全国低空经济领域行业发展动态月报（2026 年 9 月）

2026 年 9 月 September 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）中央空管委修订《临时航线管理办法》于 2026 年 9 月 1 日正式施行

The Central Air Traffic Management Committee revised the Interim Measures for the Administration of Temporary Air Routes, which took effect on 1 September 2026

修订后的《临时航线管理办法》于 2026 年 9 月 1 日正式施行。办法将临时航线与固定航线等效管理，航空用户可拍发飞行计划并纳入统一管理；在使用管理方式上，由“申请使用制”转向“限制使用通告制”，临时航线平时常态开放，仅在需要调整时预先发布通告，旨在提升低空航线使用效率、缩短飞行里程并减少碳排放。

The revised Interim Measures took effect on 1 September 2026. Temporary routes are now treated equivalently to fixed routes, allowing airspace users to file flight plans and bringing them under unified management. In terms of administration, the approach shifts from an “application-based system” to a “notification-based restriction system”: temporary routes remain open by default, with advance notices issued only when adjustments are needed, thereby improving the efficiency of low-altitude route use, shortening flight distances and reducing carbon emissions.

（二）黑龙江省司法厅公布《黑龙江省低空经济促进条例（征求意见稿）》，征求意见截至 2026 年 10 月 1 日

The Department of Justice of Heilongjiang Province published the draft Low-Altitude Economy Promotion Regulation (Exposure Draft) for public comment until 1 October 2026

2026 年 9 月 1 日，黑龙江省司法厅公布《黑龙江省低空经济促进条例（征求意见稿）》全文，公开征求社会各界意见，截止日期为 2026 年 10 月 1 日。意见可通过黑龙江省司法厅网站“立法意见征集”栏目、信函或电子邮件等方式提交，标志着黑龙江省以地方性法规形式系统促进低空经济发展的立法工作进入公开征求意见阶段。

On 1 September 2026, the Department of Justice of Heilongjiang Province published the full text of the draft Low-Altitude Economy Promotion Regulation (Exposure Draft) for public comment, with a deadline of 1 October 2026. Comments may be submitted via the “Legislative Solicitation” section of the Department’s website, by mail, or by email, marking the stage of

public consultation for the province's systematic promotion of the low-altitude economy through local legislation.

（三）湖北省人大常委会公布《湖北省民用无人驾驶航空器安全管理条例（草案）》，征求意见截至 2026 年 10 月 28 日

The Standing Committee of the Hubei Provincial People's Congress published the draft Regulations on the Safety Administration of Civil Unmanned Aerial Vehicles (Draft), for comment until 28 October 2026

2026 年 9 月，湖北省十四届人大常委会第二十六次会议对《湖北省民用无人驾驶航空器安全管理条例（草案）》进行审议。9 月 24 日，湖北省人大常委会法工委公布草案及说明，向社会公开征求意见，截止日期为 2026 年 10 月 28 日。草案聚焦无人驾驶航空器及相关人员管理、飞行空域与飞行活动管理、监督管理与应急处置、法律责任等内容，为规范全省无人机安全管理提供地方性法规依据。

In September 2026, the 26th session of the 14th Standing Committee of the Hubei Provincial People's Congress reviewed the draft Regulations on the Safety Administration of Civil Unmanned Aerial Vehicles (Draft). On 24 September, the Legislative Affairs Commission of the Standing Committee published the draft and its explanatory notes for public comment until 28 October 2026. The draft covers the administration of UAVs and their operators, flight airspace and activity management, supervision and emergency response, and legal liability, providing a local regulatory basis for standardising UAV safety administration across the province.

（四）湖南省公安厅就《湖南省民用无人驾驶航空器管制空域飞行监督管理办法（草案征求意见稿）》公开征求意见

The Hunan Provincial Public Security Department solicited comments on the draft Measures for the Supervision and Administration of Flight in Restricted Airspace for Civil UAVs (Draft for Comment)

2026 年 9 月 20 日，湖南省公安厅发布《湖南省民用无人驾驶航空器管制空域飞行监督管理办法（草案征求意见稿）》，面向社会征求意见。办法系统规范本省民用无人驾驶航空器在管制空域内飞行监督管理，明确"公安牵头、民航主管、部门联动、社会参与"的监管体系，并细化飞行申请、审批、动态监测、现场处置及行刑衔接等规则，以保障低空经济高质量发展的同时防范化解飞行安全风险。

On 20 September 2026, the Hunan Provincial Public Security Department released the draft Measures for the Supervision and Administration of Flight in Restricted Airspace for Civil Unmanned Aerial Vehicles (Draft for Comment) for public consultation. The Measures systematically regulate the supervision of civil UAV flights within restricted airspace in the province, clarifying a regulatory system of "police leadership, civil aviation authority, inter-

departmental coordination and social participation", and detailing rules on flight application, approval, dynamic monitoring, on-site disposal and the administrative-criminal justice interface, so as to prevent and resolve flight safety risks while supporting high-quality low-altitude economic development.

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、民航局、国家数据局联合印发《民航数据治理体系建设实施方案》

The Civil Aviation Administration of China and the National Data Administration jointly issued the Implementation Plan for Civil Aviation Data Governance System

2026 年 9 月 16 日，民航局、国家数据局联合印发《民航数据治理体系建设实施方案》。方案明确到 2027 年基本实现运行、出行、物流、监管等重点领域公共数据开放共享，到 2030 年全面实现行业公共数据开放共享与授权运营；在低空领域，明确构建运行、出行、物流、监管、低空经济等领域公共数据资源目录，实现"一数一源、一源多用"，并编制低空业务协同领域数据应用规范。

On 16 September 2026, CAAC and the National Data Administration jointly issued the Implementation Plan for Civil Aviation Data Governance System. The Plan sets the goal of achieving basic openness and sharing of public data in key areas such as operations, travel, logistics and supervision by 2027, and full openness, sharing and authorised operation of industry public data by 2030. In the low-altitude domain, it specifies the establishment of public data resource catalogues covering operations, travel, logistics, supervision and the low-altitude economy, to realise "one data, one source; one source, multiple uses", and the formulation of data application specifications for low-altitude business coordination.

2、工信部等七部门印发《新型电池产业发展"十五五"规划》

Seven departments including MIIT issued the 15th Five-Year Plan for the New Battery Industry

2026 年 9 月 28 日，工业和信息化部、国家发展改革委、交通运输部、商务部、市场监管总局、国家能源局、国家铁路局等七部门公开发布《新型电池产业发展"十五五"规划》（工信部联规〔2026〕220 号，文件落款日期为 2026 年 9 月 14 日）。规划将低空装备、智能机器人电池，以及航空和深海极地等极端环境高耐受电池供给水平列为重点发展方向，提出发展航空级安全、兼顾高能量和功率密度、高持续放电能力、轻量化的低空装备和智能机器人电池。

On 28 September 2026, seven departments—MIIT, the NDRC, the Ministry of Transport, the Ministry of Commerce, the State Administration for Market Regulation, the National Energy

Administration and the National Railway Administration—publicly released the 15th Five-Year Plan for the New Battery Industry (MIIT Joint Regulation [2026] No. 220, signed on 14 September 2026). The Plan prioritises improving the supply of batteries for low-altitude equipment and smart robots, as well as high-endurance batteries for extreme environments such as aviation and deep sea/polar regions, and calls for developing aviation-grade safe, lightweight low-altitude-equipment and smart-robot batteries that balance high energy and power density with sustained discharge capability.

3、交通运输部等十二部门联合印发《推动多式联运高质量发展 优化调整运输结构攻坚行动方案（2026—2030 年）》

Twelve departments including the Ministry of Transport jointly issued the Action Plan for High-Quality Development of Multimodal Transport (2026–2030)

2026 年 9 月 29 日，新华社报道，交通运输部、国家发展改革委、财政部等 12 部门近日联合印发《推动多式联运高质量发展 优化调整运输结构攻坚行动方案（2026—2030 年）》，提出到 2030 年多式联运发展取得突破性进展，推动约 1000 个主要货运节点提升多式联运功能。方案明确积极发展专业化多式联运产品，培育“低空物流+”新业态，并支持鄂州机场探索联通铁路设施、推进“航空+铁路”联运创新发展。

On 29 September 2026, Xinhua reported that twelve departments including the Ministry of Transport, the NDRC and the Ministry of Finance had jointly issued the Action Plan for High-Quality Development of Multimodal Transport and Optimising Transport Structure (2026–2030), which sets the goal of achieving a breakthrough in multimodal transport development by 2030 and upgrading about 1,000 major freight nodes with multimodal functions. The Plan explicitly promotes specialised multimodal products, fosters a “low-altitude logistics+” new business format, and supports Ezhou Airport in exploring rail connectivity and advancing “aviation + rail” multimodal innovation.

4、公安部公布《公安机关依法处置涉无人驾驶航空器违法行为行政处罚裁量基准》

The Ministry of Public Security published the Discretion Benchmark for Administrative Penalties on Illegal Acts Involving UAVs

2026 年 9 月 28 日，公安部在官网公布《公安机关依法处置涉无人驾驶航空器违法行为行政处罚裁量基准》（公通字〔2026〕17 号，已于 2026 年 8 月 26 日印发），自印发之日起施行。该基准为全国层面首部针对无人机违法行为的行政执法细则，对 5 类行为明确裁量标准：未经实名登记实施飞行活动；无民事行为能力人、限制民事行为能力人违规操控民用无人驾驶航空器飞行；未经批准操控微型、轻型、小型民用无人驾驶航空器在管制空域内飞行；操控模型航空器在空中交通管理机构划定的空域外飞行；非法拥有、使用无人驾驶航空器反制设备。

On 28 September 2026, the Ministry of Public Security published on its website the Discretion Benchmark for Administrative Penalties on Illegal Acts Involving Unmanned Aerial Vehicles (Gongtongzi [2026] No. 17, issued on 26 August 2026), effective from the date of issuance. As the first administrative enforcement detailed rule for UAV-related illegal acts at the national level, the Benchmark clarifies discretion standards for five categories of conduct: flying without real-name registration; unmanned flight operated by persons without or with limited civil capacity; operating micro, light or small UAVs in restricted airspace without approval; flying model aircraft outside airspace designated by air-traffic management authorities; and the illegal possession or use of UAV countermeasure equipment.

（二）地方层面政策部署

(2) Policy Deployment at the Local Level

1、绍兴市人大常委会通过《关于加快促进低空经济高质量发展的决定》

The Standing Committee of the Shaoxing Municipal People's Congress adopted the Decision on Accelerating the High-Quality Development of the Low-Altitude Economy

2026 年 9 月 8 日，绍兴市第九届人民代表大会常务委员会第三十八次会议通过《关于加快促进低空经济高质量发展的决定》，自公布之日起施行。决定从强化规划政策引领、壮大产业规模、构建创新生态、夯实人才根基、优化服务保障、加强应用推广、强化安全管理等方面作出十项部署，并明确设立低空产业专项基金、将低空经济纳入全市国民经济和社会发展规划。

On 8 September 2026, the 38th session of the 9th Standing Committee of the Shaoxing Municipal People's Congress adopted the Decision on Accelerating the High-Quality Development of the Low-Altitude Economy, effective from the date of promulgation. The Decision sets out ten areas of deployment—strengthening planning and policy guidance, expanding industry scale, building an innovation ecosystem, consolidating talent foundations, optimising service support, enhancing application promotion and reinforcing safety management—and explicitly establishes a special low-altitude industry fund and incorporates the low-altitude economy into the city's overall economic and social development plan.

2、珠海万山海洋开发试验区就《支持低空经济高质量发展的若干措施（修订稿）》公开征求意见

Zhuhai Wanshan Marine Development Experimental Zone solicited public comments on the revised Measures to Support High-Quality Development of the Low-Altitude Economy

2026 年 9 月 11 日至 21 日，珠海万山海洋开发试验区就《支持低空经济高质量发展的若干措施（修订稿）》向社会公开征求意见。该修订稿旨在贯彻落实珠海市关于构建低空经济新兴产业集群、打造"天空之城"的工作部署，推动低空经济高质量发展，加快形成新质

生产力，培育海岛低空经济新动能，意见可通过在线提交、邮件、书面邮寄或电话等方式反馈。

From 11 to 21 September 2026, the Zhuhai Wanshan Marine Development Experimental Zone solicited public comments on the revised Measures to Support High-Quality Development of the Low-Altitude Economy. The revised draft aims to implement Zhuhai's deployment to build an emerging low-altitude economy industrial cluster and create a "City in the Sky", accelerate high-quality development of the low-altitude economy, foster new quality productive forces, and cultivate new drivers for island-based low-altitude economy. Comments could be submitted online, by email, by mail or by telephone.

3、广州市交通运输局发布《广州市低空经济应用场景需求清单》及《供给能力清单》

The Guangzhou Municipal Transport Bureau released the Low-Altitude Economy Application Scenario Demand List and Supply Capability List

2026 年 9 月 22 日，广州市交通运输局发布《广州市低空经济应用场景需求清单》及《供给能力清单》（通知签发日期为 2026 年 9 月 16 日）。需求清单围绕公共治理、低空运输、低空消费、低空生产作业等场景归集需求，供给能力清单涵盖飞行服务、解决方案、配套保障、飞行产品、飞行场地等能力，旨在加快低空经济应用场景供需对接、支持相关场景建设。

On 22 September 2026, the Guangzhou Municipal Transport Bureau released the Low-Altitude Economy Application Scenario Demand List and the Supply Capability List (notice signed on 16 September 2026). The demand list aggregates needs across public governance, low-altitude transport, low-altitude consumption and low-altitude production operations, while the supply capability list covers flight services, solutions, supporting facilities, flight products and flight sites, aiming to accelerate supply-demand matching of low-altitude application scenarios and support related scenario development.

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

（一）2026 垂直起降飞行器大会暨低空产业生态展在江西景德镇举行

(1) The 2026 Vertical Take-Off and Landing Aircraft Conference and Low-Altitude Industry Ecology Exhibition held in Jingdezhen, Jiangxi

2026 年 9 月 18 日至 20 日，2026 垂直起降飞行器大会暨低空产业生态展在江西景德镇陶博城会展中心举行，由中国航空学会主办。大会以"旋翼向新·低空致远：从直升机产业到低空经济新生态"为主题，展品覆盖整机装备、关键系统、部件配套、设备材料、应用服务五大板块，参展企业达 135 家、展陈面积 1.6 万平方米，同期举办 eVTOL 适航取证政策宣贯交流会等系列活动。

From 18 to 20 September 2026, the 2026 Vertical Take-Off and Landing Aircraft Conference and Low-Altitude Industry Ecology Exhibition was held at the Jingdezhen Ceramic Expo Center in Jiangxi Province, hosted by the Chinese Society of Aeronautics and Astronautics. Under the theme "Rotors Renewed, Low-Altitude Far-Reaching: From the Helicopter Industry to a New Low-Altitude Economy Ecosystem", the exhibition covered five sectors—complete aircraft equipment, key systems, component parts, equipment materials and application services—with 135 exhibiting enterprises and a display area of 16,000 m², accompanied by events such as the eVTOL airworthiness certification policy briefing.

（二）第三届中国低空经济发展大会暨低空产业链博览会在陕西西安举办

(2) The 3rd China Low-Altitude Economy Development Conference and Low-Altitude Industry Chain Expo held in Xi'an, Shaanxi

2026 年 9 月 22 日至 24 日，第三届中国低空经济发展大会暨低空产业链博览会在西安国际会展中心举办，以"智绘低空新蓝图·共启万亿新征程"为主题。博览会展览面积 1.6 万平方米、设七大特色展区，吸引全国 350 余家低空经济领域企业参展，举办陕西省低空经济高质量发展交流会、丝路低空产业合作交流会、低空经济合规与争议解决论坛等 15 场分论坛及系列活动。

From 22 to 24 September 2026, the 3rd China Low-Altitude Economy Development Conference and Low-Altitude Industry Chain Expo was held at the Xi'an International Convention and Exhibition Center under the theme "Drawing a New Low-Altitude Blueprint · Embarking on a Trillion-Yuan New Journey". With an exhibition area of 16,000 m² across seven themed zones, it attracted over 350 low-altitude economy enterprises from across the country, and featured 15 sub-forums and related events including the Shaanxi Low-Altitude Economy High-Quality Development Forum, the Silk Road Low-Altitude Industry Cooperation Forum and the Low-Altitude Economy Compliance and Dispute Resolution Forum.

（三）2026（第九届）中国航空科学技术大会在江苏无锡开幕，发布三部低空白皮书

(3) The 2026 (9th) China Aviation Science and Technology Conference opened in Wuxi, Jiangsu, releasing three low-altitude white papers

2026 年 9 月 11 日，2026（第九届）中国航空科学技术大会在江苏无锡开幕，为期 3 天。大会汇聚 20 位两院院士、共计 3586 名科技工作者参会，围绕专业聚焦、前沿科技、低空经济、体系发展四类举办 45 场同期活动。会上，中国航空学会发布了《低空经济场景白皮书 3.0》《低空基础设施白皮书》《低空安全白皮书》三部重要研究报告与产业白皮书。

On 11 September 2026, the 2026 (9th) China Aviation Science and Technology Conference opened in Wuxi, Jiangsu Province, running for three days. The conference brought together 20

academicians of the Chinese Academy of Sciences and the Chinese Academy of Engineering and a total of 3,586 science and technology professionals, with 45 concurrent events across four categories—professional focus, frontier technology, the low-altitude economy and system development. At the conference, the Chinese Society of Aeronautics and Astronautics released three significant research and industry white papers: the Low-Altitude Economy Scenario White Paper 3.0, the Low-Altitude Infrastructure White Paper and the Low-Altitude Security White Paper.

四、法律实务动态 | IV. Legal Practice Updates

（一）深圳南山：“飞丢机”复飞骗保案宣判，被告人被判合同诈骗罪与掩饰、隐瞒犯罪所得罪

(1) Shenzhen Nanshan: verdict in the 'lost drone' re-flight insurance-fraud case; defendant convicted of contract fraud and concealing crime proceeds

2026 年 9 月 11 日，《检察日报》第 4 版报道深圳市南山区检察院办理的一起利用无人机“随心换”售后规则骗取“官换机”案件。史某与他人合谋，通过故意制造无人机“飞丢”假象向无人机科技公司申请赔付，骗取全新无人机 30 台，造成被害单位损失 19 万余元；同时明知相关“官换机”系犯罪所得仍大量收购转售，涉案 154 台、金额 91 万余元。南山区检察院以合同诈骗罪、掩饰、隐瞒犯罪所得罪提起公诉，法院于 2026 年 7 月 3 日数罪并罚判处史某有期徒刑三年，并处罚金 1.5 万元，责令退赔被害公司损失 19 万余元，判决已生效。该案揭示了无人机售后保障规则被异化为“空手套白狼”工具的法律风险。

On 11 September 2026, Procuratorial Daily (page 4) reported a case handled by the Nanshan District People's Procuratorate in Shenzhen, in which the defendant exploited a drone company's 'Care Refresh' after-sales rule to obtain replacement drones. Shi, in collusion with another person, deliberately created the false appearance of drones being 'lost' to claim replacement units from the drone technology company, fraudulently obtaining 30 brand-new drones and causing losses of over RMB 190,000 to the victim company; he also knowingly purchased and resold large quantities of 'official replacement' drones that were proceeds of crime—154 units involving over RMB 910,000. The Nanshan Procuratorate prosecuted Shi for contract fraud and the crime of concealing or disguising crime proceeds; on 3 July 2026 the court convicted him of both crimes cumulatively and sentenced him to three years' imprisonment, a fine of RMB 15,000, and ordered him to return RMB 190,000 in compensation to the victim company; the judgment has taken effect. The case exposes the legal risk of after-sales protection rules for drones being twisted into a tool for 'profiteering without capital'.

（二）丹东审结全市首例改装无人机“坠箭”非法狩猎案，六名被告人被判非法狩猎罪

(2) Dandong concludes the city's first illegal-hunting case using a modified 'arrow-dropping' drone; six defendants convicted of illegal hunting

2026 年 9 月 29 日，辽宁日报·辽沈晚报报道丹东市元宝区人民法院依法审结全市首例利用改装无人机非法狩猎刑事案件。被告人杨某甲通过网络购买民用无人机后，擅自加装金属抛射器、“坠箭”等杀伤性装置，并伙同杨某乙、叶某某、杨某丙、李某某、安某某等人在禁猎区、禁猎期内多次操控改装无人机进山，非法捕杀狍子、狗獾等“三有”保护野生动物。元宝法院审理认为六名被告人行为均构成非法狩猎罪，结合认罪认罚等情节，分别判处杨某甲拘役四个月、缓刑六个月，杨某乙、叶某某拘役二个月、缓刑四个月，杨某丙、李某某、安某某拘役三个月、缓刑五个月。

On 29 September 2026, the Liaoning Daily / Liaoshen Evening News reported that the Yuanbao District People's Court of Dandong City had concluded the city's first criminal case of illegal hunting using a modified drone. The defendant Yang (surname Jia) purchased a civilian drone online and unlawfully fitted it with lethal devices such as a metal launcher and 'dropping arrows', then, together with five others (Yang Yi, Ye, Yang Bing, Li and An), repeatedly operated the modified drone in prohibited hunting zones and periods to illegally hunt and kill 'Three-Have' protected wildlife such as roe deer and hog badgers. The Yuanbao Court held that all six defendants constituted the crime of illegal hunting; taking into account their guilty pleas and other mitigating circumstances, it sentenced Yang Jia to four months' criminal detention with a six-month suspended sentence, Yang Yi and Ye to two months' detention with four months' suspension, and Yang Bing, Li and An to three months' detention with five months' suspension.

（三）佳木斯东风区法院诉前调解无人机撒药“误伤”邻地纠纷，探索涉农无人机侵权非诉解纷

(3) Jiamusi Dongfeng District Court resolves a pre-litigation dispute over drone pesticide drift damaging a neighbour's land, exploring non-litigious resolution of agricultural drone torts

2026 年 9 月 2 日，黑龙江法院网报道佳木斯市东风区法院通过“诉前引导+联合调处”模式化解一起因无人机植保作业引发的两年邻里积怨。低保户安大姐与邻居李大叔因地界及无人机喷洒农药漂移致玉米连续两年减产产生纠纷，警方排除故意损毁后经济损失与矛盾仍未解。法院引导当事人至区综治中心诉前调解，联合村委实地勘察，最终促成调解协议：李大叔一次性赔付安大姐农作物损失 4400 元（当场支付 1000 元，余款 2027 年 1 月 1 日前结清），并由村委会征收安大姐 2.5 亩土地按市场价流转、租赁给李大叔，为其提供稳定收入。该案是法院将调解现场搬到田间地头、以非诉方式化解无人机药液漂移致害涉农纠纷的生动实践。

On 2 September 2026, the Heilongjiang Courts Network reported that the Dongfeng District People's Court of Jiamusi City resolved, through a 'pre-litigation guidance + joint mediation'

model, a two-year neighbourhood dispute triggered by drone plant-protection operations. A low-income household (Ms. An) and her neighbour (Mr. Li) fell into conflict over boundary lines and the drift of pesticide sprayed by Mr. Li's drone, which caused consecutive years of reduced corn yields; after police excluded intentional damage, the economic loss and feud remained unresolved. The court guided the parties to pre-litigation mediation at the district comprehensive governance centre, jointly conducted on-site investigation with the village committee, and ultimately brokered a mediation agreement: Mr. Li would pay Ms. An RMB 4,400 in crop-loss compensation (RMB 1,000 paid on the spot, the balance by 1 January 2027), while the village committee would expropriate Ms. An's 2.5 mu of land and lease it to Mr. Li at market rates, providing her with stable income. The case exemplifies the court's practice of moving mediation to the fields and resolving, through non-litigious means, agricultural disputes caused by drone liquid drift.

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