

实现特殊目标需要特殊措施
Special Measures for Implementing the
Energy Intensity Target

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十届四次全国人大会议批准的“十一五”规划纲要正式
将“十一五”期间单位**GDP**能耗比“十五” 期末降低
20%左右的目标列为约束性指标。

此举意义重大，但实现的难度也很大。必须采取更加
有力措施，才能顺利实现这一重要目标。

“11th Five-Year Plan”: 20% reduction in GDP
energy consumption per unit by 2010.

We must take more effective measures to
ensure the successful realization of this goal. 2

节能工作面临的问题 Challenges in Energy Conservation

- 一是促进节能的奖惩政策不严明，包括技术政策、财税政策和产业政策缺乏力度。
 - 二是节能新机制不完善，节能中介服务组织发育缓慢。
 - 三是推进节能工作的管理体制不健全，缺乏有力的协调机构和绩效考核体系。
 - 四是节能投入特别是节能研发投入严重不足。
 - 五是一些地方政府不重视。往往把GDP增长看成硬指标，把节能降耗看成软指标，各地“十一五”规划只有吉林等很少省区市的节能降耗目标高于全国。这些问题不尽快解决，全国节能目标是很难实现的。
- Inadequate rewards and punishments
 - Imperfect energy conservation mechanisms; slow development of energy conservation service industry
 - Imperfect management system lacking coordination for performance appraisal
 - Inadequate inputs
 - Local government indifference
 - "hard" (economic) vs. "soft" (environmental) targets

必须迅速采取更加有力措施

More Effective Measures Must Be Adopted Immediately

(一) 落实节能目标责任

将单位能耗降低20%左右的指标合理分解到各地区和重点耗能企业，明确目标要求。在落实目标过程中要考虑三个因素：一是要考虑区域发展差异的因素。二是新的可再生能源利用可不计入耗能计算，自2006年以后开发的可再生能源可不计入20%节能目标的计算，鼓励可再生能源的开发利用。三是发挥行政部门和行业协会的作用，按部门分解节能目标。

(I) Responsibilities for meeting energy conservation goals should be finalized

The 20% reduction target should be broken down among different areas and key energy consuming enterprises.

Three factors should be considered:

1. Differences in regional development.
2. The use of new renewable energy should be excluded from energy consumption totals. In order to encourage the exploitation and utilization of renewables, the renewable energy utilized in 2006 should not be considered within the 20% reduction goal.
3. Administrative departments and industry associations should play a role in breaking down the energy conservation goals among different sectors.

(二) 制定节约经济政策 (II) Make economic polices

发挥政府推动节能的重要推动作用，着力用经济手段推动节能工作。抓紧制定有利于节能的财税、信贷、价格等政策措施。中央有关部委在近期各推出1-2个重要政策，推动节能目标迈出最为关键的第一步。例如建设部的“建筑节能管理条例”“建筑采暖收费体制改革”，交通部的“交通节能管理条例”，财政部“高效节能设备税收优惠政策”，燃油税”等等。各省市厅局相应在近期内出台1-2个重要实施条例。

We need to:

- Make full use of the government in promoting energy conservation, and put greater emphasis on economic means to promoting energy conservation work.
- Create polices and measures that are beneficial to energy conservation in such fields as fiscal tax, and credit and price.
- Related ministries of the central government should publicize 1-2 important policies; this is the first crucial step to promoting the energy conservation goal.
 - E.g., the Ministry of Construction’s “Building Energy Conservation Management Regulations”, “Transformation in Building Heating Charging System,” the Ministry of Communications’ “Transportation Energy Conservation Management Regulations”, the Ministry of Finance’s “Preferential Tax Policies for Efficient Energy Conservation Equipment” and “Fuel Tax”.
- Departments and bureaus of all provinces and cities should create 1-2 important implementation regulations in the near future, corresponding to the central government’s

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(三) 完善节能法律法规和技术政策 (III) Improve Energy Conservation Laws, Regulations, and Technology Policies

《能源法》是能源上位大法，目前已被列入立法程序，应加快立法进度。同时，尽快修改完善《节能法》、《电力法》等法律法规，将《石油天然气法》列入立法程序。加快制定和完善分行业分产品的节能标准、标识。加大节能技术政策和节能标准的实施力度。

- Speed up the formulation of the “Energy Law”
- Relevant laws and regulations (“Energy Conservation Law”, and “Electric Power Law”) should be amended and improved soon, and the “Petroleum and Natural Gas Law” should be included in the legislative procedure.
- The standards and labeling of energy conservation by industries and products should be formulated and improved.
- Greater effort should be made to enforce energy conservation technology policies and energy conservation standards.

(四) 抓好重点节能环节

(IV) Emphasize key links in energy conservation

着力抓好高耗能行业、1000家重点企业和重点产品的节能降耗工作。重视建筑业和交通运输业等新兴能源消费领域的节能。发挥政府节能示范作用，2007年底尽量将中央机关和各市、省政府大楼节能改造完，以达到带头示范作用。对2006年底达不到节能目标的主要高耗能企业和大型公共建筑（饭店、写字楼等），推行和实施定额制管理，超额能源按高价购买。

- **Positive results must be achieved in energy conservation and consumption reduction in high energy consuming industries, the top 1000 enterprises, and key products.**
- **Close attention should be paid to energy conservation in emerging fields like the buildings and transportation industries.**
- **Government should play an exemplary role in energy conservation, and should complete energy conservation transformation of government office buildings in cities, provinces, and the central authorities by the end of 2007.**
- **For key energy consuming enterprises and large public buildings (restaurants, office buildings, etc.) that cannot comply with energy conservation goals at the end of 2006, quota management should be introduced and implemented with the extra energy purchased at higher prices**

(五) 增加节能投入

(V) Increase energy conservation input

将投资冲动和资源转向节能、可再生能源和环保，各级政府都应设立节能专项资金，增大节能投入，加大节能科技开发、新项目推广、节能项目贴息贷款的支持力度。设立企业节能专项费用，允许企业按销售收入的一定比例提取，并计入成本，专款专用。金融机构也应当采取有效措施，切实加大对节能项目的信贷支持力度，满足节能资金需求。

It is imperative to turn investment and assets towards energy conservation, renewable energy and environmental protection.

All levels of government should:

- **set aside special funds and increase energy conservation input, and intensify support for energy conservation technology development, the promotion of new projects, and discount loans for energy conservation projects**
- **set up special energy conservation funds for enterprises, allowing them to draw up to a certain percentage of sales income which can be accounted for as costs, i.e. special funds for special purposes**
- **Financial institutions should also take effective measures to strengthen credit support for energy conservation projects to meet the energy conservation's demand for funds.**

(六) 强化节能机制推广

(VI) Enhance the promotion of energy conservation mechanisms

重点是推广节能信息传播机制, 促进节能新技术、新经验、新工艺、新设备的推广应用; 推广合同能源管理, 促进节能产业化发展; 广泛采用电力需求侧管理, 引导电力用户自觉节约用电。加强节能服务体系建设。电网公司和各地节能协会成立独立的节能服务公司。仅节电就有3000亿元的市场, 节能公司要依靠市场运作, 政府在公司成立初期可通过税收手段予以扶持。

Focus on promoting energy-saving mechanisms through the following:

- Information dissemination.
- The popularization and application of new energy conservation technologies, new experiences, new processes, and new equipment.
- Promoting energy conservation performance contracting and the development of energy service industry.
- Making widespread use of demand side management of electricity to guide users to economize electricity consumption and conservation.

Building energy conservation service system should be intensified. To do so:

- Electric network companies and local energy conservation associations should set up independent energy conservation service companies.
- Energy conservation companies should rely on market operations (electricity conservation is a 30 billion RMB market), with which the government can help by means of tax support when companies are initially established.

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(七) 加快推进结构调整和增长方式转变

(VII) Accelerate structural adjustment and transform the growth pattern

这是根本的节能途径。要大力调整产业结构、产品结构、技术结构和企业组织结构, 鼓励企业使用节能设备, 大力发展附加值高、能耗低、污染少的新兴产业, 改造和提升传统产业, 提高服务业比重, 加快经济结构由高耗低效向低耗高效型转变。

This is the fundamental approach of energy conservation.

We should:

- Intensively adjust industrial, product and technological structure, and organizational structure.
- Encourage enterprises to use energy-saving equipment.
- Vigorously develop emerging industries with high added value, lower energy consumption, and less pollution to transform and upgrade traditional industries.
- Increase the proportion of the service sector.
- Accelerate the transformation of economic structure from high energy consumption and inefficiency to the low consumption and high efficiency model.

(八) 建立节能绩效考核制度

(VIII) Establish an energy conservation performance appraisal system

加强节能统计、节能绩效评估和节能工作考评，建立严格的节能考核制度，认真考评各项节能工作完成情况，健全绩效奖惩机制。一是各地成立有权威的节能监察中心，由政府授权行使政府市场监管职责，解决人力和资源不足的问题。二是中央向各省市，各省市向地、市，地市向县层层派员督导，并担负问责制。

We should strengthen energy conservation statistics and performance assessment, evaluate energy conservation efforts, establish a strict energy-saving appraisal system to evaluate the completion of each energy conservation task, and improve rewards and punishments principles.

- 1. All jurisdictions should set up authoritative supervisory centers, authorized by the government to make use of governmental regulatory functions to overcome insufficient manpower and resources.**
- 2. The central government should send supervisory staff to provinces, municipalities, localities and, counties, to improve accountability.**

(九) 加强节能组织领导

(IX) Enhance organization and leadership of energy conservation

尽快建立和完善新的节能组织体系和工作体系。一是中央恢复节能办公会议，并将其扩大为节能环保土地利用办公会议，协调和领导各部门完成三大限制性目标。二是省市成立节能环保土地利用办公室，协调各部门工作。三是建议抓紧建立强有力的节能监管体制和工作机制，研究设立负责节能专门机构。四是中央党校和国务院行政学院直接培训县级一、二把手，2007年轮训完毕。

We should establish and perfect a new energy conservation organizational system and working system.

- 1. The central authorities should restore and expand the energy conservation working conference to discuss energy-savings, environmentally friendly action and land use, coordinating and leading different departments to meet the three major binding targets.**
- 2. Provinces and municipalities should set up energy-saving and environmentally-friendly land use offices to coordinate the work of the various departments.**
- 3. A strong energy conservation regulatory system and working mechanism should be established, with specialized agencies responsible for energy conservation.**
- 4. The Central Party School and the State Council Administrative College should directly train the officials ranking first and second at the county-level, and the training round should be completed by 2007.**