

**Annex F27.**  
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Accelerating the Construction of High-speed Broadband Networks  
Guiding Opinions on Promoting Network Speed Increase and Fee  
Reduction State Council (2015), No. 41

[http://www.gov.cn/zhengce/content/2015-05/20/content\\_9789.htm](http://www.gov.cn/zhengce/content/2015-05/20/content_9789.htm)

<p><b>国务院办公厅关于加快高速宽带网络建设推进网络提速降费的指导意见</b></p> <p>国办发〔2015〕41号</p>	<p>The General Office of the State Council on Accelerating the Construction of High-speed Broadband Networks Guiding Opinions on Promoting Network Speed Increase and Fee Reduction State Council (2015) No. 41</p>
<p>各省、自治区、直辖市人民政府，国务院各部委、各直属机构：</p> <p>宽带网络是国家战略性公共基础设施，建设高速畅通、覆盖城乡、质优价廉、服务便捷的宽带网络基础设施和服务体系一举多得，既有利于壮大信息消费、拉动有效投资，促进新型工业化、信息化、城镇化和农业现代化同步发展，又可以降低创业成本，为打造大众创业、万众创新和增加公共产品、公共服务“双引擎”，推动“互联网+”发展提供有力支撑，对于稳增长、促改革、调结构、惠民生具有重要意义。近年来，随着“宽带中国”战略的启动实施和持续推进，我国宽带发展水平有了显著提升，但仍与人民群众的需求和用户期望差距较大，网络速率相对国际先进水平仍然较低，人均网费支出占收入的比重仍然较高，城乡区域发展不平衡，服务质量有待改善。党中央、国务院对此高度重视，要求加快推进宽带网络基础设施建设，进一步提速降费，提升服务水平。经国务院同意，现就有关工作提出以下意见：</p>	<p>The people's governments of all provinces, autonomous regions, and municipalities directly under the Central Government, all ministries and commissions of the State Council, and all directly affiliated institutions:</p> <p>Broadband network is a national strategic public infrastructure. Building a broadband network infrastructure and service system with high-speed, smooth, urban and rural coverage, high-quality, low-cost, and convenient services will serve multiple purposes. It will not only help increase information consumption, stimulate effective investment, and promote new industrialization. The simultaneous development of, informatization, urbanization and agricultural modernization can also reduce the cost of entrepreneurship, and provide strong support for the creation of mass entrepreneurship, innovation, and the increase of public products and public services, and the promotion of the development of "Internet +". It is of great significance to promote reform, adjust structure, and benefit people's livelihood. In recent years, with the implementation and continuous advancement of the "Broadband China" strategy, my country's broadband development level has been significantly improved, but it still has a large gap with the needs of the people and user expectations, and the network speed is still relatively low compared to the international advanced level. Per capita network expenses account for a relatively high proportion of income. Urban and rural development is uneven, and service quality needs to be</p>

	improved. The Party Central Committee and the State Council have attached great importance to this and demanded to accelerate the construction of broadband network infrastructure, further speed up and reduce fees, and improve service levels. With the approval of the State Council, the following opinions are hereby made on related work:
<p><b>一、 加快基础设施建设，大幅提高网络速率</b></p> <p>(一) 加快高速宽带网络建设。加快推进全光纤网络城市和第四代移动通信（4G）网络建设，2015年网络建设投资超过4300亿元，2016—2017年累计投资不低于7000亿元。推进光纤到户进程，2015年完成4.5万个铜缆接入小区的光纤化改造，新建光纤到户家庭超过8000万户。完善电信普遍服务，开展宽带乡村工程，加大农村和中西部地区宽带网络建设力度，2015年新增1.4万个行政村通宽带，在1万个行政村实施光纤到村建设，着力缩小“数字鸿沟”。扩大移动通信覆盖范围，鼓励移动用户向4G迁移，提升移动宽带速率。</p> <p>到2015年底，全国设区市城区和部分有条件的非设区市城区80%以上家庭具备100Mbps（兆比特每秒）光纤接入能力，50%以上设区市城区实现全光纤网络覆盖；直辖市、省会城市等主要城市宽带用户平均接入速率达到20Mbps，其他设区市城区和非设区市城区宽带用户平均接入速率达到10Mbps，鼓励有条件的地区推广50Mbps、100Mbps等高带宽接入服务；95%以上的行政村通固定或移动宽带。建成4G基站超过130万个，实现乡镇以上地区网络深度覆盖，4G用户超过3亿户。</p>	<p>1. Speed up infrastructure construction and greatly increase network speed</p> <p>(1) Speed up the construction of high-speed broadband networks. Accelerate the construction of all-optical network cities and fourth-generation mobile communication (4G) networks. In 2015, the network construction investment exceeded 430 billion yuan, and the cumulative investment from 2016 to 2017 was not less than 700 billion yuan. Promote the fiber to the home process. In 2015, 45,000 copper cable access communities were transformed into fiber optics, and more than 80 million new fiber to the home households were built. Improve universal telecommunications services, carry out broadband rural projects, increase broadband network construction in rural and central and western regions, increase broadband access to 14,000 administrative villages in 2015, implement fiber-to-the-village construction in 10,000 administrative villages, and strive to reduce the number The gap". Expand mobile communication coverage, encourage mobile users to migrate to 4G, and increase mobile broadband speed. By the end of 2015, more than 80% of households in the urban areas of districted cities and some qualified non-districted cities will have 100Mbps (megabits per second) optical fiber access capability, and more than 50% of the urban areas of districted cities will achieve full optical fiber network coverage; municipalities directly under the Central Government The average access rate of broadband users in major cities such as provincial capitals and other major cities has reached 20Mbps, and the average access rate of broadband users in urban areas of other districted cities and non-districted cities has reached 10Mbps. Encourage qualified areas to promote high-bandwidth access services such as 50Mbps and 100Mbps ; More than 95% of administrative villages have fixed or mobile broadband. More than 1.3 million 4G base</p>

	stations have been built, achieving deep network coverage in areas above the township level, and more than 300 million 4G users.
<p>到2017年底，全国所有设区市城区和大部分非设区市城区家庭具备100Mbps光纤接入能力，直辖市、省会城市等主要城市宽带用户平均接入速率超过30Mbps，基本达到2015年发达国家平均水平，其他设区市城区和非设区市城区宽带用户平均接入速率达到20Mbps；80%以上的行政村实现光纤到村，农村宽带家庭普及率大幅提升；4G网络全面覆盖城市和农村，移动宽带人口普及率接近中等发达国家水平。</p> <p>（二）提升骨干网络容量和网间互通能力。适度超前建设高速大容量光通信传输系统，持续提升骨干传输网络容量。优化互联网骨干网络结构，大幅增加网间互联带宽，2015年扩容600Gbps（吉比特每秒）。加大中央预算内投资，加快互联网国际出入口带宽扩容，全面提升国际互联带宽和流量转接能力。</p>	<p>By the end of 2017, all households in urban areas of districted cities and most non-districted cities in the country have 100Mbps optical fiber access capability, and the average access rate of broadband users in major cities such as municipalities and provincial capitals exceeded 30Mbps, basically reaching the average level of developed countries in 2015 , The average access rate of broadband users in urban areas of other districted cities and non-districted cities reached 20Mbps; more than 80% of administrative villages achieved fiber to the village, and the penetration rate of rural broadband households was greatly increased; 4G network comprehensively covered urban and rural areas, and mobile broadband The population penetration rate is close to the level of moderately developed countries.</p> <p>(2) Improve backbone network capacity and inter-network interoperability. Moderately advance the construction of high-speed and large-capacity optical communication transmission systems, and continue to increase the capacity of the backbone transmission network. Optimize the Internet backbone network structure, greatly increase the interconnection bandwidth between networks, and expand the capacity by 600Gbps (Gigabits per second) in 2015. Increase the investment within the central budget, accelerate the expansion of the bandwidth of international Internet access, and comprehensively improve the international interconnection bandwidth and traffic transfer capabilities.</p>
<p>（三）加强应用基础设施建设。加快推动内容分发网络向大容量、广覆盖、智能化演进，不断增强网络流量承载和分发能力。加大支持力度，促进向下一代互联网演进升级。提升网站服务能力，增加主要业务应用带宽配置，实现互联网信源高速接入、网络流量高效疏通，促进应用基础设施与骨干网络协同发展，持续改善用户上网体验。</p> <p>（四）深入推进电信基础设施共建共享。创新电信基础设施建设管理方式，加快推进集中统一建设和专业化运营，全力保障4G网络建设进度，促进铁塔等电信基础设施资源整合共享，提高效率 and 效益，避免重复建</p>	<p>(3) Strengthen the construction of application infrastructure. Accelerate the evolution of content distribution networks to large-capacity, wide-coverage, and intelligence, and continuously enhance network traffic carrying and distribution capabilities. Increase support to promote the evolution and upgrade of the next-generation Internet. Enhance website service capabilities, increase bandwidth allocation for major business applications, achieve high-speed access to Internet sources, efficient network flow, promote the coordinated development of application</p>

<p>设。全面推进“三网融合”，2015年底前将实施范围扩大到全国。</p>	<p>infrastructure and backbone networks, and continue to improve users' online experience.</p> <p>(4) Deeply promote the co-construction and sharing of telecommunications infrastructure. Innovate telecommunication infrastructure construction and management methods, accelerate the promotion of centralized and unified construction and professional operation, make every effort to guarantee the progress of 4G network construction, promote the integration and sharing of telecommunication infrastructure resources such as towers, improve efficiency and benefits, and avoid redundant construction. Comprehensively promote the "three networks", and expand the scope of implementation to the whole country by the end of 2015.</p>
<p><b>、有效降低网络资费，持续提升服务水平</b></p> <p>（五）推动电信企业降低网费。电信企业要增强服务能力，多措并举，实现网络资费合理下降。鼓励电信企业积极承担社会责任，在网费明显偏高的城市开展宽带免费提速和降价活动，将具备网络条件的4Mbps以下铜缆用户接入速率免费提升到4Mbps—8Mbps，下调百兆光纤接入网费，更多让利于民。引导和推动电信企业通过定向流量优惠、闲时流量赠送等多种方式降低流量资费水平，提升性价比。鼓励电信企业推出流量不清零、流量转赠、套餐匹配等服务，指导电信企业完善流量提醒服务，让广大用户用得安心、实惠。鼓励电信企业向社会发布网络提速降费方案计划，并进一步完善具体办法。</p> <p>（六）提高电信企业运营效率。建立健全电信企业与互联网企业、广电企业、信息内容供应商等市场主体间的合作和公平竞争机制，促进专业化分工合作，探索产业链互利共赢发展模式。推动电信企业加大管理机制创新力度，深化改革、强化管理、加快转型、增强活力，抓住“互联网+”、云计算、物联网、大数据等发展机遇，积极开展技术创新、产品创新和商业模式创新，丰富业务品种，提高服务质量，加快培育新的利润增长点。</p> <p>（七）有序开放电信市场。充分发挥民间资本的创新活力，推动形成多种主体相互竞争、优势互补、共同发展的市场格局，通过有序竞争持续促进提升宽带服务质量和降低资费水平。宽带接入业务开放试点企业2015年底前超过100家，带动民间资本投资超</p>	<p><b>、Effectively reduce network charges and continuously improve service levels</b></p> <p>(5) Promote telecom companies to reduce network charges. Telecommunications companies should enhance their service capabilities and take multiple measures to achieve a reasonable reduction in network tariffs. Encourage telecommunications companies to actively assume social responsibilities, carry out free broadband speed-up and price-cutting activities in cities with significantly higher network fees, increase the access rate of copper cable users with network conditions below 4Mbps to 4Mbps-8Mbps for free, and reduce 100M optical fiber access Internet fees are more beneficial to the people. Guide and promote telecommunications companies to reduce traffic tariffs and improve cost-effectiveness through various methods such as targeted traffic discounts and free traffic gifts. Encourage telecommunications companies to launch services such as non-zeroing of traffic, data transfer, and package matching, and guide telecommunications companies to improve traffic reminder services, so that users can use them with peace of mind and benefit. Encourage telecommunications companies to release network speed and fee reduction plans to the public, and further improve specific measures.</p> <p>(6) Improve the operational efficiency of telecommunications enterprises. Establish and</p>

<p>过100亿元，试点城市由16个增加到30个以上，2017年试点城市范围扩大到全国各地区。继续推进移动通信转售业务开放试点，2016年实现全面开放。充分发挥通信网和有线电视网信息基础设施的作用，加快全国有线电视网整合，推动基础信息网络平等互联，尽快提升网络能力，为消费者提供高速优质服务。</p>	<p>improve cooperation and fair competition mechanisms between telecommunications companies and Internet companies, radio and television companies, information content providers and other market entities, promote specialized division of labor, and explore a mutually beneficial and win-win development model for the industrial chain. Promote telecom companies to intensify innovation in management mechanisms, deepen reforms, strengthen management, accelerate transformation, increase vitality, seize development opportunities such as "Internet +", cloud computing, Internet of Things, and big data, and actively carry out technological innovation, product innovation and business Model innovation, enrich business varieties, improve service quality, and accelerate the cultivation of new profit growth points.</p> <p>(7) Open the telecommunications market in an orderly manner. Give full play to the innovative vitality of private capital, promote the formation of a market structure in which multiple players compete with each other, complement each other's advantages, and develop together, and continue to promote the improvement of broadband service quality and lower tariff levels through orderly competition. By the end of 2015, there were more than 100 pilot enterprises for opening up broadband access services, driving private capital investment of more than 10 billion yuan. The number of pilot cities increased from 16 to more than 30. In 2017, the scope of pilot cities was expanded to all regions of the country. Continue to promote the opening of mobile communication resale business pilots, and achieve full opening in 2016. Give full play to the role of the information infrastructure of communication networks and cable television networks, accelerate the integration of national cable television networks, promote equal interconnection of basic information networks, improve network capabilities as soon as possible, and provide consumers with high-speed and high-quality services.</p>
<p>（八）加强电信市场监管。加强电信监管队伍建设，进一步维护好宽带市场竞争秩序。加强资费行为监管和宽带接入服务监管，严厉打击价格违法行为以及虚假宣传、非法网站和应用程序窃取用户流量等损害消费者合</p>	<p>(8) Strengthen the supervision of the telecommunications market. Strengthen the construction of the telecommunications supervision team and further maintain the order of competition in the broadband market. Strengthen the supervision of tariff behavior</p>

法权益的违法违规行为，规范市场秩序。加强互联网骨干网通信质量监管，保障网间互联互通。加大网络数据和用户信息保护力度，加快网络信息安全配套工程建设。加快建设对木马和僵尸病毒、移动互联网恶意程序的监测和处置等技术手段，建立完善移动互联网应用程序安全管理机制，营造安全可靠的网络运行环境。

（九）提升公共服务水平。深入推进实施信息惠民等工程，建立公共信息服务平台，推进教育、医疗优质资源共享，普及应用居民健康卡，加快就业等信息实现全国联网，充分发挥宽带网络提速降费提升公共服务水平与扩大应用推动网络建设发展的相互促进作用。

### 三、完善配套支持政策，强化组织落实

（十）推进简政放权。对通信建设资质资格审批等已经取消或下放的相关行政许可事项和非行政许可审批事项，各有关部门要加强督促检查，确保落实到位。要进一步改进行政审批工作，简化申报材料要求，努力为企业经营活动创造便利条件。要坚持放管结合，强化事中事后监管，积极推进电子政务和政务公开，加快实现网上申请、受理、审核流转、公示审批结果等，着力提升工作效率，不断提高服务能力和管理水平，切实减轻企业负担，充分激发市场活力。

and broadband access services, severely crack down on price violations, false propaganda, illegal websites and applications stealing user traffic, and other violations that damage the legitimate rights and interests of consumers, and regulate market order. Strengthen the supervision of the communication quality of the Internet backbone network to ensure smooth interconnection between networks. Strengthen the protection of network data and user information, and accelerate the construction of supporting network information security projects. Accelerate the construction of technical means to monitor and dispose of Trojan horses, zombie viruses, and mobile Internet malicious programs, establish and improve mobile Internet application security management mechanisms, and create a safe and reliable network operating environment.

(9) Improve the level of public services. Deepen the implementation of projects such as information benefiting the people, establish a public information service platform, promote the sharing of high-quality resources for education and medical care, popularize the application of residents' health cards, accelerate employment and other information to achieve national networking, and make full use of broadband network speed and fee reduction to improve public service levels and expansion. The application promotes the mutual promotion of network construction and development.

### 3. Improve supporting policies and strengthen organizational implementation

(10) Advancing streamlining administration and delegating power. All relevant departments shall strengthen supervision and inspection of related administrative licensing matters and non-administrative licensing matters that have been cancelled or delegated, such as the communication construction qualification examination and approval, to ensure that they are implemented in place. It is necessary to further improve the administrative examination and approval work, simplify the requirements for application materials, and strive to create convenient conditions for business activities. We must adhere to the combination of decentralization, strengthen supervision during and after the event, actively promote e-

	government and government affairs disclosure, speed up the realization of online applications, acceptance, review and circulation, and publicize approval results, focus on improving work efficiency, continuously improve service capabilities and management levels, and effectively reduce The burden of enterprises has fully stimulated market vitality.
<p>（十一）完善配套支持政策。工业和信息化部、发展改革委、财政部等要加快完善以宽带为重点内容的电信普遍服务补偿机制，加快农村宽带基础设施建设。结合无线电频率占用费统筹使用，发挥中央财政资金引导作用，持续支持农村及偏远地区宽带网络建设和运行维护，推进电信普遍服务工作。利用中央预算内投资，结合新型城镇化、“一带一路”、长江经济带等国家战略，支持基础薄弱区域宽带基础设施升级改造。金融部门要加大融资支持，对重大项目投资给予有效贷款支持。国资委要统筹考虑宽带网络作为战略性公共基础设施的定位，优化完善基础电信企业经营业绩考核体系。环保部门要进一步优化通信基站环境监管机制，加快环评进度。各地要对基础电信企业在融资、用电、选址、征地、小区进入等各方面给予支持并加强对政策落实情况的考核。鼓励有条件的地方对众创空间的宽带网络给予适当补贴。</p> <p>（十二）完善宽带网络标准。工业和信息化部要抓紧完善网络速率监测标准、电信服务质量标准等并抓好组织实施，加快建设“宽带中国”地图及网速监测平台，发布各地、各企业宽带速率权威信息，促进企业有序竞争，接受用户监督。住房城乡建设部、工业和信息化部要加大对光纤到户国家标准的组织实施和监督检查力度，确保执行到位。</p> <p>（十三）全面保障宽带网络建设通行。各地要在经济社会发展规划、城乡规划、土地利用总体规划、城市地下综合管廊建设规划等综合性和专项规划中，同步安排通信光缆、管道、基站、机房等宽带网络设施建设内容。市政设施和政府机关、企事业单位、公共机构等所属公共设施，应向宽带网络设施建设开放，并提供通行便利，保障公平进入，禁止巧立名目收取进场费、协调费、分摊费等不合理费用。积极探索通过推动地方性法规建设，进一步明确宽带网络的战略性</p>	<p>(11) Improve supporting policies. The Ministry of Industry and Information Technology, the Development and Reform Commission, and the Ministry of Finance should accelerate the improvement of the universal service compensation mechanism for telecommunications with broadband as the key content, and accelerate the construction of rural broadband infrastructure. Combining the overall planning and use of radio frequency occupancy fees, giving play to the guiding role of the central financial funds, continuing to support the construction and operation and maintenance of broadband networks in rural and remote areas, and promote universal telecommunications services. Utilize investment within the central budget, combined with national strategies such as new urbanization, the “One Belt One Road”, and the Yangtze River Economic Belt, to support the upgrading and transformation of broadband infrastructure in areas with weak infrastructure. The financial sector should increase financing support and provide effective loan support for investment in major projects. The State-owned Assets Supervision and Administration Commission shall comprehensively consider the positioning of broadband network as a strategic public infrastructure, and optimize and improve the performance evaluation system of basic telecommunications enterprises. Environmental protection departments should further optimize the environmental supervision mechanism of communication base stations and accelerate the progress of environmental assessment. All localities should support basic telecommunications companies in financing, power consumption, site selection, land acquisition, and community entry, and strengthen the assessment of policy implementation. Encourage places where conditions permit to give appropriate subsidies to the broadband network of the Makerspace.</p>



<p>公共基础设施属性，切实保障宽带网络基础设施的建设通行权。</p>	<p>(12) Improve broadband network standards. The Ministry of Industry and Information Technology should promptly improve network speed monitoring standards, telecommunication service quality standards, etc., and organize their implementation, accelerate the construction of "Broadband China" maps and network speed monitoring platforms, publish authoritative information on broadband speeds of various regions and enterprises, and promote enterprises to have Order competition and accept user supervision. The Ministry of Housing and Urban-Rural Development and the Ministry of Industry and Information Technology should increase the organization, implementation, supervision and inspection of the national fiber-to-the-home standard to ensure that the implementation is in place.</p> <p>(13) Fully guarantee the construction of broadband networks. All localities shall simultaneously arrange the construction of broadband network facilities such as communication optical cables, pipelines, base stations, and computer rooms in comprehensive and special plans such as economic and social development plans, urban and rural plans, overall land use plans, and urban underground comprehensive pipeline construction plans. Municipal facilities and government agencies, enterprises, institutions, public institutions and other public facilities should be open to broadband network facilities, and provide access convenience, ensure fair access, and prohibit unauthorized collection of entry fees, coordination fees, sharing fees and other unreasonable fees . Actively explore to further clarify the strategic public infrastructure attributes of broadband networks by promoting the construction of local laws and regulations, and effectively guarantee the right of passage for broadband network infrastructure construction.</p>
<p>（十四）规范通信建设行为。各地要进一步完善新建住宅小区和住宅建筑内光纤到户通信设施规划建设和验收备案等工作机制，严格执行光纤到户国家标准规范，落实小区红线内通信管道等配套设施建设。支持现有住宅小区光纤改造，禁止任何机构和个人无故阻碍通信设施建设或收取不合理费用，切实保障用户的公平选择权。对因征地拆迁、城</p>	<p>(14) Standardize communication construction behavior. Localities should further improve the planning and construction of fiber-to-the-home communication facilities in new residential communities and residential buildings, as well as work mechanisms for acceptance and filing, strictly implement fiber-to-the-home national standards and regulations, and implement the construction of supporting facilities such as</p>

<p>乡建设等造成的宽带网络设施迁移或毁损，严格按照有关标准予以补偿。</p> <p>各地区、各有关部门要充分认识加快宽带网络提速降费工作的重要意义，把思想和行动统一到党中央、国务院决策部署上来，按照本意见要求，加强组织领导，明确工作责任，切实落实好各项任务措施。充分发挥“宽带中国”战略实施部际协调小组作用，各有关部门要按照职责分工，加强协调配合，形成工作合力，共同推进宽带网络提速降费，积极制定实施财税、土地、建设、环评、企业经营业绩考核等方面支持政策。工业和信息化部要加强与相关部门的协调，做好统筹推动和督促检查，每年向社会公布全国和各地区实施情况，接受社会监督，重大情况及时报国务院。</p>	<p>communication pipelines in the red lines of the community. Support the optical fiber transformation of existing residential communities, prohibit any organization or individual from obstructing the construction of communication facilities or charging unreasonable fees without reason, and effectively protect users' fair choice. Relocation or damage of broadband network facilities caused by land acquisition and demolition, urban and rural construction, etc. shall be compensated strictly in accordance with relevant standards.</p> <p>All regions and relevant departments must fully understand the importance of accelerating broadband network speed and fee reduction, unify thoughts and actions into the decisions and deployments of the Party Central Committee and the State Council, strengthen organization and leadership, clarify work responsibilities, and implement them in accordance with the requirements of these opinions. Various tasks and measures. Give full play to the role of the inter-ministerial coordination group for the implementation of the "Broadband China" strategy. All relevant departments shall, in accordance with the division of responsibilities, strengthen coordination and cooperation, form a joint force, jointly promote broadband network speed and fee reduction, and actively formulate and implement fiscal, taxation, land, construction, environmental assessment, and corporate Supporting policies in terms of business performance evaluation. The Ministry of Industry and Information Technology must strengthen coordination with relevant departments, do a good job in overall planning and supervision and inspection, announce to the public the implementation status of the country and each region every year, accept social supervision, and report major situations to the State Council in a timely manner.</p>
<p>国务院办公厅</p> <p>2015年5月16日 (本文有删减)</p>	<p>Office of the State Council</p> <p>May 16, 2015</p> <p>(this article has been deleted)</p>
