

Report on the Implementation of the 2021 Plan For National Economic and Social Development And on the 2022 Draft Plan for National Economic and Social Development (II)

关于2021年国民经济和社会发展计划执行情况与2022年国民经济和社会发展计划草案的报告(中)

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国家发展和改革委员会

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6) Further steps were taken to shore up weak links and improve the quality of public services.

We issued and implemented the National Standards for Basic Public Services (2021), gradually improved standards in the service sector, organized trials of standardized services at the community level, and improved mechanisms for promoting equal access to public services. Development of the Great Wall, Grand Canal, Long March, Yellow River, and other signature national cultural parks was advanced in an orderly way. Projects for preserving, passing down, and making use of the Chinese culture were launched, and efforts were redoubled to better protect and utilize important cultural and natural heritage. To promote the high-quality development of public cultural services, we carried out projects for building a national smart library system and public culture cloud platforms and encouraged the development of new types of public cultural spaces in urban and rural areas.

We set about formulating a national tourism and recreation development program (2021–2035) and promoted the implementation of the paid vacation system. The high-quality development of CPC heritage tourism and rural tourism was encouraged. Guidelines for the development of a higher-level service system for promoting general fitness and exercise were formulated, and construction of sports parks was advanced, with the average per capita area of sports venues reaching 2.41 square meters.

We expanded the “pacesetter” initiative to promote higher quality and an expansion of capacity in the domestic services sector and introduced a credit building initiative among housekeeping service enterprises. Accelerated efforts were made to advance the coordinated development of elderly care programs and the elderly care

六是公共服务补短板强弱项提质量深入推进。出台实施《国家基本公共服务标准（2021年版）》，逐步完善行业标准规范，组织基层标准化试点，完善均等化推进机制。长城、大运河、长征、黄河等国家文化公园标志性项目建设有序推进。实施文化保护传承利用工程，加强重要文化遗产和重要自然遗产保护利用。推动公共文化服务高质量发展，实施全国智慧图书馆体系、公共文化云建设项目，促进城乡新型公共文化空间建设。研究制定国民旅游休闲发展纲要，推动落实带薪休假制度。支持红色旅游、乡村旅游高质量发展。制定关于构建更高水平的全民健身服务体系的意见，推进体育公园建设，人均体育场地面积达2.41平方米。深化促进家政服务业提质扩容“领跑者”行动，开展家政企业信用建设行动。加快推进老龄事业和老龄产业协同发展，居家社区机构相协调、医养康养相结合的养老服务体系初步建立，全社会养老床位数达813.5万张。老年人合

sector, and initial steps were taken toward developing an elderly care system that combines in-home, community, and medical facility services and that meets different medical and health care needs. The number of beds in elderly care facilities reached 8.135 million. Protection of the lawful rights and interests of the elderly was constantly strengthened, and marked improvements were made with barrier-free environments in rural and urban areas.

We developed public-benefit childcare services, facilitating the construction of a number of childcare facilities that are convenient, accessible, affordable, and quality-assured. Improvements were made to the mechanism for dynamically adjusting the standards of living allowances and nursing care subsidies for people with disabilities. We worked to safeguard the rights and interests of women and children, promoted the development of child-friendly cities, gradually established sound networks for the assistance and protection of minors, and improved social welfare systems for orphans and people with disabilities.

Overall, the projected targets for economic growth, employment, consumer prices, and the balance of payments in 2021 were satisfactorily met, indicators of scientific and technological innovation, resource conservation, environmental protection, and social security continued to improve, and grain and energy output grew steadily. Last year's major objectives and tasks for economic and social development were accomplished.

Difficulty is understood through experience. Faced with complex and grim international and domestic conditions, we maintained strategic resolve and stayed committed to managing our own affairs well. We spared no effort to complete arduous tasks in reform and development, smoothly achieved the first centenary goal of building a moderately prosperous society in all respects, and took a firm step toward the second centenary goal of building China into a modern socialist country in all respects. These achievements were made under the strong leadership of the CPC Central Committee with Comrade Xi Jinping at its core, under the sound guidance of Xi Jinping Thought on Socialism with Chinese Characteristics for a New Era, and through the concerted and strenuous efforts of the whole Party and the entire nation.

However, we must be aware that the number of problems and challenges confronting China's development has grown markedly. Externally, the COVID-19 pandemic is still ongoing, the world economic recovery lacks momentum, and commodity prices are fluctuating at a high level. All this is making our external environment increasingly volatile, grave, and uncertain. Domestically, we face a three-way pressure not seen in many years, consisting of shrinking demand, supply shocks, and flagging market expectations. Local COVID-19 cases are still occurring sporadically, new sources of downward pressure on the economy have emerged, and risks in some areas may be exposed at a faster pace. All this has made it much more difficult to maintain a stable economy.

First, aggregate demand is shrinking. The overall market environment is tightening, the recovery of consumption and investment is sluggish, and effective demand remains insufficient. The average growth rate of per capita disposable income in the past two years is lower than it was before the epidemic, and COVID-19 cases are still occasionally emerging, suppressing urban residents' consumption capacity and desire to spend. The recovery of in-person consumption is still feeling the impacts of COVID-19.

法权益保障工作不断加强，城乡无障碍环境明显改善。发展普惠托育服务体系，推动建设一批方便可及、价格可承受、质量有保障的托育机构。健全残疾人两项补贴标准动态调整机制。做好妇女儿童权益保障工作，推进儿童友好城市建设，未成年人救助保护网络逐步健全，残疾人、孤儿等社会福利制度不断完善。

总的来看，2021年经济增长、就业、居民消费价格、国际收支等预期目标较好完成，科技创新、资源节约、环境保护、社会保障等领域指标持续改善，粮食能源生产稳步增长，全年经济社会发展主要目标任务完成情况良好。事非经过不知难。面对复杂严峻的国际国内形势，我们保持战略定力，坚定不移办好自己的事，奋力完成改革发展艰巨任务，顺利实现了全面建成小康社会的第一个百年奋斗目标，在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的新征程上迈出了坚实一步。这些成绩的取得，是以习近平同志为核心的党中央坚强领导的结果，是习近平新时代中国特色社会主义思想科学指引的结果，是全党全国各族人民勠力同心、艰苦奋斗的结果。

同时也要看到，当前我国发展面临的问题和挑战明显增多。从国际形势看，全球疫情仍在持续，世界经济复苏动力不足，大宗商品价格高位波动，外部环境更趋复杂严峻和不确定。从国内形势看，经济发展面临多年未见的需求收缩、供给冲击、预期转弱三重压力，局部疫情时有发生，新的经济下行压力凸显，一些领域风险可能加快暴露，保持经济平稳运行难度明显加大。一是总需求收缩。市场环境总体趋紧，消费和投资恢复迟缓，有效需求依然不足。居民人均可支配收入两年平均增速低于疫情前水平，加上疫情散发的扰动，城市居民的消费能力、消费意愿受到抑制，线下接触性消费恢复仍受疫情影响。投资

We still have to boost domestic investment momentum and consolidate the foundations for sustainable investment in manufacturing. In real estate, land acquisition acreage has fallen and investment growth has slowed. Some local governments are experiencing decreases in their revenues from land sales and are unable to provide an adequate supply of funds, land, and other production factors, which in turn has hampered the expansion of effective investment. At the same time, the gap between demand and supply is narrowing as economic order is restored in some countries, which has led to more intense competition in the international market and has made it more difficult to maintain stable exports.

Second, we are experiencing structural shortages. Enterprises are still facing an inadequate supply of production factors, among other problems. There remain certain factors affecting our ability to ensure the supply of coal and electricity, and supply fulfillment for major commodities like oil and gas is susceptible to changes in global supply and demand as well as geopolitical risks. There are still prominent bottlenecks in some industries, such as shortages to varying degrees of chips, shipping containers, and labor. High-tech industries need to improve their technological innovation capabilities if they are to pursue development in a more challenging international environment. Growing pressure from resources and the environment is also imposing certain constraints on the supply of some products.

Third, costs and prices are rising. Demand is weak, supply is constrained, prices of energy and major commodities like ore are high, and the performance of enterprises' major business indicators is cause for concern. Some midstream and downstream manufacturing enterprises, especially MSEs, are finding it more difficult to absorb the rise in costs, and high labor costs and difficulties in recovering overdue payments remain prominent.

Fourth, risks are mounting in financial and economic sectors. Risks in some highly-leveraged and blindly-expanding enterprises, particularly real estate enterprises, are becoming exposed. As the quality of assets at some small and medium banks deteriorates, financial risks in some regions continue to pile up. The economic recoveries of some localities are facing numerous difficulties, primary-level governments are suffering from glaring imbalances between revenues and expenditures, and some local governments are under immense pressure to repay their debts and are finding it difficult to meet basic living needs, pay salaries, and maintain normal government functions. Areas which are important to people's basic needs, such as pre- and postnatal care, child-rearing, education, health care, elderly care, and environmental protection, still have many weaknesses. We face more than a few challenges in safeguarding food security and the energy supply, and the disorderly expansion of capital may be generating considerable hidden risks. There is still a lot to do to ensure workplace safety, extreme weather events of greater severity may occur more frequently, and disaster prevention and mitigation remains a formidable task.

Fifth, market expectations are unstable. Many market entities, especially MSEs and self-employed individuals, are struggling with difficulties in their production and operations and are concerned about market prospects, making it even more challenging to keep employment stable.

In addition, we need to enhance our ability to balance and coordinate multiple targets and policies, and there is room for improve-

内生动力不强, 制造业投资后续增长基础不牢, 房地产土地购置面积下降、开发投资增速下滑, 一些地方土地出让收入减少、资金用地等要素保障不足, 影响扩大有效投资。同时, 随着部分国家经济秩序恢复后供需缺口收窄, 国际市场竞争更加激烈, 稳出口难度增加。二是结构性短缺。企业生产仍面临要素短缺等问题, 煤炭和电力供应保障仍然存在一些制约因素, 石油天然气等大宗商品供应履约易受全球供求形势变化、地缘政治风险等影响, 部分行业“卡脖子”问题突出, 缺芯、缺柜、缺工等问题仍不同程度存在。高技术产业发展面临的国际环境更加严峻, 科技创新能力还有待加强。资源环境压力也会对部分产品供给形成一定制约。三是成本和价格上扬。需求趋紧, 供给受限, 能源、矿产等大宗商品价格高位运行, 企业主要生产经营指标不容乐观, 一些中下游制造业企业特别是小微企业消化成本压力难度增大, 用工贵、应收账款回收难等问题凸显。四是经济金融领域风险有所抬头。一些高负债、盲目扩张的企业特别是房地产企业风险暴露。部分中小银行资产质量下降, 部分地区金融风险仍在积聚。一些地方经济恢复发展困难较多, 基层财政收支矛盾仍较突出, 部分地方政府偿债压力大, 保基本民生、保工资、保运转难度仍然较大。生育、养育、教育、医疗、养老、环保等民生领域还有不少短板弱项。保障粮食安全和能源供应还面临不少挑战, 资本无序扩张可能形成较大风险隐患。安全生产压力仍然较大, 极端天气事件可能趋多趋强, 防灾减灾任务艰巨。五是市场预期不稳。不少市场主体特别是小微企业和个体工商户生产经营困难, 对市场前景存在担忧, 稳就业任务更加艰巨。此外, 多目标政策的统筹协调能力有待提升, 政府工作存在不足, 形式主义、官僚主义仍然突出, 脱离实际、违背群众意愿现象屡有发生, 有的在政策执行中采取“一刀