



## 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宜通知如下：

### 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。

### 排行榜

- 01

关于印发“十四五”规划的  
通知(发改能1445号)

2022-06-
- 02

关于开展  
全国低碳

2022-05-26
- 03

关于开展2022年全  
国低碳日活动的  
〔2022〕758号)

2022-05-26
- 04

国家发展改革委  
部、人力资源社  
会保障部、商  
务部举行  
扎实稳住经济的一  
揽子措施  
情况

2022-05-31
- 05

2022年5月30日24  
小时  
价格按机制上调

2022-05-30

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市场化改革

国家发展改革委

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

FGJG [2021] No. 1439

To the Development and Reform Commissions of all provinces, autonomous regions, municipalities directly under the Central Government, cities under separate state planning, Xinjiang Production and Construction Corps, Huaneng Group, Datang Group, Huadian Group, State Power Investment Corporation, State Energy Group, SDIC Electric Power Co., Ltd., State Grid Corporation of China, China Southern Power Grid Co., Ltd., 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, you are hereby notified of the further deepening of the market-oriented reform of on-grid electricity prices for coal-fired power generation and related matters as follows:

## 1. General idea

In accordance with the general requirements of “controlling the middle and releasing the two ends” in the reform of the power system, the on-grid electricity price of all coal-fired power generation will be released in an orderly manner, the range of market transaction electricity price will be expanded, and industrial and commercial users will be encouraged to enter the market. Cancel the sales price of electricity in the industrial and commercial catalogue, stabilize electricity prices for residents, agriculture, and public welfare undertakings, full play the decisive role of the market in resource allocation and better play the role of the government, ensure the safe and

stable supply of electricity, promote the optimization and upgrading of the industrial structure, promote the construction of a new power system, and help achieve the goal of carbon peak and carbon neutral.

## 2. Contents of the reform

(1) Orderly release the on-grid electricity price for all coal-fired power generation. In principle, all coal-fired power generation enters the electricity market, and the on-grid electricity price is formed through market transactions within the range of "base price + fluctuation". The current benchmark price of coal-fired power generation continues to be linked to the benchmark for the formation of new energy generation prices.

(2) Expand the range of up and down floating market trading prices. The floating range of the coal-fired power generation market transaction price will be expanded from the current floating range of no more than 10% to no more than 15% in principle, and expanded to a floating range of no more than 20% in principle, and the market transaction price of high energy-consuming enterprises is not subject to a 20% increase limit. The spot price of electricity is not subject to the above range limit.

(3) Push industrial and commercial users to enter the market. All localities should orderly push all industrial and commercial users to enter the electricity market, purchase electricity according to the market price, and cancel the sales price of electricity in the industrial and commercial catalogue. Users who have not yet entered the market, users with 10kV and above should all enter, and other users should also enter as soon as possible. For users who have not purchased electricity directly from the electricity market, the power grid company will purchase electricity as an agent. The agency purchase price is mainly formed through centralized bidding or competitive bidding. When selling electricity to an agent user for the first time, the user should be notified at least 1 month in advance. For users who have participated in market transactions and changed to power grid companies to purchase electricity on behalf of other users, their price shall be 1.5 times the power purchase price of power grid companies on behalf of other users.

Encourage local governments to implement phased preferential policies for

electricity consumption to small and micro enterprises and individual industrial and commercial households.

(4) To maintain stable electricity prices for residents and agriculture. Residents (including schools, social welfare institutions, community service centers and other public welfare users who implement the resident electricity price) and agricultural electricity are guaranteed to be supplied by power grid companies, and the current catalog sales electricity price policy is implemented. All localities should give priority to the use of low-cost power sources to ensure residential and agricultural electricity consumption.

### 3. Safeguard measures

(1) Comprehensively promote the construction of the electricity market. Strengthen policy coordination, meet the needs of all industrial and commercial users entering the power market, and further liberalize various power generation plans; improve the power market system, accelerate the cultivation of qualified power sales entities, enrich medium and long-term trading varieties, speed up the construction of the electricity spot market, strengthen the auxiliary service market and explore the establishment of market-based capacity compensation mechanisms.

(2) Strengthen the connection with the time-of-use tariff policy. All localities should accelerate the implementation of the time-of-use electricity price policy, establish an advanced peak electricity price mechanism, and guide users to use electricity at off-peak times to cut peaks and fill valleys. Where the spot electricity market is not in operation, the connection between market transactions and the time-of-use electricity price policy shall be done well. If the electricity consumption curve is not declared in the market transaction contract and the peak-to-valley ratio of the market electricity price is lower than the requirements of the local time-of-use electricity price policy, the electricity purchase price shall be settled at the time of settlement according to the local time-of-use electricity price peak and valley period and floating ratio.

(3) Avoid unreasonable administrative interference. All localities must strictly follow the relevant national policy requirements to promote the construction of the

power market, formulate and continuously improve market transaction rules, and shall not set unreasonable thresholds for power users and power generation enterprises to enter the power market, and shall not organize special power transactions, and the market transaction price of electricity shall be within the specified range. Reasonable fluctuations within the market shall not be interfered with, and market transactions shall be guaranteed to be fair, just and open. The National Development and Reform Commission will further strengthen guidance with relevant departments, and promptly urge rectification of unreasonable local administrative interventions through interviews, notification, and other methods.

(4) Strengthen the supervision of the coal power market. Local development and reform departments should pay close attention to coal and electricity market dynamics and price changes, and actively work with relevant departments to promptly investigate and deal with market players' price collusion, price gouging, implementation of monopoly agreements, and abuse of market dominance, power companies and trading institutions participating in special power transactions and settlement of electricity charges, as well as abuse of administrative power by local governments to exclude and restrict market competition. Actively expose typical cases publicly and maintain a good market order. Guide power generation enterprises, especially coal-electricity joint ventures, to consider the upstream and downstream business operating efficiency, reasonably participate in electricity market quotations, and promote the reasonable formation of market transaction prices.

Local development and reform departments should fully understand the importance of further deepening the market-oriented reform of coal-fired power generation on-grid electricity prices under the current situation, unify their thinking, clarify responsibilities, and carefully organize and implement the work in conjunction with relevant departments and power companies; strengthen policy publicity and interpretation, and timely respond to social concerns, enhance understanding and support from all quarters, and ensure that reforms are smoothly introduced and effective.

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