chain. As the only city in Henan incorporated into the Beijing-Tianjin-Hebei coordinated development linkage and one of the first national comprehensive demonstration zones for the general aviation industry, Anyang enjoys a 61.5% flight-friendly airspace, over 300 days of executable flight operations per year and complete testing and manufacturing support. A municipal special task force for low-altitude economic development provides end-to-end "butler-style" settlement services covering airspace coordination, project approval, resource matching and market expansion.

三、行业重要会议 | III. Key Industry Conferences

（一）2026 全球低空数字经济产业高峰论坛在武汉举行（10 月 10 日）

(1) The 2026 Global Low-Altitude Digital Economy Industry Summit was held in Wuhan (10 October)

10 月 10 日，2026 中国低空紧急医学救援产业蓝皮书全球发布会暨全球低空数字经济产业高峰论坛在武汉举行，以"数字低空·荆楚领航·生命护航"为主题，汇聚低空经济、应急医

疗、数字产业领域专家学者与企业代表，正式发布产业蓝皮书，围绕空地一体化应急救援体系、低空数字化基础设施建设、产业场景创新落地等核心议题展开研讨。

On 10 October, the Global Launch of the 2026 China Low-Altitude Emergency Medical Rescue Industry Blue Book and the Global Low-Altitude Digital Economy Industry Summit were held in Wuhan under the theme "Digital Low-Altitude · Jing-Chu Leadership · Life Protection". Gathering experts, scholars and enterprise representatives from the low-altitude economy, emergency medical care and digital industries, the event officially released the industry blue book and discussed core issues such as the air-ground integrated emergency rescue system, low-altitude digital infrastructure and the implementation of industrial scenario innovation.

（二）2026 低空经济融合创新发展论坛在武汉举行（10 月 15 日）

(2) The 2026 Low-Altitude Economy Integration and Innovation Development Forum was held in Wuhan (15 October)

10 月 15 日，"智汇东湖 低空领航——2026 低空经济融合创新发展论坛"在武汉中国光谷科技会展中心举行，系 2026 东湖论坛的重要组成部分。论坛由湖北省低空经济产业促进会承办，聚焦低空经济技术创新与产业融合，发布湖北省低空经济产业白皮书，并围绕政策法规、基础设施建设、整机制造与供应链、场景落地、数字化底座与人才培养等议题开展圆桌对话。

On 15 October, the "Intelligence Gathers at East Lake, Low-Altitude Leads the Way—2026 Low-Altitude Economy Integration and Innovation Development Forum" was held at the Wuhan China Optics Valley Convention and Exhibition Center as an important component of the 2026 East Lake Forum. Organised by the Hubei Provincial Low-Altitude Economy Industry Promotion Association, the forum focused on technological innovation and industrial integration in the low-altitude economy, released the Hubei Low-Altitude Economy Industry White Paper, and held roundtable dialogues on policies and regulations, infrastructure development, whole-aircraft manufacturing and supply chains, scenario implementation, the digital foundation and talent cultivation.

（三）第十届航空法治论坛在北京举行，聚焦"低空经济跨区域发展的法治保障与政策协同"（10 月 18 日）

(3) The 10th Aviation Law Forum was held in Beijing, focusing on "the legal guarantee and policy coordination for the cross-regional development of the low-altitude economy" (18 October)

10 月 18 日，由北京航空法学会、北京外国语大学主办，北京外国语大学法学院等承办的第十届航空法治论坛在北京外国语大学举办。论坛以"低空经济跨区域发展的法治保障与政策协同"为主题，围绕低空经济作为新质生产力代表所面临的空域管理、安全监管、产业落

地、法律规则构建等前沿议题展开深度研讨，并就新修订《民用航空法》实施后的规则细化与新型法律适用形成共识。

On 18 October, the 10th Aviation Law Forum, hosted by the Beijing Aviation Law Society and Beijing Foreign Studies University and organised by the BFSU Law School, was held at Beijing Foreign Studies University. Under the theme "the legal guarantee and policy coordination for the cross-regional development of the low-altitude economy", the forum conducted in-depth discussions on frontier issues facing the low-altitude economy as a representative of new quality productive forces—airspace management, safety supervision, industrial implementation and legal rule-building—and reached consensus on the refinement of rules and the application of new legal norms following the implementation of the revised Civil Aviation Law.

（四）2026 中国航空产业大会暨南昌航空产业博览会启幕（10 月 31 日—11 月 4 日）

(4) The 2026 China Aviation Industry Conference and Nanchang Aviation Industry Expo opened (31 October – 4 November)

10 月 31 日至 11 月 4 日，2026 中国航空产业大会暨 2026 南昌航空产业博览会在南昌国际博览城举办，由相关国家级航空学会、航空工业集团等联合主办，南昌市人民政府承办。大会设置低空产业洽谈会、南昌市低空经济产业政策解读会、航空与低空经济新品发布会、"低空+文旅"方案发布会等特色专场，展览面积达 3 万平方米，预计 300 余家企业参展，聚焦低空物流、城市巡检、空中文旅、载人低空装备等新业态。

From 31 October to 4 November, the 2026 China Aviation Industry Conference and the 2026 Nanchang Aviation Industry Expo were held at the Nanchang International Expo City, jointly hosted by relevant national aviation societies and aviation industry groups and organised by the Nanchang Municipal People's Government. The conference featured special sessions such as a low-altitude industry matchmaking fair, a briefing on Nanchang's low-altitude economy industrial policy, a launch event for aviation and low-altitude economy new products, and a "low-altitude + cultural tourism" solution launch, with an exhibition area of 30,000 square metres and an estimated 300-plus participating enterprises, focusing on new forms such as low-altitude logistics, urban inspection, aerial cultural tourism and manned low-altitude equipment.

四、法律实务动态 | IV. Legal Practice Updates

（一）河南新野法院审结无人机伤人产品责任案：认定无人机设计无缺陷，操作者承担主要责任

(1) A XinYe court in Henan concluded a product liability case involving a drone injury: the drone design was found non-defective, and the operator bore primary liability

新野县人民法院审结一起农用无人机强制降落致行人伤残的产品责任纠纷。法院查明，案涉 T60 型无人机已取得民航局型号合格证，符合适航标准；事故系操作者未尽观察周围环

境确保安全义务所致。法院认定，案涉无人机不具备下方避障功能属当前技术水平的合理边界，不构成法律意义上的产品缺陷，生产企业不担责；操作者作为专业人员承担主要责任，保险公司先在 20 万元三者险限额内赔偿，操作者另赔偿 30 万余元。

The XinYe County People's Court concluded a product liability dispute arising from a farmer's drone forced landing that injured a pedestrian. The court found that the T60 drone had obtained a type certificate from CAAC and complied with airworthiness standards, and that the accident was caused by the operator's failure to observe the surrounding environment and ensure safety. The court held that the drone's lack of downward obstacle-avoidance function fell within the reasonable boundary of current technology and did not constitute a product defect in the legal sense, so the manufacturer bore no liability; the professional operator bore primary liability, with the insurer first paying within the RMB 200,000 third-party liability limit and the operator paying an additional RMB 300,000-plus.

（二）天津公安公布 2 起国庆期间无人机“黑飞”典型案例，依法予以罚款处罚

(2) Tianjin police published two typical cases of illegal drone “black flights” during the National Day holiday, imposing fines in accordance with the law (1 October)

国庆假期期间，天津公安公布 2 起无人机“黑飞”典型案例。案例一、二均发生于 10 月 1 日，当事人许某某、王某分别为拍摄风景、个人娱乐，未经空管部门审批擅自施放无人机，被公安机关依据《无人驾驶航空器飞行管理暂行条例》有关规定分别作出罚款的行政处罚。警方借此重申“黑飞”法律后果，提示无人机飞行须依法审批报备。

During the National Day holiday, the Tianjin police published two typical cases of illegal drone “black flights”. Both Case 1 and Case 2 occurred on 1 October, where the individuals Xu Moumou and Wang Mou, respectively for scenic photography and personal recreation, launched drones without air-traffic-control approval and were each fined by the public security authorities pursuant to the Interim Regulations on the Flight Management of Unmanned Aircraft. The police reiterated the legal consequences of “black flights” and reminded the public that drone operations must be approved and reported in accordance with the law.