

国家发展和改革委员会关于深化燃煤发电上网电价形成机制改革的指导意见

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国家发展和改革委员会关于深化燃煤发电上网电价形成机制改革的指导意见

Guiding Opinions of the National Development and Reform Commission on Deepening the Reform of the On-grid Tariff Formation Mechanism for Coal-Fired Power Generation

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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（物价局），华能集团、大唐集团、华电集团、国家能源集团、国家电投集团、国投电力有限公司，国家电网有限公司、南方电网公司、内蒙古电力（集团）有限责任公司：

Development and Reform Commissions (Price Bureaus) 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., China Energy Investment Corporation, State Power Investment Corporation Limited, SDIC Power Holdings Co., Ltd.; State Grid Corporation of China, China Southern Power Grid Co., Ltd., Inner Mongolia Power (Group) Co., Ltd.:

为贯彻落实《中共中央 国务院关于进一步深化电力体制改革的若干意见》、《中共中央 国务院关于推进价格机制改革的若干意

In order to implement the spirit of the Several Opinions of the CPC Central Committee and the State Council on Further Deepening the Reform of the Electric Power System and the Several Opinions of the CPC Central Committee and the State Council on Advancing the Reform of the Price Mechanism, to accelerate the promotion of market-oriented reform of

见》精神，加快推进电力价格市场化改革，有序放开竞争性环节电力价格，提升电力市场化交易程度，经国务院同意，现就深化燃煤发电上网电价形成机制改革提出以下意见。

electricity prices, to orderly liberalize the electricity prices in competitive segments, and to enhance the market-based degree of electricity trading, and upon approval of the State Council, the following opinions are hereby offered on deepening the reform of the on-grid tariff formation mechanism for coal-fired power generation.

一、改革必要性

I. Necessity of the reform

2004 年以来，燃煤发电标杆上网电价及煤电价格联动机制逐步建立，并成为上网侧电价形成的重要基准，对规范政府定价行为、促进不同类型上网电价合理形成、优化电力行业投资、引导电力企业效率改善、推动电力上下游产业健康发展发挥了重要作用。近年来，随着电力市场化改革的不断深化，竞争性环节电力价格加快放开，现行燃煤发电标杆上网电价机制已难以适应形势发展，突出表现为不能有效反映电力市场供求变化、电力企业成本变化，不利于电力上下游产业协调可持续发展，不利于市场在电力资源配置中发挥决定性作用。

Since 2004, the benchmark on-grid tariff for coal-fired power generation and the coal-electricity price linkage mechanism have been gradually established and have become an important benchmark for the formation of on-grid tariffs. They have played an important role in regulating governmental pricing behavior, promoting reasonable formation of various types of on-grid tariffs, optimizing investment in the power industry, guiding efficiency improvement of power enterprises, and promoting healthy development of upstream and downstream industries of the power sector. In recent years, with the continuous deepening of market-oriented reform in the power sector and the accelerated liberalization of electricity prices in competitive segments, the current benchmark on-grid tariff mechanism for coal-fired power generation has become difficult to adapt to the evolving situation. It is particularly manifested in the failure to effectively reflect changes in electricity supply and demand and in power enterprises' costs, which is not conducive to the coordinated and sustainable development of upstream and downstream industries of the power sector, and is not conducive to giving play to the decisive role of the market in the allocation of power resources.

党中央、国务院关于电力体制改革和价格机制改革的相关文件明确提出，要坚持“管住中间、放开两头”，有序放开输配以外的竞争性环节电力价格；2018 年中央经济工作会议也明确要求提升电力市场化交易程度。当前，输配电价改革已经实现全覆盖，“准许成本+合理收益”的定价机制基本建立；各地电力市场化交易规模不断扩大，约 50% 的燃煤发电上网电量电价已通过市场交易形成，现货市场已开始建立；全国电力供需相对宽松、燃煤机组发电利用小时数低于正常水平，进一步深化燃煤发电上网电价形成机制改革已具备坚实基础和有利条件，应抓住机遇加快推进竞争性环节电力价格市场化改革。

The relevant documents of the CPC Central Committee and the State Council concerning the reform of the electric power system and of the price mechanism clearly state that it is necessary to adhere to the principle of “controlling the middle segment and liberalizing both ends”, and to orderly liberalize electricity prices in competitive segments other than transmission and distribution; the Central Economic Work Conference in 2018 also explicitly required enhancing the degree of market-based electricity trading. At present, the reform of transmission and distribution tariffs has achieved full coverage, and the pricing mechanism of “permitted costs plus reasonable return” has been basically established; the scale of market-based electricity trading has been continuously expanding in all regions, and the tariffs for approximately 50% of the on-grid electricity of coal-fired power generation have already been formed through market trading, and spot markets have begun to be established; nationwide power supply and demand are relatively loose, and the utilization hours of coal-fired generating units are below normal levels. There is already a solid foundation and favorable conditions for further deepening the reform of the on-grid tariff formation mechanism for coal-fired power generation. The opportunity shall be seized to accelerate the promotion of market-oriented reform of electricity prices in competitive segments.

二、总体思路和基本原则

II. Overall approach and basic principles

（一）总体思路。坚持市场化方向，按照“管住中间、放开两头”的体制架构，进一步深化燃煤发电上网电价机制改革，加快构建能够有效反映电力供求变化、与市

(1) Overall approach. Adhering to the market-oriented direction, and in accordance with the institutional framework of “controlling the middle segment and liberalizing both ends”, further deepen the reform of the on-grid tariff mechanism for coal-fired power generation, accelerate the establishment of a price formation mechanism that can effectively reflect changes in electricity supply and demand

场化交易机制有机衔接的价格形成机制，为全面有序放开竞争性环节电力价格、加快确立市场在电力资源配置中的决定性作用和更好发挥政府作用奠定坚实基础。

and that is organically linked with market-based trading mechanisms, and lay a solid foundation for fully and orderly liberalizing electricity prices in competitive segments, accelerating the establishment of the decisive role of the market in the allocation of power resources, and better playing the role of the government.

（二）基本原则。

(2) Basic principles.

坚持整体设计，分步推进。按照市场化改革要求，既要强化顶层设计，凡是能放给市场的坚决放给市场，政府不进行不当干预；又要分步实施，有序扩大价格形成机制弹性，防止价格大幅波动，逐步实现全面放开燃煤发电上网电价，确保改革平稳推进。

Adhere to overall design and phased implementation. In accordance with the requirements of market-oriented reform, top-level design shall be strengthened and everything that can be allocated to the market shall firmly be allocated to the market, and the government shall not make improper interventions; meanwhile, implementation shall proceed in phases, the elasticity of the price formation mechanism shall be orderly expanded, large price fluctuations shall be prevented, full liberalization of the on-grid tariffs for coal-fired power generation shall be gradually realized, and the steady progress of the reform shall be ensured.

坚持统筹谋划，有效衔接。充分考虑不同类型、不同环节电价之间的关系，统筹谋划好核电、水电、燃气发电、新能源上网电价形成机制，以及不同类型用户销售电价形成机制，确保深化燃煤发电上网电价机制改革措施有效衔接。

Adhere to overall planning and effective linkage. Full consideration shall be given to the relationships among different types and various segments of tariffs, and overall planning shall be made for the on-grid tariff formation mechanisms for nuclear power, hydropower, gas-fired power generation, and new energy power generation, as well as the sales tariff formation mechanisms for various types of users, so as to ensure the effective linkage of the measures to deepen the reform of the on-grid tariff mechanism for coal-fired power generation.

坚持协同推进，保障供应。充分认识改革的复杂性，广泛听取意

Adhere to coordinated advancement and guaranteed supply. The complexity of the reform shall be fully recognized, opinions and suggestions shall be widely solicited, and

见建议，强化配套保障措施，确保改革有序开展。加快推进电力市场建设，协同深化电量、电价市场化改革，确保电力系统安全稳定运行，保障电力供应。

supporting safeguard measures shall be strengthened in order to ensure that the reform is carried out in an orderly manner. The development of power markets shall be accelerated, and the market-oriented reform of electricity volume and electricity prices shall be pushed forward in a coordinated manner so as to ensure the safe and stable operation of the power system and secure power supply.

坚持强化监管，规范有序。按照放管并重的要求，加强电力价格行为监管，建立价格异常波动调控机制，健全市场规范、交易原则、电力调度、资金结算、风险防范、信息披露等制度，确保燃煤发电上网电价合理形成。

Adhere to strengthened regulation and standardized order. In accordance with the requirement of equal emphasis on liberalization and regulation, regulation of electricity pricing behavior shall be strengthened, a control mechanism for abnormal price fluctuations shall be established, and systems regarding market norms, trading principles, power dispatching, fund settlement, risk prevention, and information disclosure shall be improved so as to ensure the reasonable formation of the on-grid tariffs for coal-fired power generation.

三、改革举措

III. Reform measures

（一）为稳步实现全面放开燃煤发电上网电价目标，将现行燃煤发电标杆上网电价机制改为“基准价+上下浮动”的市场化价格机制。基准价按当地现行燃煤发电标杆上网电价确定，浮动幅度范围为上浮不超过10%、下浮原则上不超过15%。对电力交易中心依照电力体制改革方案开展的现货交易，可不受此限制。国家发展改革委根据

(1) In order to steadily achieve the goal of fully liberalizing the on-grid tariffs for coal-fired power generation, the current benchmark on-grid tariff mechanism for coal-fired power generation shall be changed to a market-oriented pricing mechanism of “benchmark price plus upward and downward floating range”. The benchmark price shall be determined based on the current local benchmark on-grid tariff for coal-fired power generation, and the range of floating shall be such that the upward floating shall not exceed 10% and the downward floating shall in principle not exceed 15%. For spot trades carried out by power trading centers in accordance with the plans for electric power system reform, this restriction may not apply. The National Development and Reform Commission shall, in a timely manner and in light of market development, adjust the benchmark price and the range of floating.

市场发展适时对基准价和浮动幅度范围进行调整。

(二) 现执行标杆上网电价的燃煤发电电量, 具备市场交易条件的, 具体上网电价由发电企业、售电公司、电力用户等市场主体通过场外双边协商或场内集中竞价(含挂牌交易)等市场化方式在“基准价+上下浮动”范围内形成, 并以年度合同等中长期合同为主确定; 暂不具备市场交易条件或没有参与市场交易的工商业用户用电对应的电量, 仍按基准价执行。

(2) For the electricity volume of coal-fired power generation currently implementing benchmark on-grid tariffs, if the conditions for market trading are met, the specific on-grid tariff shall be formed within the range of “benchmark price plus upward and downward floating” through market-oriented means such as off-exchange bilateral negotiations or centralized bidding (including listed trading) on the exchange by market entities such as power generation enterprises, electricity retail companies, and power users, and shall be determined mainly through annual contracts and other medium- and long-term contracts; for the electricity volume corresponding to the electricity consumption of industrial and commercial users that temporarily do not yet meet the conditions for market trading or have not participated in market trading, the benchmark price shall still be implemented.

(三) 燃煤发电电量中居民、农业用户用电对应的电量仍按基准价执行。

(3) For the electricity volume of coal-fired power generation corresponding to the electricity consumption of residential and agricultural users, the benchmark price shall still be implemented.

(四) 燃煤发电电量中已按市场化交易规则形成上网电价的, 继续按现行市场化规则执行。

(4) For the electricity volume of coal-fired power generation whose on-grid tariff has already been formed in accordance with market-based trading rules, the current market-based rules shall continue to apply.

(五) 燃煤发电上网电价形成机制改革后, 现行煤电价格联动机制不再执行。

(5) After the reform of the on-grid tariff formation mechanism for coal-fired power generation, the current coal-electricity price linkage mechanism shall no longer be implemented.

四、配套改革

(一) 健全销售电价形成机制。通过市场化方式形成上网电价的工商业用户用电价格，包括市场化方式形成上网电价、输配电价（含交叉补贴和线损，下同）、政府性基金，不再执行目录电价。由电网企业保障供应的用户用电价格，继续执行各地目录电价。其中，居民、农业用电继续执行现行目录电价，确保价格水平稳定。

(二) 稳定可再生能源发电价格补贴机制和核电、燃气发电、跨省跨区送电价格形成机制。纳入国家补贴范围的可再生能源发电项目上网电价在当地基准价（含脱硫、脱硝、除尘电价）以内的部分，由当地省级电网结算，高出部分按程序申请国家可再生能源发展基金补贴。核电、燃气发电、跨省跨区送电价格形成机制等，参考燃煤发电标杆上网电价的，改为参考基准价。

IV. Supporting reforms

(1) Improve the sales tariff formation mechanism. For the electricity prices of industrial and commercial users whose on-grid tariffs are formed through market-oriented means, including the on-grid tariffs formed through market-oriented means, transmission and distribution tariffs (including cross-subsidies and line losses, the same below), and governmental funds, the catalogue tariffs shall no longer be implemented. For the electricity prices of users whose supply is guaranteed by power grid enterprises, the local catalogue tariffs shall continue to be implemented. Among them, residential and agricultural electricity shall continue to implement the current catalogue tariffs, so as to ensure stable price levels.

(2) Stabilize the price subsidy mechanism for renewable energy power generation and the price formation mechanisms for nuclear power, gas-fired power generation, and cross-province and cross-region power transmission. For renewable energy power generation projects that fall within the scope of national subsidies, the portion of their on-grid tariffs within the local benchmark price (including tariffs for desulphurization, denitrification, and dust removal) shall be settled by the local provincial power grid, and the portion in excess shall apply for subsidies from the National Renewable Energy Development Fund in accordance with prescribed procedures. For the price formation mechanisms for nuclear power, gas-fired power generation, and cross-province and cross-region power transmission that previously referred to the benchmark on-grid tariff for coal-fired power generation, such reference shall be changed to reference to the benchmark price.

(三) 相应明确环保电价政策。执行“基准价+上下浮动”价格机制的燃煤发电电量，基准价中包含脱硫、脱硝、除尘电价。仍由电网企业保障供应的电量，在执行基准价的基础上，继续执行现行超低排放电价政策。燃煤发电上网电价完全放开由市场形成的，上网电价中包含脱硫、脱硝、除尘电价和超低排放电价。

(3) Clarify environmental protection tariff policies accordingly. For the electricity volume of coal-fired power generation that implements the “benchmark price plus upward and downward floating” pricing mechanism, the benchmark price shall include tariffs for desulphurization, denitrification, and dust removal. For the electricity volume whose supply is still guaranteed by power grid enterprises, on the basis of implementing the benchmark price, the current ultra-low emission tariff policy shall continue to be implemented. Where the on-grid tariffs for coal-fired power generation are fully liberalized and formed by the market, the on-grid tariffs shall include tariffs for desulphurization, denitrification, and dust removal as well as ultra-low emission tariffs.

(四) 规范交叉补贴调整机制。以 2018 年为基数，综合考虑电量增长等因素，在核定电网输配电价时统筹确定交叉补贴金额，以平衡电网企业保障居民、农业用电产生的新增损益。

(4) Standardize the cross-subsidy adjustment mechanism. Taking the year 2018 as the base year, and comprehensively considering factors such as growth in electricity volume, the amount of cross-subsidies shall be determined in an overall manner when verifying the transmission and distribution tariffs of power grids, in order to balance the additional profit and loss arising from power grid enterprises' guaranteeing electricity consumption by residential and agricultural users.

(五) 完善辅助服务电价形成机制。通过市场机制形成燃煤机组参与调峰、调频、备用、黑启动等辅助服务的价格，以补偿燃煤发电合理成本，保障电力系统安全稳定运行。对于燃煤机组利用小时严重偏低的省份，可建立容量补偿机制，容量电价和电量电价通过市场

(5) Improve the price formation mechanism for ancillary services. The prices of ancillary services such as peak-load regulation, frequency regulation, reserve, and black start provided by coal-fired generating units shall be formed through market mechanisms, so as to compensate the reasonable costs of coal-fired power generation and ensure the safe and stable operation of the power system. For provinces where the utilization hours of coal-fired units are seriously low, a capacity compensation mechanism may be established, and capacity tariffs and electricity volume tariffs shall be formed through market-oriented means.

化方式形成。

五、实施安排

V. Implementation arrangements

(一) 各地要结合当地情况组织开展燃煤发电上网电价机制改革，制定细化实施方案，经省级人民政府批准后，于 2019 年 11 月 15 日前报国家发展改革委备案。尚不具备条件的地方，可暂不浮动，按基准价（即现行燃煤发电标杆上网电价）执行。现货市场实际运行的地方，可按现货市场规则执行。

(1) All regions shall, in light of local conditions, organize and carry out the reform of the on-grid tariff mechanism for coal-fired power generation, formulate detailed implementation plans, and, after approval by the people's governments at the provincial level, file them with the National Development and Reform Commission before November 15, 2019. Regions that do not yet meet the conditions may temporarily not implement floating, and shall implement the benchmark price (namely the current benchmark on-grid tariff for coal-fired power generation). Regions where spot markets are actually in operation may implement the rules of the spot market.

(二) 实施“基准价+上下浮动”价格机制的省份，2020 年暂不上浮，确保工商业平均电价只降不升。国家发展改革委可根据情况对 2020 年后的浮动方式进行调控。

(2) In provinces that implement the “benchmark price plus upward and downward floating” pricing mechanism, upward floating shall temporarily not be implemented in 2020, so as to ensure that the average electricity prices for industrial and commercial users only decrease and do not increase. The National Development and Reform Commission may regulate the floating approach for the years after 2020 according to circumstances.

(三) 国家发展改革委动态跟踪实施情况，结合电力体制改革总体进展，适时开展评估调整。

(3) The National Development and Reform Commission shall dynamically track the implementation, and in light of the overall progress of the reform of the electric power system, carry out assessments and adjustments in a timely manner.

六、保障措施

VI. Safeguard measures

(一) 强化居民、农业等电力保障。居民、农业用电电量以及不

(1) Strengthen the safeguard of electricity consumption by residential and agricultural users and others. The electricity volume for residential and agricultural users as well as the

具备市场交易条件或没有参与市场交易的工商业用户电量，由电网企业保障供应，主要通过优先发电计划保障，不足部分由所有参与电力市场的发电企业机组等比例保障。

electricity volume for industrial and commercial users that do not meet the conditions for market trading or have not participated in market trading shall be supplied on a guaranteed basis by power grid enterprises, mainly through priority power generation plans, and any shortfall shall be proportionately guaranteed by all generating units of power generation enterprises that participate in the power market.

(二) 规范政府行为。各地要坚持市场化方向，按照国家制定的市场规则和运营规则来开展市场建设和电力交易，对用户和发电企业准入不得设置不合理门槛，在交易组织、价格形成等过程中，不得进行不当干预。

(2) Regulate governmental behavior. All regions shall adhere to the market-oriented direction, carry out market development and electricity trading in accordance with market rules and operation rules formulated by the State, and shall not set unreasonable thresholds for the admission of users and power generation enterprises, and shall not make improper interventions in the processes of trading organization, price formation, and the like.

(三) 加强电力市场价格行为监管。充分依托各地现有电力交易市场，积极发挥市场管理委员会作用，完善市场交易、运行等规则，规范市场主体交易行为，保障市场交易公平、公正、公开。积极配合市场监管部门及时查处电力市场中市场主体价格串通、实施垄断协议、滥用市场支配地位等违法违规价格行为，以及地方政府滥用行政权力排除、限制竞争的行为。鼓励市场主体参与价格监督。依托市场

(3) Strengthen regulation of price behavior in the power market. Full reliance shall be placed on the existing power trading markets in all regions, the role of market management committees shall be actively brought into play, and rules concerning market trading and operation shall be improved, so as to standardize the trading behavior of market entities and ensure that market trading is fair, impartial, and open. Market regulatory authorities shall be actively assisted in promptly investigating and punishing unlawful and irregular pricing behaviors in the power market such as price collusion among market entities, conclusion and implementation of monopoly agreements, and abuse of dominant market position, as well as acts by local governments that abuse administrative power to exclude or restrict competition. Market entities are encouraged to participate in price supervision. Relying on the market credit system, price credit records of market entities shall be established, and joint punishments shall be imposed for pricing violations.

信用体系，构建市场主体价格信用档案，对价格违法行为予以联合惩戒。

（四）建立电价监测和风险防范机制。价格主管部门定期监测燃煤发电交易价格波动情况，评估价格波动的合理性。当交易价格出现异常波动时，依法及时采取干预措施，确保燃煤发电价格形成机制改革平稳有序推进。

(4) Establish an electricity price monitoring and risk prevention mechanism. Price authorities shall regularly monitor the fluctuations in trading prices of coal-fired power generation and assess the reasonableness of such fluctuations. When trading prices experience abnormal fluctuations, intervention measures shall be timely taken in accordance with the law so as to ensure that the reform of the price formation mechanism for coal-fired power generation proceeds in a steady and orderly manner.

（五）加强政策解读引导。采取多种方式全面、准确解读深化燃煤发电上网电价形成机制改革政策，加强舆情监测预警，积极回应社会关切，做好应急预案，为改革营造良好舆论环境。

(5) Strengthen policy interpretation and guidance. Various means shall be adopted to comprehensively and accurately interpret the policies on deepening the reform of the on-grid tariff formation mechanism for coal-fired power generation, strengthen public opinion monitoring and early warning, actively respond to social concerns, and make sound emergency plans, so as to create a favorable public opinion environment for the reform.

本指导意见自 2020 年 1 月 1 日起实施。各地价格主管部门、电网企业、发电企业要充分认识深化燃煤发电上网电价形成机制改革的重要性、紧迫性和复杂性、艰巨性，切实担当起主体责任，精心细化改革实施方案，认真抓好落实，

These Guiding Opinions shall be implemented as of January 1, 2020. Price authorities of all regions, power grid enterprises, and power generation enterprises shall fully recognize the importance, urgency, complexity, and difficulty of deepening the reform of the on-grid tariff formation mechanism for coal-fired power generation, earnestly assume their primary responsibilities, carefully refine the reform implementation plans, conscientiously ensure implementation, and ensure the steady implementation of the reform.

确保改革平稳实施。

国家发展改革委

National Development and Reform Commission

2019 年 10 月 21 日

October 21, 2019



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