

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

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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

**Notice of the National Development and Reform Commission
on Further Deepening the Market-oriented Reform of the On-
grid Tariff for Coal-fired Power Generation**

发改价格 (2021) 1439 号

Fa Gai Jia Ge [2021] No. 1439

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：

**To the development and reform commissions of all provinces,
autonomous regions, municipalities directly under the Central
Government and cities specifically designated in the state
plan, and of Xinjiang Production and Construction Corps;
China Huaneng Group Co., Ltd., China Datang Corporation
Ltd., China Huadian Corporation Ltd., State Power Investment
Corporation Limited, China Energy Investment Corporation,
SDIC Power Holdings Co., Ltd.; State Grid Corporation of
China, China Southern Power Grid Co., Ltd., Inner Mongolia
Power (Group) Co., Ltd.: In order to implement the decisions
and arrangements of the CPC Central Committee and the
State Council, accelerate the promotion of market-oriented
reform of electricity pricing, improve the mechanism under
which electricity prices are mainly determined by the market,
and ensure safe and stable power supply, the following
matters concerning further deepening the market-oriented
reform of the on-grid tariff for coal-fired power generation are
hereby notified as follows:**

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。

I. Overall approach In accordance with the overall requirement of the power system reform of "controlling the grid and liberalizing both ends", all on-grid tariffs for coal-fired power generation shall be liberalized in an orderly manner, the floating range of market transaction prices shall be expanded, industrial and commercial users shall all be brought into the market and the catalog-based sales tariffs for industrial and commercial electricity shall be cancelled, while keeping the electricity prices for residential, agricultural and public welfare undertakings stable, so as to give full play to the decisive role of the market in resource allocation, better give full play to the role of the government, ensure safe and stable power supply, promote the optimization and upgrading of industrial structure, promote the building of a new-type power system, and help achieve the goals of peaking carbon emissions and carbon neutrality.

二、改革内容

II. Reform measures

（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。

(1) Liberalizing in an orderly manner the on-grid tariffs for all coal-fired power generation. In principle, all coal-fired power generation shall enter the power market, and the on-grid tariff shall be formed through market transactions within the range of "benchmark price + upward and downward floating". The current benchmark on-grid tariff for coal-fired power generation shall continue to serve as the pegged benchmark for the formation of tariffs for new energy power generation and the like.

（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

(2) Expanding the upward and downward floating range of market transaction prices. The floating range of market transaction prices for coal-fired power generation, currently capped at an upward float of no more than 10% and, in

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。

principle, a downward float of no more than 15%, shall be expanded to, in principle, no more than 20% upward or downward. The market transaction electricity price for high energy-consuming enterprises shall not be subject to the upward floating cap of 20%. Power spot prices shall not be subject to the aforesaid floating range.

（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。

(3) Promoting the entry of all industrial and commercial users into the market. All localities shall promote, in an orderly manner, that all industrial and commercial users enter the power market and purchase electricity at market-based prices, and the catalog-based sales tariffs for industrial and commercial electricity shall be cancelled. For users that have not yet entered the market, those at 10 kV and above shall all enter the market, and other users shall also enter the market as soon as possible. For users that temporarily do not purchase electricity directly from the power market, the power grid enterprises shall act as agents to purchase electricity on their behalf, and the agency purchase price shall mainly be formed through centralized bidding within the market or competitive tendering. When selling electricity for the first time to users for whom they act as purchasing agents, power grid enterprises shall notify such users at least one month in advance. For users that have already participated in market transactions and then change to electricity purchasing via power grid enterprises as agents, their prices shall be implemented at 1.5 times the price at which the power grid enterprises act as agents to purchase electricity for other users. Localities are encouraged to implement phased preferential electricity policies for small and micro enterprises and self-employed industrial and commercial households.

（四）保持居民、农业用电价

(4) Maintaining stable electricity prices for residential and

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。

agricultural use. Electricity for residential users (including public welfare undertakings users implementing residential tariffs, such as schools, social welfare institutions, and community service centers) and for agricultural use shall be guaranteed by power grid enterprises, and the existing catalog-based sales tariff policies shall be implemented. All localities shall give priority to using low-price power sources to ensure residential and agricultural electricity use.

三、保障措施

III. Safeguard measures

（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。

(1) Comprehensively promoting the development of the power market. Policy coordination shall be strengthened. In order to adapt to the need for all industrial and commercial users to enter the power market, various types of generation planning shall be further liberalized; the power market system shall be improved, the cultivation of qualified electricity-selling entities shall be accelerated, medium- and long-term trading products shall be enriched, the building of the power spot market shall be accelerated, the building of the ancillary services market shall be strengthened, and the establishment of a market-based capacity compensation mechanism shall be explored.

（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

(2) Strengthening coordination with time-of-use (TOU) tariff policies. All localities shall accelerate the implementation of TOU tariff policies, establish peak pricing mechanisms, and guide users to stagger peak electricity use and shave peaks and fill valleys. In areas where the power spot market is not yet in operation, the coordination between market transactions and TOU tariff policies shall be properly handled; where the load curve has not been declared in market transaction contracts and the peak-valley ratio of market electricity prices is lower than that required by local TOU tariff policies, the electricity purchase settlement price shall be

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。

implemented in accordance with the local TOU peak and valley periods and floating ratios.

（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。

(3) Avoiding unreasonable administrative intervention. All localities shall, in strict accordance with the relevant national policy requirements, promote the development of the power market, and formulate and continuously improve market trading rules. They shall not set unreasonable thresholds for power users and power generation enterprises to enter the power market; they shall not organize special electricity trading sessions; and they shall not intervene in the reasonable fluctuation of market transaction prices within the prescribed range, so as to ensure that market transactions are fair, impartial and open. The National Development and Reform Commission, together with relevant departments, shall further strengthen guidance and, with respect to unreasonable administrative intervention by local governments, shall urge timely rectification through means such as interviews and circulars.

（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

(4) Strengthening supervision over the coal and power markets. Development and reform departments at all localities shall closely monitor the dynamics and price changes of the coal and power markets, and shall actively, together with relevant departments, promptly investigate and punish acts such as price collusion by market entities, price gouging, implementation of monopoly agreements, abuse of market dominance, as well as acts such as power enterprises and trading institutions participating in special electricity trading sessions and settlement of electricity charges, and acts of local governments abusing administrative power to eliminate or restrict market competition, and shall publicly expose

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。

typical cases, so as to maintain good market order. Power generation enterprises, especially coal-power integrated enterprises, shall be guided to take a holistic view of the operating efficiency of their upstream and downstream businesses and participate reasonably in power market pricing, so as to promote the reasonable formation of market transaction prices. Development and reform departments at all localities shall fully recognize the important significance of further deepening the market-oriented reform of the on-grid tariffs for coal-fired power generation under the current circumstances, unify their thinking and clarify responsibilities, and, together with relevant departments and power enterprises, carefully organize and implement this reform; they shall strengthen policy publicity and interpretation, respond in a timely manner to concerns of the society, enhance understanding and support from all parties, and ensure that the reform is introduced smoothly and effectively implemented. This Notice shall come into force as of October 15, 2021. Where the existing policies are inconsistent with this Notice, this Notice shall prevail.

国家发展改革委

National Development and Reform Commission

2021 年 10 月 11 日

October 11, 2021



扫一扫，手机阅读更方便