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**AGENDA ITEM 6: ECONOMIC DEVELOPMENT OF
AIR TRANSPORT**

**PROMOTING CROSS-AIRLINE VOLUNTARY TICKET
ENDORSEMENT FOR AIR SHUTTLE SERVICES AND
ENHANCING CROSS-STAKEHOLDER COORDINATION**

(Presented by the People's Republic of China)

INFORMATION PAPER

SUMMARY

The global civil aviation industry is universally plagued by limited options for passenger rebooking and excessive costs incurred by last-minute itinerary adjustments. These challenges are rooted in the long-standing service and data barriers among airlines. Restricted cross-stakeholder collaboration limits the advantages of high frequency and flexibility offered by aviation express services, while partially erodes the overall resilience of the industry. To address this challenge, the Civil Aviation Administration of China (CAAC) has engaged industry information service providers to develop an industry-level, public-interest digital platform, and has launched pilot programmes for cross-airline voluntary ticket endorsement on domestic air shuttle routes. By deepening collaboration among airports, airlines, and ground handling agents, the initiative has achieved business process integration across different airlines, terminals, and ground handling agents. It promotes the gradual transition into high-frequency, walk-up air shuttle service on core trunk routes, thereby enhancing convenience for air passengers and providing a new model and path for Asia-Pacific States to explore cross-airline cooperation and cross-stakeholder coordination.

PROMOTING CROSS-AIRLINE VOLUNTARY TICKET ENDORSEMENT FOR AIR SHUTTLE SERVICES AND ENHANCING CROSS-STAKEHOLDER COORDINATION

1. INTRODUCTION

1.1 Background

1.1.1 The global civil aviation currently faces widespread challenges, including steep financial costs for passengers making unscheduled itinerary changes and limited options for voluntary rebooking. Under traditional operating models, passengers are often tied to a single carrier after ticket purchase. In the event of itinerary changes or unforeseen circumstances, passengers face extremely high time and financial costs, and their travel flexibility is also severely constrained. These systemic barriers prevent air shuttle services from fully leveraging their high-frequency and high-flexibility advantages, thereby undermining the overall resilience of the civil aviation industry against market fluctuations.

1.1.2 Cross-airline ticket endorsement, a core measure to upgrade aviation service quality and cater to passengers' demand for flexible travel, has long been hindered by multiple challenges, including non-unified ticketing rules, inconsistent baggage handling standards, fragmented ground service connections, isolated airline revenue management systems, and data transmission barriers. Consequently, it remains difficult to achieve large-scale and standardized operations for such services, leaving passengers with complex rules, cumbersome procedures, and unsatisfactory service experience.

1.1.3 China's civil aviation has launched pilot programs. Centering on the "Cross-Airline Voluntary Ticket Endorsement on Air Shuttle" as a strategic point, the industry has promoted deep coordination among airports, airlines, and ground handling agents. By building an industry-level, public-interest digital platform, it has systematically and progressively promoted free interlining between airlines for domestic aviation express services. This model has enabled high-frequency, walk-up operations on core trunk routes, which improved passenger travel convenience and revitalized the industry's capacity, thereby enhancing the overall resilience of China's aviation market.

2. DEFINITIONS

2.1 **Domestic Aviation Shuttle Route:** a domestic route operating an average of twelve or more one-way scheduled flights per day between the same city pair.

2.2 **Cross-Airline Voluntary Ticket Endorsement :** A service that, on the premise of a passenger's voluntary request, provides passengers with ticket endorsement between different carriers.

3. DISCUSSION

3.1 Overview

3.1.1 To improve passenger travel experience, the Civil Aviation Administration of China has guided airlines, airports, ground service providers, and information support institutions to carry out multi-stakeholder collaborative cooperation. Based on top-level design, it supports pilot programs on key routes with high-traffic, business-intensive trunk routes with prominent hub functions. Through mechanism innovation, process optimization, and data collaboration, CAAC gradually optimizes operational procedures, improves cross-airline endorsement rules, perfects guarantee mechanisms, and accumulates promotion experience, systematically and step-by-step promoting the implementation and effectiveness of the cross-airline endorsement model for aviation express services.

3.2 Implementation and Promotion

3.2.1 Encouraging pilot programmes to take the lead. Based on the strategy of “building foundations and planning for the long term”, priority has been given to the pilot programs on core routes with high passenger volume, mature support service, and strong business demand, with first step on promoting same-airport cross-airline endorsement between airport terminals. Since 2025, building upon the aviation express routes of Beijing–Guangzhou, Beijing–Shanghai, Shenzhen–Shanghai, Chongqing–Shanghai, and Hangzhou–Shenzhen, the programmes have expanded service scenarios and target passenger groups. This expansion follows a phased implementation path defined as “first for passengers without checked baggage then for those with checked baggage; first for passengers outside segregated areas then for those inside segregated areas; and first for higher-fare products then for lower-fare products.”

3.2.2 Strengthening the coordination role of airports. Taking the Chongqing Jiangbei–Shanghai Hongqiao pilot route as an example, Chongqing Jiangbei International Airport, in collaboration with ground handling agents and airlines including Air China, China Eastern Airlines, Xiamen Airlines, and Juneyao Air, has explored airside cross-airline endorsement for passengers with checked baggage. By coordinating services for terminals, baggage processing, passenger guiding, and ground handling, the airport operator has advanced the “terminal-to-terminal” endorsement service that crosses different airlines and ground handling agents within the same airport.

3.2.3 Building an industry-level, public-interest digital platform. CAAC has guided Information technology (IT) support entities in building the “Integrated Endorsement Information Platform for Domestic Aviation Express.”. On the premise of ensuring data security and financial security, the platform has been designed to break down information barriers to provide underlying technical support for cross-airline collaboration. By continuously refining core functionalities such as ticket endorsement application, flight query, data exchange, and clearing and settlement, CAAC has been promoting the efficient interconnection of various systems, shaping a digital ecosystem characterized by wide consultation, joint contribution, and shared benefits.

3.2.4 Upgrading high-frequency aviation express services. By 2025, 83 domestic aviation express routes operate a daily round-trip frequency of 24 rotations or above, with certain routes exceeding 50 flights per day, and flight intervals during peak hours compressed to 10–20 minutes, which demonstrated distinct high-frequency operational characteristics. These practices have enhanced passenger service quality and ticket endorsement flexibility, providing foundational networks and practical experience for industry-wide implementation. Building upon the progress, CAAC will explore the “city-to-city” and “region-to-region” endorsement coordination to meet passenger demand and improve services.

4. ACTION BY THE CONFERENCE

4.1 The Conference is invited to note the information contained in this Paper.

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