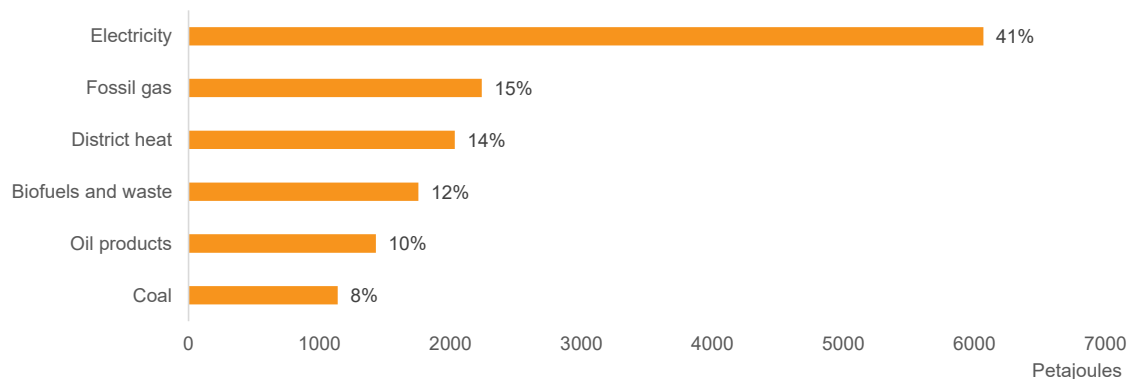


Clean Heat Policy Tracker 2025

China



Residential total final consumption by source, China, 2023



Source: IEA, 2025.

Does the country have a national heat plan? Is it statutory?

China does not have a standalone, statutory national heat plan. However, it has issued a range of policies aimed at reducing emissions from heating and promoting the uptake of clean energy in the heating sector. Some of these policies include specific targets. Provincial and municipal governments are responsible for developing and executing implementation details.

Is the progress of heating decarbonisation tracked and is the information publicly accessible?

Heating decarbonisation progress is primarily tracked as part of broader energy and emissions reduction initiatives, rather than through a dedicated monitoring system. However, some sector-specific information is available through government reports or institutional publications. For the heating sector, data such as the share of coal in heating, electrification rates, and the extent of heating supplied by new energy sources can be found in select government and research institution reports. That said, detailed and granular data are difficult for the public to access. Available information is often fragmented, inconsistent over time, and lacks transparency regarding boundaries and calculation methodologies.



Is the country a member of the Buildings Breakthrough?

Yes.

Is the heating sector governed by local authorities?

Local governments are typically responsible for governing the heating sector. They oversee key aspects such as funding for heating subsidies, regulatory enforcement and the monitoring of technical standards and regulations.

Is heat planning carried out at a municipal, regional or national level?

Heat planning in China involves multiple levels of government. Nationally, the National Development and Reform Commission (NDRC) and the Ministry of Housing and Urban-Rural Development (MoHURD) play leading roles in formulating heating policy. Other relevant agencies include the Ministry of Finance (MoF), Ministry of Natural Resources (MNR), Ministry of Ecology and Environment (MEE) and National Energy Administration (NEA). These bodies have issued policies supporting renewable heating, including heat pumps. At the local level, municipal and provincial authorities may create their own policies or designate responsibilities to departments already overseeing related areas.

Is there a specific body that governs heat decarbonisation?

No. See previous responses.

Is heat decarbonisation part of the country's Nationally Determined Contribution?

Yes. While heat decarbonisation is not presented as a standalone target, it is included within China's NDC under broader goals for improving energy efficiency, promoting clean energy, and reducing emissions from buildings and urban infrastructure. The NDC specifically mentions promoting combined heat and power (CHP) district heating, scaling up industrial waste heat recovery, expanding the use of nuclear waste heat, and advancing clean heating solutions.

Does the country have targets for heat pump deployment?

China recently released its first national-level "Action Plan" dedicated to promoting the heat pump industry. The plan outlines various measures to strengthen the sector and expand the deployment of heat pumps but does not set specific national quantitative deployment targets. Instead, municipal and provincial governments often establish their own targets as part of local clean heating transitions. These typically define the share of heating area to be supplied by heat pumps or other clean energy sources.

Does the country have a clean heating obligation or standard?

Yes. China has established clean heating policy obligations in key regions—especially in northern China—alongside mandatory building energy efficiency standards that support clean heating. For instance, the central government issued the Clean Winter Heating Plan



for Northern China (2017–2021), which focused on phasing out small coal boilers and loose coal, often replacing them with coal-based CHP systems or natural gas. This effort has continued under a similar policy for 2022–2025, with increased emphasis on “new energy heating” and heat pumps. In addition, China’s mandatory building energy efficiency standards promote clean heating by reducing thermal demand and encouraging efficient, low-carbon systems.

Does the country have restrictions on installing fossil fuel heating appliances in new buildings?

China does not currently have a nationwide statutory ban on installing fossil fuel heating systems (e.g., gas or coal boilers) in new buildings. National policies, including the 14th Five-Year Plan and various “Green Building” initiatives, promote electrification and heat pump adoption. However, both electric heat pumps and fossil gas are still classified as “clean energy” at the national level, and the expansion of urban gas networks remains supported, especially as a coal replacement strategy. While transitioning away from coal-fired heating is a national priority, coal-based CHP plants are still being built for district heating purposes. Notably, some local governments have adopted stricter rules. For example, in November 2023, Beijing issued a policy prohibiting the installation of new coal and gas heating systems in new buildings—with limited exceptions—and prioritising electric heat pumps. This marks the first explicit local-level ban on fossil fuel heating in new construction in China.

Does the country have restrictions on installing fossil fuel heating appliances in existing buildings?

There is no nationwide ban on installing fossil fuel heating systems in existing buildings. Instead, policy measures focus on replacing scattered coal heating and small coal boilers—particularly in northern regions—through administrative mandates, subsidies and pilot programs. Fossil gas is often promoted as a transitional “clean” energy source, so many coal-to-clean conversions in existing buildings involve switching from coal to gas rather than directly to electric or renewable heating.

Has the country decided on a phase-out date for fossil fuels in heating?

No.

Has the country undertaken energy pricing reforms to support electrification?

Yes. China has gradually implemented time-of-use (TOU) pricing across most provinces, segmenting the day into peak, off-peak, and sometimes critical peak periods. These pricing structures apply to both residential and industrial/commercial users, and some regions also differentiate rates by season. In July 2021, the National Development and Reform Commission issued new guidance to refine TOU pricing to better reflect system



costs, encourage load shifting, and facilitate the integration of renewable energy. These reforms are supportive of electrification, including for heating.

Does the country place a carbon tax on fossil fuels for heating?

No.

If yes, please provide details. If not, is it under discussion?

China does not have a carbon tax, but it operates a national emissions trading system (ETS). The ETS partially covers the heating sector, particularly large-scale combined heat and power (CHP) plants. However, the system does not directly target fossil fuels used for heating in buildings or smaller industrial facilities. As of now, there is no formal discussion of extending the ETS or introducing a carbon tax specifically for the heating sector.

Does the country provide financial support for heat pumps?

Yes. Financial support is a key driver of heat pump deployment in China. This includes national-level policy incentives, targeted local government subsidies, and favourable electricity pricing in some provinces. These mechanisms aim to lower the upfront cost and operational expenses associated with heat pump systems.

Does the country provide financial support for district heating?

Yes. China continues to provide financial support for district heating, particularly in northern cities. Subsidies have helped finance the transition from coal-fired boilers to cleaner alternatives such as CHP, gas, electricity and renewable energy. Support also extends to the expansion and upgrading of district heating infrastructure. In some cases, subsidies have also covered operational costs, including those associated with fossil fuels.

Has the country made efforts to improve public understanding and support of clean heat systems?

Efforts to build public support for clean heat systems are mostly embedded in broader public health campaigns, local government engagement, subsidy programs, and state media communication. Although China has not yet undertaken large-scale public education campaigns focused specifically on clean heating, indirect awareness-building measures have contributed to public understanding and acceptance of clean heating technologies.

Does the country support the development of clean heat skills?

Yes. Industry associations, vocational institutions, and local governments offer in-person and digital training programs to build clean heat skills. These initiatives often focus on project planning, system integration, installation and maintenance of clean heating systems, including heat pumps. Workforce development is also supported by national and local policies that aim to professionalise the sector and scale up deployment.