

Report on the Implementation of the 2024 Plan For National Economic and Social Development And on the 2025 Draft Plan for National Economic and Social Development (I)

关于2024年国民经济和社会发展规划执行情况与2025年国民经济和社会发展规划草案的报告(上)

Third Session of the 14th National People's Congress of the People's Republic of China National Development and Reform Commission

——2025年3月5日在第十四届全国人民代表大会第三次会议上国家发展和改革委员会

March 5, 2025

Esteemed Deputies,

The National Development and Reform Commission has been entrusted by the State Council to submit this report on the implementation of the 2024 plan and on the 2025 draft plan for national economic and social development to the Third Session of the 14th National People's Congress (NPC) for deliberation. The Commission also invites comments from members of the National Committee of the Chinese People's Political Consultative Conference (CPPCC).

I. Implementation of the 2024 Plan for National Economic and Social Development

The year 2024 marked the 75th anniversary of the founding of the People's Republic of China (PRC) and was a crucial year for accomplishing the objectives and tasks set forth in the 14th Five-Year Plan (2021-2025). This past year, China faced a complex and challenging situation of increasing external pressure and domestic difficulties. Under the strong leadership of the CPC Central Committee with Comrade Xi Jinping at its core, all localities and government departments followed the guidance of Xi Jinping Thought on Socialism with Chinese Characteristics for a New Era and fully implemented the guiding principles from the 20th CPC National Congress and the second and third plenary sessions of the 20th CPC Central Committee. In accordance with the decisions and plans of the Party Central Committee and the State Council, we faithfully implemented the 2024 plan for national economic and social development reviewed and approved at the Second Session of the 14th NPC, and we adopted the NPC Financial and Economic Affairs Committee's suggestions based on its review of the 2024 plan.

Forging ahead regardless of difficulties, we stayed true to the general principle of pursuing progress while ensuring stability. We fully and faithfully applied the new development philosophy on all fronts and moved faster to create a new pattern of development. We deepened reform and opening up across the board and strengthened macro regulation. As a result, the economy remained generally stable while achieving steady growth. The main goals and tasks for economic and social development in 2024 were accomplished. Solid headway was made in pursuing high-quality development and fostering new quality productive forces. The people's wellbeing was effectively ensured.

各位代表:

受国务院委托, 现将2024年国民经济和社会发展规划执行情况与2025年国民经济和社会发展规划草案提请十四届全国人大三次会议审查, 并请全国政协各位委员提出意见。

一、2024年国民经济和社会发展规划执行情况

2024年是中华人民共和国成立75周年, 是实现“十四五”规划目标任务的关键一年。一年来, 面对外部压力加大、内部困难增多的复杂严峻形势, 在以习近平同志为核心的党中央坚强领导下, 各地区各部门坚持以习近平新时代中国特色社会主义思想为指导, 全面贯彻党的二十大和二十届二中、三中全会精神, 按照党中央、国务院决策部署, 认真执行十四届全国人大二次会议审查批准的2024年国民经济和社会发展规划, 落实全国人大财政经济委员会审查意见, 迎难而上、奋力前行, 坚持稳中求进工作总基调, 完整准确全面贯彻新发展理念, 加快构建新发展格局, 全面深化改革开放, 加大宏观调控力度, 我国经济运行总体平稳、稳中有进, 全年经济社会发展主要目标任务顺利完成, 高质量发展扎实

China's economic strength, scientific and technological capabilities, and composite national strength continued to rise, and solid new strides were made in advancing Chinese modernization.

1. We took more robust and innovative measures in conducting macro regulation in light of evolving conditions, boosting economic recovery and growth.

In making counter-cyclical adjustments through macro policies, we adopted more policies and strived to unleash the potential of our policies. In particular, we put into practice a package of new policies that was decisively decided on by the Central Committee Political Bureau at a meeting on September 26. As a result, market expectations and public confidence were elevated, and the economy rebounded markedly in the fourth quarter. In 2024, China's gross domestic product (GDP) reached 134.9 trillion yuan, up 5%; the primary, secondary, and tertiary industries grew by 3.5%, 5.3%, and 5% respectively.

1) Macro policies continued to deliver positive outcomes.

With a focus on prominent issues, we worked to implement more proactive and effective macro policies, expand effective domestic demand, step up support to enterprises, reverse the downward trend and restore stability in the real estate market, and invigorate the capital market. We fully implemented the package of new policies and rolled out a combination of measures, improving the synergy between policies already adopted and new ones. In doing so, we achieved a rapid recovery in demand and accelerated growth of production.

We made a strong push to implement fiscal and monetary policies and ensured funding for key areas. To help local governments shore up weaknesses in key areas, we raised the ceiling for local government special-purpose bonds by 3.9 trillion yuan and expanded the range of areas and uses to which such funds can be channeled. We maintained adequate liquidity at a proper level, realized a reduction in overall financing costs, and put in place a work coordination mechanism to support the fundraising of micro and small businesses.

2) The issuance of ultra-long special treasury bonds helped secure progress in implementing major national strategies and enhancing security capacity in key areas.

To systematically address funding shortages facing some major projects instrumental in building a great country and advancing national rejuvenation, ultra-long special treasury bonds were issued to help implement major national strategies and enhance security capacity in key areas, starting from the year 2024. As we persisted with top-to-bottom planning and the integration of "hard investment" and "soft development," we established and implemented a whole-process management mechanism to advance work on and ensure funding for projects, which covered the selection of potential projects, coordinated joint review, the use of designated funds for fixed purposes, and stronger oversight.

In terms of "hard investment," we adopted projects in strict compliance with relevant standards, arranging 700 billion yuan of ultra-long bonds to support the development of 1,465 major projects in 2024. Almost all of these projects were launched successfully, amounting to over 1.2 trillion yuan of investment for the whole year.

In terms of "soft development," we simultaneously progressed with the construction of projects and introduction of supporting reform measures, pushing forward reform and innovation in the formulation of plans and policies as well as in institutions and mechanisms and continuously improving investment mechanisms and efficiency.

In terms of whole-process project management, we introduced new management methods with regard to implementing major national strategies and enhancing security capacity in key areas, worked to see that construction of new projects begin as soon as possible, exercised strict supervision over funds, and strengthened monitoring, coordination, and on-site oversight and inspection, so as to develop

推进, 新质生产力稳步发展, 民生保障扎实有力, 我国经济实力、科技实力、综合国力持续增强, 中国式现代化迈出新的坚实步伐。

(一) 因时因势加强和创新宏观调控, 推动经济回升向好。扎实开展宏观政策逆周期调节, 加大政策力度, 释放政策效能, 特别是9月26日中央政治局会议果断部署一揽子增量政策, 市场预期、社会信心有效提振, 四季度经济明显回升。全年国内生产总值(GDP) 134.9万亿元、增长5%, 其中, 一、二、三产业分别增长3.5%、5.3%、5%。

一是宏观政策效果持续显现。聚焦突出问题, 围绕加力提效实施宏观政策, 扩大国内有效需求、加大助企帮扶力度、推动房地产市场止跌回稳、提振资本市场等方面, 深入贯彻落实一揽子增量政策, 打出一套“组合拳”, 强化存量和增量政策合力, 推动需求较快回升, 生产增长加快。有力实施财政货币政策。重点领域财政支出得到保障, 新增地方政府专项债务限额3.9万亿元, 扩大专项债券投向领域和用作项目资本金范围, 支持地方加大重点领域补短板力度。保持流动性合理充裕, 社会融资成本进一步降低, 建立支持小微企业融资协调工作机制。

二是发行超长期特别国债支持“两重”建设取得积极进展。着眼于系统解决强国建设、民族复兴进程中一些重大项目建设的资金问题, 从2024年起发行超长期特别国债支持国家重大战略和重点领域安全能力建设。坚持自上而下、软硬结合, 建立实施项目储备、集中联审、专款专用、强化监督等全链条推进保障机制。“硬投资”方面, 严格做好项目筛选, 2024年安排7000亿元超长期特别国债支持1465个重大项目建设, 项目基本全部开工、全年完成投资超过1.2万亿元。“软建设”方面, 坚持项目建设和配套改革相结合, 扎实推进规划编制、政策制定和体制机制改革创新, 不断完善投入机制、提高投入效率。规范项目全过程管理方面, 出台“两重”建设有关管理办法, 督促项目加快开工建设, 严格资金监管, 加强

high-standard quality projects that satisfy the people's expectations.

3) Policies on promoting large-scale equipment upgrades and consumer goods trade-ins were effectively implemented and achieved real results.

We printed and distributed an action plan for promoting large-scale equipment upgrades and consumer goods trade-ins, issued an implementation plan for upgrading equipment in the seven areas of industry, construction and municipal facilities, transportation, agriculture, education, culture and tourism, and medical care, and launched an action plan for encouraging trade-ins, recycling, and elevated standards for consumer goods. A total of 300 billion yuan of ultra-long special treasury bonds were issued in support of large-scale equipment upgrading and consumer goods trade-in programs. Last year, policies in this regard drove an increase of 15.7% in investment in the purchase of equipment and machinery nationwide, 12.5 percentage points higher than the growth of fixed asset investment (excluding rural households). Retail sales in home appliances and audiovisual equipment for enterprises above a designated size increased by 12.3%, while furniture sales grew by 3.6%, the combined total of which drove sales of big-ticket consumer durables to exceed 1.3 trillion yuan. Of all the consumers participating in trade-in programs, over 60% car-buyers chose to use their old car as a trade-in for a new energy vehicle (NEV), and more than 90% consumers chose a trade-in for the most energy-efficient home appliances.

4) Intensified efforts were made to improve policy coordination and guide public expectations.

We refined the mechanism for evaluating consistency of macro policy orientation and strengthened coordination between different policies to ensure that all our policies are synergistic and properly aligned. In a proactive response to the people's concerns, we communicated the state of the economy and major policies to the public through various channels, from multiple perspectives, and at different levels.

2. We further deepened reform comprehensively, bolstering the dynamism and vitality of development.

We earnestly implemented the major reform measures adopted at the Third Plenary Session of the 20th CPC Central Committee, including those for deepening economic structural reform, which further boosted the internal driving forces and innovation vitality for economic growth.

1) The requirement on developing both the public and non-public sectors was fully implemented.

We advanced the initiative to deepen and upgrade state-owned enterprise (SOE) reform. More efforts were made to improve the layout and adjust structure of the state-owned sector, refine the SOE investment management system, and improve the category-based SOE evaluation system. The formulation of a private sector promotion law was expedited. To help private enterprises resolve the practical problems they face, an inter-ministerial joint meeting mechanism for promoting the growth and expansion of the private sector was established, improvements were made to the mechanism for regular government-business communication and problem solving involving the national, provincial, municipal, and county levels, and a comprehensive online service platform for the private sector began operation. Special initiatives were launched to settle overdue payments owed to enterprises.

We supported the development of small and medium enterprises (SMEs) that use specialized and sophisticated technologies to produce novel and unique products, bringing the number of "little giant" enterprises to 14,600. We championed the "Jinjiang experience," facilitated the fostering of private entrepreneurs in the new era, and vigorously promoted entrepreneurship. Guidelines on improving the modern corporate system with distinctive Chinese features were issued, and efforts were hastened to nurture world-class enterprises.

监测调度和现场监督检查，确保建成优质工程、精品工程、放心工程。

三是大规模设备更新和消费品以旧换新政策落地见效。印发“两新”行动方案，出台工业、建筑市政、交通、农业、教育、文旅、医疗等七大领域设备更新实施方案和消费品以旧换新、回收循环利用、标准提升引领行动方案。安排3000亿元超长期特别国债加力支持“两新”工作。2024年，“两新”政策带动全国设备工器具购置投资增长15.7%，高于固定资产投资（不含农户）增速12.5个百分点；限额以上单位家用电器和音像器材类、家具类商品零售额分别增长12.3%、3.6%，带动大宗耐用消费品销售额超过1.3万亿元；消费品以旧换新活动中，新能源汽车销量占比超过60%，一级能效家电销售额占比超过90%。

四是政策协调和预期引导不断增强。健全宏观政策取向一致性评估机制，加强各类政策统筹协调，确保同向发力、形成合力。多渠道多角度多层次开展经济形势和重大政策宣传解读，主动回应社会关切。

(二) 进一步全面深化改革，发展动力活力不断增强。认真落实党的二十届三中全会部署的重要改革举措，深化经济体制改革，经济发展内生动力、创新活力持续激发。

一是“两个毫不动摇”要求进一步落实落细。深入实施国有企业改革深化提升行动。深化国有经济布局优化和结构调整，健全国有企业投资管理制度，完善国有企业分类考核评价体系。加快推动民营经济促进法立法。建立促进民营经济发展壮大部际联席会议制度，健全国家、省、市、县多层次政企常态化沟通交流和问题解决机制，上线运行民营经济发展综合服务平台，帮助民营企业解决实际问题。开展清理拖欠企业账款专项行动。支持专精特新中小企业发展，累计培育“小巨人”企业1.46万家。传承弘扬“晋江经验”，实施新时代民营企业培养赋能计划，大力弘扬企业家精神。出台完善中国特色现代企业制度的意见，加快培育世界一流企业。