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国办要求加大节能减排力度加快钢铁产业结构调整

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国务院办公厅关于进一步加大节能减排力度加快钢铁产业结构调整的意见

国办发〔2010〕34号

各省、自治区、直辖市人民政府，国务院各部委、各直属机构：

为深入贯彻科学发展观，进一步落实《钢铁产业调整和振兴规划》，实现国家确定的“十一五”节能减排目标，加快钢铁产业结构调整，经国务院同意，现就做好钢铁工业节能减排和结构调整有关工作提出以下意见。

一、充分认识加强钢铁工业节能减排和结构调整工作的重要意义

（一）认清形势，统一思想，提高认识。钢铁工业是国民经济的支柱产业，在推进工业化和城镇化进程中发挥着重要作用，为应对国际金融危机挑战、促进经济社会发展做出了积极贡献。同时，钢铁工业在快速发展过程中，也存在着重复建设严重、产能过剩、铁矿石流通秩序混乱、资源环保压力加大等深层次矛盾和问题，必须充分利用市场变化形成的倒逼机制，综合运用经济、技术、法律和必要的行政手段，切实加大节能减排力度，加快结构调整步伐，促进钢铁工业的全面、协调和可持续健康发展。

钢铁工业是节能减排潜力最大的行业，在节能减排工作中占有举足轻重的地位。加强节能减排和结构调整，是转变钢铁工业发展方式、提高产业发展质量和效益、实现可持续发展的重大举措，是适应全球供求结构发生重大变化、应对世界铁矿石资源垄断加剧严峻形势、增强抵御国际市场风险能力的有效途径，是抑制钢铁产能过快增长、推进淘汰落后产能的重要抓手，是走低消耗、低排放、高效益、高产出的新型工业化道路的必然要求。各地区、各有关部门要充分认清推进钢铁工业节能减排和结构调整的重要性和紧迫性，进一步统一思想，正确处理速度与效益、局部与整体、当前与长远的关系，认真贯彻落实党中央、国务院的相关决策部署和政策规定，扎扎实实抓好组织实施。

二、坚决抑制钢铁产能过快增长

（二）切实制止钢铁行业盲目投资和重复建设，将抑制钢铁产能过快增长作为落实节能减排工作的重中之重，除国家已批准开展前期工作的项目外，2011年底前不再核准、备案任何扩大产能的钢铁项目。要将控制总量和优化布局结合起来，切实推进钢铁产业布局调整。要进一步依法提高行业准入门槛，强化质量、安全、环保、能耗、清洁生产等指标约束作用，加强质量、用地、金融等方面的监督管理，进一步加大对违规建设项目的政策压力。积极引导钢铁企业以品牌、标准、服务和效益为重点，全面提升产品质量，增强国际竞争力。

(三) 严格履行钢铁项目审批和核准程序。对所有新建和改造项目, 严格依法依规进行审批。坚决制止以淘汰落后产能等名义擅自建设钢铁项目, 对违规建设的要严肃处理。发展改革委牵头组织对 2005 年以来建设的钢铁项目进行清理, 国土资源部牵头组织对在建和已建成的钢铁项目违法违规用地行为进行查处, 环境保护部牵头组织对未经环评审批或污染超标的项目进行查处, 要进一步健全项目审批问责制, 认真查处越权审批、未批先建、边批边建等行为, 依法严肃追究相关负责人的责任。环境保护、国土资源部门及金融机构要依法严格环境影响评价、建设用地和贷款的审批。

三、加大淘汰落后产能力度

(四) 完善落后产能退出机制。充分发挥市场配置资源的基础性作用, 严格税收征管, 清理和纠正地方擅自出台的对钢铁企业的税收优惠政策, 努力营造促进企业公平竞争和落后产能退出的市场环境。完善和落实土地使用、差别电价政策, 加大差别电价实施力度, 大幅提高差别电价的加价标准, 进一步提高落后产能的生产成本。中央财政要加大对钢铁工业淘汰落后产能的支持力度, 将淘汰落后产能奖励资金与淘汰落后产能企业挂钩。工业和信息化部要尽快公布淘汰落后产能企业名单, 抓紧牵头制定《钢铁行业生产经营规范条件》, 及时公布符合规范条件的企业名单, 为有关部门和金融机构做好促进钢铁企业兼并重组、淘汰落后和扶持优势企业发展等工作提供重要依据。

(五) 强化淘汰落后产能工作的组织实施。各有关部门要各司其职, 密切配合, 加强对各地的督促检查, 切实抓好相关政策落实。各省、自治区、直辖市人民政府要根据工业和信息化部提出的淘汰落后钢铁产能年度目标任务, 制定实施方案并分解落实到市、县和具体企业。对未完成淘汰落后钢铁产能任务的地区, 要严格执行项目“区域限批”规定, 暂停对该地区其他建设项目的环评、供地和核准审批; 对完成淘汰落后产能任务较好的地区实施先拆后建的技术改造项目, 经综合平衡后可优先予以核准。各地在淘汰落后产能过程中要按照政策规定妥善解决职工安置、企业转产、债权债务重组等问题, 维护社会和谐稳定。

四、进一步强化节能减排

(六) 大力推进钢铁工业节能减排。实现钢铁工业节能减排要将控制总量、淘汰落后、技术改造结合起来。大力推广高湿高压干熄焦、干法除尘、煤气余热余压回收利用、烧结烟气脱硫等循环经济和节能减排新技术新工艺, 提高“三废”的综合治理和利用水平。加强和完善废钢铁综合利用, 鼓励发展短流程炼钢。有关部门要尽快出台鼓励余热余压发电上网政策。要强化节能减排计量管理, 提高能耗和排放计量检测的准确性和数据分析能力。通过强化环境准入、执法监督、考核问责等工作机制, 进一步加强环保监测、减排核查、清洁生产审核、能耗限额标准执行监察, 推动重污染企业加快退出市场。

(七) 调整钢铁产品进出口结构。钢铁产品进出口政策要服从和服务于满足国内市场需求、促进钢铁工业节能减排、控制总量、淘汰落后产能的总体目标。要继续控制“两高一资”低附加值钢铁产品出口, 在符合世界贸易组织有关规定的基础上, 统筹研究有利于钢铁工业节能减排的进出口措施, 相应调整钢铁产品进出口政策。

五、加快钢铁企业兼并重组

(八) 明确钢铁企业兼并重组的工作目标。要按照市场化运作、企业平等协商、政府引导的原则, 支持各类钢铁企业开展兼并重组。支持优势大型钢铁企业集团开展跨地区、跨所有制兼并重组, 鼓励各省、自治区、直辖市人民政府继续推动本地区钢铁企业的兼并重组, 进一步提高我国钢铁产业集中度, 培育形成 3-5 家具有较强国际竞争力、6-7 家具有较强实力的特大型钢铁企业集团。力争到 2015 年, 国内排名前 10 位的钢铁企业集团钢产量占全国产量的比例从 2009 年的 44% 提高到 60% 以上, 推动钢铁工业结构调整迈上一个新的台阶。各省、自治区、直辖市人民政府要抓紧制定和上报本地区 2010-2011 年钢铁企业兼并重组方案, 由工业和信息化部会同有关部门审批后组织实施。

(九) 抓紧完善和落实促进钢铁企业兼并重组的政策措施。要在项目审批、土地供应、贷款授信、资本市场融资以及安排国有资本经营预算支出等方面, 加强对企业兼并重组的支持。对国有钢铁企业因重组出现阶段性经营绩效下降和负债率上升等情况, 国有资产监管机构要在确定年度考核和任期考核目标中作相应调整。钢铁企业兼并重组要切实依法依规规范操作, 保护出资人和职工合法权益, 维护金融机构合法债权安全, 切实防止国有资产流失, 维护企业和社会稳定。

六、大力实施企业技术创新和技术改造

(十) 积极支持钢铁企业做好技术创新工作。充分重视发挥科技支撑作用, 持续加大科研经费投入力度。依托相关科技计划, 引导和鼓励钢铁企业和科研机构围绕重大工程和战略需求进一步加大投入, 加强新工艺、新技术、新产品研发, 加强引进消化吸收再创新, 加强前瞻性储备技术研究, 尽快形成具有自主知识产权、适应未来国际竞争需要、支撑钢铁工业转型升级的核心关键技术和高附加值产品。

(十一) 重点支持钢铁企业开展技术改造。积极落实财政支持政策, 鼓励、引导钢铁企业加强技术改造。切实提高资金使用效率, 集中支持对钢铁工业结构调整意义重大的关键项目和企业, 加大关键钢材品种、钢铁新材料、新一代全流程可循环工艺、节能减排、矿山资源综合利用以及工业化与信息化融合等技术改造工作力度, 促进钢铁产业升级。

七、切实规范铁矿石流通秩序

(十二) 强化行业自律, 规范铁矿石进口秩序。在推进钢铁行业结构调整、加快兼并重组和淘汰落后产能, 大幅度减少国内钢铁企业数量的基础上, 通过行业自律, 进一步提高铁矿石进口经营集中度。要加快落实《钢铁产业调整和振兴规划》, 加大行业协调力度, 抑制囤积居奇、倒买倒卖、哄抬铁矿石价格等行为。优化铁矿石资源配置, 铁矿石资源要优先配置给符合《钢铁行业生产经营规范条件》的企业。进一步做好进口铁矿石信息报送工作, 有关行业协会、商会要根据公布的符合规范条件的钢铁企业名单, 加强对铁矿石进口流向的监测管理。

(十三) 建立长期稳定的铁矿石进口渠道。有关行业协会、商会要加强与各类钢铁生产和贸易企业的协商, 建立健全进口铁矿石价格形成机制。有关部门要积极创造条件, 支持国内用户和国外供应商加强协调协作, 建立长期稳定、互利互惠的合作关系, 保持进口铁矿石的合理价格水平。

八、推进国内铁矿开发和“走出去”战略的实施

(十四) 大力推进国内铁矿资源的勘探开发, 加大国内铁矿石资源的勘探力度, 增加资源储量, 研究降低国内铁矿石生产和开采企业负担、提高国内铁矿石资源保障能力的政策措施。加强对共生矿、难选冶矿的技术和科研开发力度, 对尾矿回收等综合利用项目研究完善有关税收优惠政策。推动国内矿山的有序建设和开发, 加快推进铁矿资源的开发整合, 将铁矿矿业权依法优先配置给符合钢铁产业政策的钢铁企业和大型矿山企业。用好现有扶持政策, 支持大型铁矿山技术改造和资源综合利用。

(十五) 进一步推进“走出去”战略。支持钢铁企业充分利用两个市场、两种资源, 加强对外投资和跨国经营, 深化经济技术合作。鼓励钢铁和矿山企业开展多种形式的境外铁矿石资源勘探开发, 在境外建立稳定、可靠的铁矿石供应基地, 并统筹考虑矿山、道路、港口、供电、供水设施的规划与建设。鼓励有条件的大型钢铁企业到国外建设钢铁厂和钢铁工业区, 努力提高钢铁企业的国际化经营水平。商务部要会同有关部门组织协会商会和企业, 积极应对国外对我钢材产品提起的反倾销、反补贴等贸易救济调查, 加强与各国政府及行业间的交流合作, 积极化解贸易摩擦, 营造良好的国际贸易环境。

九、加强工作的组织协调

(十六) 加强组织协调, 狠抓各项工作落实。钢铁工业节能减排和结构调整是一项重要而艰巨的任务, 要狠抓各项政策措施的落实。各有关部门要加强沟通配合, 切实做好钢铁工业节能减排、结构调整工作的统筹规划和政策协调, 抓紧细化和落实有关政策措施。各地区要切实加强组织领导, 结合当地实际制定具体实施方案和配套办法并抓好落实。行业协会、商会要充分发挥桥梁和纽带作用, 积极反映钢铁行业的新情况新问题, 及时提出政策建议, 督促钢铁企业认真落实国家钢铁产业政策。钢铁企业要从产业发展的大局出发, 强化内部管理, 积极开展淘汰落后、节能减排、技术改造、兼并重组等各项工作。工业和信息化部要会同有关部门加强监督指导, 确保加大节能减排力度加快钢铁工业结构调整各项工作措施落到实处。

附件: 重点工作分工表

国务院办公厅

二〇一〇年六月四日

附件:

重点工作分工表

序号	工作任务	负责单位	参加单位
1	严格钢铁建设项目核准	发展改革委、工业和信息化部	
2	清理钢铁建设项目	发展改革委	监察部、工业和信息化部、国土资源部、环境保护部
3	查处违法用地行为	国土资源部	
4	查处环保违规行为	环境保护部	
5	严格钢铁行业贷款审批	银监会、人民银行	
6	加强产品质量监督管理	质检总局	
7	严格税收征管	财政部、税务总局	
8	完善差别电价政策	发展改革委	
9	下达淘汰落后产能年度目标任务	工业和信息化部	
10	公布淘汰落后产能企业名单	工业和信息化部	
11	制定《钢铁行业生产经营规范条件》，公布符合规范条件的企业名单	工业和信息化部	环境保护部、商务部
12	落实淘汰落后产能奖励资金	财政部、工业和信息化部	
13	制定鼓励余热余压发电上网	发展改革委	

	政策		
14	加强节能减排 计量工作	质检总局	
15	调整钢铁产品 进出口税收政 策	财政部	发展改革 委、工业和 信息化部、 商务部、海 关总署、税 务总局、钢 铁工业协会
16	推进钢铁企业 兼并重组	工业和信息 化部	发展改革 委、财政部、 国土资源 部、国资委、 税务总局、 银监会、证 监会
17	促进钢铁企业 技术改造	发展改革委、 工业和信息 化部	
18	规范铁矿石流 通秩序	钢铁工业协 会、五矿进出 口商会	商务部、外 交部、发展 改革委、工 业和信息化 部
19	加大国内铁矿 资源勘探开发 力度	国土资源部	财政部
20	鼓励国内企业 到境外进行矿 山开发和钢厂 建设	发展改革委、 商务部	工业和信息 化部、人民 银行、国资 委
21	应对国际贸易 摩擦	商务部	发展改革 委、工业和 信息化部、 质检总局、 钢铁工业协 会

Several Opinions of General Office of the State Council on Further Strengthening Energy
Conservation and Reducing Discharge and Accelerating Industrial Structure Adjustment of Iron
and Steel Industry

Guo Ban Fa (2010) No.34

Each provinces, autonomous regions, municipalities directly under the central government, ministries of State Council and departments directly under the State Council:

To further implement the scientific concept of development, practice *Steel and Iron Industry Restructuring and Revitalisation Plan*, achieve the objective of energy conservation and reducing discharge of "11th Five-year", accelerate restructuring of the steel industry, now provide some opinions concerning works of energy conservation and reducing discharge and structure adjustment in steel industry with approval of the State Council as follows:

1. Understand the importance of strengthening energy conservation and reducing discharge and structure adjustment in steel industry fully

(A) Understand the situation, unity thought and enhancing understanding. Iron and steel industry is the pillar industry of national economy, which plays an important role in advancing the process of industrialization and urbanization and makes a positive contribution in responses to the challenges of the international financial crisis and promote economic and social development. Meanwhile, there is redundant construction, excess capacity, iron ore circulation out of order and increasing pressure on resources and environmental protection and other deep-seated contradictions and problems in the process of rapid development of the steel industry; we must take advantage of reversed transmission of the pressure for easing monetary condition because of changes of market, apply economic, technical, legal and necessary administrative measures comprehensive, strengthen energy conservation and reducing discharge practical, accelerate the pace of structural adjustment, and promote the iron and steel industry comprehensive, coordinated

and sustainable and healthy development.

The steel industry is the industry which has the most the potential in energy saving and reducing discharge and plays a decisive role in energy conservation and reducing discharge works. Strengthening energy conservation and structural adjustment is significant measure to change the development way of the steel industry, improve quality and efficiency of industrial development, and achieve sustainable development, effective way to adapt to major changes in the global supply and demand structure, reply to grim situation of increasing monopoly of world iron ore resource and enhance ability to withstand the international market risk, necessary requirement to restrain excessive growth of steel production capacity, promote the elimination of backward production capacity and conduct new industrialization with low consumption, low discharge, high efficiency and high throughput. All regions and departments should fully understand importance and urgency of promoting energy conservation and structure adjustment in the steel industry, further unify the thought, managed the relation of speed and efficiency, part and whole and current and long-term correctly, implement conscientiously relevant decision-making and policies of the Party Central Committee and the State Council and make great effort to organize and implement.

2. Insist on suppressing excessive growth of steel capacity

(B) Restrain blind investment and redundant construction in the steel industry practically. Regard restraining excessive growth of steel capacity as the most important task of putting energy conservation and reducing discharges into practice, not examine, approve and put any steel project expanding capacity on records before the end of 2011, unless projects which got the approval to carry out preliminary work from government. Combine controlling gross and optimizing layout, and promote the adjustment of steel industry layout.....

(C) Comply with steel project examination and the approval process strictly.

All new and reconstruction projects shall be examined and approved in accordance with laws and regulations strictly. Restrain from constructing unauthorized steel projects in the name of eliminating backward capacity resolutely, and deal with irregular construction strictly.....

3. Strive to eliminate backward capacity

(D) Improve exit mechanism of backward capacity. Give full play to basic role of market allocation of resources, manage tax collection strictly, clean up and correct the regional unauthorized preferential tax policies for steel enterprises, and strive to create market environment of fair competition and backward capacity exit. Improve and implement land use and different electrovalency policy, strive to implement different electrovalency, substantially increase the difference between the standard price of the fare increase, further raise price markup standard of different electrovalency and raise the cost of production of backward capacity.

(E) Strengthen organization and implementation of elimination of backward capacity. Each relevant department shall perform their respective responsibilities, work in close coordination, strengthen the supervision and inspection to various regions, and make great efforts to practice relevant policies. Each provinces, autonomous regions and municipalities directly under the central government shall make implementation plan and decompose to each city, county and specific enterprises in accordance with annual target of elimination of backward capacity provided by Ministry of Industry and Information Technology.....

4. Further strengthen energy conservation and reducing discharge

(F) Strive to promote energy saving and reducing discharge in iron and steel industry. Combine controlling gross, eliminating the backward and technical transformation to achieve energy saving and reducing discharge in the iron and steel industry.Further strengthen the work mechanism of environmental protection monitor, examination of reducing discharges, examination of clean production, supervision of the implementation of energy consumption quota standards, through strengthening environmental law enforcement supervision, assessment and other accountability mechanisms work to environmental admission, enforce and supervision, examination and accountability, and accelerate to promote heavy polluting enterprises out of the market.

(G) Adjust the import and export structure of steel products. Steel products import and export policy should be subject to and serve for domestic market demand and promote the overall objective of energy saving and reducing discharges, controlling gross, eliminating backward

capacity in iron and steel industry.

5. Speed up merger and restructuring of steel enterprises

(H) Clear and define the work objective of merger and restructuring of steel enterprises. In accordance with principles of market operation, equal consultation of enterprises and government guidance, support to carry out various types of steel enterprises mergers and acquisitions. Support the competitive large-scale steel enterprise groups to carry out cross-regional, cross-ownership mergers and acquisitions, encourage the people government of provinces, autonomous regions and municipalities directly under the central government continue to promote local steel enterprises mergers and acquisitions, and further enhance the concentration of steel industry in China.

(I) Promote to improve and implement the promotion of policy and measures of steel enterprise merger and restructuring. Strengthen support to mergers and acquisitions of enterprises at project approval, land supply, loans credit, capital market financing and management of state capital operation budget outlays and other aspects.

6. Make great efforts to implement technological innovation and update

(J) Support the steel industry doing technical innovation actively. Pay attention to play the role of scientific and technological support and sustain to increase investment for scientific research.

(K) Support developing technology update of the steel enterprises. Implement financial support policies actively, and encourage and guide steel enterprises to strengthen technology update. Effectively improve use efficiency of fund, focus on supporting key projects and enterprises which are significant for restructuring of the steel industry.

7. Standardize the order of iron ore circulation effectively

(K) Strengthen industry self-discipline, and standardize the order of iron ore imports. In the base of promoting steel industry restructuring, accelerating merger and reorganization and elimination of backward production capacity, and reducing the number of domestic steel enterprises significantly, further enhance the concentration of iron ore import business through self-regulation by the industry.

(L) Establish long-term stable iron ore import channels. Relevant industry associations and

commerce chambers shall enhance consultation with various types of steel production and trade enterprises, and establish and improve pricing mechanism of iron ore import. Relevant departments shall actively create conditions to support domestic users and foreign suppliers to strengthen coordination and cooperation, establish long-term stable and mutually beneficial relationship, and maintain reasonable prices of imported iron ore.

8. Promote exploration and development of domestic iron ore and implementation of "going out" strategy

(O) Strive to promote the exploration and development of domestic iron ore resources. Strengthen domestic iron ore resources exploration and increase its reserves. Study policies and measures to reduce burden on domestic iron ore production and mining enterprises, raise resource security of domestic iron ore.....Take advantage of existing support policies, and support for large-scale technology update and comprehensive utilization of resource.

(N) Further promote the "going out" strategy. Support steel enterprises to fully utilize the two markets and two kinds of resources, strengthen foreign investment and transnational operation, and deepen economic and technical cooperation.The Ministry of Commerce shall respond to foreign anti-dumping, countervailing and other trade remedy investigations of steel products originated in China in conjunction with relevant departments to chambers of commerce and business associations to actively, strengthen communication and cooperation with governments and industries, resolve trade frictions, and create a good international trade environment.

9. Strengthen organization and coordination of work

(M) Strengthen organization and coordination of work, and promote various sorts of work practicable. Energy conservation and reducing discharges of steel industry is an important and arduous task, we shall pay close attention to the implementation of various policy measures. All relevant departments shall strengthen communication and coordination, make great effort to energy conservation and reducing discharges of steel industry, overall planning and policy coordination of structural adjustment, and refine and implement the relevant policy measures. All regions shall strengthen organizational leadership; implement specific implementation plans and mating measures in accordance with local conditions.

Attachment: assignment chart of key works

General Office of the State Council

June 4, 2010