

# Report on the Implementation of the 2025 Plan for National Economic and Social Development and on the 2026 Draft Plan for National Economic and Social Development (II)

## 关于2025年国民经济和社会发展规划执行情况与2026年国民经济和社会发展规划草案的报告（中）

3) Social security was continuously improved.

By the end of last year, the number of people covered by basic old-age, basic medical, unemployment, and workers' compensation insurance schemes nationwide had reached 1.076 billion, 1.331 billion, 249 million, and 305 million respectively. Greater efforts were made to bring basic old-age insurance funds for enterprise employees under national management. Steady progress was secured in promoting the unified management of basic medical insurance funds at the provincial level. Likewise, the system for unified management of insurance funds for unemployment and workers' compensation at the provincial level was further consolidated and improved.

We increased the basic pension benefits for retirees by an average of 2%, tilting our focus toward groups receiving relatively low pensions. We raised the minimum basic old-age benefits for rural and non-working urban residents by 20 yuan per person per month. The private pension system was implemented nationwide.

Government subsidies for basic medical insurance for rural and non-working urban residents were raised by 30 yuan per capita. With efforts to implement and improve policies on settling medical expenses where they are incurred, 308 million cross-provincial settlements were made last year. We refined the measures for centralized procurement of medicines and medical consumables and institutionalized regular centralized government purchases of such products. Insurance schemes for long-term care covered 300 million people, and trials of occupational injury insurance for people in new forms of employment were expanded in an orderly manner.

We strengthened identification and ongoing monitoring of people entitled to social assistance and continued to provide multi-tiered and category-based social assistance. We built or arranged for a total of 1.21 million units of government-subsidized housing for purchase, government-subsidized rental housing, and public rental housing. We worked to ensure implementation of preferential policies on water, electricity, and natural gas prices, seeing that the basic needs of people in difficulty were met.

4) Cultural programs and industries flourished.

We intensified efforts to develop a system of defining symbols of Chinese culture and advanced the construction of the Great Wall, Grand Canal, Long March, Yellow River, and Yangtze River national cultural parks. Steps were taken to facilitate systematic protection and unified supervision of cultural heritage.

Reform trials were carried out for separating the ownership and use rights for public cultural facilities, and new types of public cultural spaces were created. Regulations on promoting reading among the

三是社会保障水平持续提高。年末全国基本养老保险、基本医疗、失业和工伤保险参保人数分别达到10.76亿人、13.31亿人、2.49亿人和3.05亿人，企业职工基本养老保险全国统筹深入实施，基本医疗保险省级统筹稳步推进，失业、工伤保险省级统筹进一步巩固完善。按照全国总体2%的比例提高退休人员基本养老金水平，重点向养老金水平较低群体倾斜，将城乡居民全国基础养老金最低标准每人每月提高20元。在全国范围内实施个人养老金制度。城乡居民医保人均财政补助标准提高30元。落实和完善异地就医结算，全年跨省异地就医直接结算惠及3.08亿人次。优化医药集采措施，制度化常态化开展药品耗材集采。长期护理保险制度覆盖3亿人。新业态人员职业伤害保障试点有序扩大。加强社会救助对象认定和动态监测，深入实施分层分类社会救助。建设筹集配售型保障性住房、保障性租赁住房、公租房共计121万套（间）。推动落实水电气价格优惠政策，保障困难群众基本生活。

四是文化事业和文化产业繁荣发展。着力构建中华文明标识体系，持续推进长城、大运河、长征、黄河、长江国家文化公园建设。推动文化遗产系统性保护和统一监管。试点公共文化设施所有权和使用权分置改革，打造新型公共文化空间。出台《全民阅读促进条例》，推进书香社会建设。全年规模

public were issued to foster a culture of reading throughout society. The operating revenue of cultural enterprises above the designated size totaled 15.2 trillion yuan for the year, an increase of 7.4%.

Integration between culture and tourism deepened, as cultural heritage tourism, CPC heritage tourism, study tours, and cruiser travel saw a sustained surge. Last year, the number of domestic tourist trips totaled 6.52 billion, with tourism expenditures reaching 6.3 trillion yuan, up 16.2% and 9.5% respectively. Cultural products and services, such as animation, games, films and television programs, and trendy toys, were entering into the overseas markets at a faster pace.

9. We accelerated green transition in all areas of economic and social development, securing notable progress in environmental conservation.

With firm commitment to the principle that lucid waters and lush mountains are invaluable assets, the green and low-carbon transition in China picked up pace and green development gained stronger momentum.

1) Active and prudent steps were taken to reach the goals of peak carbon emissions and carbon neutrality.

We improved the framework for controlling the total amount and intensity of carbon emissions, effectively carried out carbon emissions statistics and accounting initiatives, and conducted trials for the compilation of carbon emissions budgets. We revised the measures for examining energy conservation and assessing carbon-related performance in fixed-asset investment projects and strengthened efforts to ensure that new projects meet the requirements for energy consumption and carbon emissions. We issued the second list of pilot projects for peaking carbon emissions and launched the first batch of national-level zero-carbon industrial parks, so as to further promote the new model of creating green products using green energy. Efforts were also made to advance demonstration programs for the latest green and low-carbon technologies.

Meanwhile, development of renewable energy was accelerated. Installed renewable energy capacity amounted to 2.34 billion kilowatts, accounting for 60.1% of China's total installed power capacity. The newly installed capacity of wind and solar power reached 430 million kilowatts, making up 80.4% of the total newly installed capacity in China. With all this, growth in electricity generated from renewable resources in 2025 surpassed the annual increments in China's total electricity consumption for the first time. We refined the market-based pricing mechanism for electricity generated from centralized new energy resources and promoted the development of the market for green electricity certificates. Installed capacity of new types of energy storage in 2025 reached 136 million kilowatts. We also actively developed nuclear power in a safe, orderly manner, with the total capacity of nuclear power units approved for construction, units under construction, and those in operation ranking first globally.

The China Carbon Emission Trade Exchange was steadily extended to more industries, with the total quota trading volume in 2025 reaching 235 million metric tons, representing a value of 14.63 billion yuan. The National Voluntary Greenhouse Gas Emission Reduction Trading Market expanded its coverage, with its trading volume totaling 9.22 million metric tons for the whole year, representing a value of 650 million yuan. We set carbon footprint accounting standards for key products and launched a national database compiling greenhouse gas emission factors. Carbon dioxide emissions per unit of GDP fell by 5.0%, and the share of non-fossil fuels in total energy consumption was 21.7%. A white paper titled "Carbon Peaking and Carbon Neutrality: China's Plans and Solutions" was issued.

2) Efforts in pollution prevention, environmental protection, and ecological restoration were strengthened.

We intensified the critical battle against pollution. In cities at and

above, cultural enterprises realized operating income of 15.2 trillion yuan, up 7.4%. Cultural and tourism integration deepened, cultural heritage tourism, red tourism, academic tourism, cruise tourism, etc. continued to heat up, with 65.2 billion domestic residents traveling abroad, and 65.2 billion residents spending 6.3 trillion yuan on travel, up 16.2% and 9.5% respectively. Animation, games, films and television programs, and trendy toys, were entering into the overseas markets at a faster pace.

(九) 经济社会发展全面绿色转型加快，生态文明建设成效显著。深入践行绿水青山就是金山银山的理念，绿色低碳转型步伐不断加快，绿色发展动能不断增强。

一是碳达峰碳中和积极稳妥推进。完善碳排放总量和强度双控制度体系，扎实开展碳排放统计核算，开展碳排放预算编制。修订固定资产投资项目节能审查和碳排放评价办法，强化新上项目用能和碳排放源头把关。发布第二批国家碳达峰试点名单，开展第一批国家级零碳园区建设，发展以绿色能源制造绿色产品的“以绿制绿”新模式。推进绿色低碳先进技术示范项目建设。加快可再生能源发展，可再生能源装机达到23.4亿千瓦、占全国电力总装机60.1%，新增风电、太阳能发电装机容量4.3亿千瓦、占新增总装机比重80.4%，全年可再生能源发电增量首次超过全社会用电增量。优化集中式新能源发电市场报价机制。推动可再生能源绿色电力证书市场发展。新型储能装机规模达到1.36亿千瓦。积极安全有序发展核电，核准在建在运机组规模位居世界第一。稳步扩大全国碳排放权交易市场行业覆盖范围，全年累计配额成交量2.35亿吨、成交额146.3亿元。扩大全国温室气体自愿减排交易市场支持领域，全年累计成交量922万吨、成交额6.5亿元。编制重点产品碳足迹核算标准，上线国家温室气体排放因子数据库。单位国内生产总值二氧化碳排放降低5.0%，非化石能源消费占能源消费总量比重21.7%。发布《碳达峰碳中和的中国行动》白皮书。

二是污染防治和生态保护修复不断强化。深入打好污染防治攻坚战，全国地级及以上城市细颗粒物

above the prefectural level, the average concentration of fine particulate matter (PM<sub>2.5</sub>) was 28  $\mu\text{g}/\text{m}^3$ , a drop of 4.4% from the previous year, and the air quality was good or excellent for 89.3% of the days in 2025. The proportion of surface water with a quality rating of Grade III or above in cross-sectional assessments reached 91.4%. We pressed ahead with the initiative to prevent and control soil contamination at the source and advanced county-wide tracing and control of heavy metal pollution in agricultural land. We also launched initiatives to end the illicit dumping and disposal of solid waste and to identify and tackle environmental and safety hazards related to heavy metals, making substantial progress in treating new pollutants. We made continuous improvements in the sorting, collection, transportation, and disposal of household waste, with over 99% of urban household waste safely disposed of.

In order to strengthen the conservation of major rivers and lakes, we pressed ahead with manganese contamination prevention and control in Xiushan County of Chongqing, Huayuan County of Hunan Province, and Songtao County of Guizhou Province, the comprehensive management of phosphogypsum, and the coordinated treatment of household wastewater in plants, pipeline networks, and rivers and lakes. We revised the overall plan for the national shelterbelt program in northeast, north, and northwest China and fully launched its three landmark projects, making progress in major projects for the protection and restoration of key ecosystems. In 2025, greening programs covering 127 million mu [8.47 million hectares] of land was completed, and the development of modern state forestry farms picked up pace.

Region-specific environmental management systems were basically put in place. We advanced the development of national pilot zones for ecological conservation and implemented the Beautiful China Initiative in line with local conditions at different levels. A national parks law was promulgated and implemented, facilitating the development of a national park-based nature reserve system. We carried out major biodiversity conservation programs, thereby further improving the overall quality and stability of our ecosystems. We advanced national-level trials on the mechanisms for realizing the market value of ecosystem goods and services. An implementation plan for comprehensive compensation for ecological conservation was formulated. It was made clear that unified compensation mechanisms for ecological conservation in the primary waterways of the Yangtze and Yellow rivers are set up by the central government, with 33 trans-regional compensation mechanisms for ecological conservation of the inter-provincial river basins being established. Additionally, events were successfully held commemorating the 2025 National Ecology Day.

3) Impressive results were produced in implementing a comprehensive conservation strategy.

We adopted a holistic approach toward conservation of energy, water, food, land, minerals, and other materials. We exercised tight, effective regulation over energy-intensive and high-emission projects and continued with the initiative to conserve energy and reduce carbon emissions in key sectors. We also worked faster to transform and upgrade existing projects while phasing out outdated ones in accordance with regulations. A total of 24 national mandatory standards for energy efficiency and energy consumption caps were formulated or revised. All these measures contributed to a decrease in energy consumption per unit of GDP by 5.1%, which is calculated after deducting non-fossil fuels as well as coal, petroleum, and natural gas consumed as raw materials.

We established sound systems for improving the efficiency of water conservation in agriculture, reducing the discharge of wastewater from industrial sources, and promoting water saving in urban areas,

(PM<sub>2.5</sub>) 平均浓度为28微克/立方米、下降4.4%，空气质量优良天数比率为89.3%；地表水达到或好于Ⅲ类水体比例为91.4%；土壤污染源头防控行动深入实施，整县推进农用地土壤重金属污染溯源和整治，开展非法倾倒处置固体废物专项整治行动、重金属环境安全隐患排查整治行动，持续推进新污染物治理。持续完善生活垃圾分类、收运、处理体系，城市垃圾无害化处理率超99%。加强大江大河和重要湖泊保护治理，推进“锰三角”污染治理、磷石膏综合治理、生活污水“厂—网—河（湖）”一体化综合治理。修编“三北”工程总体规划，三大标志性战役全面启动，深入实施重要生态系统保护和修复重大工程。完成国土绿化任务1.27亿亩。加快建设现代化国有林场。生态环境分区管控制度基本建立。深化国家生态文明试验区建设。分级分类推进美丽中国先行区建设。国家公园法颁布实施，推进以国家公园为主体的自然保护地体系建设。实施生物多样性保护重大工程，生态系统整体质量与稳定性进一步提升。推进国家生态产品价值实现机制试点建设。制定生态综合补偿实施方案。明确中央在长江、黄河干流建立统一的横向生态保护补偿机制，建立33个跨省流域横向生态保护补偿机制。成功举办2025年全国生态日主场活动。

三是全面节约战略实施成效明显。统筹推进“能水粮地矿材”一体化节约。有力有效管控高耗能高排放项目，深入实施重点领域节能降碳专项行动，加快存量项目改造升级和依规淘汰，制修订24项能效能耗强制性国家标准，扣除原料用能和非化石能源消费量后的单位国内生产总值能耗降低5.1%。建立健全农业节水增效、工业节水减排、城镇节水降损制度体系，加强再生水等非常规水利用，万元国内生产总值用水量下降4%左右。深入开展粮食节约和反食品浪费行动，强化全链条粮食减损和餐饮行业反浪费。大力发展循环经济，加快构建废弃物循环利用体系，提高资源综合利用水平，废钢铁、废有