

# Report on the Work of the Government (I)

## 政府工作报告(上)

Delivered at the Fifth Session of the 13th National People's Congress of  
The People's Republic of China

——在第十三届全国人民代表大会第五次会议上

Li Keqiang, Premier of the State Council

国务院总理 李克强

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Fellow Deputies,

On behalf of the State Council, I will now report to you on the work of the government and ask for your deliberation and approval. I also ask members of the National Committee of the Chinese People's Political Consultative Conference (CPPCC) for their comments.

### I. A Review of Our Work in 2021

Last year was a milestone in the history of the Communist Party of China (CPC) and our country. The CPC Central Committee with Comrade Xi Jinping at its core united and led the whole Party and Chinese people of all ethnic groups in accomplishing the following endeavors:

- We celebrated the centenary of the Communist Party of China;
- The 19th CPC Central Committee convened its sixth plenary session where a resolution on the Party's major achievements and historical experience over the past century was adopted;
- We declared victory in the critical battle against poverty as envisaged; and
- We achieved the first centenary goal of building a moderately prosperous society in all respects on schedule and began a new journey toward the second centenary goal of building a modern socialist country in all respects.

Last year, facing complicated and challenging circumstances both in and outside of China, as well as many risks and challenges, all of us throughout the country worked hard as one. We responded to COVID-19 and pursued economic and social development in a well-coordinated way, accomplished the main targets and tasks for the year, got the 14th Five-Year Plan off to a good start, and once again secured new and major achievements in our country's development.

—The economy continued to recover and grow. China's gross domestic product (GDP) reached 114 trillion yuan, growing 8.1 percent. National fiscal revenue exceeded 20 trillion yuan, growing 10.7 percent. A total of 12.69 million urban jobs were added, and the average surveyed unemployment rate stood at 5.1 percent. The consumer price index (CPI) rose by 0.9 percent. A basic equilibrium was maintained in the balance of payments.

—China's innovation capacity was strengthened. Our strategic science and technology capabilities were expanded at a faster pace. Major advances were registered in research on core technologies in key fields, and breakthroughs were made in manned spaceflight, Mars exploration, resource exploration, energy projects and other areas. Corporate spending on research and development grew by 15.5 percent. Integration of digital technology in the real economy was accelerated.

—The economic structure and regional development priorities were refined. Grain output reached a record high of 685 million metric tons.

各位代表:

现在,我代表国务院,向大会报告政府工作,请予审议,并请全国政协委员提出意见。

### 一、2021年工作回顾

过去一年是党和国家历史上具有里程碑意义的一年。以习近平同志为核心的党中央团结带领全党全国各族人民,隆重庆祝中国共产党成立一百周年,胜利召开党的十九届六中全会,制定党的第三个历史决议,如期打赢脱贫攻坚战,如期全面建成小康社会、实现第一个百年奋斗目标,开启全面建设社会主义现代化国家、向第二个百年奋斗目标进军新征程。一年来,面对复杂严峻的国内外形势和诸多风险挑战,全国上下共同努力,统筹疫情防控和经济社会发展,全年主要目标任务较好完成,“十四五”实现良好开局,我国发展又取得新的重大成就。

——经济保持恢复发展。国内生产总值达到114万亿元,增长8.1%。全国财政收入突破20万亿元,增长10.7%。城镇新增就业1269万人,城镇调查失业率平均为5.1%。居民消费价格上涨0.9%。国际收支基本平衡。

——创新能力进一步增强。国家战略科技力量加快壮大。关键核心技术攻关取得重要进展,载人航天、火星探测、资源勘探、能源工程等领域实现新突破。企业研发经费增长15.5%。数字技术与实体经济加速融合。

——经济结构和区域布局继续优化。粮食产

Value-added of the high-tech manufacturing sector grew by 18.2 percent, IT services and other producer services recorded rapid growth, and industrial chains became more resilient. Regional development strategies were well implemented, and new urbanization was steadily advanced.

—Reform and opening up were deepened. In key fields and sectors, a full range of major reforms were rolled out, and supply-side structural reform was deepened. New gains were made in the reform to streamline administration and delegate power, improve regulation, and upgrade services. The total number of market entities surpassed the 150-million mark. The Belt and Road Initiative saw steady high-quality development. China worked for the entry into force of the Regional Comprehensive Economic Partnership Agreement. The total volume of trade in goods grew by 21.4 percent, and growth of utilized foreign investment was sustained.

—Ecological conservation was enhanced. Thanks to further steps taken to prevent and control pollution, the discharge of major pollutants continued to fall and the average concentration of fine particulate matter (PM2.5) dropped by 9.1 percent in cities at and above the prefecture level. The first group of national parks were officially established. Significant improvements were made in the quality of the environment.

—Living standards rose steadily. Per capita disposable income increased by 8.1 percent in real terms. Achievements in poverty alleviation were consolidated and further expanded. Inputs in basic elderly care, basic medical care, and social assistance were increased. New steps were taken in the reform and development of education. Renovations began on 56,000 old urban residential communities, benefiting close to 10 million households.

—Our gains in COVID-19 response were consolidated. Implementation of control measures became routine, and over 85 percent of the population received a full course of vaccination. Local outbreaks were suppressed in an effective and quick manner. By making these efforts, we ensured the health and safety of the people and maintained normal order in work and life.

Reflecting on the past year, we can see that our achievements did not come easily. While the economy continued to recover from major shocks including COVID-19, many new changes occurred in and outside of China, and the difficulty of keeping the economy running stably mounted. In the face of such difficulty, we fully implemented the decisions and plans of the Party Central Committee with Comrade Xi Jinping at its core, followed the guiding principles of the Central Economic Work Conference; applied the new development philosophy in full, in the right way, and in all fields of endeavor; took solid steps to ensure stability on six key fronts and security in six key areas [The six fronts refer to employment, the financial sector, foreign trade, foreign investment, domestic investment, and expectations. The six areas refer to job security, basic living needs, operations of market entities, food and energy security, stable industrial and supply chains, and the normal functioning of primary-level governments.], and made cross-and counter-cyclical adjustments with macro policies. We thus effectively dealt with all risks and challenges that arose.

Our main work over the past year was as follows.

## **1. We kept macro policy consistent and targeted and kept the major economic indicators within the appropriate range.**

Our macro policies facilitated cross-cyclical adjustments and sustained the level of support necessary for economic recovery. We also took into account the need to leave ample policy space for meeting difficulties and challenges this year.

We established a regular mechanism to directly allocate budgetary funds to prefecture- and county-level governments and placed 2.8 trillion yuan of central government funding under this mechanism. We also improved the way local governments issue and use special-purpose bonds.

We implemented a prudent monetary policy to good effect and lowered required reserve ratios twice to facilitate the reduction of loan interest

量1.37万亿斤，创历史新高。高技术制造业增加值增长18.2%，信息技术服务等生产性服务业较快发展，产业链韧性得到提升。区域发展战略有效实施，新型城镇化扎实推进。

——改革开放不断深化。在重要领域和关键环节推出一批重大改革举措，供给侧结构性改革深入推进。“放管服”改革取得新进展。市场主体总量超过1.5亿户。高质量共建“一带一路”稳步推进。推动区域全面经济伙伴关系协定生效实施。货物进出口总额增长21.4%，实际使用外资保持增长。

——生态文明建设持续推进。污染防治攻坚战深入开展，主要污染物排放量继续下降，地级及以上城市细颗粒物（PM2.5）平均浓度下降9.1%。第一批国家公园正式设立。生态环境质量明显改善。

——人民生活水平稳步提高。居民人均可支配收入实际增长8.1%。脱贫攻坚成果得到巩固和拓展。基本养老、基本医疗、社会救助等保障力度加大。教育改革发展迈出新步伐。新开工改造城镇老旧小区5.6万个，惠及近千万家庭。

——疫情防控成果持续巩固。落实常态化防控举措，疫苗全程接种覆盖率超过85%，及时有效处置局部地区聚集性疫情，保障了人民生命安全和身体健康，维护了正常生产生活秩序。

回顾过去一年，成绩得来殊为不易。我国经济尚处在突发疫情等严重冲击后的恢复发展过程中，国内外形势又出现很多新变化，保持经济平稳运行难度加大。我们深入贯彻以习近平总书记为核心的党中央决策部署，贯彻落实中央经济工作会议精神，完整、准确、全面贯彻新发展理念，扎实做好“六稳”、“六保”工作，注重宏观政策跨周期和逆周期调节，有效应对各种风险挑战，主要做了以下工作。

一是保持宏观政策连续性针对性，推动经济运行保持在合理区间。宏观政策适应跨周期调节需要，保持对经济恢复必要支持力度，同时考虑为今年应对困难挑战预留政策空间。建立常态化财政资金直达机制，将2.8万亿元中央财政资

rates. We took well-considered steps to defuse local government debt risks and dealt prudently with major financial risks. We intensified policies to stabilize and expand employment, took solid measures to ensure employment for key groups like college graduates, and encouraged business startups and innovation. We took stronger steps to keep supply and prices of major commodities stable and to tackle supply shortages in coal and electric power.

Over the course of last year, all major macroeconomic indicators stayed in line with projected targets, the deficit-to-GDP ratio and macro leverage ratio decreased, and China's economy remained one of the fastest-growing economies in the world.

## **2. We refined and implemented policies for easing the difficulties of businesses and consolidated the foundation of economic recovery.**

As over one hundred million market entities have given several hundred million people the opportunity to go into business or secure employment, we have continued with the supportive macro-policy roadmaps and approaches that have proved effective since the epidemic began.

Tax and fee reductions introduced last year totaled more than one trillion yuan. In addition, tax payments were postponed for micro, small and medium enterprises (MSMEs) in manufacturing as well as coal-fired power plants and heating-supply enterprises as a temporary measure. Tax and fee reductions have proved a direct and effective way of helping enterprises ease their difficulties. In reality, they also help nurture business growth and cultivate sources of tax revenue. Last year, revenue generated from taxpaying market entities registered since 2013 reached 4.76 trillion yuan.

We strengthened the capacity of railway, highway, aviation and maritime transportation as well as harbors. We boosted the credit supply to industries and enterprises severely affected by COVID-19. We continued policies for micro and small businesses to defer principal and interest repayments on loans and take out more collateral-free loans. Inclusive finance lending to micro and small business by financial institutions increased by 27.3 percent, with the figure rising to over 40 percent for large commercial banks, and overall financing costs of businesses dropped steadily.

## **3. We deepened reform, expanded opening up, and continued to improve the business environment.**

We worked harder to develop the underlying institutions for a market system, and pushed forward reforms to ensure production factors are allocated by the market. We continued to reduce the number of procedures and length of time it takes for enterprises to gain government approval. More government services were made available online. A package of successful practices in local reform were applied nationwide, and trials were conducted to improve the business environment.

We bolstered regulation and adopted new regulatory approaches, took action against business monopolies, and prevented the unregulated expansion of capital, thus ensuring fair market competition. We continued implementation of the three-year action plan for SOE reform and supported the healthy development of private businesses. The reform to delink industry associations and chambers of commerce from government was basically completed. The Beijing Stock Exchange and Guangzhou Futures Exchange were opened. Solid strides were made in reforms in agriculture, rural development, social programs, and ecological conservation.

We deepened practical cooperation to jointly advance the Belt and Road Initiative. Efforts to ensure stable performance in foreign trade and investment were intensified. We successfully hosted a number of major expos, including the China International Import Expo, the China Import and Export Fair, the China International Fair for Trade in Services, and the first China International Consumer Products Expo. Comprehensive trials for further opening up of the services sector were expanded to four more areas, and new measures for developing the Hainan Free Trade Port were adopted.

金纳入直达范围。优化地方政府专项债券发行使用。有效实施稳健的货币政策，两次全面降准，推动降低贷款利率。有序推进地方政府债务风险防范化解，稳妥处置重大金融风险事件。强化稳岗扩就业政策落实，扎实做好高校毕业生等重点群体就业工作，推进大众创业万众创新。加强大宗商品保供稳价，着力解决煤炭电力供应紧张问题。从全年看，主要宏观经济指标符合预期，财政赤字率和宏观杠杆率下降，经济增速继续位居世界前列。

**二是优化和落实助企纾困政策，巩固经济恢复基础。**上亿市场主体承载着数亿人就业创业，宏观政策延续疫情发生以来行之有效的支持路径和做法。去年新增减税降费超过1万亿元，还对制造业中小微企业、煤电和供热企业实施阶段性缓缴税费。实践表明，减税降费是助企纾困直接有效的办法，实际上也是“放水养鱼”、涵养税源，2013年以来新增的涉税市场主体去年纳税达到4.76万亿元。加强铁路、公路、航空、海运、港口等运输保障。加大对受疫情影响严重行业企业信贷投放，继续执行小微企业贷款延期还本付息和信用贷款支持政策，银行业金融机构普惠小微企业贷款增长27.3%，大型商业银行普惠小微企业贷款增幅超过40%，企业综合融资成本稳中有降。

**三是深化改革扩大开放，持续改善营商环境。**加强市场体系基础制度建设，推进要素市场化配置等改革。继续压减涉企审批手续和办理时限，更多政务服务事项实现一网通办。推广一批地方改革经验，开展营商环境创新试点。加强和创新监管，反垄断和防止资本无序扩张，维护公平竞争。深入实施国企改革三年行动。支持民营企业健康发展。基本完成行业协会商会与行政机关脱钩改革。设立北京证券交易所和广州期货交易所。稳步推进农业农村、社会事业、生态文明等领域改革。深化共建“一带一路”务实合作。加大稳外贸稳外资力度，成功举办进博会、广交会、服贸会及首届消博会等重大展会。新增4个服务业扩大开放综合试点，推出海南自由贸易港