



# 通过“供给侧改革”完成钢铁去产能目标

**Complete the Iron and Steel Capacity Reduction Goal  
through Supply-side Reform**

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# 一、“十二五”期间钢铁行业基本情况及“十三五”预测

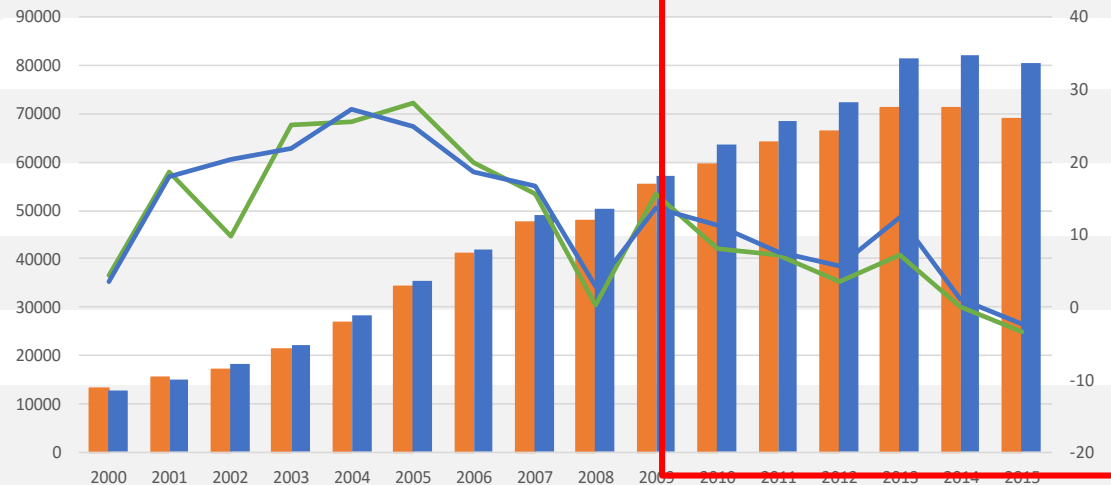


## 1. The 12th FYP Review and the 13th FYP Prediction of China Iron and Steel Sector

### 中国生铁、粗钢产量及增长率

China Pig Iron and Crude Steel Production and the Growth Rate

产量 Production      生铁 Pig Iron      粗钢 Crude Steel  
增长率 Growth Rate      生铁 Pig Iron      粗钢 Crude Steel



### 产量 Production

粗钢产量由2010年的63722.99万吨增长至80383万吨，**年均增长4.76%**；

Crude Steel: Rose from 637Mts in 2010 to 803.8Mts in 2015, rose by 4.76% pre year.

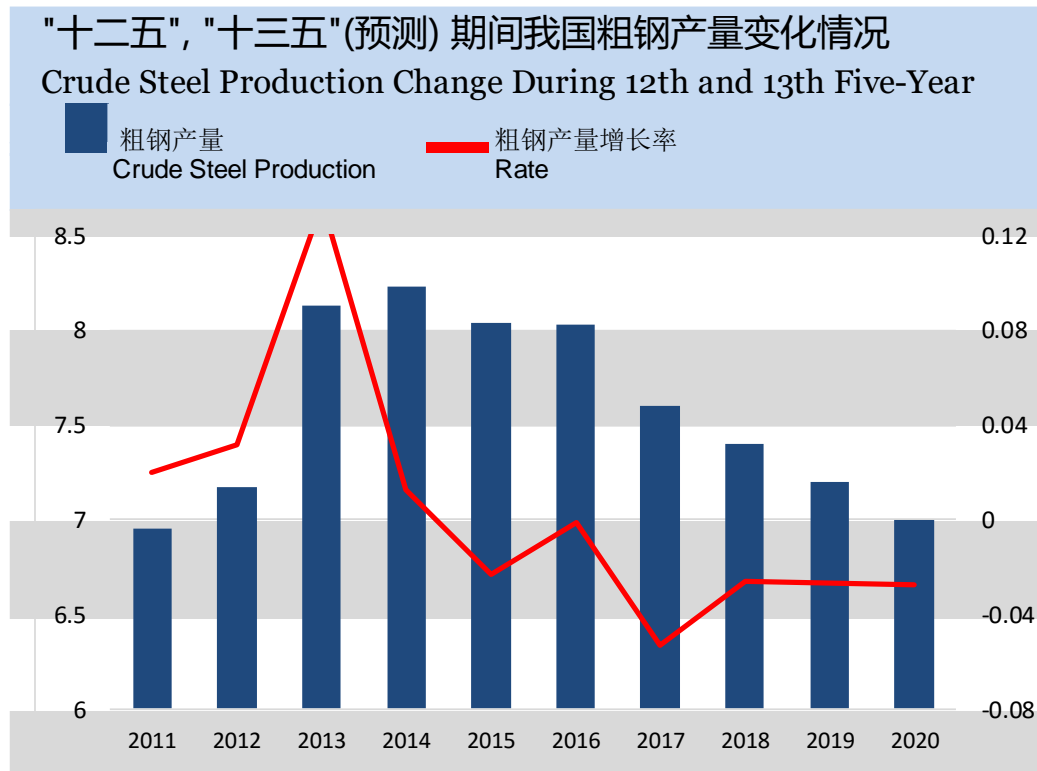
生铁产量由2010年的59733.34万吨增长至69141万吨，**年均增长2.97%**；

Pig iron: Rose from 597Mts in 2010 to 691.4Mts in 2015, rose by 2.97% pre year.

# 一、“十二五”期间钢铁行业基本情况及“十三五”预测



## 1. The 12th FYP Review and the 13th FYP Prediction of China Iron and Steel Sector



- 根据课题组预测，“十三五”期间，我国粗钢产量将步入弧顶下行期，呈波动缓降趋势，通过多种预测方法，2020年粗钢产量降至7.0-7.5亿吨，
- During the 13th Five-Year, the production output of crude steel come to the peak-stage. By using four analyzing approaches , the research group forecast the crude steel production will decrease to 700Mts-750Mts in 2020.

# “十二五”期间，行业节能水平显著提高



Energy conservation and emission reduction level has been improved significantly during the 12<sup>th</sup> Five-Year

- “十二五”期间，重点统计钢铁企业节能工作取得了很大成绩，钢铁行业吨钢综合能耗及各工序能耗显著下降；
- During the 12<sup>th</sup> Five-Year, the comprehensive energy consumption of the iron and steel sector kept decreasing;
- 2015年，重点统计钢铁企业吨钢综合能耗比上年降低2.2%，较2010年下降5.48%。
- In 2015, The average comprehensive energy consumption per ton of steel reduced by 5.48% compare to 2010.
- “十二五”期间，重点统计钢铁企业吨钢综合能耗年均降低1.12%。
- During the 12th Five-Year, the comprehensive energy consumption per ton of steel for CISA members dropped by 1.12% per year.

## 重点统计钢铁企业能耗指标较上年变化情况

The comprehensive energy consumption per ton of steel for CISA Member Comp.s

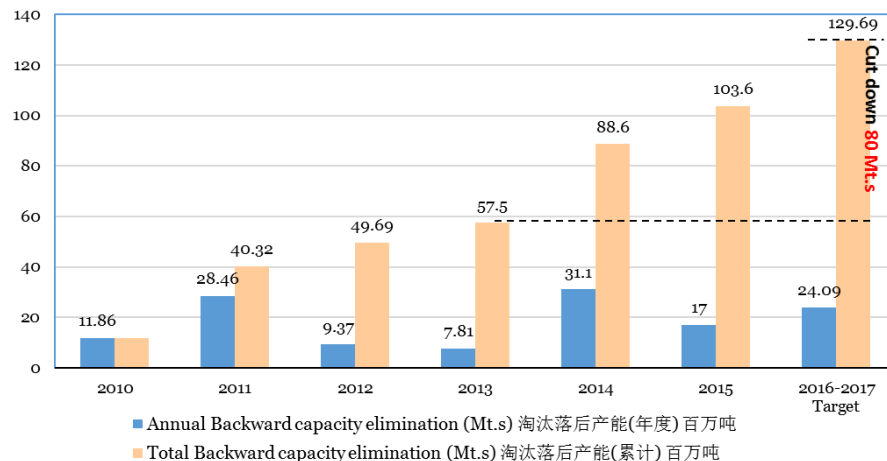
指标名称	计算单位	2015	2014	2013	2012	2011
<b>一、综合能耗指标 Comprehensive energy consumption</b>						
吨钢综合能耗	%	-2.2	-1.22	-1.96	0.63	-0.83
Comprehensive energy consumption per ton of steel						
吨钢耗电	%	1.55	-0.57	-1.36		
Power consumption per ton of steel						
<b>二、工序能耗指标 Process energy consumption</b>						
烧结工序能耗	%	-3.48	-2.16	-0.87	-7.21	3.21
Sintering						
球团工序能耗	%	0.58	-3.44	-1.28	-1.03	6.47
Pelletizing						
焦化工序能耗	%	1.54	-1.72	-4.98	-1.45	0.72
Coking						
炼铁工序能耗	%	-2.03	-0.66	-1.13	-0.39	-0.9
Iron Making						
转炉工序能耗	%	-11.65	-9.99	-7.33	-6.16	-3.21
Steel Making (BC)						
电炉工序能耗	%	0.88	-4.4	-7.53	-3.03	-6.73
Steel Making (EA)						
钢加工工序能耗	%	-2.06	-0.24	-2.24	-0.34	-1.23
Forming						

**“十二五”期间，淘汰落后成果显著** Eliminating backward capacity has got remarkable result during the 12<sup>th</sup> Five-Year

### 3. 淘汰落后 Eliminating backward capacity

- 2011年至2014年，累计淘汰落后炼钢产能7700万吨、提前一年完成“十二五”淘汰任务。
- 2011-2014, iron and steel sector has already eliminated backward steel making capacity for 77 Mt.s
- 2015年，在此基础之上，淘汰落后炼钢产能1700万吨。炼铁产能1500万吨
- In 2015: 15 Mt.s for iron and 17Mt.s for steel

Backward capacity elimination progress of China iron and steel industry 2010-2017 我国淘汰落后产能情况及目标



### “十二五”期间，多项钢铁行业相关法律、法规、标准出台

During the 12<sup>th</sup> Five-Year, numbers of Law, standard, and policies that related to iron and steel sector were made, revised and introduced.

《钢铁行业污染物排放新标准》

Emission Standards of Air Pollutants for Iron and Steel Industry -2012

《新环境保护法》

Environmental Protection Law

《大气污染防治行动计划》

Air Pollution Prevention and Control Action Plan

《水污染防治行动计划》

Water Pollution Prevention and Control Action Plan

# 钢铁工业“十三五”期间面临形势及挑战



Situation and challenge of the iron and steel sector in the 13<sup>th</sup> “Five-year”

## 1. 钢铁需求难有大幅提升，产量进入峰值平台期

**Steel demand is difficult to improve, and crude steel output come into the peak period.**

## 2. 钢铁过剩产能过剩，化解任务艰巨

**“Address overcapacity” will be “arduous tasks” during the 13<sup>th</sup> Five-year Period**

2016年化解过剩产能任务目标有望超额完成，钢协会会员单位贡献显著。但是随着价格的回升，停工停产企业数量减少，尤其一些非规范企业受利益驱动继续生产甚至增产，对于钢铁行业转型升级不利；而且中央奖补政策实行早退多奖，客观上奖补激励效应逐步减弱，债务处理需要政策支持，明年化解过剩产能工作难度将进一步加大。明后年化解过剩产能任务将非常艰巨。

## 3. 资源环境约束增强

**Resources and environmental constraint will intensified**

社会发展与生态文明建设对钢铁工业节能减排、提升质量将提出更新要求。特别是京津冀、长三角等钢铁产能集聚区，环境承载能力已达到极限，绿色可持续发展刻不容缓。



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## 二、通过“供给侧改革”实现钢铁行业化解过剩产能目标



### 2. Complete Overcapacity Reduction Goal through Supply-side Reform Policy

供给侧改革，全称供给侧结构性改革，就是从提高供给质量出发，用改革的办法推进结构调整，矫正要素配置扭曲，扩大有效供给，提高供给结构对需求变化的适应性和灵活性，提高全要素生产率，更好满足广大人民群众的需要，促进经济社会持续健康发展。

供给侧结构性改革的根本目的是：提高社会生产力水平，落实好以人民为中心的发展思想。要在适度扩大总需求的同时，去产能、去库存、去杠杆、降成本、补短板，从生产领域加强优质供给，减少无效供给，扩大有效供给，提高供给结构适应性和灵活性，提高全要素生产率，使供给体系更好适应需求结构变化。 *While expanding demand moderately, adjust the system of supply-side with address overcapacity, reduce inventory, deleverage, lower costs, and bolster areas of weakness approaches to enhance quality supply, reduce ineffective supply and increase effective supply in product field; and improve the adaptability and flexibility of the supply-side structure, enhance the efficiency of all contributing factors, make the supply systems better adapted to the changes of demand structural.*

供给侧改革实质上就是改革政府公共政策的供给方式，也就是改革公共政策的产生、输出、执行以及修正和调整方式，更好地与市场导向相协调，充分发挥市场在配置资源中的决定性作用。说到底，供给侧改革，就是按照市场导向的要求来规范政府的权力。离开市场在配置资源中的决定性作用谈供给侧改革，以有形之手抑制无形之手，不仅不会有助于经济结构调整和产业结构调整，也会损害已有的市场化改革成果。这要求政府在公共政策的制定和执行上，多方面降低对中国经济的供给约束，使产业、企业的自然活力非受限于作为公共政策供给方的政府约束。

# “去产能”对钢铁行业煤炭总量控制的影响



## Influence of “Address Overcapacity” on Coal Consumption Control in Iron and Steel Sector

### “去产能” 与煤控 “Address Overcapacity” & Coal Control

“去产能”进程中，一方面可以用严格的绿色指标作为界定淘汰落后的标准，淘汰能耗高、污染大的落后产能，使行业整体设备能效水平提高，单位各工序产品煤炭消耗水平和电力消耗水平降低。

*It is able to strict the eliminating backward standard by green credentials to eliminate backward capacity with high energy consumption and serious pollution. And the overall energy efficiency level and unit process coal and energy consumption level will be increased.*

通过化解过剩产能、推进企业兼并重组，使产业集中度水平提高，有利于企业加强能源管理，通过建立能源管理中心和运用两化融合等手段降低能源消耗。

*By dissolving overcapacity, the merger and acquisition of the enterprises will be promoted, and the industrial concentration ratio will also improve. It is beneficial for the large-scale enterprise to intensify energy management to decrease total energy consumption.*

## 二、通过“供给侧改革”实现钢铁行业化解过剩产能目标



### 2. Complete Overcapacity Reduction Goal through Supply-side Reform Policy

#### 《关于钢铁行业化解过剩产能实现脱困发展的意见》

(国发[2016]6号)

- 在近年来淘汰落后钢铁产能的基础上，从2016年开始，用5年时间，再压减粗钢产能1亿-1.5亿吨，实现行业兼并重组取得实质性进展，产业结构得到优化，资源利用效率明显提高，产能利用率趋于合理，产品质量和高端产品供给能力显著提升，企业经济效益好转，市场预期明显向好。
- **Cut steel production capacity by 100 million tonnes to 150 million tonnes over the next five years**

**(1) 建立部际联席会议制度 Establish the ministerial joint conference system**

**(2) 制定八个专项配套政策 Design eight special supporting policies**

**(3) 落实确定各地化解过剩产能实施方案 Identify resolving overcapacity implementation programme of every related provinces.**

**(4) 2016年度中央奖补资金已拨付到位 The special funds for award and subsidy of 2016 had been allocated**

- 钢铁行业化解过剩产能工作高效稳步推进，已进入全面实施阶段。
- The iron and steel capacity reducing work has entered the implementation stage.

# 2016年化解钢铁过剩产能进展情况



## Overcapacity Reduction Progress of Iron and Steel Sector in 2016

最新公布数据显示，9月底钢铁化解过剩产能已经完成80%以上，今年有望**超额完成**。

The goal of 2016 has completed more than 80% up to the end of September.

**部分地区和中央企业已经提前完成全年任务**。自2016年5月份签订目标责任书以来，各地认真布置，抓紧落实，工作成效显著。 Several provinces and central enterprises have fulfilled the annual task ahead of schedule.

**充分发挥政策激励效应**。去产能专项奖补资金下达到地方和企业，。

**开展淘汰落后、违法违规建设项目清理和联合执法三个专项行动**。加强专项执法检查，发现并查处了一批违法违规和不达标企业，倒逼部分落后产能加快退出。 Carry out three specific actions: eliminating backward, cleaning up illegal project and joint enforcement.

**10个督察组分赴地方开展督查落实进展**。督查与调查研究、发现典型相结合，及时帮助地方和企业解决实际困难，有针对性地提出整改要求并监督落实，加快去产能步伐。 Ten inspectorate teams went to different provinces to implement the progress.

# 主要去产能措施：



## Main Measures for Iron and Steel Overcapacity Reduction by Local Governments

**严禁新增钢铁产能,多渠道化解过剩产能；** *No new steel capacity will be licensed, and overcapacity will be reduced through various approaches*

**依据安全、能耗、环保、质量、技术等标准依法依规淘汰落后产能；** *outdated capacity will be closed through the strength standards for safety, energy consumption, environmental protection, quality, technology*

**引导企业主动压减过剩产能；** *encourage enterprises to cut capacity proactively— especially "zombie" companies*

- 对停产半停产、长期亏损、资金链断裂、扭亏无望的企业，作为退出重点，实施整体退出。

**推动企业兼并重组；** *promote the merger and reorganizations of the enterprises*

- 如两大央企宝钢和武钢的战略重组；山西将兼并重组作为化解过剩钢铁产能的重点；河北预计将企业数量从109家缩减到60家等。

**加强国际合作，转移一部分优势产能；** *strengthen the international cooperation, transfer some advantaged capacity*

**推进企业转型发展，谋求多元化发展；** *enlarge business scope, implement diversify development*

**省内产业结构调整，钢铁企业重新布局，做好减量、环保搬迁工作** *rewiring local capacities of the province*

**做好职工安置工作** *resettlement of the unemployed should be the top priority of the enterprises*



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# 三、钢铁行业“去产能”过程中面临的主要问题与对策



## 3. Problems and Solutions during “Address Overcapacity” process in Iron and Steel Sector

### 化解过剩产能过程中面临的问题及障碍

- 化解产能过剩，当务之急是斩钉截铁处置“僵尸企业”
- Priority: cut “zombie” companies”
- 化解过剩产能涉及产能1.4亿吨，钢企员工50万人
- Involved: 140 Mts, 0.5 million people

#### 1) 资产变现困难，债务处置难度大 *The difficulty of liquidity and debt disposition*

- 企业选择市场化退出后，设备价值无法全部收回；据测算吨钢投资超过2000元，压减产能将造成大量的设备资产损失；
- 僵尸企业负债数额比较大，包括银行债务、企业债券、欠付材料、设备款、职工欠发工资、养老保险等，处理难度大；

#### 2) 企业职工安置难度大，稳定压力大 *The difficulty of unemployed resettlement and social stability*

- 涉及人员多，安置职工约50万人。靠企业自身力量难以解决职工安置，产业接续不到位则将影响区域经济发展与社会稳定。
- 受职工年龄和技能限制，钢企职工再就业难度较大

#### 3) 剥离企业办社会和解决历史遗留问题的难度大 *The difficulty to resolve history issues*

- “三供一业” “企业办社会” 问题

#### 4) 非市场因素干扰，部分地方去产能缺乏动力 *Lack of motivation in some region due to non-market factors*

#### 5) 钢价回升，部分非会员企业出现产量扩张 *Some non-member companies of CISA expand production*

#### 6) 去产能督查中发现的实际问题 *Some practical problems found in the inspection*

- 各地区在去产能执行中也存在诸多问题，如任务分解过于简单，简单地把产量产能等同化等。

# 三、钢铁行业“去产能”过程中面临的主要问题与对策



## 3. Problems and Solutions during “Address Overcapacity” process in Iron and Steel Sector

有效化解过剩产能，应当同时发挥政府和市场的作用，以满足需求端消费为导向，支持扭亏无望、产品附加值低、节能环保水平低的钢铁企业有序退出，淘汰落后产能，优化资源配置，提高有效供给和全要素生产率，最终实现结构合理、产品优质、行业健康、企业优秀的目标。

### 1) 科学调控总量 *Regulate total capacity scientifically*

- 研究控制总量的长效机制，坚决把不经济的产量、低附加值的产量压减下来。
- 加大对违法违规钢铁企业的查处力度，依法依规整顿生产秩序。

### 2) 优化产业结构 *Optimize industrial structure*

### 3) 深化钢企改革 *Deepen the reform of iron and steel enterprises*

- 一是加快分离企业办社会职能，解决破产遗留问题，切实减轻企业负担，缓解企业安置职工压力；
- 二是积极推进发展混合所有制经济，实施股权多元化改造，引入战略投资者，通过内涵式发展提升企业价值创造能力和盈利水平。

### 4) 发挥政府引导和保障职能，形成部门政策联动 *Display the guiding and protecting functions of the government, and form the joint policies system*

### 5) 弥合产业断层 *Bridging the industrial gap in specific region*

- 资源主导型城市应结合自身优势发展接续产业，通过鼓励双创、加快发展现代服务业等措施，立足区位优势，创新经济格局，实现地方的可持续发展。





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**四、钢铁行业“十三五”期间节能控煤保障措施**

**4. Energy-saving and Coal Control Policy Measures of the Iron and Steel Sector during the 13<sup>th</sup> FYP**

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## 四、钢铁行业“十三五”期间节能控煤保障措施



### 4. Energy-saving and Coal Control Policy Measures of the Iron and Steel Sector during the

13th FYP

#### 一、继续加大去产能力度，提出研究市场化的办法推进控产量的政策建议

*Enhance overcapacity reduction strength, and use market-oriented means to control production*

• “十三五”中国钢材生产消费将步入峰值弧顶下行期，呈波动缓降趋势，有利于煤炭消费总量的下降。

#### 二、创造公平的绿色发展环境 *Create a fair environment for green development*

• 企业环保运行成本差异大，环保先进企业运行成本可达吨钢150元，环保不规范的企业吨钢环保运行成本较低，造成劣币驱逐良币。统一环境执法尺度，营造公平公正的绿色发展环境。

#### 三、惩戒偷税漏税生产假冒伪劣钢材，提高钢铁企业守法诚信 *Punish illegal behavior such as tax*

*evasion, fake and shoddy steel production* 建议对伪劣钢材生产企业整治、钢材生产加工领域、流通领域钢材质量监管、建筑工地建筑钢材使用和生产假冒伪劣钢材企业偷税等方面情况开展进行专项督查。

#### 四、加强废钢管理和利用 *Strengthen the management and utilization of scrap steel*

• 促使社会废钢形成回收—分类—加工配送—利用的完整体系：  
• 加强废钢利用，引导社会废钢流向规范的钢铁企业，避免流向中频炉等炼钢企业。

#### 五、研发推广节煤减排技术，提高能效水平 *Research, development and promote coal saving and*

*emission reduction technologies, and improve energy efficiency* 重点推广高温高压干熄焦、高温高压发电、烧结余热回收成熟等技术，提高利用效率和普及率。继续完善亟待解决的关键环节技术，如冶金渣显热回收、转炉煤气全余热回收、焦炉荒煤气显热回收等技术，成熟后逐步推广应用。



汇报结束，谢谢！

**The END**

**Thanks!**