



关于进一步深化燃煤发电上网电价市场化改革的通知(发改价格〔2021〕1439号)

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国家发展改革委关于进一步深化 燃煤发电上网电价市场化改革的通知

发改价格〔2021〕1439号

各省、自治区、直辖市及计划单列市、新疆生产建设兵团发展改革委，华能集团、大唐集团、华电集团、国家电投集团、国家能源集团、国投电力有限公司，国家电网有限公司、南方电网有限责任公司、内蒙古电力（集团）有限责任公司：

为贯彻落实党中央、国务院决策部署，加快推进电价市场化改革，完善主要由市场决定电价的机制，保障电力安全稳定供应，现就进一步深化燃煤发电上网电价市场化改革及有关事项通知如下：

一、总体思路

按照电力体制改革“管住中间、放开两头”总体要求，有序放开全部燃煤发电电量上网电价，扩大市场交易电价上下浮动范围，推动工商业用户都进入市场，取消工商业目录销售电价，保持居民、农业、公益性事业用电价格稳定，充分发挥市场在资源配置中的决定性作用、更好发挥政府作用，保障电力安全稳定供应，促进产业结构优化升级，推动构建新型电力系统，助力碳达峰、碳中和目标实现。

二、改革内容

（一）有序放开全部燃煤发电电量上网电价。燃煤发电电量原则上全部进入电力市场，通过市场交易在“基准价+上下浮动”范围内形成上网电价。现行燃煤发电基准价继续作为新能源发电等价格形成的挂钩基准。

（二）扩大市场交易电价上下浮动范围。将燃煤发电市场交易价格浮动范围由现行的上浮不超过10%、下浮原则上不超过15%，扩大为上下浮动原则上均不超过20%，高耗能企业市场交易电价不受上浮20%限制。电力现货价格不受上述幅度限制。

（三）推动工商业用户都进入市场。各地要有序推动工商业用户全部进入电力市场，按照市场价格购电，取消工商业目录销售电价。目前尚未进入市场的用户，10千伏及以上的用户要全部进入，其他用户也要尽快进入。对暂未直接从电力市场购电的用户由电网企业代理购电，代理购电价格主要通过场内集中竞价或竞争性招标方式形成，首次向代理用户售电时，至少提前1个月通知用户。已参与市场交易、改为电网企业代理购电的用户，其价格按电网企业代理其他用户购电价格的1.5倍执行。

鼓励地方对小微企业和个体工商户用电实行阶段性优惠政策。

（四）保持居民、农业用电价格稳定。居民（含执行居民电价的学校、社会福利机构、社区服务中心等公益性事业用户）、农业用电由电网企业保障供应，执行现行目录销售电价政策。各地要优先将低价电源用于保障居民、农业用电。

三、保障措施

（一）全面推进电力市场建设。加强政策协同，适应工商业用户全部进入电力市场需要，进一步放开各类电源发电计划；健全电力市场体系，加快培育合格售电主体，丰富中长期交易品种，加快电力现货市场建设，加强辅助服务市场建设，探索建立市场化容量补偿机制。

（二）加强与分时电价政策衔接。各地要加快落实分时电价政策，建立尖峰电价机制，引导用户错峰用电、削峰填谷。电力现货市场未运行的地方，要做好市场交易与分时电价政策的衔接，市场交易合同未申报用电曲线以及市场电价峰谷比例低于当地分时电价政策要求的，结算时购电价格按当地分时电价峰谷时段及浮动比例执行。

（三）避免不合理行政干预。各地要严格按照国家相关政策要求推进电力市场建设、制定并不断完善市场交易规则，对电力用户和发电企业进入电力市场不得设置不合理门槛，不得组织开展电力专场交易，对市场交易电价在规定范围内的合理浮动不得进行干预，保障市场交易公平、公正、公开。国家发展改革委将会同相关部门进一步加强指导，对地方不合理行政干预行为，通过约谈、通报等方式及时督促整改。

（四）加强煤电市场监管。各地发展改革部门要密切关注煤炭、电力市场动态和价格变化，积极会同相关部门及时查处市场主体价格串通、哄抬价格、实施垄断协议、滥用市场支配地位等行为，电力企业、交易机构参与电力专场交易和结算电费等行为，以及地方政府滥用行政权力排除、限制市场竞争等行为，对典型案例公开曝光，维护良好市场秩序。指导发电企业特别是煤电联营企业统筹考虑上下游业务经营效益，合理参与电力市场报价，促进市场交易价格合理形成。

各地发展改革部门要充分认识当前形势下进一步深化燃煤发电上网电价市场化改革的重要意义，统一思想、明确责任，会同相关部门和电力企业精心做好组织实施工作；要加强政策宣传解读，及时回应社会关切，增进各方面理解和支持，确保改革平稳出台、落

地见效。

本通知自2021年10月15日起实施，现行政策与本通知不符的，以本通知规定为准。

国家发展改革委

2021年10月11日



Notice on Further Deepening the Market-Oriented Reform of On-Grid Electricity Prices for Coal-Fired Power Generation (Fagai Jiajia [2021] No. 1439)

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Weibo

The National Development and Reform Commission further deepened Notice on the market-oriented reform of coal-fired power generation grid-connected electricity prices

Development and Reform Price [2021] No. 1439

To the Development and Reform Commissions of all provinces, autonomous regions, municipalities directly under the Central Government, and municipalities with independent planning status, as well as the Xinjiang Production and Construction Corps, Huaneng Group, Datang Group, Huadian Group, State Power Investment Corporation, State Energy Group, China Investment Corporation, State Grid Corporation of China, China Southern Power Grid Co., Ltd., and Inner Mongolia Electric Power (Group) Co., Ltd.:

In order to implement the decisions and arrangements of the CPC Central Committee and the State Council, accelerate the market-oriented reform of electricity prices, improve the mechanism in which electricity prices are mainly determined by the market, and ensure the safe and stable supply of electricity, hereby notify you as follows on further deepening the market-oriented reform of the on-grid electricity price of coal-fired power generation and related matters: **I. Overall idea** In accordance with the overall requirement of "control the middle and release the two ends" of the power system reform, the on-grid electricity price of all coal-fired power generation will be released in an orderly manner, the floating range of market trading electricity prices will be expanded, industrial and commercial users will be encouraged to enter the market, the catalogue sales electricity price for industrial and commercial users will be cancelled, the electricity prices for residents, agriculture, and public welfare institutions will be kept stable, the decisive role of the market in resource allocation will be given full play, the role of the government will be better played, the safe and stable supply of electricity will be ensured, the optimization and upgrading of the industrial structure will be promoted, the construction of a new power system will be promoted, and the goals of carbon peak and carbon neutrality will be achieved. **II. Reform Contents (I) Orderly liberalization of all coal-fired power generation grid-connected electricity prices.** In principle, all coal-fired power generation will enter the power market, and the grid-connected electricity price will be formed within the range of "base price + floating up and down" through market transactions. The current coal-fired power generation base price will continue to serve as the price formation benchmark for new energy power generation. **(II) Expand the floating range of market transaction electricity prices.** The floating range of coal-fired power generation market transaction prices will be expanded from the current floating range of no more than 10% and the floating range of no more than 15% in principle to the floating range of no more than 20% in principle. The market transaction electricity prices of high-energy-consuming enterprises will not be subject to the 20% floating limit. The spot price of electricity will not be subject to the above-mentioned range. **(III) Promote all industrial and commercial users to enter the market.** All localities should orderly promote all industrial and commercial users to enter the power market, purchase electricity at market prices, and cancel the industrial and commercial catalog sales electricity prices. For users who have not yet entered the market, all users of 10 kV and above should enter, and other users should also enter as soon as possible. For users who have not yet purchased electricity directly from the power market, power grid companies will purchase electricity on their behalf. The agency purchase price is mainly formed through centralized bidding or competitive bidding. When selling electricity to agency users for the first time, users will be notified at least one month in advance. For users who have participated in market transactions and switched to power grid companies as agents for purchasing electricity, the price will be 1.5 times the price of other users purchased by the power grid companies as agents. Local governments are encouraged to implement phased preferential policies for electricity consumption by small and micro enterprises and individual industrial and commercial households. **(IV) Maintaining stable electricity prices for residents and agriculture.** Residential (including public welfare users such as schools, social welfare institutions, community service centers that implement residential electricity prices) and agricultural electricity are guaranteed by power grid companies and implement the current catalog sales electricity price policy. All localities should give priority

to using low-priced power sources to guarantee residential and agricultural electricity consumption. **III. Guarantee measures (I)**

Comprehensively promote the construction of the electricity market. Strengthen policy coordination, adapt to the needs of all industrial and commercial users to enter the electricity market, and further liberalize various power generation plans; improve the electricity market system, accelerate the cultivation of qualified electricity sales entities, enrich medium- and long-term transaction varieties, accelerate the construction of the electricity spot market, strengthen the construction of the auxiliary service market, and explore the establishment of a market-based capacity compensation mechanism. **(ii) Strengthen the connection with the time-of-use electricity price policy.** All localities should accelerate the implementation of the time-of-use electricity price policy, establish a peak electricity price mechanism, and guide users to use electricity in a staggered manner and fill the peak with the valley. In places where the electricity spot market is not operating, it is necessary to do a good job in connecting market transactions with the time-of-use electricity price policy. If the market transaction contract does not declare the electricity curve and the market electricity price peak-to-valley ratio is lower than the local time-of-use electricity price policy requirements, the purchase price of electricity during settlement shall be implemented according to the local time-of-use electricity price peak-to-valley period and floating ratio. **(iii) Avoid unreasonable administrative intervention.** All localities should strictly follow the relevant national policy requirements to promote the construction of the power market, formulate and continuously improve market trading rules, and shall not set unreasonable thresholds for power users and power generation enterprises to enter the power market, shall not organize special power transactions, and shall not interfere with the reasonable fluctuation of market transaction electricity prices within the prescribed range, so as to ensure fair, just and open market transactions. The National Development and Reform Commission will work with relevant departments to further strengthen guidance, and promptly supervise and rectify unreasonable local administrative intervention behaviors through interviews, notifications, etc. **(IV) Strengthen the supervision of the coal and electricity market.** The development and reform departments of all localities should pay close attention to the dynamics and price changes of the coal and electricity markets, and actively work with relevant departments to promptly investigate and deal with market entities' price collusion, price gouging, implementation of monopoly agreements, abuse of market dominance, etc., power companies and trading institutions' participation in special power transactions and settlement of electricity charges, and local governments' abuse of administrative power to exclude and restrict market competition, and publicly expose typical cases to maintain a good market order. Guide power generation enterprises, especially coal-electricity joint ventures, to comprehensively consider the operating benefits of upstream and downstream businesses, reasonably participate in power market quotations, and promote the reasonable formation of market transaction prices. The development and reform departments of all regions should fully recognize the importance of further deepening the market-oriented reform of coal-fired power generation grid-connected electricity prices under the current situation, unify their thinking, clarify their responsibilities, and work with relevant departments and power companies to carefully organize and implement the reform; they should strengthen policy publicity and interpretation, respond to social concerns in a timely manner, enhance understanding and support from all parties, and ensure that the reform is smoothly introduced and implemented.

This notice will be implemented from October 15, 2021. If the current policy is inconsistent with this notice, the provisions of this notice shall prevail.

National Development and Reform Commission

October 11, 2021