

国家发展改革委 国家能源局关于深化新能源上网电价市场化改革 促进新能源高质量发展的通知

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各省、自治区、直辖市及新疆生产建设兵团发展改革委、能源局, 天津市工业和信息化局、辽宁省工业和信息化厅、重庆市经济和信息化委员会、甘肃省工业和信息化厅, 北京市城市管理委员会, 国家能源局各派出机构, 国家电网有限公司、中国南方电网有限责任公司、内蒙古电力 (集团) 有限责任公司、中国核工业集团有限公司、中国华能集团有限公司、中国大唐

Notice of the National Development and Reform Commission and the National Energy Administration on Deepening the Market-oriented Reform of Tariffs of On-grid Power Generated with New Energy to Promote High-quality Development of New Energy

Fa Gai Jia Ge [2025] No. 136

The development and reform commissions and energy administrations of all provinces, autonomous regions, centrally administered municipalities and Xinjiang Production and Construction Corps, the Tianjin Bureau of Industry and Information Technology, the Department of Industry and Information Technology of Liaoning Province, the Chongqing Municipal Commission of Economy and Information Technology, the Department of Industry and Information Technology of Gansu Province, the Beijing Municipal Commission of Urban Management, all dispatched agencies of the National Energy Administration, the State Grid Corporation of China, China Southern Power Grid Co., Ltd., Inner Mongolia Power (Group) Co., Ltd., China National Nuclear Corporation, China Huaneng Group Co., Ltd., China Datang Corporation Limited, China Huadian Corporation Limited, State Power Investment Corporation, China Three Gorges Group Corporation, China Energy Investment Corporation, China Development and Investment Corporation,

集团有限公司、中国华电集团有限公司、国家电力投资集团有限公司、中国长江三峡集团有限公司、国家能源投资集团有限责任公司、国家开发投资集团有限公司、华润（集团）有限公司、中国广核集团有限公司：

为贯彻落实党的二十届三中全会精神和党中央、国务院关于加强构建新型电力系统、健全绿色低碳发展机制的决策部署，充分发挥市场在资源配置中的决定性作用，大力推动新能源高质量发展，现就深化新能源上网电价市场化改革有关事项通知如下。

China Resources (Holdings) Co., Ltd. and China General Nuclear Power Corporation,

In order to implement the guidelines of the Third Plenary Session of the 20th CPC Central Committee and the decisions and arrangements of the CPC Central Committee and the State Council on accelerating the establishment of a new power system and improving a green and low-carbon development mechanism, give full play to the decisive role of the market in the allocation of resources, and vigorously promote high-quality development of new energy, matters relating to deepening the market-oriented reform of tariffs of on-grid power generated with new energy are hereby notified as follows:

一、总体思路

按照价格市场形成、责任公平承担、区分存量增量、政策统筹协调的要求，深化新能源上网电价市场化改革。坚持市场化改革方向，推动新能源上网电量全面进入电力市场、通过市场交易形成价格。坚持责任公平承担，完善适应新能源

I. General Ideas

The market-oriented reform of tariffs of on-grid power generated with new energy shall be deepened in accordance with the requirements of price market formation, fair assumption of responsibilities, differentiation of stock projects and incremental projects and overall coordination of policies. It is imperative to adhere to the market-oriented reform direction, promote the comprehensive entry of on-grid power generated with new energy into the power market and the formation of tariffs through market transactions, adhere to the fair assumption of responsibilities, improve the market transactions and pricing mechanisms that adapt to the development of new energy and promote the fair

发展的市场交易和价格机制，推动新能源公平参与市场交易。坚持分类施策，区分存量项目和增量项目，建立新能源可持续发展价格结算机制，保持存量项目政策衔接，稳定增量项目收益预期。坚持统筹协调，行业管理、价格机制、绿色能源消费等政策协同发力，完善电力市场体系，更好支撑新能源发展规划目标实现。

participation of new energy in market transactions, adhere to the implementation of policies by classification, distinguish between stock projects and incremental projects, establish a price settlement mechanism for the sustainable development of new energy, maintain policy convergence for stock projects and stabilize revenue expectations for incremental projects. Moreover, it is imperative to adhere to overall planning and coordination and make concerted efforts on the part of such policies as industrial management, price mechanism and green energy consumption to improve the power market system and better support the realization of the objectives of the development plan for new energy.

二、推动新能源上网电价全面由市场形成

II . Promoting the Comprehensive Formation of Tariffs of On-grid Power Generated with New Energy by the Market

（一）推动新能源上网电量参与市场交易。新能源项目（风电、太阳能发电，下同）上网电量原则上全部进入电力市场，上网电价通过市场交易形成。新能源项目可报量报价参与交易，也可接受市场形成的价格。

(1) Promoting the participation of on-grid power generated with new energy in market transactions. All on-grid power generated by new energy projects (wind power generation and solar power generation, the same below) shall enter the power market in principle, and on-grid power price shall be formed through market transactions. New energy projects may participate in transactions by declaring the quantity and quotation or may accept the market-based price.

For the electricity generated with new energy involved in trans-provincial or trans-regional transactions, the on-grid power tariff and the trading mechanism shall be subject to relevant policies relating to cross-provincial and cross-regional power transmission.

参与跨省跨区交易的新能源电量，上网电价和交易机制按照跨省跨区送电相关政策执行。

（二）完善现货市场交易和价

(2) Improving the spot market trading and pricing

格机制。完善现货市场交易规则，推动新能源公平参与实时市场，加快实现自愿参与日前市场。适当放宽现货市场限价，现货市场申报价格上限考虑各地目前工商业用户尖峰电价水平等因素确定，申报价格下限考虑新能源在电力市场外可获得的其他收益等因素确定，具体由省级价格主管部门商有关部门制定并适时调整。

Mechanisms. It is imperative to improve the spot market trading rules, promote equitable participation of new energy sources in the real-time market, accelerate voluntary participation in the day-ahead market, appropriately relax the price limits on the spot market, determine the upper limit of declared prices on the spot market by taking into consideration the current level of peak power tariffs for industrial and commercial users in all regions and other factors, and determine the lower limit of declared prices by taking into consideration other benefits acquired by new energy outside the power market and other factors. The specific measures shall be developed and adjusted in due time by the provincial price authorities in conjunction with the relevant authorities.

（三）健全中长期市场交易和价格机制。不断完善中长期市场交易规则，缩短交易周期，提高交易频次，实现周、多日、逐日开市。允许供需双方结合新能源出力特点，合理确定中长期合同的量价、曲线等内容，并根据实际灵活调整。完善绿色电力交易政策，申报和成交价格应分别明确电能量价格和相应绿色电力证书（以下简称绿证）价格；省内绿色电力交易中不单独组织集中竞价和滚动撮合交易。

(3) Improving medium and long-term market transaction and pricing mechanisms. It is imperative to continue to improve the trading rules for medium and long-term markets, shorten the trading cycle, increase the trading frequency, and realize weekly, multi-day, and day-by-day market opening. Suppliers and buyers are allowed to reasonably determine the quantity and price, curve and other contents of medium and long-term contracts, in the light of the characteristics of new energy output, subject to flexible adjustments based on the actual circumstances. We should improve green power trading policies and specify the price of power energy and the price of the corresponding green power certificate (hereinafter referred to as the "green certificate" in short) separately in the quotation and trading prices. Centralized bidding and rolling matching shall not be separately organized in green power transactions within a province.

We encourage new energy power generation enterprises to sign multi-year power purchase agreements with electricity users to manage market risks in advance and form a stable supply and demand relationship, and should guide power trading agencies to explore, organize and carry out multi-year transactions on the

鼓励新能源发电企业与电力用

户签订多年期购电协议，提前管理市场风险，形成稳定供求关系。指导电力交易机构在合理衔接、风险可控的前提下，探索组织开展多年期交易。

premise of reasonable convergence and risk control.

三、建立健全支持新能源高质量发展的制度机制

III . Establishing a Sound Institutional Mechanism for Supporting the High-quality Development of New Energy

（四）建立新能源可持续发展价格结算机制。新能源参与电力市场交易后，在市场外建立差价结算的机制，纳入机制的新能源电价水平（以下简称机制电价）、电量规模、执行期限等由省级价格主管部门会同省级能源主管部门、电力运行主管部门等明确。对纳入机制的电量，市场交易均价低于或高于机制电价的部分，由电网企业按规定开展差价结算，结算费用纳入当地系统运行费用。

(4) Establishing a price settlement mechanism for the sustainable development of new energy. After new energy is traded in the power market, a price difference settlement mechanism shall be established outside the market, and the price level of new energy that has been incorporated into the mechanism (hereinafter referred to as the "power tariffs under the mechanism"), electricity size, period of validity and other matters shall be specified by the competent price departments at the provincial level in concert with the competent energy departments and the competent power operation departments at the provincial level. For the electricity that has been incorporated into the mechanism, the part in which the average market trading price is lower or higher than the power tariffs under the mechanism shall be settled on the price difference by power grid enterprises as required, and the settlement expenses shall be included in the local system operation expenses.

（五）新能源可持续发展价格结算机制的电量规模、机制电价和执行期限。2025年6月1日以前投产的新能源存量项目：（1）电量

(5) The electricity size, power tariffs under the mechanism and period of validity under the price settlement mechanism for the sustainable development of new energy. For new energy stock projects put into operation by June 1, 2025: (a) Electricity size. Local authorities shall properly converge with the relevant existing electricity size policies of the nature of support. New energy projects shall, within the size,

规模，由各地妥善衔接现行具有保障性质的相关电量规模政策。新能源项目在规模范围内每年自主确定执行机制的电量比例、但不得高于上一年。鼓励新能源项目通过设备更新改造升级等方式提升竞争力，主动参与市场竞争。（2）机制电价，按现行价格政策执行，不高于当地煤电基准价。（3）执行期限，按照现行相关政策保障期限确定。光热发电项目、已开展竞争性配置的海上风电项目，按照各地现行政策执行。

2025 年 6 月 1 日起投产的新能源增量项目：（1）每年新增纳入机制的电量规模，由各地根据国家下达的年度非水电可再生能源电力消纳责任权重完成情况，以及用户承受能力等因素确定。超出消纳责任权重的，次年纳入机制的电量规模可适当减少；未完成的，次年纳入机制的电量规模可适当增加。通知实施后第一年新增纳入机制的电量占当地增量项目新能源上网电量

independently determine the proportion of electricity under mechanism each year, which shall not be higher than that of the previous year. New energy projects are encouraged to enhance their competitiveness by means of equipment renewal, transformation and upgrading etc. and take the initiative to participate in market competition. (b) Power tariffs under the mechanism shall be subject to the existing pricing policy and shall not be higher than the local benchmark price of coal power; and (c) Implementation period shall be determined according to the support period of the relevant existing policies. Photothermal power generation projects and offshore wind power projects with competitive allocation are subject to the existing policies locally.

For new energy incremental projects put into operation after June 1, 2025: (a) The size of electricity newly added each year that has been incorporated into the mechanism shall be determined by local authorities according to the completion of the annual non-hydropower renewable energy consumption responsibility weight assigned by the State, the affordability of users and other factors. If the consumption responsibility weight is exceeded, the electricity size that has been incorporated into the mechanism in the next year may be appropriately reduced; if the consumption responsibility weight is not completed, the electricity size that has been incorporated into the mechanism in the next year may be appropriately increased. The proportion of the electricity newly incorporated into the mechanism in the first year after the implementation of this Notice to the on-grid power generated with new energy of local incremental projects shall be appropriately linked to the existing non-market-oriented proportion of new energy prices, so as to avoid excessive fluctuation. The electricity of a single project applied to be incorporated into the mechanism may be appropriately lower than the project's full power generation. (b) Power tariffs under the mechanism shall be formed by local authorities by organizing the projects that have been put into operation or will be put into operation in the next 12 months and have not been included in the scope of implementation of the

的比例，要与现有新能源价格非市场化比例适当衔接、避免过度波动。单个项目申请纳入机制的电量，可适当低于其全部发电量。

（2）机制电价，由各地每年组织已投产和未来 12 个月内投产、且未纳入过机制执行范围的项目自愿参与竞价形成，初期对成本差异大的可按技术类型分类组织。竞价时按报价从低到高确定入选项目，机制电价原则上按入选项目最高报价确定、但不得高于竞价上限。竞价上限由省级价格主管部门考虑合理成本收益、绿色价值、电力市场供需形势、用户承受能力等因素确定，初期可考虑成本因素、避免无序竞争等设定竞价下限。（3）执行期限，按照同类项目回收初始投资的平均期限确定，起始时间按项目申报的投产时间确定，入选时已投产的项目按入选时间确定。

mechanism to participate in the bidding voluntarily. Projects with large cost differences at the initial stage may be classified by technology types. The selected projects shall be determined according to the quotations from low to high at the time of bidding, and the power tariffs under the mechanism shall be determined based on the highest quotation of the selected projects in principle, but shall not be higher than the bidding cap. The bidding cap shall be determined by the competent price departments at the provincial level by considering factors such as reasonable cost and profit, green value, supply and demand situation of power market and affordability of users, and the bidding lower limit may be set by considering cost factors to avoid disorderly competition at the initial stage, and (c) Implementation period shall be determined according to the average period for recovery of initial investment of similar projects. The starting time shall be determined based on the production time declared by the projects, and the projects that have been put into operation when being selected shall be determined based on the selection time.

（六）新能源可持续发展价格结算机制的结算方式。对纳入机制的电量，电网企业每月按机制电价

(6) Settlement method in the price settlement mechanism for the sustainable development of new energy. For the electricity included in the mechanism, power grid enterprises shall conduct monthly settlement of the difference according to the power tariffs under the mechanism and include the difference

开展差价结算，将市场交易均价与机制电价的差额纳入当地系统运行费用；初期不再开展其他形式的差价结算。电力现货市场连续运行地区，市场交易均价原则上按照月度发电侧实时市场同类项目加权平均价格确定；电力现货市场未连续运行地区，市场交易均价原则上按照交易活跃周期的发电侧中长期交易同类项目加权平均价格确定。各地将每年纳入机制的电量分解至月度，各月实际上网电量低于当月分解电量的，按实际上网电量结算，并在年内按月滚动清算。

between the average market trading price and the power tariffs under the mechanism into the local system operation costs; and no settlement of difference in any other form shall be made at the initial stage. In regions where the power spot market operates continuously, the average market trading price shall be determined according to the weighted average price of the same projects on the monthly power generation side real-time market in principle; in regions where the power spot market does not operate continuously, the average market trading price shall be determined according to the weighted average price of the same projects on the power generation side during the active trading period in principle. Local authorities shall break down the electricity included in the mechanism each year into monthly installments. If the actual on-grid power in each month is less than the electricity broken down in the current month, the settlement shall be based on the actual on-grid power, and rolling settlement shall be made monthly within the year.

（七）新能源可持续发展价格结算机制的退出规则。已纳入机制的新能源项目，执行期限内可自愿申请退出。新能源项目执行到期，或者在期限内自愿退出的，均不再纳入机制执行范围。

(7) Exit rules of the price settlement mechanism for the sustainable development of new energy. Any new energy project that has been included in the mechanism may voluntarily apply for exit within the implementation period. Upon the expiration of the implementation period of a new energy project or the voluntary exit of a new energy project within the prescribed period, the project shall no longer be included in the scope of implementation for the mechanism.

四 、保障措施

IV . Support Measures

（八）加强组织落实。各省级价格主管部门会同能源主管部门、

(8) Strengthening organization and implementation. All the competent price authorities at the provincial level shall, in conjunction with the competent energy authorities and the competent authorities for power operation etc., formulate

电力运行主管部门等制定具体方案，做好影响测算分析，充分听取有关方面意见，周密组织落实，主动协调解决实施过程中遇到的问题；加强政策宣传解读，及时回应社会关切，凝聚改革共识。国家能源局派出机构会同有关部门加强市场监管，保障新能源公平参与交易，促进市场平稳运行。电网企业做好结算和合同签订等相关工作，对新能源可持续发展价格结算机制执行结果单独归集。

specific plans, conduct impact measurement and analysis, fully listen to the opinions of the relevant parties, carefully organize the implementation, and take the initiative to coordinate for solving the problems encountered in the implementation process; the aforesaid said authorities shall strengthen policy publicity and interpretation, timely respond to social concerns, and form a consensus for the reform. Local offices of the National Energy Administration shall, in concert with relevant authorities, strengthen market regulation, ensure the fair participation of new energy in transactions, and promote the stable operation of the market. Power grid enterprises shall effectively deal with relevant work such as settlement and contract signing, and independently collect the results of the implementation of the price settlement mechanism for the sustainable development of new energy.

（九）强化政策协同。强化规划协同，各地改革实施方案要有利于国家新能源发展规划目标的落实，并做好与国家能源电力规划的衔接。强化改革与绿证政策协同，纳入可持续发展价格结算机制的电量，不重复获得绿证收益。电网企业可通过市场化方式采购新能源电量作为代理购电来源。强化改革与市场协同，新能源参与市场后因报价等因素未上网电量，不纳入新能源利用率统计与考核。强化改革与

(9) Strengthening policy coordination. It is imperative to strengthen planning coordination. Local implementation plans for the reform shall be conducive to the implementation of the goals of the national new energy development planning, and effectively converge with the national energy and electric power planning. We should strengthen the coordination of the reform and green certificate policy. The electricity that is included in the price settlement mechanism for sustainable development shall not be entitled to the benefits from green certificates repeatedly. Power grid enterprises may purchase electricity generated with new energy in a market-oriented manner as the source of electricity purchase on an agency basis. We should also strengthen the coordination between the reform and the market. The electricity not on-grid due to factors such as quotation after the participation of new energy in the market shall not be included in the statistics and assessment of utilization rate of new energy. It is imperative to enhance the coordination between the reform and the

优化环境协同，坚决纠正不当干预电力市场行为，不得向新能源不合理分摊费用，不得将配置储能作为新建新能源项目核准、并网、上网等的前置条件。享有财政补贴的新能源项目，全生命周期合理利用小时数内的补贴标准按照原有规定执行。

optimization of the environment, resolutely rectify improper intervention in the power market, prohibit unreasonable apportionment of costs for new energy, and prohibit the allocation of energy storage as a precondition for approval, grid connection, on-grid and so on of new energy projects. For new energy projects that are entitled to fiscal subsidies, the subsidy rates within the whole-life-cycle reasonable utilization hours shall be subject to the original provisions.

（十）做好跟踪评估。各地要密切跟踪市场价格波动、新能源发电成本和收益变化、终端用户电价水平等，认真评估改革对行业发展和企业经营等方面的影响，及时总结改革成效，优化政策实施，持续增强市场价格信号对新能源发展的引导作用。国家结合新能源技术进步、电力市场发展、绿色电力消费增长和绿证市场发展等情况，不断完善可再生能源消纳责任权重制度，适时对新能源可持续发展价格结算机制进行评估优化、条件成熟时择机退出。

(10) Proper follow-up evaluation. Local authorities shall closely track market price fluctuations, changes in new energy power generation costs and benefits and end user electricity price levels, etc., carefully evaluate the impact of the reform on industrial development, business operation and other aspects, sum up reform achievements in a timely manner, optimize policy implementation and continue to enhance the guiding role of market price signals in the development of new energy. The State shall, in the light of the technological progress in respect of new energy, the development of the power market, the growth of green power consumption and the development of the green certificate market etc., constantly improve the responsibility weight system for the consumption of renewable energy, timely evaluate and optimize the price settlement mechanism for the sustainable development of new energy, and choose the right time to exit from the market when conditions permit.

Local authorities shall introduce and implement specific plans by the end of 2025. Any problems encountered in the implementation process shall be promptly reported to the National Development and Reform Commission and the National Energy Administration. The State will strengthen guidance. In case of any discrepancy between the relevant provisions of existing policies and this Notice, this Notice shall prevail. For power generation projects using

各地要在 2025 年底前出台并实施具体方案，实施过程中遇有问

题及时向国家发展改革委、国家能源局报告，国家将加强指导。现行政策相关规定与本通知不符的，以本通知为准。对生物质、地热等发电项目，各地可参照本通知研究制定市场化方案。

国家发展改革委

国家能源局

2025年1月27日

biomass and geothermal resources, local authorities may formulate upon study market-oriented plans by reference to this Notice.

National Development and Reform Commission

National Energy Administration

27 January 2025



扫一扫，手机阅读更方便