

## 2011 年政府工作报告

### Report on the Work of the Government

——2011 年 3 月 5 日在第十一届全国人民代表大会第四次会议上

Delivered at the Fourth Session of the Eleventh National People's Congress on March 5, 2011

国务院总理 温家宝

Wen Jiabao

Premier of the State Council

各位代表：

Fellow Deputies,

现在，我代表国务院，向大会作政府工作报告，请各位代表审议，并请全国政协委员提出意见。

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

#### 一、“十一五”时期国民经济和社会发展的回顾

##### I. Review of National Economic and Social Development During the Eleventh Five-Year Plan Period

“十一五”时期是我国发展进程中极不平凡的五年。面对国内外复杂形势和一系列重大风险挑战，中国共产党团结带领全国各族人民，全面推进改革开放和现代化建设，国家面貌发生了历史性变化。

The Eleventh Five-Year Plan period was a truly extraordinary time in the course of the country's development. In the face of complex domestic and international situations and a series of major risks and challenges, the Communist Party of China (CPC) united with and led the people of all the country's ethnic groups in comprehensively advancing reform, opening up and modernization, bringing about a historic change in China over the past five years.

——这五年，我国社会生产力、综合国力显著提高。我们有效应对国际金融危机冲击，保持经济平稳较快发展，胜利完成“十一五”规划的主要目标和任务，国民经济迈上新的台阶。国内生产总值达到 39.8 万亿元，年均增长 11.2%，财政收入从 3.16 万亿元增加到 8.31 万亿元。载人航天、探月工程、超级计算机等前沿科技实现重大突破。国防和军队现代化建设取得重大成就。

- The country's productive forces and overall national strength improved significantly. We effectively warded off the impact of the global financial crisis, maintained steady and rapid economic development and fulfilled the major objectives and tasks of the Eleventh Five-Year Plan, and the economy scaled new heights. GDP grew at an average annual rate of 11.2% to reach 39.8 trillion yuan. Government revenue increased from 3.16 trillion yuan to 8.31 trillion yuan. Major breakthroughs were attained in cutting-edge science and technology such as the manned space mission, the lunar exploration program and supercomputers. Great progress was made in the modernization of national defense and the army.

——这五年，各项社会事业加快发展、人民生活明显改善。教育、科技、文化、卫生、体育事业全面进步。城镇新增就业 5771 万人，转移农业劳动力 4500 万人；城镇居民人均可支配收入和农村居民人均纯收入年均分别实际增长 9.7%和 8.9%；覆盖城乡的社会保障体系逐步健全。

- Progress in all social programs accelerated and people's lives improved significantly. Comprehensive progress was made in education, science and technology, culture, public health and sports programs. The number of new urban jobs increased by 57.71 million, and 45 million

agricultural workers found urban employment. The per capita disposable income of urban residents rose by an annual average of 9.7% and the per capita net income of rural residents by 8.9% in real terms. The social security system covering both urban and rural areas was progressively refined.

——这五年，改革开放取得重大进展。重点领域和关键环节改革实现新突破，社会主义市场经济体制更加完善。去年对外贸易总额达到 2.97 万亿美元，开放型经济水平快速提升。

- Major progress was made in reform and opening up. New breakthroughs were achieved in crucial areas and key links of reform, and the socialist market economy further improved. Last year, total foreign trade volume reached US\$ 2.97 trillion and the openness of the economy increased rapidly.

——这五年，我国国际地位和影响力显著提高。我们在国际事务中发挥重要的建设性作用，有力维护国家主权、安全和发展利益，全方位外交取得重大进展。我们成功举办北京奥运会、上海世博会，实现了中华民族的百年梦想。

- China's international prestige and influence grew significantly. We played an important and constructive role in international affairs; effectively safeguarded our national sovereignty, security and development interests; and made major progress in our all-around diplomacy. We successfully hosted the Beijing Olympics and Shanghai World Expo, thus fulfilling dreams the Chinese nation had cherished for a century.

这些辉煌成就，充分显示了中国特色社会主义的优越性，展现了改革开放的伟大力量，极大增强了全国各族人民的自信心和自豪感，增强了中华民族的凝聚力和向心力，必将激励我们在新的历史征程上奋勇前进。

These brilliant achievements clearly show the advantages of socialism with Chinese characteristics and the great power of reform and opening up. They greatly increased the confidence and pride of our people of all ethnic groups, strengthened the cohesiveness of the Chinese nation, and inspired us to forge ahead on our historic course.

五年来，我们主要做了以下工作：

The following are our main accomplishments over the past five years:

（一）加强和改善宏观调控，促进经济平稳较快发展。我们注重把握宏观调控的方向、重点和力度，牢牢掌握经济工作的主动权。“十一五”前期，针对投资增长过快、贸易顺差过大、流动性过剩，以及结构性、输入性物价上涨等问题，采取正确的政策措施，有效防止了苗头性问题演变成趋势性问题、局部性问题演变成全局性问题。近两年，面对百年罕见的国际金融危机冲击，我们沉着应对，科学决策，果断实行积极的财政政策和适度宽松的货币政策。坚持实施一揽子计划，大规模增加政府支出和实行结构性减税，大范围实施重点产业调整振兴规划，大力推进自主创新和加强科技支撑，大幅度提高社会保障水平。坚持扩大内需的战略方针，采取鼓励消费的一系列政策措施，增加城乡居民特别是低收入群众收入，消费规模持续扩大，结构不断升级。实施两年新增 4 万亿元的投资计划，其中，新增中央投资 1.18 万亿元。保障性安居工程、农村民生工程和社会事业投资占 43.7%，自主创新、结构调整、节能减排和生态建设占 15.3%，重大基础设施建设占 23.6%，灾后恢复重建占 14.8%。政府投资引导带动社会投资，国内需求大幅增加，有效弥补外需缺口，较短时间内扭转经济增速下滑趋势，在世界率先实现回升向好，既战胜了特殊困难、有力地保障和改善了民生，又为长远发展奠定了坚实基础。

1. Strengthening and improving macro-control, and spurring steady and rapid economic development

We paid close attention to the orientation, focus and strength of macro-control and kept a firm

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grasp on the initiative in our economic work. In the early stages of the Eleventh Five-Year Plan period, we adopted correct policies and measures to address overheated investment growth, the excessive trade surplus, excess liquidity, and structural and imported inflation; effectively prevented emerging problems from evolving into trends; and prevented problems in any one area from becoming general problems. In the last two years, we responded coolly to the impact of the global financial crisis - a crisis of a severity seldom seen in the last century, made decisions scientifically and resolutely followed a proactive fiscal policy and moderately easy monetary policy. We steadfastly implemented a multi-point plan, greatly increased government spending and made structural tax reductions, carried out the plan for restructuring and reinvigorating key industries on a large scale, vigorously promoted innovation and increased support for work in science and technology, and substantially increased social security benefits. We steadfastly followed a strategy of expanding domestic demand; adopted policies and measures to encourage consumer spending; and increased urban and rural incomes, particularly for low-income people. As a result, consumer spending grew steadily and its structure constantly improved. We carried out a two-year investment plan to increase spending by 4 trillion yuan, including 1.18 trillion yuan from the central government. Of this amount, 43.7% was invested in low-income housing projects, projects to improve the wellbeing of rural residents, and social programs; 15.3% in innovation, restructuring, energy conservation, emissions reductions and ecological improvement; 23.6% in major infrastructure projects; and 14.8% in post-Wenchuan earthquake recovery and reconstruction. Government spending guided and drove nongovernmental investment, greatly increased domestic demand and effectively compensated for weak external demand. This helped to reverse the slowdown in economic growth in a relatively short time and make the Chinese economy the first in the world to pick up again. In this way, we not only got over the hard times and ensured and improved the wellbeing of the people, but also laid a firm foundation for long-term development.

(二) 毫不放松地做好“三农”工作，巩固和加强农业基础。中央财政“三农”投入累计近3万亿元，年均增幅超过23%。彻底取消农业税和各种收费，结束了农民种田交税的历史，每年减轻农民负担超过1335亿元。建立种粮农民补贴制度和主产区利益补偿机制，农民的生产补贴资金去年达到1226亿元。对重点粮食品种实行最低收购价和临时收储政策，小麦、稻谷最低收购价提高了25%到40%。严格保护耕地。着力推进农业科技进步。粮食产量屡创历史新高，去年达到54641万吨，连续7年增产；农民人均纯收入达到5919元，实现持续较快增长。农村综合改革稳步推进，集体林权制度改革、国有农场管理体制全面推开。农业农村基础设施加快建设，完成7356座大中型和重点小型水库除险加固，解决2.15亿农村人口饮水安全问题，农民的日子越过越好，农村发展进入一个新时代。

## 2. Striving to do our work related to agriculture, rural areas, and farmers well, and consolidating and strengthening the agricultural foundation

Central government spending on agriculture, rural areas, and farmers totaled nearly 3 trillion yuan and grew at an average annual rate of more than 23%. Agricultural tax and various government charges were totally abolished, thereby ending the history of farmers paying taxes on the crops they grow and easing their annual burden by more than 133.5 billion yuan. We set up a subsidy system for grain growers and a benefit subsidy system for major growing areas, and paid out 122.6 billion yuan in production subsidies to grain growers last year. Minimum purchase prices and temporary purchase and storage policies were put in place for key grain varieties, and the minimum purchase prices for wheat and rice were raised by between 25% and 40%. We



rigorously safeguarded arable land. We worked hard to make advances in agricultural science and technology. New record highs were set for grain production, which reached 5.4641 trillion tons last year, the seventh consecutive yearly increase. The per capita net income of farmers continued to grow rapidly and reached 5,919 yuan. We made steady progress with comprehensive reforms in the countryside and fully implemented the reform of tenure in collective forests and the system for managing state-owned farms. We accelerated agricultural and rural infrastructure development. We finished reinforcing 7,356 large and medium-sized reservoirs and key small reservoirs and ensured the safety of drinking water for 215 million rural residents. Farmers' lives constantly improved and rural development entered a new era.

（三）大力推进经济结构调整，提高经济增长质量和效益。一是加快产业结构调整和自主创新。积极推进企业技术改造和兼并重组，工业特别是装备制造业总体水平和竞争力明显提高。战略性新兴产业迅速成长。加快建设国家创新体系，实施知识创新工程和技术创新工程，突破了一批产业发展急需的前沿技术、核心技术和关键装备技术，一大批科研成果实现了产业化。服务业快速发展，在国内生产总值中占比提高 2.5 个百分点。基础设施建设明显加快，五年建成铁路新线 1.6 万公里，新增公路 63.9 万公里，其中高速公路 3.3 万公里，新建、改扩建机场 33 个，新建和加固堤防 1.7 万公里。二是扎实推进节能减排、生态建设和环境保护。提出到 2020 年我国控制温室气体排放行动目标和政策措施，制定实施节能减排综合性工作方案。大力发展清洁能源，新增发电装机容量 4.45 亿千瓦，其中水电 9601 万千瓦、核电 384 万千瓦。关停小火电机组 7210 万千瓦，淘汰了一批落后的煤炭、钢铁、水泥、焦炭产能。推进林业重点生态工程建设，完成造林 2529 万公顷。综合治理水土流失面积 23 万平方公里，加强重点流域水污染防治、大气污染防治和工业“三废”治理。大力发展循环经济。五年累计，单位国内生产总值能耗下降 19.1%，化学需氧量、二氧化硫排放量分别下降 12.45%、14.29%。三是促进区域经济协调发展。落实区域发展总体战略，颁布实施全国主体功能区规划，制定西部大开发新十年指导意见和一系列区域发展规划，推出促进西藏和四省藏区、新疆等民族地区跨越式发展的新举措。中西部和东北地区发展加快，经济增速等主要指标超过全国平均水平；东部地区经济结构不断优化，自主创新和竞争力逐步提高；地区间基本公共服务差距趋于缩小，各具特色的区域发展格局初步形成。

### 3. Strongly promoting economic restructuring and improving the quality and performance of economic growth

First, we accelerated industrial restructuring and innovation. We vigorously carried out technological upgrading in enterprises and enterprise mergers and reorganizations, which noticeably raised the overall level and competitiveness of Chinese industries, particularly equipment manufacturing. Strategic emerging industries grew rapidly. We accelerated the development of the national innovation system; carried out knowledge innovation projects and technology innovation projects; and made breakthroughs in urgently needed cutting-edge technologies, core technologies and key equipment technologies. A large number of research results have been applied in industrial production. The service industry developed quickly and the proportion it contributes to GDP rose by 2.5 percentage points. We greatly accelerated infrastructure development. We expanded the railway system by 16,000 km over the past five years and the road system by 639,000 km, including 33,000 km of expressways. We built, improved or expanded 33 airports and built or reinforced 17,000 km of dykes.

Second, we made genuine progress in energy conservation, emissions reduction, ecological improvement and environmental protection. We formulated policies, measures and national objectives for controlling greenhouse gas emissions by 2020 and drew up a comprehensive work

plan for conserving energy and reducing emissions. We vigorously developed clean energy. New power generating units with a capacity of 445 million kW were put on line, including hydropower plants with 96.01 million kW capacity and nuclear power plants with 3.84 million kW capacity. We decommissioned small thermal power plants with a capacity of 72.1 million kW and eliminated a number of outdated coal, steel, cement and coke production facilities. We made progress on key ecological forestry projects, and afforested a total of 25.29 million hectares. We applied a combination of approaches to control soil erosion on 230,000 km<sup>2</sup> of land, and strengthened efforts to control water and air pollution in key watersheds, prevent and control air pollution and control industrial wastewater, waste gases and residues. We strongly promoted the development of the circular economy. Energy consumption per unit of GDP fell 19.1%, chemical oxygen demand by 12.45% and sulfur dioxide emissions by 14.29%.

Third, we worked to balance regional economic development. We implemented a master strategy for regional development, issued and implemented the national plan for development priority zones; formulated new 10-year guidelines for the large-scale development of the western region and a number of regional development plans; and introduced new measures to stimulate development by leaps and bounds in Tibet, Tibetan ethnic areas in Sichuan, Yunnan, Gansu and Qinghai provinces, Xinjiang and other ethnic minority areas. Development accelerated in the central and western regions and northeast China, and their economic growth rates and other main economic indicators were higher than the national average. The economic structure of the eastern region constantly improved, and its innovativeness and competitiveness gradually increased. Discrepancies in levels of basic public services among regions were decreasing, and the development of each region was taking on unique characteristics.

（四）坚定不移深化改革开放，增强经济社会发展内在活力。财政转移支付制度逐步完善，县级基本财力保障机制初步建立。增值税转型全面实施，成品油价格和税费改革顺利推进，资源税改革启动试点，内外资企业税制全面统一。国有大型商业银行股份制改革顺利完成，政策性金融机构改革、农村信用社改革积极推进；平稳解决上市公司股权分置问题，创业板、股指期货和融资融券顺利推出，债券市场稳步发展；深入推进保险业改革开放；人民币汇率形成机制改革有序推进，跨境贸易人民币结算试点不断扩大。国有企业公司制股份制改革、国有资产监管体制改革取得积极进展。邮政体制改革加快推进。制定实施促进中小企业发展和民间投资的一系列政策，非公有制经济发展环境不断改善，多种所有制经济共同发展。

#### 4. Determinedly working to deepen reform and opening up, and strengthening the internal vitality of economic and social development

We gradually improved the system of transfer payments and set up a rudimentary mechanism for ensuring basic funding for county-level governments. We comprehensively carried out VAT reform. The reform of prices of refined oil products and related taxes and fees was implemented smoothly. Trials were launched for the reform of resource taxes, and the corporate tax systems for domestic and overseas-funded enterprises were unified. The reform to convert large state-owned commercial banks to stockholding companies was smoothly completed, and the reform of policy-based financial institutions and rural credit cooperatives is well underway. We steadily resolved the issue of floating non-tradable shares of listed companies; successfully launched the ChiNext stock market; and introduced stock index futures and securities margin trading. The market for government bonds developed steadily. We deepened the reform and opening up of the insurance industry. Orderly progress was made in reforming the mechanism for setting the RMB exchange rate, and the trials of settling cross-border trade accounts in RMB were



constantly expanded. Positive progress was made in the reform to turn state-owned enterprises (SOEs) into stockholding corporations and the reform of the system for managing and overseeing state assets. We accelerated reform of the postal system. A series of policies were formulated and implemented to promote the development of small and medium-sized enterprises and encourage nongovernmental investment, the environment for the development of the non-public sector of the economy constantly improved, and economic entities under diverse forms of ownership developed side by side.

不断拓展对外开放的广度和深度。进出口总额年均增长 15.9%，结构不断优化。贸易顺差连续两年下降，2010 年比上年减少 6.4%。利用外资水平进一步提高。企业“走出去”步伐明显加快，累计对外直接投资 2200 亿美元，对外工程承包和劳务合作营业额 3352 亿美元。积极参与全球经济治理机制改革和区域合作机制建设，多边、双边经贸合作继续深化。对外援助规模持续扩大。对外开放有力促进了经济发展和结构调整，增加了就业，吸收了先进技术和管理经验，大大提高了我国的国际地位。

The breadth and depth of our openness to the outside world constantly increased. Total import and export volume grew by an average annual rate of 15.9%, and the structure of imports and exports constantly improved. Our trade surplus decreased for two consecutive years, and the year-on-year decrease was 6.4% in 2010. The utilization of foreign capital further improved. The pace of enterprises "going global" increased noticeably: outward foreign direct investment reached \$220 billion and the total volume of contracts to build foreign projects and provide overseas labor services reached \$335.2 billion. We energetically participated in the reform of global economic governance and the development of mechanisms for regional cooperation, and our multilateral and bilateral economic and trade cooperation continued to deepen. The scale of our foreign aid continued to grow. Opening to the outside world strongly stimulated economic development and restructuring, increased employment, attracted advanced technology and managerial expertise, and greatly improved China's international standing.

（五）加快发展社会事业，切实保障和改善民生。始终坚持经济发展与社会发展相协调，围绕改善民生谋发展。把就业放在经济社会发展的优先位置。加强职业培训和就业服务，促进高校毕业生、农村转移劳动力、城镇就业困难人员就业，做好退役军人就业安置工作。实施劳动合同法和就业促进法，普遍提高最低工资标准，推动建立和谐劳动关系。覆盖城乡的社会保障体系建设取得突破性进展，城镇职工基本养老保险实现省级统筹，实施养老保险关系跨省转移接续办法，连续 7 年提高企业退休人员基本养老金水平，年均增长 10%，新型农村社会养老保险试点覆盖 24% 的县。积极稳妥推进医药卫生体制改革，全面建立城镇居民基本医疗保险制度、新型农村合作医疗制度，惠及 12.67 亿城乡居民。最低生活保障制度实现全覆盖，城乡社会救助体系基本建立，社会福利、优抚安置、慈善和残疾人事业取得新进展。全国社会保障基金积累 7810 亿元，比五年前增加 5800 多亿元。大力实施保障性住房建设和棚户区改造，使 1100 万户困难家庭住上了新房。我们要持之以恒，努力让全体人民老有所养、病有所医、住有所居。

#### 5. Accelerating the development of social undertakings and genuinely ensuring and improving the people's wellbeing

We constantly worked to keep economic development in line with social development, and plan development with a view to improving the wellbeing of the people. We gave high priority to employment in economic and social development. We improved vocational training and employment services; helped college graduates, rural migrant workers and urban residents who have difficulty finding jobs to find employment; and helped ex-soldiers find jobs and settle down.

We implemented the Labor Contract Law and the Law on Promoting Employment, raised minimum wages, and promoted harmonious labor relations. We achieved breakthroughs in the development of the social security system for both urban and rural residents; basic pension insurance for urban workers was put under unified planning at the provincial level; a method was devised to transfer pension insurance coverage for workers moving to other provinces; and there was an average 10% increase per year over the last seven years in the basic pension for enterprise retirees. In addition, the trial of a new type of pension insurance for rural residents has been extended to 24% of all counties. We actively yet prudently carried out the reform of the pharmaceutical and healthcare systems, and completed a basic medical insurance system for non-working urban residents and a new rural cooperative medical care system, which benefit 1.267 billion urban and rural residents. We achieved complete coverage of the subsistence allowance system; basically put in place an urban-rural government assistance program; and made continued progress in programs related to social welfare, preferential treatment and arrangements for entitled groups, charities, and people who are physically or mentally handicapped. Moreover, the national social security fund now stands at 781 billion yuan, over 580 billion yuan more than five years ago. We devoted great efforts to constructing low-income housing and redeveloping run-down areas, and as a result, 11 million poor households were able to move into new homes. We worked tirelessly to ensure everyone has access to old-age care, medical treatment, and housing.

制定和实施国家中长期教育改革和发展规划纲要。五年全国财政教育支出累计 4.45 万亿元，年均增长 22.4%。全面实现城乡免费义务教育，所有适龄儿童都能“不花钱、有学上”。义务教育阶段教师绩效工资制度全面实施。中等职业教育对农村经济困难家庭、城市低收入家庭和涉农专业的学生实行免费。加快实施国家助学制度，财政投入从 2006 年的 18 亿元增加到 2010 年的 306 亿元，覆盖面从高等学校扩大到中等职业学校和普通高中，共资助学生 2130 万名，还为 1200 多万名义务教育寄宿生提供生活补助。加快农村中小学危房改造和职业教育基础设施建设。全面提高高等教育质量和水平，增强高校创新能力。制定并实施国家中长期科学和技术发展规划纲要，中央财政科技投入 6197 亿元，年均增长 22.7%，取得了一系列重大成果。大力加强基层医疗卫生服务能力建设。国家财政安排专项资金，改造和新建 2.3 万所乡镇卫生院、1500 所县医院、500 所县中医院和 1000 所县妇幼保健院，建立了 2400 所社区卫生服务中心。制定并实施国家中长期人才发展规划纲要。人口规划目标顺利实现。文化体制改革取得重要进展。公共文化服务体系建设和文化产业发展明显加快，文化产业蓬勃发展。哲学社会科学和新闻出版、广播影视、文学艺术繁荣进步。城乡公共体育设施建设加快，全民健身活动蔚然成风。法制建设全面推进，“五五”普法顺利完成。创新和加强社会管理，社会保持和谐稳定。

We formulated and implemented the National Medium- and Long-Term Plan for Education Reform and Development. Government spending on education nationwide totaled 4.45 trillion yuan, and grew at an average annual rate of 22.4%. We made urban and rural compulsory education free so that all children of school age can receive an education at no cost. We fully implemented the system that links the salaries of teachers in compulsory education to their performance. Secondary vocational education was made free for students from poverty-stricken rural households and low-income urban households and students whose majors are related to agriculture. We accelerated the implementation of the government financial aid system for students, and government investment increased from 1.8 billion yuan in 2006 to 30.6 billion yuan in 2010. The system was expanded from institutions of higher learning to secondary vocational

schools and regular senior secondary schools, and has helped fund the education of 21.3 million students and provided living expenses for over 12 million students living on campus while receiving compulsory education. We accelerated the renovation of dilapidated primary and secondary school buildings in rural areas and the development of vocational education infrastructure. We improved the overall quality of higher education, and enhanced the innovation capacity of colleges and universities. We formulated and implemented the National Medium- and Long-Term Plan for Scientific and Technological Development. The central government allocated 619.7 billion yuan for science and technology, an average annual increase of 22.7%, which resulted in a series of major achievements. Great efforts were made to improve the services provided by community-based medical and health care facilities. A special fund was included in the state budget to renovate or build 23,000 town and township hospitals, 1,500 county hospitals, 500 county traditional Chinese medicine hospitals, and 1,000 county maternity and childcare hospitals, as well as to build 2,400 community health service centers. We formulated and implemented the National Medium- and Long-Term Plan for Human Resource Development. We smoothly attained population planning objectives. Important progress was made in the reform of the cultural management system. Development of the system of public cultural services noticeably accelerated, and the culture industry developed vigorously. Philosophy and the social sciences, the press and publishing, radio, film and television, and literature and art all flourished and advanced. The construction of urban and rural public sports and exercise facilities was accelerated, and the national fitness program has taken root. We comprehensively improved the legal system and smoothly implemented the fifth five-year plan to educate the public about the law. We made innovations in and strengthened the administration of society and maintained social harmony and stability.

抗击汶川特大地震等严重自然灾害的斗争取得重大胜利，汶川灾后恢复重建三年任务两年基本完成，玉树强烈地震和舟曲特大山洪泥石流灾后恢复重建有序推进。经过灾难的洗礼，中国人民更加成熟、自信、坚强，中华民族百折不挠、自强不息的伟大精神不可战胜。

We won major victories in the fight against the Wenchuan earthquake and other natural disasters. The post-earthquake recovery and reconstruction work in Wenchuan was basically completed in two years instead of the scheduled three, and recovery and reconstruction work following the strong Yushu earthquake and major mudslide in Zhugu is proceeding in an orderly manner. Passing these severe tests made the Chinese people more mature, more confident and stronger, and the great, indomitable and unyielding spirit of the Chinese nation is invincible.

五年来，我们不断深化行政管理体制改革，加快转变政府职能，全面完成了新一轮政府机构改革，深入推进依法行政，建设法治政府和服务型政府，推进政务公开，加强行政问责，坚持不懈地开展反腐败斗争，政府自身建设取得积极进展。

We constantly deepened reform of the administrative system. We accelerated the transformation of government functions, completed a new round of reforms of government agencies, intensively carried out administration in accordance with the law, developed law-based government, made the government more service-oriented, made government affairs more open, improved the administrative accountability system, tirelessly combated corruption, and made positive progress in government capacity building.

过去五年，我们是一步一个脚印走过来的，中国人民有理由为此感到自豪！五年的成绩来之不易。这是以胡锦涛同志为总书记的党中央总揽全局、正确领导的结果，是全党全国各族人民共同努力奋斗的结果。在这里，我代表国务院，向全国各族人民，向各民主党派、各人民

团体和各界人士，表示诚挚感谢！向香港特别行政区同胞、澳门特别行政区同胞、台湾同胞和海外侨胞，表示诚挚感谢！向关心和支持中国现代化建设的各国政府、国际组织和各国朋友，表示诚挚感谢！

We worked steadily and made solid progress, and the Chinese people have every reason to take pride in this. Our achievements did not come easily. They were made thanks to the broad vision and correct leadership of the CPC Central Committee with Comrade Hu Jintao as General Secretary and the concerted efforts of the Party and the people of all ethnic groups across the country. On behalf of the State Council, I would like to express my sincere gratitude to the people of all ethnic groups, all democratic parties and mass organizations, and people from all walks of life. In addition, I would like to express my thanks to our compatriots in the Hong Kong and Macao special administrative regions and in Taiwan, and overseas Chinese. Finally, my sincere thanks go to the governments of other countries, international organizations and friends from around the world who care for and support China's modernization.

我们清醒地认识到，我国发展中不平衡、不协调、不可持续的问题依然突出。主要是：经济增长的资源环境约束强化，投资与消费关系失衡，收入分配差距较大，科技创新能力不强，产业结构不合理，农业基础仍然薄弱，城乡区域发展不协调，就业总量压力和结构性矛盾并存，制约科学发展的体制机制障碍依然较多；服务业增加值和就业比重、研究与试验发展经费支出占国内生产总值比重没有完成“十一五”规划目标。一些群众反映强烈的问题没有根本解决，主要是：优质教育、医疗资源总量不足、分布不均；物价上涨压力加大，部分城市房价涨幅过高；违法征地拆迁等引发的社会矛盾增多；食品安全问题比较突出；一些领域腐败现象严重。我们一定要以对国家和人民高度负责的精神，通过艰苦细致的工作和坚持不懈的努力，加快解决这些问题，让人民满意！

We are keenly aware that we still have a serious problem in that our development is not yet well balanced, coordinated or sustainable. This manifests itself mainly in the following: growing resource and environmental constraints hindering economic growth, imbalance between investment and consumption, large income gap, insufficient scientific and technological innovation capabilities, an irrational industrial structure, continued weakness in the agricultural foundation, uneven development between urban and rural areas and between regions, the coexistence of overall pressure to expand employment and structural shortage of qualified personnel in some industries, defects in systems and mechanisms that hinder scientific development, and our failure to meet three targets set in the Eleventh Five-Year Plan - the value-added of the service sector, its share in total employment, and spending on R&D as a percentage of GDP. Moreover, we have not yet fundamentally solved a number of issues that the masses feel strongly about, namely the lack of high-quality educational and medical resources, and their uneven distribution; increasing upward pressure on prices, and exorbitant housing price increases in some cities; increasing social problems resulting from illegal land expropriations and housing demolitions; significant problems concerning food safety; and rampant corruption in some areas. We must therefore have a strong sense of responsibility toward the country and the people and work tirelessly and painstakingly to solve these problems more quickly to the satisfaction of the people.

回顾“十一五”时期的政府工作，我们进一步加深了以下几个方面的认识和体会。

Looking back at the government's work during the Eleventh Five-Year Plan period, we have deepened our understanding and awareness in several areas.

一是必须坚持科学发展。我们战胜各种严峻挑战，靠的是发展；各领域取得的一切成就和进

步，靠的是发展；解决前进道路上的困难和问题，仍然要靠发展。我国仍处于并将长期处于社会主义初级阶段，必须坚持以经济建设为中心，坚持科学发展。要以人为本，把保障和改善民生作为一切工作的出发点和落脚点，坚定不移走共同富裕道路，使发展成果惠及全体人民；坚持统筹兼顾，促进城乡、区域、经济社会协调发展；加快转变经济发展方式，大力推进自主创新，节约资源和保护环境，使经济社会发展与人口资源环境相协调，提高发展的全面性、协调性和可持续性。

First, we must steadfastly undertake scientific development. We have relied on development to overcome all types of severe challenges, and all our achievements and progress in every area come from development. We must therefore continue to rely on development to resolve the difficulties and problems on the road ahead. China is still in the primary stage of socialism and will remain so for a long time to come, so we must continue to take economic development as our central task and pursue scientific development. We need to put people first, make ensuring and improving their wellbeing the starting point and goal of all our work, unwaveringly work for prosperity for all and ensure that everyone shares in the fruits of development. We need to steadfastly take all factors into consideration, and coordinate urban and rural development, regional development, and economic and social development. We need to accelerate the transformation of the pattern of economic development; strongly promote innovation; conserve resources and protect the environment; ensure that economic and social development is coordinated with our population, resources and environment; and make development more comprehensive, balanced and sustainable.

二是必须坚持政府调控与市场机制有机统一。健全的市场机制，有效的宏观调控，都是社会主义市场经济体制不可或缺的重要组成部分。市场作用多一些还是政府作用多一些，必须相机抉择。在应对国际金融危机冲击中，我们加强和改善宏观调控，及时纠正市场扭曲，弥补市场失灵，防止经济出现大的起落，实践证明是完全正确的。我们必须不断完善社会主义市场经济体制，充分发挥市场在资源配置中的基础性作用，激发经济的内在活力，同时，科学运用宏观调控手段，促进经济长期平稳较快发展。

Second, we must continue to closely integrate government control with market forces. Sound market forces and effective macro-control are both indispensable parts of the socialist market economy. We must be guided by realities in deciding when market forces are to play the greater role and when government control is to play the greater role. In responding to the impact of the global financial crisis, we tightened and improved macro-control, quickly corrected market distortions, remedied market failures and prevented serious economic fluctuations. All the measures we took have proven to be entirely correct. We must constantly improve the socialist market economy, and make full use of the basic role of the market in allocating resources to stimulate the internal vitality of the economy while using macro-control tools scientifically to promote long-term, steady and rapid economic development.

三是必须坚持统筹国内国际两个大局。在经济全球化深入发展和对外开放不断深化的条件下，我国经济同世界经济的联系日益紧密，互动和依存不断增强。必须树立世界眼光，加强战略思维，善于从国际形势发展变化中充分把握发展机遇，稳妥应对风险挑战，利用好国内国际两个市场、两种资源，统筹处理好国内发展与对外开放关系，真正做到内外兼顾、均衡发展。

Third, we must consider the overall domestic and international situations. As economic globalization intensifies and China's opening up constantly deepens, our economy is becoming linked ever more closely to the world economy and the two are constantly interacting and



becoming more interdependent. We must adopt a global perspective, strengthen our strategic thinking, be proficient at recognizing development opportunities presented by changes in the international situation, respond prudently to risks and challenges, make good use of both domestic and international markets and resources, correctly balance domestic development and our degree of openness to the outside world, and truly take into consideration both domestic and external demand to achieve balanced development.

四是必须坚持把改革开放作为经济社会发展的根本动力。改革开放是实现国家强盛、人民幸福的必由之路,必须贯穿社会主义现代化建设全过程。我们要以更大的决心和勇气推进改革,提高改革决策的科学性,增强改革措施的协调性,全面推进经济、政治、文化、社会等各方面改革创新,从根本上破除体制机制障碍,最大限度解放和发展生产力,促进社会公平正义。要坚持把改善人民生活作为正确处理改革发展稳定关系的结合点,把改革的力度、发展的速度和社会可承受的程度统一起来,以改革促进和谐稳定,确保人民安居乐业、社会安宁有序、国家长治久安。

Fourth, we must steadfastly use reform and opening up to provide the basic driving force for economic and social development. The only way to make the country strong and prosperous and to ensure the people's happiness is through reform and opening up, and we must implement them throughout the course of socialist modernization. We need to be more resolute and courageous in carrying out reform, and make reform decisions more scientific and reform measures better coordinated. We need to comprehensively carry out economic, political, cultural and social reforms and innovations; eradicate obstacles embedded in systems and mechanisms; fully liberate and develop the productive forces; and promote social fairness and justice. We must make improving the people's lives a pivot linking reform, development and stability; consider the intensity of reforms and the speed of development in light of the ability of society to accept changes; promote harmony and stability through reform; and make sure that people are content with their lives and jobs, society is tranquil and orderly, and the country enjoys long-term peace and stability.

## 二、“十二五”时期的主要目标和任务

### II. Main Objectives and Tasks for the Twelfth Five-Year Plan Period

根据《中共中央关于制定国民经济和社会发展第十二个五年规划的建议》,我们编制了《国民经济和社会发展第十二个五年规划纲要(草案)》,提交大会审议。

We have drawn up the Twelfth Five-Year Plan for National Economic and Social Development (draft) in accordance with the Proposal of the CPC Central Committee for Formulating the Twelfth Five-Year Plan for National Economic and Social Development and submitted it to you for your deliberation and approval.

“十二五”是全面建设小康社会的关键时期,是深化改革开放、加快转变经济发展方式的攻坚时期。从国际看,世界多极化、经济全球化深入发展,和平、发展、合作仍是时代潮流。国际金融危机影响深远,世界经济结构加快调整,全球经济治理机制深刻变革,科技创新和产业转型孕育突破,发展中国家特别是新兴市场国家整体实力步入上升期。从国内看,我国发展的有利条件和长期向好的趋势没有改变,工业化、信息化、城镇化、市场化、国际化深入发展,市场需求潜力巨大,资金供给充裕,科技和教育水平整体提升,劳动力素质提高,基础设施日益完善,政府宏观调控和应对重大挑战的能力明显增强,社会大局保持稳定。综合判断国际国内形势,我国发展仍处于可以大有作为的重要战略机遇期。

The Twelfth Five-Year Plan period is crucial for building a moderately prosperous society in all respects and for deepening reform and opening up and speeding up the transformation of the



pattern of economic development. From an international perspective, world multipolarization and economic globalization are deepening, and peace, development and cooperation remain the current of the times. The global financial crisis is having far-reaching effects; world economic restructuring is accelerating; profound changes are taking place in global economic governance; breakthroughs in scientific and technological innovation and industrial transformation are on the horizon, and the overall strength of developing countries, especially emerging market economies, is increasing. From a domestic perspective, factors favoring China's development and the positive long-term development trend have not changed. Industrialization, informationization, urbanization, marketization and internationalization are all intensifying; there is huge potential demand in the market; the supply of funds is ample; the overall scientific and educational level of the people is rising; the quality of the workforce is improving; infrastructure is getting better by the day; the government's ability to exercise macro-control and respond to major challenges has increased significantly; and society remains stable overall. Looking at the overall international and domestic situations, we have concluded that China's development is still in an important period of strategic opportunities.

我们要高举中国特色社会主义伟大旗帜，以邓小平理论和“三个代表”重要思想为指导，深入贯彻落实科学发展观，适应国内外形势新变化，顺应各族人民过上更好生活新期待，以科学发展为主题，以加快转变经济发展方式为主线，深化改革开放，保障和改善民生，巩固和扩大应对国际金融危机冲击成果，促进经济长期平稳较快发展和社会和谐稳定，为全面建成小康社会打下具有决定性意义的基础。

We must hold high the great banner of socialism with Chinese characteristics, take Deng Xiaoping Theory and the important thought of Three Represents as our guide, thoroughly apply the Scientific Outlook on Development, adapt to the latest changes in the domestic and international situations, and satisfy the new expectations of the people of all ethnic groups for a better life. Taking scientific development as the theme and accelerating transformation of the pattern of economic development as the main thread, we need to deepen reform and opening up; ensure and improve the people's wellbeing; consolidate and expand upon the success of our efforts to respond to the impact of the global financial crisis; promote long-term, steady and rapid economic development and social harmony and stability; and lay a solid foundation for building a moderately prosperous society in all respects.

——我们要推动经济发展再上新台阶。今后五年，我国经济增长预期目标是在明显提高质量和效益的基础上年均增长 7%。按 2010 年价格计算，2015 年国内生产总值将超过 55 万亿元。要进一步加强和改善宏观调控，保持价格总水平基本稳定，把短期调控政策和长期发展政策结合起来，坚持实施扩大内需战略，充分挖掘我国内需的巨大潜力，加快形成消费、投资、出口协调拉动经济增长的新局面。

- We will propel economic development to a new level. We have set a target of 7% annual increase in the economy over the next five years with significant improvement in the quality and performance of economic growth. Based on 2010 prices, the country's GDP in 2015 should exceed 55 trillion yuan. We will continue to strengthen and improve macro-control; keep the overall level of prices basically stable; integrate short-term control policies with long-term development policies; adhere to the strategy of expanding domestic demand; fully tap the huge potential of domestic demand; and more quickly get economic growth to be driven by a balanced mix of consumer spending, investment and exports.

——我们要加快转变经济发展方式和调整经济结构。坚持走中国特色新型工业化道路，推动

信息化和工业化深度融合，改造提升制造业，培育发展战略性新兴产业。加快发展服务业，服务业增加值在国内生产总值中的比重提高 4 个百分点。积极稳妥推进城镇化，城镇化率从 47.5% 提高到 51.5%，完善城市化布局和形态，不断提升城镇化的质量和水平。继续加强基础设施建设，进一步夯实经济社会发展基础。大力发展现代农业，加快社会主义新农村建设。深入实施区域发展总体战略和主体功能区战略，逐步实现基本公共服务均等化。促进城乡、区域良性互动，一二三产业协调发展。

- We will accelerate the transformation of the pattern of economic development and economic restructuring. We will adhere to the new path of industrialization with Chinese characteristics, strive to fully integrate informationization with industrialization, upgrade the manufacturing industry, and foster and develop strategic emerging industries. We will accelerate the development of the service sector and raise its value-added contribution to GDP by 4 percentage points. We will actively yet prudently carry out urbanization, increase its level from 47.5% to 51.5%, improve its pattern and forms, and constantly work to raise its quality. We will continue to strengthen infrastructure, and further strengthen the foundation for economic and social development. We will work hard to develop modern agriculture and accelerate the development of a new socialist countryside. We will thoroughly implement the master strategy for regional development and the strategy of development priority zones, and gradually achieve equality of basic public services. We will promote positive interaction between urban and rural areas and among regions, and the balanced development of primary, secondary and tertiary industries.

——我们要大力发展社会事业。坚持优先发展教育，稳步提升全民受教育程度。坚持自主创新、重点跨越、支撑发展、引领未来的方针，完善科技创新体系和支持政策，着力推进重大科学技术突破。研究与试验发展经费支出占国内生产总值比重达到 2.2%，促进科技成果更好地转化为生产力。适应现代化建设需要，加强人才培养，努力造就规模宏大的高素质人才队伍。大力加强文化建设，推动文化改革发展实现新跨越，满足人民群众不断增长的精神文化需求。大力发展体育事业。进一步深化医药卫生体制改革，健全基本医疗卫生制度，加快实现人人享有基本医疗卫生服务的目标。创新社会管理体制机制，加强社会管理法律、体制、能力建设，确保社会既充满活力又和谐稳定。

- We will work hard to develop social undertakings. We will continue to give top priority to education, and steadily raise the educational level of the people. We will adhere to the principle of making innovations and leapfrog advances in key areas supporting development and creating a better future; improve the system of and support policies for scientific and technological innovation; and strive to make major scientific and technological breakthroughs. We will increase spending on R&D to 2.2% of GDP and promote the conversion of advances in science and technology into actual productive forces. In order to meet the demands of modernization, we will strengthen personnel training and strive to develop a large number of high-caliber personnel. We will vigorously strengthen cultural development and make another great stride forward in the reform and development of culture in order to meet the ever-growing intellectual and cultural demands of the people. We will work hard to develop sports. We will further deepen reform of the pharmaceutical and healthcare systems, improve the basic medical and health care systems, and more quickly reach the goal of making basic medical and health services available to all citizens. We will make innovations in social administration systems and mechanisms, improve the legal and institutional bases and the capacity of social administration, and ensure society is full of vitality, harmonious and stable.

——我们要扎实推进资源节约和环境保护。积极应对气候变化。加强资源节约和管理，提高

资源保障能力，加大耕地保护、环境保护力度，加强生态建设和防灾减灾体系建设，全面增强可持续发展能力。非化石能源占一次能源消费比重提高到 11.4%，单位国内生产总值能耗和二氧化碳排放分别降低 16%和 17%，主要污染物排放总量减少 8%至 10%，森林蓄积量增加 6 亿立方米，森林覆盖率达到 21.66%。切实加强水利基础设施建设，推进大江大河重要支流、湖泊和中小河流治理，明显提高基本农田灌溉、水资源有效利用水平和防洪能力。

- We will effectively conserve resources and protect the environment. We will actively respond to climate change. We will strengthen resource conservation and management, become better able to ensure adequate supplies of resources, intensify the protection of farmland and the environment, strengthen ecological development and systems to prevent and mitigate natural disasters, and comprehensively build our capacity for sustainable development. The proportion of non-fossil fuels in primary energy consumption should reach 11.4%; energy consumption and CO2 emissions per unit of GDP should be reduced by 16% and 17% respectively; the release of major pollutants should be reduced by 8% to 10%; forest stock should be increased by 600 million m<sup>3</sup>; and forest cover should be increased to 21.66%. We will substantially improve water conservancy facilities; make progress in better controlling important tributaries of large rivers as well as lakes and small and medium-sized rivers; and significantly improve agricultural irrigation, the efficiency of water resources use and resistance to flooding.

——我们要全面改善人民生活。坚持把增加就业作为经济社会发展的优先目标，为全体劳动者创造公平的就业机会，五年城镇新增就业 4500 万人。坚持和完善按劳分配为主体、多种分配方式并存的分配制度，努力实现居民收入增长和经济发展同步、劳动报酬增长和劳动生产率提高同步，逐步提高居民收入在国民收入分配中的比重，提高劳动报酬在初次分配中的比重，加快形成合理的收入分配格局。城镇居民人均可支配收入和农村居民人均纯收入年均实际增长超过 7%。提高扶贫标准，减少贫困人口。加快完善社会保障制度，进一步提高保障水平。城乡基本养老、基本医疗保障制度实现全覆盖，提高并稳定城乡三项基本医疗保险参保率，政策范围内的医保基金支付水平提高到 70%以上，全国城镇保障性住房覆盖面达到 20%左右。坚持计划生育基本国策，逐步完善政策，促进人口长期均衡发展，人均预期寿命提高 1 岁，达到 74.5 岁。

- We will comprehensively improve the people's wellbeing. We will make increasing employment the foremost objective of economic and social development, create equitable job opportunities for the entire workforce, and create an extra 45 million urban jobs over the next five years. We will uphold and improve the distribution system whereby distribution according to work is dominant and multiple forms of distribution exist side by side, strive to coordinate increases in people's incomes with economic development and increases in workers' pay with improvements in labor productivity, gradually raise the proportion of national income distributed to individuals, increase the proportion of wages in the primary distribution of income, and quickly make the pattern of income distribution more reasonable. The per capita disposable income of urban residents and the per capita net income of rural residents will rise by an annual average of over 7% in real terms. We will raise the poverty line and reduce the number of people living in poverty. We will more quickly improve the social security system, and continue to raise social security benefits. The basic pension insurance and basic medical insurance systems will cover all urban and rural residents. Participation in the basic medical insurance system for working and non-working urban residents and the new rural cooperative medical care system will increase and stabilize, and we will increase the proportion of expenses for medical treatment paid out of the medical insurance fund to over 70% in accordance with relevant policies. Low-income housing

will be made available to around 20% of the country's urban households. We will adhere to the basic state policy on family planning and progressively improve it. We will promote balanced population growth in the long term and raise the average life expectancy by one year to 74.5 years.

——我们要全面深化改革开放。更加重视改革顶层设计和总体规划，大力推进经济体制改革，积极稳妥地推进政治体制改革，加快推进文化体制、社会体制改革，不断完善社会主义市场经济体制，扩大社会主义民主，完善社会主义法制，使上层建筑更加适应经济基础发展变化，为科学发展提供有力保障。坚持和完善基本经济制度，营造各种所有制经济依法平等使用生产要素、公平参与市场竞争、同等受到法律保护的体制环境。加快财税金融体制改革，积极构建有利于转变经济发展方式的财税体制，构建组织多元、服务高效、监管审慎、风险可控的金融体系。深化资源性产品价格和环保收费改革，建立健全能够灵活反映市场供求关系、资源稀缺程度和环境损害成本的资源性产品价格形成机制。实施更加积极主动的开放战略，培育参与国际合作与竞争新优势，进一步形成互利共赢的开放新格局。

- We will comprehensively deepen reform and opening up. We will pay greater attention to the top-level design and overall planning of reform, vigorously press ahead with economic restructuring, actively yet prudently advance political restructuring, accelerate reform of the cultural and social management systems, constantly improve the socialist market economy, expand socialist democracy, improve the socialist legal system, make the superstructure more responsive to the development of and changes in the economic base, and provide strong assurances for scientific development. We will uphold and improve the basic economic system, and create an institutional environment under which economic entities under all forms of ownership use factors of production equally in accordance with the law, engage in fair competition in the market, and enjoy equal legal protection. We will accelerate the reform of the fiscal, taxation, and financial systems; make fiscal and taxation systems conducive to transforming the pattern of economic development; and develop a financial system that is comprised of diverse organizations, provides efficient service, exercises prudent oversight, and keeps risks within bounds. We will deepen reform of the prices for resource products and environmental protection charges, and develop a sound, flexible mechanism for setting prices for resource products capable of reflecting supply and demand in the market, resource scarcity, and the cost of environmental damage. We will implement a more positive opening up strategy, cultivate new advantages beneficial to our participation in international cooperation and competition, and bring about a new phase of opening up that emphasizes mutual benefit.

——我们要不断加强政府自身改革建设。政府的一切权力都是人民赋予的，必须对人民负责，为人民谋利益，接受人民监督；必须最广泛地动员和组织人民依法管理国家和社会事务，管理经济和文化事业；必须坚持依法治国基本方略，加强维护群众利益的法制建设，推进依法行政；必须实行科学、民主决策，建立健全决策、执行、监督既相互制约又相互协调的运行机制，确保权力正确行使；必须从制度上改变权力过分集中而又得不到制约的状况，坚决惩治和预防腐败；必须保障人民的民主权利和合法权益，维护社会公平正义。

- We will constantly strengthen the government's internal reforms and self-improvement. All the government's power is entrusted by the people, and the government must therefore be responsible for the people, work to benefit them, and accept their oversight. We must mobilize and organize as many people as possible to manage state and social affairs as well as economic and cultural undertakings in accordance with the law. We must uphold the rule of law as a basic strategy, strengthen the legal system to safeguard the people's interests, and carry out

administration in accordance with the law. We must make decisions scientifically and democratically; establish a sound operational mechanism for decision making, enforcement and oversight to check each other and function in concert; and ensure that power is exercised properly. We must make institutional changes to end the excessive concentration of power and lack of checks on power, and resolutely prevent and punish corruption. We must safeguard the people's democratic rights and legitimate rights and interests, and safeguard social fairness and justice.

总之，经过未来五年努力，实现“十二五”规划的各项目标，我国的综合国力就会有更大的提升，人民生活就会有更大的改善，国家面貌就会发生更大的变化。

In short, by achieving all the targets set forth in the Twelfth Five-Year Plan through hard work in the coming five years, China's overall strength will further increase, people will live better lives, and our country will undergo more profound changes.

### 三、2011 年的工作

#### III. Work for 2011

2011 年，是“十二五”开局之年，做好今年的工作对于完成“十二五”各项目标任务至关重要。过去一年，我们的各项工作取得了很大成绩。国内生产总值增长 10.3%，居民消费价格涨幅控制在 3.3%，城镇新增就业 1168 万人，国际收支状况有所改善。这为做好今年的工作打下了良好基础。

The year 2011 is the first year of the Twelfth Five-Year Plan period, and it is pivotal for us to do a good job this year in order to accomplish all the tasks and objectives set forth in the plan. Last year, we achieved significant results in all our work. GDP rose by 10.3%; the increase in the CPI was held in check at 3.3%; 11.68 million new urban jobs were created; and the balance of payments situation improved. All of this laid a good foundation for our work this year.

今年，我国发展面临的形势仍然极其复杂。世界经济将继续缓慢复苏，但复苏的基础不牢。发达经济体经济增长乏力，失业率居高难下，一些国家主权债务危机隐患仍未消除，主要发达经济体进一步推行宽松货币政策，全球流动性大量增加，国际大宗商品价格和主要货币汇率加剧波动，新兴市场资产泡沫和通胀压力加大，保护主义继续升温，国际市场竞争更加激烈，不稳定不确定因素仍然较多。我国经济运行中一些长期问题和短期问题相互交织，体制性矛盾和结构性问题叠加在一起，加大了宏观调控难度。我们要准确判断形势，保持清醒头脑，增强忧患意识，做好应对风险的准备。

This year, our country still faces an extremely complex situation for development. The world economy will continue to recover slowly, but the foundation for recovery is not solid. Economic growth in developed economies is weak, their unemployment rates are and will remain high, and some countries are still under the threat of their sovereign debt crises. Major developed economies have further eased monetary policies, global liquidity has increased greatly, the prices of major commodities and the exchange rates of major currencies have become more volatile in the international market, asset bubbles and inflationary pressure have grown in emerging markets, protectionism continues to heat up, competition in the international market is becoming more intense, and there are still many unstable and uncertain factors. Some long-term and short-term problems in our country's economic activities are intertwined, and institutional incongruities and structural problems are stacked up together, making our macro-control more difficult. We need to correctly judge the situation, keep our heads clear, be more mindful of potential dangers, and be prepared to respond to risks.

今年国民经济和社会发展的主要预期目标是：国内生产总值增长 8%左右；经济结构进一步



优化；居民消费价格总水平涨幅控制在 4% 左右；城镇新增就业 900 万人以上，城镇登记失业率控制在 4.6% 以内；国际收支状况继续改善。总的考虑是，为转变经济发展方式创造良好环境，引导各方面把工作着力点放在加快经济结构调整、提高发展质量和效益上，放在增加就业、改善民生、促进社会和谐上。

The major targets for this year's national economic and social development are as follows: to increase GDP by around 8%, further optimize the economic structure, keep the CPI increase around 4%, create more than nine million new urban jobs, keep the registered urban unemployment rate at 4.6% or lower, and continue to improve the balance of payments situation. Our main purpose is to create a good environment for transforming the pattern of economic development, and to guide all sectors to focus their work on accelerating economic restructuring and raising the quality and results of development as well as on increasing employment, improving the people's wellbeing and promoting social harmony.

实现上述目标，要保持宏观经济政策的连续性、稳定性，提高针对性、灵活性、有效性，处理好保持经济平稳较快发展、调整经济结构、管理通胀预期的关系，更加注重稳定物价总水平，防止经济出现大的波动。

To achieve the above targets, we need to maintain continuity and stability in our macroeconomic policies; make them more targeted, flexible and effective; correctly strike a balance between maintaining steady yet rapid economic development, restructuring the economy and managing inflation expectations; pay more attention to maintaining overall price stability; and prevent large economic fluctuations.

继续实施积极的财政政策。保持适当的财政赤字和国债规模。今年拟安排财政赤字 9000 亿元，其中中央财政赤字 7000 亿元，继续代地方发债 2000 亿元并纳入地方预算，赤字规模比上年预算减少 1500 亿元，赤字率下降到 2% 左右。要着力优化财政支出结构，增加“三农”、欠发达地区、民生、社会事业、结构调整、科技创新等重点支出；压缩一般性支出，严格控制党政机关办公楼等楼堂馆所建设，出国（境）经费、车辆购置及运行费、公务接待费等支出原则上零增长，切实降低行政成本。继续实行结构性减税。依法加强税收征管。对地方政府性债务进行全面审计，实施全口径监管，研究建立规范的地方政府举债融资机制。

We will continue to implement a proactive fiscal policy. We will keep the deficit and government bonds at appropriate levels. This year, we are projecting a deficit of 900 billion yuan, which consists of a 700 billion yuan central government deficit and 200 billion yuan in local government bonds, which will be included in local government budgets. This deficit is 150 billion yuan less than budgeted last year, and the deficit will decrease to around 2% of GDP. We need to focus on optimizing the structure of expenditures. We need to increase expenditures in key areas, such as agriculture, rural areas, and farmers; underdeveloped areas; the people wellbeing; social programs; restructuring; and scientific and technological innovation. We need to decrease ordinary expenditures; strictly control expenditures of Party and government bodies on office buildings and other facilities; keep the budgets for travel abroad, the purchase and operating costs of motor vehicles, and official entertainment at their present level in principle without any increase; and genuinely decrease administrative costs. We will continue to implement structural tax reductions. We will strengthen tax collection and administration in accordance with the law. We will comprehensively audit local government debt, carry out complete oversight and control, and establish a standardized financing mechanism for local governments to borrow money.

实施稳健的货币政策。保持合理的社会融资规模，广义货币增长目标为 16%。健全宏观审慎政策框架，综合运用价格和数量工具，提高货币政策有效性。提高直接融资比重，发挥好股



票、债券、产业基金等融资工具的作用，更好地满足多样化投融资需求。着力优化信贷结构，引导商业银行加大对重点领域和薄弱环节的信贷支持，严格控制对“两高”行业和产能过剩行业贷款。进一步完善人民币汇率形成机制。密切监控跨境资本流动，防范“热钱”流入。加强储备资产的投资和风险管理，提高投资收益。

We will implement a prudent monetary policy. We will keep financing from all sources at an appropriate level, and we have set a target of a 16% increase in the broad money supply (M2). We will improve our policy framework for comprehensively exercising caution and utilize the tools of prices and quantity in an integrated manner to make our monetary policy more effective. We will increase the proportion of direct financing, and make full use of financing tools such as stocks, bonds and private equities to better satisfy the diverse demands for investment and financing. We will strive to optimize the credit structure, guide commercial banks to increase credit support to key areas and weak links, and strictly control loans to industries that consume large quantities of energy and resources, are highly polluting or have excess capacity. We will further improve the mechanism for setting RMB exchange rates. We will closely monitor and control cross-border capital flows and prevent the influx of hot money. We will strengthen investment management and risk management over our foreign exchange reserves and increase the returns on our investments.

今年，重点要做好以下几方面工作。

This year, our focus is on doing the following work well.

#### （一）保持物价总水平基本稳定

##### 1. Keeping overall price levels basically stable

当前，物价上涨较快，通胀预期增强，这个问题涉及民生、关系全局、影响稳定。要把稳定物价总水平作为宏观调控的首要任务，充分发挥我国主要工业品总体供大于求、粮食库存充裕、外汇储备较多等有利条件，努力消除输入性、结构性通胀因素的不利影响，消化要素成本上涨压力，正确引导市场预期，坚决抑制价格上涨势头。要以经济和法律手段为主，辅之以必要的行政手段，全面加强价格调控和监管。一是有效管理市场流动性，控制物价过快上涨的货币条件。把握好政府管理商品和服务价格的调整时机、节奏和力度。二是大力发展生产，保障主要农产品、基本生活必需品、重要生产资料的生产和供应。落实“米袋子”省长负责制和“菜篮子”市长负责制。三是加强农产品流通体系建设，积极开展“农超对接”，畅通鲜活农产品运输“绿色通道”。完善重要商品储备制度和主要农产品临时收储制度，把握好国家储备吞吐调控时机，搞好进出口调节，增强市场调控能力。四是加强价格监管，维护市场秩序。特别要强化价格执法，严肃查处恶意炒作、串通涨价、哄抬价格等不法行为。五是完善补贴制度，建立健全社会救助和保障标准与物价上涨挂钩的联动机制，绝不能让物价上涨影响低收入群众的正常生活。

Recently, prices have risen fairly quickly and inflation expectations have increased. This problem concerns the people's wellbeing, bears on overall interests and affects social stability. We must therefore make it our top priority in macroeconomic control to keep overall price levels stable. We need to make the most of favorable conditions, such as an ample supply of manufactured goods and our abundant grain reserves and considerable foreign exchange reserves, endeavor to overcome the adverse effects of imported and structural inflation, cushion the upward pressure for costs of factors of production, and correctly guide market expectations to resolutely curb price rises. We need to comprehensively strengthen our work controlling and monitoring prices mainly through economic and legal methods supplemented by administrative means when necessary. First, we will effectively manage market liquidity and control the monetary conditions

for commodity prices rising too rapidly. We will decide proper timing, frequency and intensity of price adjustments for goods and services whose prices are regulated by the government. Second, we will vigorously develop production and ensure the production and supply of major farm products, daily necessities and important means of production. We will effectively implement the system of provincial governors taking responsibility for the "rice bag" (grain supply) program and city mayors taking responsibility for the "vegetable basket" (non-grain food supply) program. Third, we will develop the distribution system for farm products, actively encourage farmers and stores to link up, and guarantee the unimpeded transport of fresh farm products through "green channels," where vehicles carrying such goods are exempt from paying road tolls. We will improve the reserve system for important goods and the system for temporarily purchasing and stockpiling major farm products, seize the opportune moment for the state to manipulate reserves, adjust imports and exports, and strengthen our ability to control the market. Fourth, we will strengthen oversight and supervision of prices and maintain market order. We particularly need to strengthen law enforcement concerning pricing, and strictly investigate and deal with illegal behavior such as driving up prices through price collusion or market speculation. Fifth, we will improve the system of subsidies and institute a sound mechanism to raise social assistance and social security benefits when commodity prices rise. We cannot allow price rises to affect the normal lives of low-income people.

## （二）进一步扩大内需特别是居民消费需求

### 2. Further expanding domestic demand, especially consumer demand

扩大内需是我国经济发展的长期战略方针和基本立足点，也是促进经济均衡发展的根本途径和内在要求。

Expanding domestic demand is a long-term strategic principle and basic standpoint of China's economic development as well as a fundamental means and an internal requirement for promoting balanced economic development.

积极扩大消费需求。继续增加政府用于改善和扩大消费的支出，增加对城镇低收入居民和农民的补贴。继续实施家电下乡和以旧换新政策。加强农村和中小城市商贸流通、文化体育、旅游、宽带网络等基础设施建设。大力促进文化消费、旅游消费和养老消费。推动农村商业连锁经营和统一配送，优化城镇商业网点布局，积极发展电子商务、网络购物、地理信息等新型服务业态。大力整顿和规范市场秩序，切实维护消费者权益。深入开展打击侵犯知识产权和制售假冒伪劣商品的专项治理行动。

We will actively boost consumer demand. We will continue to increase government spending used to help expand consumption, and increase subsidies to low-income urban residents and farmers. We will continue to implement the policies of providing subsidies for rural residents to purchase home appliances and subsidies for trading-in old home appliances for new ones. We will strengthen the infrastructure for the distribution of goods, culture and sports, travel, and broadband in rural areas and small and medium-sized cities. We will vigorously promote consumption in the areas of culture, travel and old-age care. We will promote chain-store operations and unified distribution in rural areas, optimize the distribution of urban commercial outlets, and develop new services such as e-commerce, online shopping and the Geographic Information System. We will energetically overhaul and standardize the market, and earnestly protect consumers' rights and interests. We will intensify our efforts to crack down on violations of intellectual property rights and the manufacture and sale of counterfeit or substandard goods. 大力优化投资结构。认真落实国务院关于鼓励引导民间投资新 36 条，抓紧制定公开透明的

市场准入标准和支持政策，切实放宽市场准入，真正破除各种有形和无形的壁垒，鼓励和引导民间资本进入基础产业和基础设施、市政公用事业、社会事业、金融服务等领域，推动民营企业加强自主创新和转型升级，鼓励和引导民间资本重组联合和参与国有企业改革，加强对民间投资的服务、指导和规范管理，促进社会投资稳定增长和结构优化。充分发挥政府投资对结构调整的引导作用，优先保证重点在建、续建项目的资金需求，有序启动“十二五”规划重大项目建设。防止盲目投资和重复建设。严格执行投资项目用地、节能、环保、安全等准入标准，提高投资质量和效益。

We will strive to improve the investment structure. We will earnestly implement the State Council's 36 new guidelines for encouraging and guiding nongovernmental investment; work quickly to formulate open and transparent standards and supporting policies on market access; effectively relax restrictions on market access; genuinely eliminate all visible and invisible barriers; encourage and guide nongovernmental investment in areas such as basic industries, infrastructure, municipal public utilities, social programs, and financial services; prod privately run enterprises to strengthen their innovation, transformation and upgrading; encourage and guide the reorganization and mergers of nongovernmental capital and its involvement in SOE reform; strengthen services and guidance for and standardized supervision of nongovernmental investment; and promote its stable growth and structural optimization. We will get government investment to play the leading role in restructuring, give priority to ensuring funding for key projects that are under construction or expansion, and begin construction on the major projects in the Twelfth Five-Year Plan in an orderly manner. We will prevent haphazard investment and redundant construction. We will strictly enforce investment project approval standards on land use, energy conservation, environmental protection and safety, and improve the quality and benefits of investment.

### （三）巩固和加强农业基础地位

3. Consolidating and strengthening the position of agriculture as the foundation of the economy  
坚持把“三农”工作放在重中之重，在工业化、城镇化深入发展中同步推进农业现代化，巩固和发展农业农村好形势。

We will steadfastly make agriculture, rural areas, and farmers the top priority of the government's work; carry out agricultural modernization while deepening industrialization and urbanization; and consolidate and build upon the favorable situation in agriculture and rural areas.

确保农产品供给，多渠道增加农民收入。要把保障粮食安全作为首要目标，毫不放松地抓好农业生产。稳定粮食种植面积，支持优势产区生产棉花、油料、糖料等大宗产品。大力发展畜牧业、渔业、林业。切实抓好新一轮“菜篮子”工程建设，大中城市郊区要有基本的菜地面积和生鲜食品供给能力。强化农业科技支撑，发展壮大农作物种业，大规模开展高产创建。继续实施粮食最低收购价政策，今年小麦最低收购价每 50 公斤提高 5 到 7 元，水稻最低收购价每 50 公斤提高 9 到 23 元。大力发展农村非农产业，壮大县域经济，提高农民职业技能和创业、创收能力，促进农民就地就近转移就业。提高扶贫标准，加大扶贫开发力度。

We will ensure an adequate supply of agricultural products and increase farmers' incomes through multiple channels. We will make safeguarding food security our primary goal, and work tirelessly to increase agricultural production. We will keep the area planted in grain crops stable, and support the growing of cotton, oilseed and sugar crops in the most suitable areas. We will energetically develop the animal husbandry, fishery, and forestry sectors. We will effectively carry out the new round of the "vegetable basket" program and ensure that suburbs of large and

medium-sized cities have a basic area for growing vegetables and a basic ability to supply fresh produce for urban residents. We will get science and technology to better support agriculture, develop and expand the crop seed industry, and launch large-scale efforts to increase agricultural production. We will continue to implement the policy of minimum grain purchase prices, raise the floor price for wheat by 5 to 7 yuan per 50 kg and increase the floor price for rice by 9 to 23 yuan per 50 kg this year. We will energetically develop nonagricultural industries in rural areas, strengthen county economies, improve farmers' vocational skills and their ability to start their own businesses and increase their incomes, and encourage them to find nonagricultural employment in their hometowns or nearby areas. We will raise the poverty line, and intensify our efforts to alleviate poverty through development.

大兴水利，全面加强农业农村基础设施建设。重点加强农田水利建设、中小河流治理、小型水库和病险水闸除险加固以及山洪地质灾害防治。完善排灌设施，发展节水灌溉，加固河流堤岸，搞好淤疏浚，消除水库隐患，扩大防洪库容。通过几年努力，全面提高防汛抗旱、防灾减灾能力。大力推进农村土地开发整理，大规模建设旱涝保收高标准农田，加快全国新增千亿斤粮食生产能力建设。加强农村水电路气房建设，大力改善农村生产生活条件，努力为农民建设美好家园。

We will put great effort into water conservancy, and comprehensively strengthen agricultural and rural infrastructure. We will focus on developing more irrigation and water conservancy projects, harnessing small and medium-sized rivers, reinforcing small reservoirs and faulty and dangerous sluices, and preventing and responding to geological disasters from mountain torrents. We will improve irrigation and drainage facilities, develop water-saving irrigation, reinforce river embankments, clear away silt and dredge waterways, eliminate hidden dangers in reservoirs, and increase their storage capacity to prevent floods. Through several years of hard work, we will comprehensively improve our ability to prevent floods, control droughts, and prevent and mitigate natural disasters. We will vigorously develop and improve rural land, develop arable land that meets high drought and flood resistance standards on a large scale, and accelerate our work to increase the country's grain production capacity by 50 million tons. We will intensify work on projects to provide running water and electricity to rural homes, build and improve roads, exploit methane and construct rural housing, and energetically improve rural working and living conditions, so that farmers can live in a nice environment.

加大“三农”投入，完善强农惠农政策。财政支出重点向农业农村倾斜，确保用于农业农村的总量、增量均有提高；预算内固定资产投资重点用于农业农村基础设施建设，确保总量和比重进一步提高；土地出让收益重点投向农业土地开发、农田水利和农村基础设施建设，确保足额提取、定向使用。今年中央财政用于“三农”的投入拟安排 9884.5 亿元，比上年增加 1304.8 亿元。继续增加对农民的生产补贴，新增补贴重点向主产区、重点品种、专业大户、农民专业合作社倾斜。增加中央财政对粮食、油料、生猪调出大县的一般性转移支付，扩大奖励补助规模和范围。引导金融机构增加涉农信贷投放，确保涉农贷款增量占比不低于上年。加大政策性金融对“三农”的支持力度。健全政策性农业保险制度，建立农业再保险和巨灾风险分散机制。

We will increase funding for agriculture, rural areas, and farmers and improve our policies to strengthen agriculture and benefit farmers. We will direct more government spending toward agriculture and rural areas, and ensure that total expenditures and spending increases in this area are both higher than last year. Our budgetary fixed asset investment will be used mainly to develop agricultural and rural infrastructure, and we will ensure that both the proportion and the

total amount of investment further increase. Proceeds from the transfer of land-use rights will be spent primarily on developing agricultural land, irrigation and water conservancy, and constructing rural infrastructure, and we will ensure that an adequate amount of funds is drawn from these proceeds and used for those purposes. This year's allocation for agriculture, rural areas, and farmers from the central government budget will be 988.45 billion yuan, an increase of 130.48 billion yuan over last year. We will continue to increase subsidies to agricultural production, and give high priority in the newly increased subsidies to major production areas, key crop varieties, major specialized households, and specialized farmer cooperatives. We will increase general transfer payments from the central government to the major counties that supply other parts of the country with grain, oilseed and pigs, and expand the size and scope of awards and subsidies. We will encourage financial institutions to increase their supply of credit for agriculture, rural areas, and farmers and ensure that this year's percentage increase in credit is no less than that of last year. We will increase policy-based financial support for agriculture, rural areas, and farmers. We will improve the policy-supported agricultural insurance system, and develop an agricultural reinsurance system and a mechanism for diffusing the risk of huge catastrophes.

深化农村改革，增强农村发展活力。坚持和完善农村基本经营制度，健全覆盖耕地、林地、草原等家庭承包经营制度。有序推进农村土地管理制度改革。探索建立耕地保护补偿机制。继续推进农村综合改革。全面实施村级公益事业建设一事一议财政奖补，大幅增加奖补资金规模。加快发展农民专业合作社和农业社会化服务体系，提高农业组织化程度。年底前，在全国普遍建立健全乡镇或区域性农业技术推广、动植物疫病防控、农产品质量监管等公共服务机构。

We will deepen rural reform, and increase the vitality of rural development. We will adhere to and improve the basic rural operating system and improve the household contract responsibility system for land use including farmland, forestland and grassland. We will move forward with reform of the rural land management system in an orderly manner. We will explore and establish a compensation mechanism for protecting arable land. We will continue to carry out comprehensive rural reforms. We will fully implement the government award and subsidy system for village-level public works projects, the launching of which is determined by villagers themselves, and we will significantly increase the size of awards and subsidies. We will accelerate the development of specialized farmer cooperatives and the system whereby various sectors of society provide services for agriculture, and raise the level of organization in agriculture. By the end of this year, we will put in place sound public services for spreading agricultural technology; preventing and controlling animal and plant diseases; and monitoring the quality of agricultural products in townships, towns and regions all over the country.

解决 13 亿中国人的吃饭问题始终是头等大事，任何时候都不能掉以轻心。我们有信心也有能力办好这件大事。

Ensuring adequate food for 1.3 billion Chinese people is always a top priority, and we must never treat this issue lightly. We have the confidence and the ability to handle this important matter well.

#### （四）加快推进经济结构战略性调整

#### 4. Accelerating strategic economic restructuring

这是转变经济发展方式的主攻方向。要推动经济尽快走上内生增长、创新驱动的轨道。

This is the major goal of transforming the pattern of economic development. China's economy



needs to be quickly put on the path of endogenous growth driven by innovation.

调整优化产业结构。加快构建现代产业体系，推动产业转型升级。一是改造提升制造业。加大企业技术改造力度，重点增强新产品开发能力和品牌创建能力，提高能源资源综合利用水平、技术工艺系统集成水平，提高产品质量、技术含量和附加值。推动重点行业企业跨地区兼并重组。完善落后产能退出机制和配套政策。二是加快培育发展战略性新兴产业。积极发展新一代信息技术产业，建设高性能宽带信息网，加快实现“三网融合”，促进物联网示范应用。大力推动节能环保、新能源、生物、高端装备制造、新材料、新能源汽车等产业发展。要抓紧制定标准，完善政策，加强创新能力建设，发挥科技型中小企业作用，促进战略性新兴产业健康发展，加快形成生产能力和核心竞争力。三是大力发展服务业。加快发展生产性服务业，积极发展生活性服务业。大力发展和提升软件产业。着力营造有利于服务业发展的市场环境，加快完善促进服务业发展的政策体系。尽快实现鼓励类服务业用电、用水、用气、用热与工业基本同价。四是加强现代能源产业和综合运输体系建设。积极推动能源生产和利用方式变革，提高能源利用效率。推进传统能源清洁利用，加强智能电网建设，大力发展清洁能源。统筹发展、加快构建便捷、安全、经济、高效的综合运输体系。坚持陆海统筹，推进海洋经济发展。

We will adjust and optimize the industrial structure. We will quicken the establishment of a modern industrial system and give impetus to industrial transformation and upgrading.

First, we will transform and upgrade manufacturing industries. We will intensify technological upgrading in enterprises, with the focus on becoming better able to develop new products and build brand names; utilize energy and resources more comprehensively; increase the integration of technological and process systems; and raise the quality, technological content and value-added of products. We will encourage enterprises in key industries to enter into trans-regional acquisitions and reorganizations. We will improve the exit mechanism and accompanying policies for outdated production capacity.

Second, we will accelerate the cultivation and development of strategic emerging industries. We will vigorously develop the next-generation IT industry; build a high-performance broadband information network; accelerate the integration of the telecommunications network, the radio and television broadcasting network, and the Internet; and promote demonstrations on how to use the Internet of Things. We will energetically give impetus to the development of industries such as energy conservation, environmental protection, new energy, biotechnology, high-end equipment manufacturing, new materials and new energy vehicles. We need to promptly formulate standards, improve policies, enhance innovation capabilities, get small and medium-sized high-tech companies to play their role, and foster the healthy development of strategic emerging industries so they more quickly build their production capacity and core competitiveness.

Third, we will vigorously develop service industries. We will accelerate the development of producer services and actively develop consumer services. We will make every effort to develop and upgrade the software industry. We will strive to create a market environment that is conducive to the development of service industries, and quickly improve the policy system for stimulating their development. We will make the prices of power, water, gas and heating basically the same for both service industries encouraged by the state and the industrial sector as quickly as possible.

Fourth, we will strengthen the modern energy industry and the comprehensive transport system. We will actively promote changes in the way energy is produced and used and raise energy



efficiency. We will give impetus to the clean use of traditional energy sources, intensify the construction of smart power grids, and vigorously develop clean energy. We will coordinate the development and accelerate the construction of a comprehensive transport system that is convenient, safe, cost-effective and highly efficient. We will steadfastly make coordinated development plans for land and sea and advance the development of the marine economy.

促进区域协调发展。全面落实各项区域发展规划。坚持把实施西部大开发战略放在区域发展总体战略的优先位置,认真落实西部大开发新十年的政策措施和促进西藏、新疆等地区跨越式发展的各项举措。全面振兴东北地区等老工业基地,继续推进资源型城市转型。大力促进中部地区崛起,进一步发挥承东启西的区位优势。积极支持东部地区率先发展,在体制机制创新和发展方式转变上走在全国前列。更好发挥深圳等经济特区、上海浦东新区、天津滨海新区在改革开放中先行先试的作用。加大力度支持革命老区、民族地区、边疆地区发展,颁布实施 2011-2020 年中国农村扶贫开发纲要,启动集中连片特殊困难地区扶贫开发攻坚工程,加快贫困地区脱贫致富步伐。

We will promote balanced development between regions. We will fully implement all regional development plans. In implementing the master strategy of regional development, we will steadfastly give high priority to the strategy of large-scale development of the western region, and earnestly implement the policies and measures for the new ten-year period of the large-scale development of the western region and all the measures to promote the leapfrog development of Tibet and Xinjiang. We will fully revitalize old industrial bases such as northeast China and continue to transform resource-dependent cities. We will vigorously foster the rise of the central region and make greater use of its geographical advantage of linking the eastern and western regions. We will actively support the eastern region in taking the lead in development, and leading the country in making innovations in systems and mechanisms and transforming the pattern of development. We will get Shenzhen and other special economic zones, Pudong New Area in Shanghai and Binhai New Area in Tianjin to better play a leading and exploratory role in reform and opening up. We will give greater support to the development of old revolutionary base areas, ethnic minority areas and border areas, promulgate and implement the 2011-2020 rural poverty alleviation and development program, launch the project to alleviate poverty through development in contiguous areas with particular difficulties, and lift impoverished areas out of poverty more quickly.

积极稳妥推进城镇化。坚持走中国特色城镇化道路,遵循城市发展规律,促进城镇化健康发展。坚持科学规划,严格管理。加强城市基础设施和公共服务设施建设,增强城镇综合承载能力,提高管理和服务水平。因地制宜,分步推进,把有稳定劳动关系并在城镇居住一定年限的农民工,逐步转为城镇居民。对暂不具备落户条件的农民工,要解决好他们在劳动报酬、子女就学、公共卫生、住房租赁、社会保障等方面的实际问题。要充分尊重农民在进城和留乡问题上的自主选择权,切实保护农民承包地、宅基地等合法权益。城镇化要同农业现代化和新农村建设相互促进,这是必须坚持的正确方向。

We will actively yet prudently move forward with urbanization. We will adhere to the path of urbanization with Chinese characteristics, abide by the principles of urban development and foster the sound development of urbanization. We will adhere to scientific planning and strict management. We will strengthen urban infrastructure and public service facilities, increase the overall carrying capacity of cities and towns, and raise the level of urban management and services. We will gradually make sure that rural migrant workers who have stable jobs and have lived in cities or towns for a number of years are registered as urban residents in line with local

conditions and in a step-by-step manner. We need to help rural migrant workers who do not currently qualify as urban residents to resolve practical difficulties such as remuneration, schooling for their children, public health, renting homes, and social security. We need to fully respect the right of farmers to independently choose whether to seek jobs in cities or stay in their home villages, and genuinely protect their legitimate rights and interests concerning land they contract to work and the land on which their homes sit. We must steadfastly adhere to the correct orientation of ensuring that urbanization together with agricultural modernization and the building of a new countryside are mutually reinforcing.

加强节能环保和生态建设，积极应对气候变化。突出抓好工业、建筑、交通运输、公共机构等领域节能。继续实施重点节能工程。大力开展工业节能，推广节能技术，运用节能设备，提高能源利用效率。加大既有建筑节能改造投入，积极推进新建建筑节能。大力发展循环经济。推进低碳城市试点。加强适应气候变化特别是应对极端气候事件能力建设。建立完善温室气体排放和节能减排统计监测制度。加快城镇污水管网、垃圾处理设施的规划和建设，推广污水处理回用。加强化学品环境管理。启动燃煤电厂脱硝工作，深化颗粒物污染防治。加强海洋污染治理。加快重点流域水污染治理、大气污染治理、重点地区重金属污染治理和农村环境综合整治，控制农村面源污染。继续实施重大生态修复工程，加强重点生态功能区保护和管理，实施天然林资源保护二期工程，落实草原生态保护补助奖励政策，巩固退耕还林还草、退牧还草等成果，大力开展植树造林，加强湿地保护与恢复，推进荒漠化、石漠化综合治理。完善防灾减灾应急预案，加快山洪地质灾害易发区调查评价、监测预警、防治应急等体系建设。

We will strengthen energy conservation, environmental protection and ecological development, and actively respond to climate change. We will focus on conserving energy in areas such as the industrial sector, construction, transportation and public institutions. We will continue to implement key energy conservation projects. We will vigorously conserve energy in the industrial sector, popularize energy-conserving technology and equipment, and improve energy efficiency. We will invest more in improving energy conservation in existing buildings and actively promote energy conservation in new buildings. We will vigorously develop the circular economy. We will move forward with the pilot project to build low-carbon cities. We will strengthen our capacity to adapt to climate change and respond to extreme climate events in particular. We will put in place well-equipped statistical and monitoring systems for greenhouse gas emissions, energy conservation and emissions reduction. We will accelerate the planning and building of sewer networks and garbage disposal facilities in urban areas and expand the use of recycled water. We will strengthen the environmental management of chemicals. We will start the work of denitration in coal-fired power plants and strengthen prevention and control of particles pollution; step up the treatment of marine pollution; accelerate the treatment of water pollution in key river basins, the treatment of air pollution, the treatment of heavy metal pollution in key areas and the comprehensive improvement of the rural environment; and control pollution from non-point rural sources. We will continue to carry out major ecological restoration projects, intensify the protection and management of major functional ecological zones, implement the second phase of the project to protect natural forest resources, implement the subsidy and reward policy for grassland ecological conservation, consolidate achievements already made in turning reclaimed farmland into forests and grasslands as well as grazing land to grasslands, vigorously carry out afforestation, strengthen wetland protection and recovery, and make progress in comprehensively dealing with desertification and stony deserts. We will improve

contingency plans for preventing and mitigating natural disasters, and accelerate the development of surveying and evaluation, monitoring and early warning, prevention and control, and emergency response systems in areas prone to geological disasters from mountain torrents.

#### （五）大力实施科教兴国战略和人才强国战略

5. Vigorously implementing the strategy of reinvigorating the country through science and education and the strategy of strengthening the country through human resource development  
科技、教育和人才是国家发展的基础和根本，必须始终放在重要的战略位置。

Science and technology, education and human resources are the foundation of national development, and they must therefore always be given an important strategic position.

坚持优先发展教育。推动教育事业科学发展，为人们提供更加多样、更加公平、更高质量的教育。2012 年财政性教育经费支出占国内生产总值比重达到 4%。加快发展学前教育。公办民办并举，增加学前教育资源，抓紧解决“入园难”问题。促进义务教育均衡发展。加强义务教育阶段学校标准化建设，公共资源配置重点向农村和城市薄弱学校倾斜。以流入地政府和公办学校为主，切实保障农民工随迁子女平等接受义务教育。支持民族地区教育发展，做好“双语”教学工作。全面推进素质教育。加快教育改革，切实减轻中小学生过重课业负担，注重引导和培养孩子们独立思考、实践创新能力。保证中小学生每天一小时校园体育活动。大力发展职业教育。引导高中阶段学校和高等学校办出特色，提高教育质量，增强学生就业创业能力。加强重点学科建设，加快建设一批世界一流大学。支持特殊教育发展。落实和完善国家助学制度，无论哪个教育阶段，都要确保每个孩子不因家庭经济困难而失学。

We will continue to give high priority to education. We will promote the scientific development of education programs, and provide people with more diverse, more equitable and higher-quality education. In 2012, government spending on education will reach 4% of GDP. We will speed up the development of preschool education. We will encourage both governmental and nongovernmental bodies to provide preschool educational services in order to increase resources and promptly solve problems concerning access to preschool education. We will promote the balanced development of compulsory education. We will strengthen standardization in compulsory education schools, and ensure that the allocation of public resources gives priority to rural schools and weak urban schools. Relying mainly on local governments and public schools, we will guarantee equal access to compulsory education for the children of rural migrant workers who live in cities. We will support the development of education and promote bilingual instruction in ethnic minority areas. We will comprehensively promote well-rounded education. We will accelerate education reforms; genuinely lighten the school workload of primary and secondary school students; and give high priority to guiding students and fostering their ability to think independently, solve practical problems and be innovative. We will ensure that primary and middle school students do one hour of physical exercise in school every day. We will vigorously develop vocational education. We will guide senior secondary schools and universities to emphasize their unique features, raise the quality of their teaching, and help their students to become better able to find employment or start their own businesses. We will strengthen the development of key disciplines and accelerate the development of a number of world-class universities. We will support the development of special education. We will implement and improve the government financial aid system for students and ensure no children are obliged to discontinue schooling at any stage of education due to their family's financial difficulties.

全面加强人才工作。以高层次和高技能人才为重点，加快培养造就一大批创新型科技人才和急需紧缺人才。加大人才开发投入，推进重大人才工程。深化选人用人制度改革，努力营造

平等公开、竞争择优的制度和社会环境，激励优秀人才脱颖而出，创造人尽其才的良好局面。We will comprehensively strengthen human resource development. With the focus on high-level and highly skilled personnel, we will more quickly foster a large number of innovative scientists and engineers and skilled workers who are urgently needed and in short supply. We will invest more in human resource development and carry out major projects to foster talented personnel. We will deepen the reform of the systems for selecting and employing personnel; strive to create an equitable, open and competitive system as well as social environment in which people are selected on their merits; encourage outstanding people to emerge; and create an environment that encourages talented people to tap their full potential.

大力推进科技创新。加快实施国家科技重大专项，突破一批核心关键技术，提升重大集成创新能力。加强基础研究、前沿技术研究，增强原始创新能力。推动建立企业主导技术研发创新的体制机制。鼓励企业共同出资开展关键共性技术研发，共担风险、共享成果，对符合国家战略方向的项目，政府要从政策和资金上给予支持。深化科技管理体制改革，促进科技资源优化配置、高效利用和开放共享。激励科研院所、高等学校和广大科技人员以多种形式与企业合作。保持财政科技投入稳定增长，提高科研经费使用效率。坚定不移地实施国家知识产权战略，提升知识产权的创造、应用、保护、管理能力，激发全社会创新活力。

We will vigorously promote scientific and technological innovation. We will speed up the implementation of major national science and technology projects, make breakthroughs in a number of core and key technologies, and enhance our capabilities to carry out major integrated innovation projects. We will strengthen basic research and research in cutting-edge technologies and increase our capacity for original innovation. We will give impetus to the establishment of systems and mechanisms for enterprises to take the lead in R&D and innovation. We will encourage enterprises to undertake jointly funded R&D on key generic technologies and share both risks and rewards. The government needs to provide policy and financial support to projects in areas of national strategic interests. We will deepen reform of the system for managing science and technology, and promote the optimal allocation, efficient use and public sharing of scientific and technological resources. We will provide incentives to research institutes, universities, scientists and engineers to encourage them to cooperate with enterprises in various ways. We will steadily increase government spending on science and technology, and improve the performance of research expenditures. We will unswervingly implement the national strategy on intellectual property rights; improve our ability to create, apply, protect and manage them; and arouse an innovative spirit throughout society.

#### （六）加强社会建设和保障改善民生

6. Strengthening social development and ensuring and improving the wellbeing of the people  
经济越发展，越要重视加强社会建设和保障改善民生。

The more the economy develops, the more attention we need to pay to strengthening social development and ensuring and improving people's wellbeing.

千方百计扩大就业。继续实施更加积极的就业政策。今年中央财政拟投入 423 亿元，用于扶助和促进就业。要适应我国劳动力结构特点，大力发展劳动密集型产业、服务业、小型微型企业和创新型科技企业，努力满足不同层次的就业需求。继续把高校毕业生就业放在首位，做好重点人群就业工作。加强职业技能培训，鼓励自主创业。加强公共就业服务，健全统一规范灵活的人力资源市场。加快就业信息网络建设，实现全国互联互通。加强劳动保障监察执法，完善劳动争议处理机制，依法维护劳动者权益，构建和谐劳动关系。

We will do everything in our power to expand employment. We will continue to implement a



more proactive employment policy. This year the central government plans to invest 42.3 billion yuan to assist and promote employment. In light of the workforce structure in China, we will energetically develop labor-intensive industries, service industries, small and micro-businesses and innovative high-tech enterprises, and strive to satisfy the employment needs of different groups of people. We will continue to give top priority to the employment of university graduates and key groups. We will strengthen vocational training and encourage people to start their own businesses. We will strengthen public services for employment, and improve the unified, standardized and flexible human resources market. We will more quickly develop job information networks and achieve nationwide connectivity. We will strengthen the supervision and enforcement of labor safeguards, improve mechanisms for resolving labor disputes, safeguard the rights and interests of workers in accordance with the law, and build harmonious labor relations.

合理调整收入分配关系。这既是一项长期任务，也是当前的紧迫工作。今年重点采取三方面措施：一是着力提高城乡低收入群众的基本收入。稳步提高职工最低工资、企业退休人员基本养老金和城乡居民最低生活保障标准。建立健全职工工资正常增长机制，严格执行最低工资制度。二是加大收入分配调节力度。提高个人所得税工薪所得费用扣除标准，合理调整税率结构，切实减轻中低收入者税收负担。有效调节过高收入，加强对收入过高行业工资总额和工资水平的双重调控，严格规范国有企业、金融机构高管人员薪酬管理。三是大力整顿和规范收入分配秩序。坚决取缔非法收入。加快建立收入分配监测系统。通过持续不断的努力，尽快扭转收入分配差距扩大趋势，努力使广大人民群众更多分享改革发展成果。

We will adjust income distribution in a reasonable manner. This is both a long-term task, and an urgent issue we need to address now. This year we will concentrate on the following three measures.

First, we will focus on increasing the basic incomes of low-income people in both urban and rural areas. We will steadily increase the minimum wage of workers, basic pensions of enterprise retirees, and subsistence allowances for both urban and rural residents. We will establish a sound mechanism of regular pay raises for workers and strictly enforce the minimum wage system.

Second, we will put more effort into adjusting income distribution. We will raise the individual income tax threshold on salaries, reasonably adjust the tax rate structure, and genuinely reduce the tax burden on low- and middle-income people. We will effectively regulate excessively high incomes, strengthen the dual controls on total wages and wage scales in industries in which incomes are excessively high, and strictly standardize the management of executive pay and bonuses in SOEs and financial institutions.

Third, we will vigorously overhaul and standardize income distribution. We will resolutely prohibit illicit income. We will quickly establish a system for monitoring income distribution. Through unremitting efforts, we will reverse the trend of a widening income gap as soon as possible and ensure that the people share more in the fruits of reform and development.

加快健全覆盖城乡居民的社会保障体系。将新型农村社会养老保险试点范围扩大到全国 40% 的县。推进城镇居民养老保险试点，解决集体企业退休人员养老保障的历史遗留问题，建立企业退休人员基本养老金正常调整机制。积极推进机关和事业单位养老保险制度改革。将国有企业、集体企业“老工伤”人员纳入工伤保险制度。完善城乡低保制度。继续多渠道增加社会保障基金。将孤儿养育、教育和残疾孤儿康复等纳入财政保障范围。继续推进残疾人社会保障体系和服务体系建设。加快推进社会保障管理信息化。发挥商业保险在完善社会保障体系中的作用。大力发展慈善事业。

We will accelerate the improvement of the social security system that covers both urban and rural residents. We will extend the pilot project for the new type of old-age insurance for rural residents to 40% of counties. We will move forward with the trials of old-age insurance for urban residents, solve longstanding problems concerning pensions for retirees of collectively owned enterprises, and put in place a mechanism to regularly adjust the basic pensions of enterprise retirees. We will actively press ahead with the reform of the old-age insurance system for government agencies and institutions. We will include employees of SOEs and collectively owned enterprises who suffer from old work-related injuries in the workers' compensation system. We will improve the subsistence allowance system for both urban and rural residents. We will continue to enlarge the pool of social security funds through multiple channels. Funding for raising and educating orphans and rehabilitating orphans with disabilities will be provided for in the government budget. We will continue to push forward the development of a social security system and a service system for people with disabilities. We will speed up the informationization of social security management. We will get commercial insurance to play a role in improving the social security system. We will also vigorously develop charity programs.

坚定不移地搞好房地产市场调控。加快健全房地产市场调控的长效机制，重点解决城镇中低收入家庭住房困难，切实稳定房地产市场价格，满足居民合理住房需求。一是进一步扩大保障性住房建设规模。今年要再开工建设保障性住房、棚户区改造住房共 1000 万套，改造农村危房 150 万户。重点发展公共租赁住房。中央财政预算拟安排补助资金 1030 亿元，比上年增加 265 亿元。各级政府要多渠道筹集资金，大幅度增加投入。抓紧建立保障性住房使用、运营、退出等管理制度，提高透明度，加强社会监督，保证符合条件的家庭受益。二是进一步落实和完善房地产市场调控政策，坚决遏制部分城市房价过快上涨势头。制定并向社会公布年度住房建设计划，在新增建设用地计划中，单列保障性住房用地，做到应保尽保。重点增加中小套型普通商品住房建设。规范发展住房租赁市场。严格落实差别化住房信贷、税收政策，调整完善房地产相关税收政策，加强税收征管，有效遏制投机投资性购房。加强房地产市场监测和 market 行为监管，严厉查处各类违法违规行为。三是建立健全考核问责机制。稳定房价和住房保障工作实行省级人民政府负总责，市县人民政府负直接责任。有关部门要加快完善巡查、考评、约谈和问责制度，对稳定房价、推进保障性住房建设工作不力，从而影响社会发展和稳定的地方，要追究责任。

We will resolutely regulate the real estate market. We will act more quickly to improve the long-term mechanisms for regulating the real estate market, focus on solving housing difficulties for low- and middle-income families in urban areas, genuinely stabilize housing prices and meet the reasonable demands of residents for housing.

First, we will build more low-income housing. This year, the total number of units of new low-income housing and units in run-down areas that will undergo renovation will reach 10 million, and 1.5 million dilapidated rural houses will be renovated. We will give priority to developing public rental housing. The central government is allocating 103 billion yuan in this year's budget for subsidies to support this work, an increase of 26.5 billion yuan over last year. Governments at all levels need to raise funds through various channels and substantially increase spending in these areas. We will promptly establish an administrative system for the use, operation and return of low-income housing; increase transparency; and strengthen public oversight to ensure that eligible families benefit from low-income housing.

Second, we will further implement and improve policies for regulating the real estate market and firmly curb the excessively rapid rise of housing prices in some cities. We will formulate and



announce an annual housing development plan, designate sites for building low-income housing in the plan for new construction sites, and make sure that all designated sites are used to develop low-income housing. Emphasis will be placed on building more ordinary small and medium-sized commodity housing units. We will standardize and develop the housing rental market. We will strictly implement differentiated housing credit and tax policies, adjust and improve tax policies on real estate, tighten tax collection and administration, and effectively curb the purchase of homes for speculation or investment purposes. We will strengthen monitoring of the real estate market and oversight of market behavior, and strictly deal with all violations of laws and regulations.

Third, we will establish sound evaluation and accountability mechanisms. Provincial governments have general responsibility and municipal and county governments have direct responsibility for stabilizing housing prices and guaranteeing the availability of low-income housing. Relevant government authorities need to more quickly improve inspection, appraisal, admonition and accountability systems. Localities that put insufficient effort into stabilizing house prices and promoting the construction of low-income housing and thereby affect social development and stability will be held accountable.

推进医药卫生事业改革发展。今年是医改三年实施方案的攻坚年,要确保完成各项目标任务。一是在基层全面实施国家基本药物制度。建立完善基本药物保障供应体系,加强药品监管,确保用药安全,切实降低药价。二是抓好公立医院改革试点。鼓励各地在医院管理体制、医疗服务价格形成机制和监管机制等方面大胆探索。完善医疗纠纷调处机制,改善医患关系。三是提高基本医疗保障水平。稳定提高城镇职工、居民医保参保率和新农合参合率。今年要把新农合和城镇居民医保财政补助标准提高到 200 元。四是完成农村三级卫生服务网络和城市社区卫生服务机构建设任务。今年全国人均基本公共卫生服务经费标准提高到 25 元。加强重大传染病、慢性病、职业病、地方病和精神疾病的预防控制和规范管理。加强妇幼保健工作,继续推进妇女宫颈癌、乳腺癌免费检查和救治保障试点。认真做好艾滋病防治工作。大力发展中医药和民族医药事业,落实各项扶持政策。五是鼓励社会资本举办医疗机构。放宽社会资本和外资举办医疗机构的准入范围。完善和推进医生多点执业制度,鼓励医生在各类医疗机构之间合理流动和在基层开设诊所,为人民群众提供便捷的医疗卫生服务。

We will press forward with the reform and development of the pharmaceutical and healthcare fields. This year will be crucial for implementing the three-year plan for reforming the pharmaceutical and healthcare systems, and we need to ensure that all targets are met.

First, we will fully implement the national system for basic drugs at the primary level. We will put in place a sound system to guarantee supplies of basic drugs, strengthen drug oversight, ensure drug safety and genuinely cut drug prices.

Second, we will do a good job in the pilot projects for reforming public hospitals. We will encourage all localities to make bold explorations concerning hospital management systems, the mechanism for setting prices for medical services and oversight mechanisms. We will improve the mechanism for settling medical disputes, and improve relations between hospitals and patients.

Third, we will raise the level of basic medical insurance. We will steadily cover more working and non-working urban residents under the medical insurance system and more farmers under the new rural cooperative medical care system. This year, government subsidies for the new rural cooperative medical care system and medical insurance for non-working urban residents will be increased to 200 yuan per person.

Fourth, we will complete the construction of the three-tiered county, township and village health

service network in rural areas and community-based health service agencies in cities. We will increase government expenditures on basic public health services to an average of 25 yuan per person this year. We will strengthen the prevention, control and standardized management of major communicable diseases as well as chronic, occupational, endemic and mental illnesses. We will strengthen work concerning maternity and child health, and continue the trials of conducting free cervical cancer and breast cancer screenings for women and providing necessary medical treatment to those suffering from these diseases. We will conscientiously do the work of preventing and controlling HIV/AIDS. We will vigorously develop traditional Chinese medicine and ethnic minority medicine and implement supporting policies.

Fifth, we will encourage nongovernmental investors to establish medical institutions. We will expand market access for nongovernmental and foreign investors looking to establish medical institutions. We will improve and advance the system whereby doctors are allowed to work in more than one practice, encourage the reasonable flow of doctors between all types of medical institutions, and encourage them to set up community-level clinics in order to provide convenient medical and health services for the masses.

全面做好人口和计划生育工作。继续稳定低生育水平。做好流动人口计划生育服务管理工作。加强出生缺陷干预,进一步扩大免费孕前优生健康检查试点,做好孕产妇和婴幼儿保健工作。农村妇女住院分娩率达到95%以上。实施新一轮妇女儿童发展纲要,切实保护妇女和未成年人权益。加快建立健全老年人社会服务体系,加强公益性养老服务设施建设。

We will comprehensively carry out population and family planning. We will keep the birthrate low. We will do a good job of providing family planning services to and managing the floating population. We will strengthen efforts to prevent birth defects, further expand the pilot projects of free pre-pregnancy checkups, and do a good job ensuring the health of pregnant and post-natal women, infants and preschool children. The rate of hospital deliveries is expected to exceed 95% for women in rural areas. We will implement a new round of the Program for the Development of Women and Children and effectively protect the rights and interests of women and minors. We will accelerate the establishment of a sound social services system for the elderly and intensify the development of nonprofit old-age service facilities.

加强和创新社会管理。强化政府社会管理职能,广泛动员和组织群众依法参与社会管理,发挥社会组织的积极作用,完善社会管理格局。以城乡社区为载体,以居民需求为导向,整合人口、就业、社保、民政、卫生、文化等社会管理职能和服务资源,实现政府行政管理与基层群众自治有效衔接和良性互动。加快建立健全维护群众权益机制、行政决策风险评估和纠错机制,加强信访、人民调解、行政调解、司法调解工作,拓宽社情民意表达渠道,切实解决乱占耕地、违法拆迁等群众反映强烈的问题。加强和完善公共安全体系。健全突发事件应急体制,提高全社会危机管理和抗风险能力。加强信息安全和保密工作,完善信息网络管理。加强社会治安综合治理,严密防范、依法打击各类违法犯罪活动。落实企业安全生产和质量主体责任,坚决遏制重特大安全生产事故。完善食品安全监管体制机制,健全法制,严格标准,完善监测评估、检验检测体系,强化地方政府监管责任,加强监管执法,全面提高食品安全保障水平。

We will strengthen and make innovations in social administration. We will strengthen the government's social administration functions, extensively mobilize and organize the masses to participate in social administration in accordance with the law, make use of the positive role of social groups, and improve the structure of social administration. With urban and rural communities as the channel and public demand as our guide, we will integrate social

administration functions and service resources in the areas of population, employment, social security, civil administration, public health, and culture, and establish effective connections and positive interactions between government administration and primary-level self-governance. We will accelerate the establishment of sound mechanisms for safeguarding people's rights and interests, and for evaluating the risks of administrative decisions and correcting wrong decisions. We will strengthen the work related to the handling of petitioners' letters and visits and step up people's, administrative and legal mediations; expand the channels for people to report on social conditions and popular sentiment; and effectively solve problems that cause great resentment among the masses, such as unauthorized expropriations of arable land and illegal demolitions of houses. We will strengthen and improve the system of public security. We will improve the contingency response system, and enhance society's capacity to manage crises and withstand risks. We will intensify our information security and secrecy, and improve management of information networks. We will improve all facets of public security, and be on high alert for and crack down on all kinds of crime in accordance with the law. We will get enterprises to assume primary responsibility for workplace safety and product quality, and resolutely curb major workplace accidents. We will improve oversight systems and mechanisms for food safety; improve relevant laws and regulations; strictly enforce standards; improve monitoring, evaluation, inspection and testing systems; make local governments assume more oversight responsibility; strengthen oversight and law enforcement; and comprehensively raise our capacity to ensure food safety.

各级政府一定要把社会管理和公共服务摆到更加重要的位置,切实解决人民群众最关心最直接最现实的利益问题。

Governments at all levels must pay more attention to social administration and public services and effectively solve the most practical problems of the greatest and most direct concern to the people.

#### (七) 大力加强文化建设

#### 7. Vigorously enhancing cultural development

文化对民族和国家的影响更深刻、更久远。要更好地满足人民群众多层次多样化文化需求,发挥文化引导社会、教育人民、推动发展的功能,增强民族凝聚力和创造力。加强公民道德建设,在全社会树立中国特色社会主义的共同理想和信念,加快构建传承中华传统美德、符合社会主义精神文明要求、适应社会主义市场经济的道德和行为规范。加强诚信体系建设,建立相关制度和法律法规。增强公共文化产品供给和服务能力,重点加强中西部地区和城乡基层的文化基础设施建设,继续实施文化惠民工程。扶持公益性文化事业,加强文化遗产保护、利用和传承。进一步繁荣哲学社会科学。发展新闻出版、广播影视、文学艺术、档案事业。加强对互联网的利用和管理。深化文化体制改革,积极推进经营性文化单位转企改制。大力发展文化产业,培育新型文化业态,推动文化产业成为国民经济支柱性产业。大力开展全民健身活动,促进群众体育和竞技体育协调发展。加强对外文化体育交流与合作,不断扩大中华文化国际影响力,让博大精深的中华文化再展辉煌。

Culture has an increasingly profound and lasting impact on a nation and country. We will better satisfy the diverse cultural demands of the people; have culture play its role in guiding society, educating the people, and promoting development; and enhance national cohesiveness and creativity. We will strengthen the development of civic morality; build up the common ideal of and belief in socialism with Chinese characteristics in the whole of society; and speed up the establishment of moral and behavioral norms that carry forward traditional Chinese virtues,

conform to socialist cultural and ethical requirements, and are suited to a socialist market economy. We will strengthen the development of a credibility system, and put in place relevant systems, laws and regulations. We will improve our ability to provide public cultural products and services, concentrate on strengthening cultural infrastructure in the central and western regions and urban and rural communities, and continue to implement cultural projects that benefit the people. We will support nonprofit cultural undertakings and strengthen the efforts to protect, use and pass on our cultural heritage. We will further enrich philosophy and the social sciences. We will develop the press and publishing, radio and television, film, literature and art and archives. We will step up the use and administration of the Internet. We will deepen reform of the cultural management system and actively push forward the transformation of cultural institutions that are operating as commercial entities into real businesses. We will energetically develop cultural industries, foster new cultural formats and push cultural industries to become a pillar of our national economy. We will vigorously carry out the national fitness program and promote the balanced development of recreational sports and competitive sports. We will intensify cultural and sports exchanges and cooperation with foreign countries and constantly expand the international influence of Chinese culture, so that the world may share China's extensive and profound cultural achievements.

#### (八) 深入推进重点领域改革

#### 8. Deepening reforms in key areas

继续推进国有经济战略性调整,健全国有资本有进有退、合理流动机制。完善国有金融资产、非经营性资产和自然资源资产监管体制,加强境外国有资产监管。继续鼓励、支持和引导非公有制经济发展。健全财力与事权相匹配的财税体制,清理和归并专项转移支付项目,增加一般性转移支付,健全县级基本财力保障机制。在一些生产性服务业领域推行增值税改革试点,推进资源税改革。深化预算管理制度改革,全面编制政府性基金预算,扩大国有资本经营预算范围,试编社会保险基金预算。继续深化金融企业改革,加快建立现代金融企业制度。加快培育农村新型金融机构。继续大力发展金融市场,鼓励金融创新。推进利率市场化改革。扩大人民币在跨境贸易和投资中的使用。推进人民币资本项下可兑换工作。加强和改善金融监管,建立健全系统性金融风险防范预警体系和处置机制。完善成品油、天然气价格形成机制和各类电价定价机制。推进水价改革。研究制定排污权有偿使用和交易试点的指导意见。价格改革要充分考虑人民群众特别是低收入群众的承受能力。按照政事分开、事企分开、管办分开、营利性与非营利性分开的要求,积极稳妥地分类推进事业单位改革。

We will continue to advance the strategic adjustment of the state sector of the economy and improve the mechanisms for redirecting investments of state capital to ensure its rational flow. We will improve the system for overseeing state-owned financial assets, non-operational state-owned assets and natural resource assets, and strengthen oversight of state-owned assets overseas. We will continue to encourage, support and guide the development of the non-public sector of the economy. We will improve the fiscal and taxation systems so that the financial resources of governments are in line with their respective responsibilities, clear up and amalgamate special transfer payments, increase general transfer payments, and improve the mechanism for ensuring basic funding for county-level governments. We will carry out a pilot project to institute VAT reform on some producer services, and carry forward the reform of resource taxes. We will deepen the reform of the budget management system, formulate budgets for all government funds, compile budgets for more state capital operations, and compile budgets for social security funds on a trial basis. We will continue to deepen the reform of

financial enterprises and quicken the establishment of a modern financial enterprise system. We will accelerate the cultivation of new rural financial institutions. We will continue to energetically develop financial markets and encourage financial innovation. We will push forward the market-based reform of interest rates. We will expand the use of the RMB in cross-border trade and investment and press ahead with making the RMB convertible under capital accounts. We will strengthen and improve financial oversight, and establish a sound early warning system and a risk response mechanism to prevent systemic financial risks. We will improve the mechanism for setting prices on refined petroleum products and natural gas and pricing mechanisms for all kinds of electricity. We will proceed with the reform of water prices. We will carry out studies and formulate guidelines to launch a pilot project for paying for the use and trading of pollution emission rights. We need to fully consider the ability of the people, particularly low-income people, to bear price reforms. We will actively yet prudently push forward the reform of institutions by type and in accordance with the requirements that institutions stop performing government and business functions, that supervision be separated from day-to-day operations and that for-profit institutions be separated from non-profit ones.

#### （九）进一步提高对外开放水平

#### 9. Further improving our work of opening to the outside world

中国的发展离不开世界。要积极发展互利互惠的多双边经贸关系，不断拓展新的开放领域和空间。继续推动多哈回合谈判，反对各种形式的保护主义，促进国际经济秩序朝着更加公正、合理、共赢的方向发展。

China cannot develop without interacting with the rest of the world. We need to develop mutually beneficial multilateral and bilateral trade and economic relations and constantly expand our opening up into new fields and spaces. We will continue to give impetus to the Doha round of trade talks, oppose protectionism in all forms, and work to make the international economic order more just, equitable and mutually beneficial.

切实转变外贸发展方式。在大力优化结构和提高效益的基础上，保持对外贸易稳定增长。无论是一般贸易还是加工贸易出口，都要继续发挥劳动力资源优势，都要减少能源资源消耗，都要向产业链高端延伸，都要提高质量、档次和附加值。积极扩大自主品牌产品出口。大力发展服务贸易和服务外包，不断提高服务贸易的比重。坚持进口和出口并重，扩大先进设备、关键零部件和能源原材料进口，促进从最不发达国家和主要顺差来源国增加进口，逐步改善贸易不平衡状况，妥善处理贸易摩擦。

We will effectively change the way foreign trade develops. We need to ensure its steady growth on the basis of putting great effort into optimizing the trade mix and increasing profitability. In both general trade and processing-trade exports, it is essential we continue to make the most of our advantages in labor resources; reduce the consumption of energy and resources; move higher up the industrial chain; and raise quality, grade and value-added. We will actively expand exports of Chinese brand goods. We will energetically develop trade in services and service outsourcing and constantly raise the proportion of trade in services in our foreign trade. We will attach equal importance to exports and imports; increase imports of advanced technical equipment, key parts and components, and energy and raw materials; and promote increases in imports from the least developed countries and from countries with which China has a large trade surplus to gradually correct trade imbalances and properly handle trade frictions.

推动对外投资和利用外资协调发展。加快实施“走出去”战略，完善相关支持政策，简化审批手续，为符合条件的企业和个人到境外投资提供便利。鼓励企业积极有序开展跨国经营。



加强对外投资的宏观指导，健全投资促进和保护机制，防范投资风险。坚持积极有效利用外资的方针，注重引进先进技术和人才、智力资源，鼓励跨国公司在华设立研发中心，切实提高利用外资的总体水平和综合效益。抓紧修订外商投资产业目录，鼓励外资投向高新技术、节能环保、现代服务业等领域和中西部地区。

We will promote the coordinated development of overseas Chinese investment and the utilization of foreign capital in China. We will accelerate the implementation of the "go global" strategy, improve relevant support policies, simplify examination and approval procedures, and provide assistance for qualified enterprises and individuals to invest overseas. We will encourage enterprises to operate internationally in an active yet orderly manner. We will strengthen macro guidance over overseas investments, improve the mechanisms for stimulating and protecting them, and guard against investment risks. We will adhere to the policy of using foreign capital actively and effectively, focus on introducing advanced technology and skilled personnel as well as intellectual resources, encourage multinational corporations to set up R&D centers in China, and effectively raise the overall level and benefits of utilizing foreign capital. We will promptly revise the List of Industries for Foreign Investment, and encourage more foreign investment in new and high technologies, energy conservation and environmental protection, modern service industries, and the central and western regions.

#### （十）加强廉政建设和反腐败工作

#### 10. Strengthening efforts to promote clean government and combat corruption

建设廉洁的政府是一项持久而又紧迫的任务，是人民的殷切期望。要加快解决反腐倡廉建设中的突出问题，扎实推进惩治和预防腐败体系建设，把查办大案要案作为反腐败的重要举措，同时更加注重制度建设。一是认真治理政府工作人员以权谋私和渎职侵权问题。针对工程建设、土地使用权出让和矿产资源开发、国有产权交易、政府采购等重点领域存在的问题，加大查处违法违纪案件工作力度，坚决惩处腐败分子。二是切实加强廉洁自律，认真贯彻执行《廉政准则》，落实领导干部收入、房产、投资以及配偶子女从业、移居国（境）外等情况定期报告制度，自觉接受监督。加强审计和监察工作。加大对行政机关领导干部和国有企业、事业单位负责人的监督力度。三是坚决反对铺张浪费和形式主义。要精简会议、文件，清理和规范各种达标、评比、表彰以及论坛、庆典等活动，从经费上严加控制。规范公务用车配备管理并积极推进公务用车制度改革。加快实行财政预算公开，让人民知道政府花了多少钱，办了什么事。各级政府都要努力为人民办事；每一个公务员都要真正成为人民的公仆。

Building clean government is a long-term yet urgent task as well as the ardent hope of the people. We will act more quickly to solve serious problems in combating corruption and promoting clean government, effectively develop the system for preventing and punishing corruption, and make investigating and dealing with large and major corruption cases an important measure in fighting corruption while also paying closer attention to institutional development.

First, we will conscientiously clear up problems related to government employees who abuse power for personal gain, neglect their duties, or infringe upon others' rights. In regard to problems in key areas such as construction, sale of land-use rights, exploitation of mineral resources, trading of state-owned property rights, and government procurement, we will intensify investigations and prosecutions of violations of the law or discipline and resolutely punish corruptionists.

Second, we will genuinely increase incorruptibility and self-discipline; conscientiously implement the Code of Conduct for Building Clean and Honest Government; and implement the system whereby leading cadres regularly report their incomes, real estate and investments, as well as

what their spouses and children do and whether they live abroad; and voluntarily accept supervision. We will strengthen auditing and supervision work. We will strengthen oversight over leading cadres of government organizations and leaders of SOEs and institutions.

Third, we will resolutely oppose extravagance, waste and formalism. We will reduce the number of meetings and documents and streamline and standardize all sorts of activities, such as reaching standards, making evaluations, and awarding commendations as well as forums and celebrations, by strictly controlling such expenses. We will standardize the allocation and management of official cars and actively reform the system of their use. We will more quickly release government budgets to the people to keep them informed about how much the government spends and what it spends money on. Governments at all levels need to work hard to accomplish practical results for the people; and all public servants should genuinely become servants of the people.

各位代表！

Fellow Deputies,

巩固和发展各民族大团结，是国家长治久安、繁荣昌盛的根本保证，是各族人民的根本利益所在。要坚持和完善民族区域自治制度，全面落实中央支持少数民族和民族地区发展的政策措施。制定实施扶持人口较少民族发展、推进兴边富民行动和发展少数民族事业五年规划。让我们团结奋进，共同谱写中华民族繁荣发展的历史新篇章！

Consolidating and developing the great unity of all our ethnic groups is a fundamental guarantee for the long-term stability and prosperity of the country and serves the fundamental interests of the people of all ethnic groups. We will adhere to and improve the system of regional ethnic autonomy and fully implement the central leadership's policies and measures for supporting the development of ethnic minorities and ethnic minority areas. We will formulate and implement a five-year plan to support development of ethnic groups with small populations, press ahead with the "bring prosperity to border areas and their residents" campaign, and develop programs for ethnic minorities. Let the people of all ethnic groups work hard together and write a new chapter of the history of development and prosperity of the Chinese nation.

全面贯彻党的宗教工作基本方针，深入落实《宗教事务条例》，发挥宗教界人士和信教群众在促进经济发展、社会和谐中的积极作用。

We will comprehensively implement the Party's basic policy on religious work, thoroughly implement the Regulations on Supervising Religious Affairs, and get religious figures and believers to play an active role in promoting economic development and social harmony.

继续加强侨务工作，保护侨胞的正当权益，保护归侨和侨眷的合法权益，充分发挥他们在促进祖国统一和民族振兴中的独特作用。

We will continue to improve our work related to overseas Chinese affairs. We will protect the just rights and interests of overseas Chinese and the legitimate rights and interests of returned overseas Chinese and their families, and make full use of their unique role in promoting the reunification of the motherland and the rejuvenation of the Chinese nation.

各位代表！

Fellow Deputies,

建立巩固的国防，建设强大的人民军队，是维护国家主权、安全、发展利益和全面建设小康社会的重要保障。要紧紧围绕党和国家工作大局，着眼有效履行新世纪新阶段我军历史使命，全面加强军队革命化现代化正规化建设，不断提高以打赢信息化条件下局部战争能力为核心的完成多样化军事任务的能力。坚持把政治建设摆在首位。积极开展信息化条件下的军

事训练。加快全面建设现代后勤步伐。推动军民融合式发展，加强国防科研和武器装备建设。积极稳妥地推进国防和军队改革。坚持依法治军、从严治军。坚决完成抢险救灾等急难险重任务。建设现代化武装警察力量，增强执勤、处置突发事件和反恐维稳能力。加强国防动员和后备力量建设，巩固和发展军政军民团结。

Strengthening national defense and building a powerful people's army are important guarantees for safeguarding national sovereignty, security and development interests and building a moderately prosperous society in all respects. Keeping the overall work of the Party and government firmly in mind and directing our attention to effectively carrying out the army's historic mission in this new century and this new stage, we need to comprehensively make our army more revolutionary, modern and standardized, and constantly enhance its capability to accomplish a range of military tasks, the most paramount of which is winning local wars under information age conditions. We will steadfastly give top priority to raising the overall ideological and political standards of the army. We will vigorously adapt our military training to the information age. We will accelerate the full modernization of the logistics support system. We will promote integrated military and civilian development, increase defense-related research, and strengthen the development of weapons and equipment. We will energetically yet prudently press ahead with reform of national defense and the military. We will steadfastly run the army with strict discipline and in accordance with the law. The military will resolutely carry out urgent, difficult, dangerous and daunting tasks, such as handling emergencies and relieving disasters. We will modernize the armed police force to improve its ability to carry out duties, respond to emergencies, combat terrorism and safeguard stability. We will strengthen defense mobilization and reserve forces. We will consolidate and develop unity between the army and the government and between the army and the people.

各位代表！

Fellow Deputies,

我们将坚定不移地贯彻“一国两制”、“港人治港”、“澳人治澳”、高度自治的方针，全力支持香港、澳门两个特别行政区发展经济，改善民生。支持香港巩固和提升国际金融、贸易、航运中心地位。支持澳门建设世界旅游休闲中心，促进经济适度多元发展。充分发挥香港、澳门在国家整体发展战略中的独特作用。进一步提高内地与港澳合作的机制化水平，支持粤港澳深化区域合作，实现互利共赢。在中华民族伟大复兴的历史进程中，祖国内地人民将与港澳同胞携手奋进，共享伟大祖国的尊严与荣耀！

我们将坚持新形势下发展两岸关系、促进祖国和平统一的大政方针和各项政策。继续推进两岸协商，积极落实两岸经济合作框架协议，加强产业合作，加快新兴产业、金融等现代服务业合作发展，支持有条件的大陆企业赴台投资。支持海峡西岸经济区在推进两岸交流合作中发挥先行先试作用。深入开展两岸社会各界交流，积极拓展两岸文化教育合作。增进两岸政治互信，巩固两岸关系和平发展的政治基础，共同维护两岸关系和平发展的良好局面。我们坚信，只要海内外中华儿女继续共同努力奋斗，祖国和平统一大业一定能够实现！

We will unwaveringly implement the principle of "one country, two systems" under which the people of Hong Kong administer Hong Kong and the people of Macao administer Macao, both with a high degree of autonomy, and fully support the Hong Kong and Macao special administrative regions in developing their economies and improving their people's wellbeing. We will support Hong Kong in consolidating and elevating its position as an international financial, trade and shipping center. We will support Macao in developing itself into a world center of tourism and leisure and appropriately diversifying its economy. We will make full use of the

unique role Hong Kong and Macao play in China's overall development strategy. We will base cooperation between the mainland and Hong Kong and Macao more firmly on a set of mechanisms, and support the deepening of intra-regional cooperation between Guangdong and Hong Kong and Macao for mutual benefit. In the historical course of the great rejuvenation of the Chinese nation, people on the mainland will join hands and forge ahead with our compatriots in Hong Kong and Macao, sharing the dignity and honor of our great country. We will adhere to the major principles and policies for developing relations between the two sides of the Taiwan Straits and promoting the peaceful reunification of our motherland in the new situation. We will continue to carry out cross-Straits negotiations, vigorously implement the Economic Cooperation Framework Agreement (ECFA), strengthen industrial cooperation, accelerate cooperation in and the development of emerging industries, finance and other modern service industries, and support qualified mainland enterprises to invest in Taiwan. We will support the Western Taiwan Straits Economic Zone in leading the way and exploring new paths for exchanges and cooperation between the two sides. We will increase cross-Straits exchanges between people of all walks of life, and vigorously expand cultural and educational cooperation across the Straits. We will enhance mutual political trust, consolidate the political foundation for peaceful development of cross-Straits relations, and work together to safeguard the favorable situation of peaceful development of cross-Straits relations. We are convinced that as long as all Chinese people at home and abroad work together, the great cause of peaceful reunification of the motherland will be realized.

各位代表！

Fellow Deputies,

我们将继续高举和平、发展、合作的旗帜，坚持独立自主的和平外交政策，坚持走和平发展道路，坚持奉行互利共赢的开放战略，坚持推动建设持久和平、共同繁荣的和谐世界，为我国现代化建设创造更加有利的外部环境和条件。

We will continue to hold high the banner of peace, development and cooperation; adhere to an independent foreign policy of peace and the path of peaceful development; pursue an open strategy of mutual benefit; promote the building of a harmonious world with lasting peace and common prosperity; and create a more favorable external environment and more beneficial external conditions for China's modernization.

我们要保持与主要大国关系健康稳定发展，积极推进对话合作，扩大共同利益和合作基础。坚持“与邻为善，以邻为伴”的周边外交方针，深化同周边国家的睦邻友好合作关系，推进区域次区域合作进程。增进同广大发展中国家的传统友好合作关系，进一步落实和扩大合作成果，推进合作方式创新和机制建设。积极开展多边外交，以二十国集团峰会等为主要平台，加强宏观经济政策协调，推动国际经济金融体系改革，促进世界经济强劲、可持续、平衡增长，在推动解决热点问题和全球性问题上发挥建设性作用，履行应尽的国际责任和义务。中国政府和人民愿与国际社会一道，共同应对风险挑战，共同分享发展机遇，为人类和平与发展的崇高事业做出新贡献！

We will maintain the sound, steady development of our relations with major powers, actively promote dialogue and cooperation, and expand common interests and the foundation for cooperation. We will adhere to our foreign policy of friendship and partnership with neighboring countries, deepen good-neighboring relations of friendship and cooperation with them, and promote the processes for regional and sub-regional cooperation. We will enhance our traditional friendships and cooperation with other developing countries, further make use of and

build on our achievements in cooperation, and give impetus to innovations in cooperation and the development of related mechanisms. We will take an active part in multilateral diplomacy, and use the G20 summit and other diplomatic forums as our main platform for strengthening the coordination of macroeconomic policies; advancing the reform of the international economic and financial system; promoting robust, sustainable and balanced growth of the world economy; playing a constructive role in helping resolve hot issues and global problems; and fulfilling our international responsibilities and duties. The Chinese government and people are willing to work with the international community to respond to risks and challenges, share in development opportunities, and make new contributions to humanity's lofty causes of peace and development.

各位代表！

Fellow Deputies,

回顾过去，我们创造了不平凡的光辉业绩；展望未来，我们对国家的锦绣前程充满信心！让我们在以胡锦涛同志为总书记的党中央领导下，紧紧抓住历史机遇，勇敢面对各种挑战，开拓进取，团结奋斗，扎实工作，努力实现“十二五”时期良好开局，把中国特色社会主义伟大事业继续推向前进！

Looking back, we are proud of our extraordinary, glorious achievements, and looking forward, we are even more confident in the splendid future of our country. Under the leadership of the Party Central Committee with Comrade Hu Jintao as General Secretary, let us firmly seize historic opportunities, boldly meet all challenges, break new ground, work diligently in unity, strive to get the Twelfth Five-Year Plan off to a good start, and continue to advance the great cause of socialism with Chinese characteristics.