

Circular of the State Council on Accelerating the Restructuring of the Sectors with Production Capacity Redundancy

(No. 11 (2006) of the State Council)

The people's governments of all provinces, autonomous regions and municipalities directly under the Central Government as well as all the ministries and commissions of the State Council and the institutions directly under the State Council:

It is a major and difficult task in the "11th Five-Year Plan" period to promote the strategic restructuring of the economy as well as to elevate the international competitiveness of all sectors. At the present time, some sectors make such blind investment and inefficient expansion that they have incurred production capacity redundancy, which has turned into a predominant problem in the economy. If not solved in a timely manner, the problem may further aggravate the conflict lying in the irrational industrial structure and thus impede a sustainable, fast, balanced and sound development of the economy. In order to accelerate the restructuring in those sectors with production capacity redundancy, we hereby notify the relevant issues as follows:

I. The Importance and Urgency of Accelerating the Restructuring of the Sectors with Production Capacity Redundancy

In recent years, the incessant upgrading of the consumption structure as well as the acceleration of the industrialization and urbanization process have motivated a fast growth of such sectors as iron & steel, cement, electrolytic aluminum and automobiles. Due to the extensive growth pattern of our economy, imperfect institution and mechanism, such problems as blind investment and low-quality expansion have arisen in the fast development of the foregoing sectors. In 2004, the state adopted, in a timely manner, a series of macro control measures so that the blind expansion in some sectors has been preliminarily cracked down upon, the over-increase of investment has shrunk and the relevant goals regarding the acquisition, restructuring, close-down and bankruptcy of enterprises as well as the elimination of outdated production capacities thereof have been fulfilled.

However, in view of the whole situation, the problem of production capacity redundancy in some sectors as incurred from an over-investment has not been solved in the root. There is an obvious redundancy in the production capacity of such sectors as iron & steel, electrolytic aluminum, calcium carbide, ferroalloy, coke and automobiles. As to such sectors as cement, coal, power and textile, although their production and demand could, for the time being, strike a balance, their ongoing construction scale is so large that a problem of production capacity redundancy potentially lies ahead. Under such circumstances, some regions and

enterprises still keep on initiating new projects in the foregoing sectors, which will definitely further aggravate the conflict of the production capacity overwhelming the demand. Furthermore, except for the gross redundancy in such sectors, there exist other serious problems regarding irrational enterprise organizational structure, industrial technical structure and product structure. At the present time, the unfavorable aftermaths, as incurred from the production capacity redundancy of some sectors, have visualized in such forms as down-fall of product prices, increase of inventory, decrease of enterprise profit margin and increase of losses. If such situation is let go at random, the conflict rooting in the binding force of resource scarcity will pop up further, the issue of structural imbalance will be worsen off, there will witness an obvious increase in enterprise bankruptcy as well as in unemployment. So we should resolutely make efforts to solve all the problems. We should hold an overall picture that, to accelerate the restructuring of those sectors with production capacity redundancy, is not only an objective requirement to consolidate and advance the achievement in macro control but also an important and difficult task in this regard as well as is not only an urgent requirement to effectively direct the economic and societal development onto a track of scientific development but also an important measure to maintain a favorable current momentum of stable and comparatively fast economic growth on a continual basis.

Though the production capacity redundancy in some sectors has incurred a negative impact on the economic and social development, it, at the same time, provides an opportunity to promote the restructuring. Only under such condition that the market supply overwhelms the market demand, and that the market competition is consequently heated may the enterprises be willing to or rather be compelled to adjust their structure and eliminate their outdated production capacity. The state has, in the process of carrying out the macro control, accumulated the relevant experience to coordinate the industrial policies with other economic policies so as to form comparatively standardized rules for market access, which provide definite institutional standards and means to promote the industrial restructuring and eliminate the outdated production capacity. All regions and relevant departments shall further build up and carry into effect the scientific development concept, further advance their understanding in the necessity and urgency of an overall and sound development as well as transition of economic growth pattern, intensify their prospective insight, avoid any blindness, elevate their initiation and self-consciousness, exploit a given situation for all possible favorable factors for development and turn harm to good so as to accelerate the restructuring of the sectors with production capacity redundancy.

## II. Overall Requirements and Principles to Promote the Restructuring of the Sectors with Production Capacity Redundancy

The overall requirements to accelerate the restructuring of the sectors with

production capacity redundancy are: We should, under the guidance of the scientific development concept and on the basis of the market mechanism, exploit a given situation for all possible favorable factors for development, control the increased capacity, optimize the structure, give treatment on a case-by-case basis, support the superior and eliminate the inferior so as to step forward substantially in the current year and achieve effective outcomes though years of efforts. The following principles shall be upheld in the specific work:

(1) We should give full play to the fundamental role of the market in allocating resources. We should, based on the market orientation, utilize the restrictions on the market and resources to intensify the reversed transmission of the pressure for easing monetary condition so as to promote the gross balance and structural optimism. We should adjust and rationalize the prices of resource products so as to better exert the function of the price leverage in adjustment and thus promote enterprises' independent innovation and structural adjustment.

(2) We should employ the economic and legal means as well as necessary administrative means in a comprehensive manner. We should intensify the guidance by industrial policies, support by credit policies, adjustment by the policies for finance and taxes so as to promote the industrial restructuring. We should elevate and strictly implement the relevant standards for market access regarding environmental protection, security, techniques, land and comprehensive utilization of resources so as to direct the orientation of market investment. We should improve and strictly implement the relevant laws and regulations and regulate the acts of both enterprises and the government.

(3) We should insist on giving treatment on a case-by-case basis and promote the support for the superior and elimination of the inferior. We should, according to the specific situation in an industry, region or enterprise, offer classified guidance as well as relevant protection and restriction. We should insist on the combination of supporting the superior and eliminating the inferior, the combination of upgrading and restructuring and eliminating the fall-behind as well as the combination of acquisition and reorganization and close-down and bankruptcy. We should utilize and digest the present production capacity in a reasonable manner and further optimize the structure and allocation of enterprises.

(4) We should improve institution safeguard that ensures a continuous restructuring. We should combine the current issues with long-term issues, accelerate the progress of reform, eliminate the obstacles in institution or mechanism on the way of restructuring, and promote the restructuring in the sectors with production capacity redundancy in an orderly manner so as to promote a continuous, fast and sound development of the economy.

### III. Key Measures for Promoting the Restructuring in the Sectors of Production Capacity Redundancy

The key to promote the restructuring in the sectors with production capacity redundancy is to give full play to the fundamental role of the market in allocating resources and fully exert the market strength to promote the competition as well as the survival of the fittest. The people's governments at all levels shall, in the process of restructuring, play the role of not only regulating the market order by way of further promoting the reform so as to create the relevant conditions to exert the function of the market mechanism but also employing the relevant economic, legal and necessary administrative means in a comprehensive manner to intensify the guidance and make positive promotion. In 2006, we should, by means of restructuring, reform and elimination through selection, accelerate the restructuring progress in the sectors with production capacity redundancy.

(1) We should effectively prevent any rebound of the fixed-asset investment, which is a key prerequisite to promote smoothly the restructuring in the sector with production capacity redundancy. In case the investment is inflated again, the fall-behind production capacity will be like dying embers that flare up. And consequently the conflict as incurred by the gross redundancy and unreasonable structure will be more and more thorny rather than be solved. We should continue carrying into effect the policies of the Central Government for macro control and strictly keeping watch on the strokes of land and credit, strictly control the investment scale of fixed assets so as to create the necessary prerequisites of and a favorable environment for the restructuring in the sectors with production capacity redundancy.

(2) We should strictly control those newly initiated projects. We should, according to the relevant laws and regulations, formulate more strict standards regarding environment, security, energy consumption, water consumption, comprehensive utilization of resources as well as quality, techniques and scale and elevate the threshold for access. We should give different treatments to projects under construction and those under the planning of construction and continue the relevant straightening-out and rectification. As to any project that fails to meet the relevant requirements of the state for market access regarding the relevant planning, industrial policies, policies for land supply, environmental protection and work safety, the construction thereof shall be stopped according to law. In the case of refusal to implement any relevant order, we should employ the relevant economic, legal means as well as necessary administrative means to settle it and investigate the liabilities of relevant personnel. As is the general principle, we should not grant any approval for the establishment of a new steel plant and shall carry out strict examination and approval on a project involving the relocation of a steel plant or involving the elimination through selection on

outdated production capacity of a steel plant. We should elevate the standards for well-sizes in coal exploration and clarify the resource recovery rate as well as the requirements for work safety. As for a newly established automobiles & complete vehicle production enterprise as well as any investment project involving the production of trans-category products by a current enterprise, both the requirements of the industrial policies and the requirements for independent brand and independent development of products shall be satisfied. Where any current enterprise establishes a factory in a different place, its production and sales volume shall be over 80% of the approved production capacity, as is a requirement. We should elevate our efficiency in utilizing foreign investment and prohibit the access of any foreign investment with poor techniques and security, high energy-consumption and heavy pollution.

(3) We should eliminate the outdated production capacity through selection. We should, according to law, close down those small-sized enterprises that destroy resources, pollute the environment and fail to meet the relevant requirements for work safety, eliminate through selection the outdated production capacity by stages and batches and dispose of the outdated production equipments by way of destruction. We should, in a step-by-step manner, eliminate through selection the outdated production capacity of cement such as vertical kiln, close or eliminate small open furnaces of calcium carbide or those with a production capacity of lower than 10, 000 tons; eliminate, as soon as possible, ferroalloy submerged arc furnaces with a power of lower than 5, 000 kilovolt/ampere (except special ferroalloy), ferroalloy blast furnaces with a volume of less than 100 cubic meters; iron-smelting blast furnaces with a volume of less than 300 cubic meters and steel-smelting converters and electric furnaces with a production capacity of lower than 20 tons. We should eliminate thoroughly the facilities as involved in indigenous coking and improved coking; stop the use of mini petrol engines and condensing coal-fired mini-set of 50, 000 kilowatts and eliminate those small coal mines that fail to meet the requirements for scale as prescribed in the industrial policies and standards for work safety.

(4) We should promote the technical innovation. We should support large-sized enterprises' projects involving technique innovation compatible with the relevant industrial policies, of high technical level and conducive to industrial upgrading. We should, putting the focus on elevating the technical level, improving the varieties, protecting the environment, ensuring the security, debasing the consumption and elevating comprehensive utilization, carry out reforms and innovation in the traditional sectors. We should promote the project of replacing small thermal power generators with large ones and applying coal instead of petrol as well as any other project alike. We should support automobile enterprises in their building a research and development system and develop, on the basis of assimilating the relevant techniques as introduced, those techniques with independent intellectual property right. We should support the development of

key textile techniques, research and development of the whole-set equipments and the public innovation platform of clustered industries as well as independent costume brands. We should support the major technical innovation of large-sized iron & steel conglomerates as well as their new product projects, accelerate the development of grain-oriented cold rolled silicon steel sheets, elevate the production of automobile sheets, and promote the domestic production of large-sized cold/hot continuous rolling sets. We should also support the construction of coal mines with high yielding and efficiency as well as the technical innovation regarding the security of coal mines.

(5) We should promote the merger and restructuring. We should, according to the market principles, encourage those large-size enterprise conglomerates with competitive strength to carry out trans-regional and trans-industrial merger and restructuring by employing their assets, resources, brands as well as the market mechanism and promote the centralization of industry and develop them into those of large scale and of large bases. We should promote the joint restructuring between a predominant large-sized iron & steel enterprise and other iron & steel enterprises in the same region so as to form several iron & steel enterprise conglomerates with an annual production capacity of more than 30 million tons. We should encourage large-sized cement enterprise conglomerates to implement acquisition, restructuring and unification over middle/small-sized cement plants so as to intensify its influence on the regional market. We should break through the production and business allocation of current carbonization enterprises, carry out merger and unification between carbonization enterprises and iron & steel enterprises and chemical industrial enterprises and therefore develop them towards those featured by integration of production and application, on-scale business operation, diversification of products and comprehensive application of resources. We should support large-sized coal enterprise to acquire, merge, reform and re-construct a batch of small coal mines so as to realize the integration of resources, elevate the mining recovery rate and work safety level.

(6) We should intensify the coordination between the policies for credit, land, construction, environmental protection and security and the relevant industrial policies. We should earnestly implement the Decision of the State Council on Promulgating and Implementing the Interim Provisions on Promoting the Industrial Restructuring (No. 40 (2005) of the State Council) and make efforts to detail the measures formulated to implement all the policies. As to the relevant development planning of as well as industrial policies for such industries as iron & steel, electrolytic aluminum and automobiles, we should intensify the implementation of these policies, strengthen the examination thereover and improve them in practice as well. As to any industrial development planning or industrial policy that has not been promulgated, we should make efforts to formulate and perfect it for the earliest promulgation. Such departments as

financial institutions and state land resources, environmental protection and security supervision shall, in strict accordance with the requirements of the state's macro control as well as the relevant industrial policies, optimize the credit system and the structure of land supply, support those projects and enterprises, which meet the relevant state industrial policies and requirements for market access in the supply of land and loans, and shall, at the same time, prevent any major up-and-down in the credit sector and positively support any merger or restructuring carrying favorable market prospects, producing good benefits and conducive to the formation of a scale economy. As to any project or enterprise that fails to meet the relevant state industrial policies, land supply policies and requirements for market access or which has been clearly eliminated by a state order, no loan or land shall be supplied thereto and the departments in charge of urban planning, construction, environmental protection and security supervision shall not handle the relevant formalities therefor. We should firmly crack down on any act of canvassing investment by unlawfully lowering the land price or debasing the standards for environmental protection or security, or any act of blindly initiating a project. We should improve the relevant policies and measures for restricting the export of those products of high energy-consumption, heavy pollution or resource products.

(7) We should further carry out the reform in such aspects as the administrative administration, investment system, pricing mechanism and market exit mechanism. We should, according to the requirements for building a socialist market economic system, further promote the reform in the administrative administration and investment system, carry into effect the implementation of separating government function from enterprise management, improve and strictly carry out the system regarding the verification and archival filing of enterprise investment so as to achieve the goal of enterprises making their own decisions about investment, bearing by themselves the relevant risks and banks carrying out independent credit assessment. We should promote the price reform for resource products in an active and stable manner, improve the pricing mechanism that reflects the market demand and supply as well as the scarcity of resources and establish and improve an ecological compensation mechanism. We should establish and improve an enterprise exit mechanism and formulate as well as promulgate the relevant policies for reform regarding personnel arrangement, land use, asset disposal and guaranty for the employees' rights and interests, which will be conducive to promoting the merger and restructuring of enterprises and to enterprises' exiting out of the market and conducive to safeguarding employees' legitimate rights and interests. We should accelerate the establishment and improvement of the relevant legal bylaws that preserve a fair market competition and break the regional blockade as well as regional protection.

(8) We should improve the industrial information disclosure system. The relevant

departments shall improve the relevant statistical and supervising system and do a good job in the follow-up analysis on the dynamic operation of those sectors with production capacity redundancy. We should establish, as soon as possible, the relevant indicators to measure the production capacity redundancy as well as the data collection system and establish, in a well-planned and step-by-step manner, an information disclosure system on a regular basis so as to offer guidance for investment prediction in the market. We should intensify the guidance for information regarding the industrial development and bring into fully play the function of the industrial associations, do a good job in the market research and disclose, at a proper time, the information on the supply and demand of products, current production capacity, ongoing construction scale, development tendency, raw material supply and price fluctuation. At the same time, we should attach close attention to the production and investment of other related industries and the development of their market supply and demand so as to find and solve any up-coming problem and prevent the emergence of heavy production capacity redundancy in any other sector.

The task of accelerating the restructuring in the sectors with production capacity redundancy involves many aspects, carries strong policy orientation, and is difficult and complicated. All regions and relevant departments shall intensify the concept of the overall situation, intensify the organization and leadership, carry out close coordination and do a good job in an active and orderly manner. They should correctly handle the relation between reform, development and stability and, based on the real situation of a specific region or entity, improve the supporting measures, earnestly solve any difficulty or problem arising from any merger, bankruptcy or restructuring of enterprises, do a good job in the personnel arrangement and asset preservation, control the losses to the minimum extent so as to avoid any societal instability. All regions and relevant departments shall report, in a timely manner, the implementation of the present Circular to the State Council. The National Development and Reform Commission shall, in collaboration with the relevant departments, make efforts to formulate the specific policies and measures and do a good job in the relevant implementation.

The State Council

March 12, 2006



# 国务院关于加快推进产能过剩行业结构调整的通知

国发〔2006〕11号

各省、自治区、直辖市人民政府，国务院各部委、各直属机构：

推进经济结构战略性调整，提升产业国际竞争力，是“十一五”时期重大而艰巨的任务。当前，部分行业盲目投资、低水平扩张导致生产能力过剩，已经成为经济运行的一个突出问题，如果不抓紧解决，将会进一步加剧产业结构不合理的矛盾，影响经济持续快速协调健康发展。为加快推进产能过剩行业的结构调整，现就有关问题通知如下：

## 一、加快推进产能过剩行业结构调整的重要性和紧迫性

近年来，随着消费结构不断升级和工业化、城镇化进程加快，带动了钢铁、水泥、电解铝、汽车等行业的快速增长。但由于经济增长方式粗放，体制机制不完善，这些行业在快速发展中出现了盲目投资、低水平扩张等问题。2004年，国家及时采取一系列宏观调控措施，初步遏制了部分行业盲目扩张的势头，投资增幅回落，企业兼并重组、关闭破产、淘汰落后生产能力等取得了一定成效。

但从总体上看，过度投资导致部分行业产能过剩的问题仍然没有得到根本解决。钢铁、电解铝、电石、铁合金、焦炭、汽车等行业产能已经出现明显过剩；水泥、煤炭、电力、纺织等行业目前虽然产能基本平

衡,但在规模很大,也存在着产能过剩问题。在这种情况下,一些地方和企业仍在这些领域继续上新的项目,生产能力大于需求的矛盾将进一步加剧。还应看到,这些行业不但总量上过剩,在企业组织结构、行业技术结构、产品结构上的不合理问题也很严重。目前,部分行业产能过剩的不良后果已经显现,产品价格下跌,库存上升,企业利润增幅下降,亏损增加。如果任其发展下去,资源环境约束的矛盾就会更加突出,结构不协调的问题就会更加严重,企业关闭破产和职工失业就会显著增加,必须下决心抓紧解决。要充分认识到,加快产能过剩行业的结构调整,既是巩固和发展宏观调控成果的客观需要,也是宏观调控的一项重要而艰巨的任务;既是把经济社会发展切实转入科学发展轨道的迫切需要,也是继续保持当前经济平稳较快增长好势头的重要举措。

部分行业产能过剩,给经济和社会发展带来了负面影响,但同时也为推动结构调整提供了机遇。在供给能力超过市场需求的情况下,市场竞争加剧,企业才有调整结构的意愿和压力,也有条件淘汰一部分落后的生产能力。国家在宏观调控的过程中,已经积累了产业政策与其他经济政策协调配合的经验,形成了相对完善的市场准入标准体系,为推进产业结构调整、淘汰落后生产能力提供了一定的制度规范和手段。各地区、各有关部门要进一步树立和落实科学发展观,加深对统筹协调发展、转变经济增长方式必要性和紧迫性的认识,增强预见性,避免盲目性,提高主动性和自觉性,因势利导,化害为利,加快推进产能过剩行业结构调整。

## 二、推进产能过剩行业结构调整的总体要求和原则

加快推进产能过剩行业结构调整的总体要求是：坚持以科学发展观为指导，依靠市场，因势利导，控制增能，优化结构，区别对待，扶优汰劣，力争今年迈出实质性步伐，经过几年努力取得明显成效。在具体工作中要注意把握好以下原则：

（一）充分发挥市场配置资源的基础性作用。坚持以市场为导向，利用市场约束和资源约束增强的“倒逼”机制，促进总量平衡和结构优化。调整和理顺资源产品价格关系，更好地发挥价格杠杆的调节作用，推动企业自主创新、主动调整结构。

（二）综合运用经济、法律手段和必要的行政手段。加强产业政策引导、信贷政策支持、财税政策调节，推动行业结构调整。提高并严格执行环保、安全、技术、土地和资源综合利用等市场准入标准，引导市场投资方向。完善并严格执行相关法律法规，规范企业和政府行为。

（三）坚持区别对待，促进扶优汰劣。根据不同行业、不同地区、不同企业的具体情况，分类指导、有保有压。坚持扶优与汰劣结合，升级改造与淘汰落后结合，兼并重组与关闭破产结合。合理利用和消化一些已经形成的生产能力，进一步优化企业结构和布局。

（四）健全持续推进结构调整的制度保障。把解决当前问题和长远问题结合起来，加快推进改革，消除制约结构调整的体制性、机制性障碍，有序推进产能过剩行业的结构调整，促进经济持续快速健康发展。

### 三、推进产能过剩行业结构调整的重点措施

推进产能过剩行业结构调整，关键是要发挥市场配置资源的基础性作用，充分利用市场的力量推动竞争，促进优胜劣汰。各级政府在结构

调整中的作用，一方面是通过深化改革，规范市场秩序，为发挥市场机制作用创造条件，另一方面是综合运用经济、法律和必要的行政手段，加强引导，积极推动。2006年，要通过重组、改造、淘汰等方法，推动产能过剩行业加快结构调整步伐。

(一) 切实防止固定资产投资反弹。这是顺利推进产能过剩行业结构调整的重要前提。一旦投资重新膨胀，落后产能将死灰复燃，总量过剩和结构不合理矛盾不但不能解决，而且会越来越突出。要继续贯彻中央关于宏观调控的政策，严把土地、信贷两个闸门，严格控制固定资产投资规模，为推进产能过剩行业结构调整创造必要的前提条件和良好的环境。

(二) 严格控制新上项目。根据有关法律法规，制定更加严格的环境、安全、能耗、水耗、资源综合利用和质量、技术、规模等标准，提高准入门槛。对在建和拟建项目区别情况，继续进行清理整顿；对不符合国家有关规划、产业政策、供地政策、环境保护、安全生产等市场准入条件的项目，依法停止建设；对拒不执行的，要采取经济、法律和必要的行政手段，并追究有关人员责任。原则上不批准建设新的钢厂，对个别结合搬迁、淘汰落后生产能力的钢厂项目，要从严审批。提高煤炭开采的井型标准，明确必须达到的回采率和安全生产条件。所有新建汽车整车生产企业和现有企业跨产品类别的生产投资项目，除满足产业政策要求外，还要满足自主品牌、自主开发产品的条件；现有企业异地建厂，还必须满足产销量达到批准产能80%以上的要求。提高利用外资质量，禁止技术和安全水平低、能耗物耗高、污染严重的外资项目进入。

(三) 淘汰落后生产能力。依法关闭一批破坏资源、污染环境和不具备安全生产条件的小企业,分期分批淘汰一批落后生产能力,对淘汰的生产设备进行废毁处理。逐步淘汰立窑等落后的水泥生产能力;关闭淘汰敞开式和生产能力低于1万吨的小电石炉;尽快淘汰5000千伏安以下铁合金矿热炉(特种铁合金除外)、100立方米以下铁合金高炉;淘汰300立方米以下炼铁高炉和20吨以下炼钢转炉、电炉;彻底淘汰土焦和改良焦设施;逐步关停小油机和5万千瓦及以下凝汽式燃煤小机组;淘汰达不到产业政策规定规模和安全标准的小煤矿。

(四) 推进技术改造。支持符合产业政策和技术水平高、对产业升级有重大作用的大型企业技术改造项目。围绕提升技术水平、改善品种、保护环境、保障安全、降低消耗、综合利用等,对传统产业实施改造提高。推进火电机组以大代小、上煤压油等工程。支持汽车生产企业加强研发体系建设,在消化引进技术的基础上,开发具有自主知识产权的技术。支持纺织关键技术、成套设备的研发和产业集群公共创新平台、服装自主品牌的建设。支持大型钢铁集团的重大技改和新产品项目,加快开发取向冷轧硅钢片技术,提升汽车板生产水平,推进大型冷、热连轧机组国产化。支持高产高效煤炭矿井建设和煤矿安全技术改造。

(五) 促进兼并重组。按照市场原则,鼓励有实力的大型企业集团,以资产、资源、品牌和市场为纽带实施跨地区、跨行业的兼并重组,促进产业的集中化、大型化、基地化。推动优势大型钢铁企业与区域内其他钢铁企业的联合重组,形成若干年产3000万吨以上的钢铁企业集团。鼓励大型水泥企业集团对中小水泥厂实施兼并、重组、联合,增强在区

域市场上的影响力。突破现有焦化企业的生产经营格局，实施与钢铁企业、化工企业的兼并联合，向生产与使用一体化、经营规模化、产品多样化、资源利用综合化方向发展。支持大型煤炭企业收购、兼并、重组和改造一批小煤矿，实现资源整合，提高回采率和安全生产水平。

(六) 加强信贷、土地、建设、环保、安全等政策与产业政策的协调配合。认真贯彻落实《国务院关于发布实施〈促进产业结构调整暂行规定〉的决定》(国发〔2005〕40号)，抓紧细化各项政策措施。对已经出台的钢铁、电解铝、煤炭、汽车等行业发展规划和产业政策，要强化落实，加强检查，在实践中不断完善。对尚未出台的行业发展规划和产业政策，要抓紧制定和完善，尽快出台。金融机构和国土资源、环保、安全监管等部门要严格依据国家宏观调控和产业政策的要求，优化信贷和土地供应结构，支持符合国家产业政策、市场准入条件的项目和企业的土地、信贷供应，同时要防止信贷投放大起大落，积极支持市场前景好、有效益、有助于形成规模经济的兼并重组；对不符合国家产业政策、供地政策、市场准入条件、国家明令淘汰的项目和企业，不得提供贷款和土地，城市规划、建设、环保和安全监管部门不得办理相关手续。坚决制止用压低土地价格、降低环保和安全标准等办法招商引资、盲目上项目。完善限制高耗能、高污染、资源性产品出口的政策措施。

(七) 深化行政管理体制和投资体制、价格形成和市场退出机制等方面的改革。按照建设社会主义市场经济体制的要求，继续推进行政管理体制和投资体制改革，切实实行政企分开，完善和严格执行企业投资的核准和备案制度，真正做到投资由企业自主决策、自担风险，银行独立审

资；积极稳妥地推进资源性产品价格改革，健全反映市场供求状况、资源稀缺程度的价格形成机制，建立和完善生态补偿责任机制；建立健全落后企业退出机制，在人员安置、土地使用、资产处置以及保障职工权益等方面，制定出台有利于促进企业兼并重组和退出市场，有利于维护职工合法权益的改革政策；加快建立健全维护市场公平竞争的法律法规体系，打破地区封锁和地方保护。

(八) 健全行业信息发布制度。有关部门要完善统计、监测制度，做好对产能过剩行业运行动态的跟踪分析。要尽快建立判断产能过剩衡量指标和数据采集系统，并有计划、分步骤建立定期向社会披露相关信息的制度，引导市场投资预期。加强对行业发展的信息引导，发挥行业协会的作用，搞好市场调研，适时发布产品供求、现有产能、在建规模、发展趋势、原材料供应、价格变化等方面的信息。同时，还要密切关注其他行业生产、投资和市场供求形势的发展变化，及时发现和解决带有苗头性、倾向性的问题，防止其他行业出现产能严重过剩。

加快推进产能过剩行业结构调整，涉及面广，政策性强，任务艰巨而复杂，各地区、各有关部门要增强全局观念，加强组织领导，密切协调配合，积极有序地做好工作。要正确处理改革发展稳定的关系，从本地区、本单位实际情况出发，完善配套措施，认真解决企业兼并、破产、重组中出现的困难和问题，做好人员安置和资产保全等工作，尽量减少损失，避免社会震动。各地区、各有关部门要及时将贯彻落实本通知的情况上报国务院。国家发展改革委会同有关部门抓紧制定具体的政策措施，做好组织实施工作。

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国务院

二〇〇六年三月十二日