

Opinions on Major Tasks in Deepening the Reform of Economic System 2010

(National Development and Reform Commission)

This year is a critical year when we continue to tackle with the international financial crisis and maintain steady and rapid economic development. The international and domestic economy has undergone profound adjustment and changes, which need to intensify the reform urgently in order to further break systemic and institutional barriers which restrain the restructuring of the economy and the transformation of the pattern of economic development, and to promote scientific development in a feasible manner. In light of the present situation of reform and development, the opinions on the major tasks in deepening the reform of economic system for 2010 are hereby put forward as follows:

I. Guiding thought and overall requirements

(i) Guiding thought. We must uphold the great banner of socialism with Chinese characteristics, and thoroughly implement the tenets of the 17th National Congress of the Communist Party of China, Third Plenary Session and Fourth Plenary Session of the 17th Central Committee of the Communist Party of China and the Central Economic Working Conference.

(ii) Overall requirements. We must combine the maintaining of economic growth and the adjustment of the economic structure together, and focus on systemic and institutional improvement to promote the transformation of the pattern of economic development.....

II. Encouraging, supporting and guiding the development of non-public economy

(i) We should implement the policies and measures which aim to encourage and guide the healthy development of private investments, further remove systemic obstacles which restrain the development of private investments, support the investment of private capital to basic industry and infrastructure, public utilities, social undertakings, financial services and other sectors, and effectively stimulate vitality of the

investment in the market. (The National Development and Reform Commission (hereinafter referred to as the “NDRC”) should take the lead, and other relevant departments shall be responsible).

(ii) We should promote the withdrawal of the state-owned capital from the generally competitive industrial sectors in an appropriate manner, focus the investment of state-owned capital on important industries and key sectors, which relate to the national security and are vital to the national economy, and expand the market space for the development of non-public economy. (The State-owned Assets Supervision and Administration Commission (hereinafter referred to as the “SASAC”), the NDRC, and the Ministry of Industry and Information Technology (hereinafter referred to as the “MIIT”) should be responsible.)

(iii) We should continue to improve the policies on supporting small-sized enterprises, build sound credit guarantee system for small-sized enterprises, carry out pilot work on financial products innovation to support the financing of small-sized enterprises, and study and formulate government procurement policies on supporting the development of small-sized enterprises. (The MIIT, The People's Bank of China, the NDRC, the China Banking Regulatory Commission (hereinafter referred to as the “CBRC”), and the Ministry of Finance should be responsible.)

III. To deepen the reform of State-owned enterprises and monopolistic industries

(i) By focusing on pushing forward the bidirectional entrance between broadcasting and telecommunications, we should formulate pilot program for converging the three networks and conduct pilot work accordingly.....

(ii) We should push forward the reform of the electricity system and complete the reform of the main-auxiliary separation in power grid enterprises.....

(iii) We should push forward the reform of the management system in salt industry.....

(iv) We should accelerate to turn large state-owned enterprises, especially central and parent enterprises, into stockholding corporations. And we should strengthen

supervision and administration of state-owned assets, and reinforce the construction of basic systems, such as the system of supervision and administration on state-owned assets overseas. (The SASAC should take the lead.)

IV. To deepen the reform of the prices of resource products and the charges for environmental protection

(i) We should issue implementation measures for adjusting the taxonomic structure of selling prices of electricity, and simplify the taxonomic structure of selling price of electricity.....

(ii) We should push forward steadily the reform of water pricing, adopt the tiered pricing system for water supplied to residents in areas where conditions permitted, and push forward comprehensive reform of water conservation and prices for agricultural use. (The NDRC, the Ministry of Housing and Urban-Rural Development, the Ministry of Water Resources, and the Ministry of Finance should be responsible.)

(iii) We should push forward the system of sewage, garbage and medical waste treatment charges in urban areas in an all-around way.....

V. To deepen the reform of the fiscal and taxation systems

(i) We should issue the plan on the reform of resource tax.

(ii) We should prepare the budgetary fund for central and local government.....

(iii) We should build the system of statistical reports and revenue management on state-owned assets in administrative and public institutions. And we should improve the management system of submitting and using state-owned capital operating earnings by central enterprises. (The Ministry of Finance, the NDRC and the SASAC should be responsible.)

VI. To deepen the reform of the finance system

(i) We should learn from the reform of the international supervision standards to improve the financial supervision system.....

(ii) We should amend and issue General Provisions on Loans, actively guide the healthy development of private financing, and speed up the development of multi-level credit market.....

(iii) We should speed up the construction of equity investment fund system, put forward relevant administrative measures, and improve the administrative system for venture capital investment into emerging industries.....

(iv) We should deepen the reform of financial institutions.....

(v) We should improve financial systems in rural areas.....

VII. To coordinate and push forward the urban and rural reform

(i) We should deepen the reform of the land administrative system

(ii) We should deepen the reform of the household registration system

(iii) We should conduct the experimental work on rural reform well in light of the present situation.....

VIII. To deepen the reform of people's livelihood security system

(i) We should study, adjust and optimize the national income distribution pattern and the idea of increasing the proportion of residents' income, and put forward the objectives, the focal points and the measures of the reform.....

(ii) We should improve the urban and rural social endowment insurance system, and implement, in an all-around way, the system of transferring and renewing basic endowment insurance relationship for workers of enterprises in urban areas.....

(iii) We should establish and improve the management system of the planning and construction of indemnificatory housing.

IX. To deepen the reform of social fields

(i) We should issue and implement the outline of national medium and long-term education reforms and development Program.

(ii) We should promote the reform of medical and health system in an all-around way,

(iii) We should speed up the reform of state-owned literary and artistic college and troupes.....

(iv) We should explore and improve the national science and technology innovation system under the conditions of the socialist market economy, and promote the construction of the state innovation system. (The Ministry of Science and Technology should take the lead.)

X. To deepen the reform of foreign-related economic system

(i) We should study and formulate guiding opinions on accelerating the transformation of the pattern of foreign trade development, in order to promote the sustainable development of foreign trade. (The MOFCOM should take the lead.)

(ii) We should study and amend laws and regulations regarding foreign investment

XI. To deepen the reform of administrative regime

(i) According to the principles of separating the government from public institutions, the public institutions from enterprises, and the decision-making and monitoring functions from the enforcing functions, we should formulate and issue the overall documents and related supporting documents on promoting the reform of public institutions in a classified manner

(ii) To deepen the reform of investment system.....

(iii) We should study and promote the reform of government public vehicle-using system for central state organs.....

XII. To actively push forward pilot work regarding the comprehensive supporting reform

Shanghai Pudong New District, Tianjin Binhai New District and other experimental districts for the comprehensive supporting reform of the State should, by focusing on the strategic tasks, such as the transformation of the pattern of economic development, the improvement of the level of opening, the coordination of the urban and rural development, and the construction of a resource-saving and environment-friendly society, deepen their reform, take the lead in making breakthroughs, and accumulate reform experience which is worth popularizing.....

http://www.gov.cn/zwgc/2010-05/31/content_1617026.htm

关于2010年深化经济体制改革重点工作的意见

发展改革委

今年是继续应对国际金融危机、保持经济平稳较快发展的关键一年。国际国内经济深度调整和深刻变化，迫切要求加大改革力度，进一步破除制约经济结构调整和经济发展方式转变的体制机制障碍，切实推动科学发展。结合当前改革发展形势，现就2010年深化经济体制改革重点工作提出以下意见：

一、指导思想和总体要求

（一）指导思想。高举中国特色社会主义伟大旗帜，全面贯彻党的十七大、十七届三中、四中全会和中央经济工作会议精神，深入贯彻落实科学发展观，围绕转变经济发展方式、保障和改善民生深化改革，着力增强发展的内在动力和可持续发展能力，为夺取应对国际金融危机冲击全面胜利和“十二五”规划顺利实施奠定坚实的体制基础。

（二）总体要求。把保持经济增长与调整经济结构结合起来，着力完善促进经济发展方式转变的体制机制；把完善政府调控与充分发挥市场作用结合起来，着力激发经济发展内在动力与活力；把推进社会建设与创新公共服务体制结合起来，着力健全改善民生的保障机制；把提高经济效益与促进社会公平结合起来，着力形成促进社会和谐稳定的体制机制；把加快国内发展与提升开放水平结合起来，着力形成国际合作与竞争新优势。

二、鼓励支持和引导非公有制经济发展

（一）落实鼓励和引导民间投资健康发展的政策措施，进一步消除制约民间投资的制度性障碍，支持民间资本投向基础产业和基础设施、公用事业、社会事业、金融服务等领域，有效激发市场投资活力。（发展改革委牵头，各有关部门负责）

（二）推动国有资本从一般竞争性领域适当退出，切实把国有资本投资重点放在关系国家安全和国民经济命脉的重要行业和关键领域，拓宽非公有制经济发展的市场空间。（国资委、发展改革委、工业和信息化部负责）

（三）继续完善对小企业的支持政策，健全小企业信用担保体系，开展支持小

企业融资的金融产品创新试点，研究制订促进小企业发展的政府采购政策。（工业和信息化部、人民银行、发展改革委、银监会、财政部负责）

三、深化国有企业和垄断性行业改革

（一）以推进广电和电信业务双向进入为重点，制订三网融合试点方案并开展试点，探索建立保障三网融合规范有序开展的政策体系和体制机制。（工业和信息化部、广电总局等负责）

（二）推进电力体制改革，完成电网企业主辅分离改革，出台输配电体制改革试点工作意见，研究制订农电体制改革方案并开展试点。（发展改革委、国资委、电监会、水利部、财政部、能源局负责）

（三）推进盐业管理体制改革的意见及相关配套措施，推动形成新型食盐供给体制和盐业管理体制。（发展改革委、工业和信息化部等负责）

（四）加快推进大型国有企业特别是中央企业母公司层面的公司制股份制改革。加强国有资产监督管理，强化境外国有资产监管等基础性制度建设。（国资委牵头）

四、深化资源性产品价格和环保收费改革

（一）出台关于调整销售电价分类结构的实施办法，简化电价分类结构，推行居民用电阶梯价格制度，健全可再生能源发电定价和费用分摊机制。逐步理顺天然气与可替代能源的比价关系。继续完善成品油价格形成机制。（发展改革委、电监会、能源局负责）

（二）稳步推进水价改革，在有条件的地方实行居民用水阶梯价格制度，推进农业节水与农业水价综合改革。（发展改革委、住房城乡建设部、水利部、财政部负责）

（三）全面推行城市污水、垃圾及医疗废物等处理收费制度，研究建立危险废物处理保证金制度，制订出台推进排污权交易试点的指导意见并扩大试点范围，完善排污费征收使用管理制度。（发展改革委、住房城乡建设部、财政部、环境保护部、工业和信息化部负责）

五、深化财税体制改革

（一）出台资源税改革方案，统一内外资企业和个人城建税、教育费附加制度，

逐步推进房产税改革，研究实施个人所得税制度改革，完善消费税制度，研究开征环境税的方案。（财政部、税务总局、发展改革委、国土资源部、住房城乡建设部、环境保护部负责）

（二）全面编制中央和地方政府性基金预算，试编社会保险基金预算，完善国有资本经营预算，加快形成覆盖政府所有收支、完整统一、有机衔接的公共预算体系。推进预算公开透明，健全监督机制。研究建立地方政府财政风险防控机制。

（财政部、人力资源社会保障部、国资委、发展改革委负责）

（三）建立行政事业单位国有资产统计报告和收入管理制度。完善中央企业国有资本经营收益上缴和使用管理制度。（财政部、发展改革委、国资委负责）

六、深化金融体制改革

（一）借鉴国际监管标准的改革，完善金融监管体制。建立宏观审慎管理框架，强化资本和流动性要求，确立系统性金融风险防范制度。建立健全部门间协调配合、信息共享机制和国际合作机制。完善跨境资本流动监管机制。探索规范地方金融管理体制。（人民银行、银监会、证监会、保监会、财政部、发展改革委、外汇局负责）

（二）修订出台《贷款通则》，积极引导民间融资健康发展，加快发展多层次信贷市场。尽快出台存款保险制度实施方案，制定出台存款保险条例。（人民银行、银监会负责）

（三）加快股权投资基金制度建设，出台股权投资基金管理办法，完善新兴产业创业投资管理机制。健全创业板市场相关制度，推进场外交易市场建设，推动形成相互补充、相互促进、协调发展的多层次资本市场体系。（发展改革委、证监会、财政部负责）

（四）深化金融机构改革，加快推进政策性金融机构改革，开展资产管理公司商业化转型试点，深化国有控股商业银行改革。（人民银行、银监会、财政部负责）

（五）完善农村金融体系，全面深化农村信用社改革，引导社会资金投资设立适应“三农”需要的新型农村金融组织，研究制订偏远山区新设农村金融机构费用补贴等办法，研究制订农村抵押担保条例，充分发挥商业性金融、政策性金融和合作金融在支持“三农”中的作用。（银监会、人民银行、财政部负责）

七、协调推进城乡改革

(一) 深化土地管理制度改革, 研究制订农村集体建设用地管理条例, 逐步建立城乡统一的建设用地市场。提出规范农村土地整治的指导意见。修订国有建设用地划拨目录, 深化国有建设用地有偿使用制度改革。(国土资源部牵头)

(二) 深化户籍制度改革, 加快落实放宽中小城市、小城镇特别是县城和中心镇落户条件的政策。进一步完善暂住人口登记制度, 逐步在全国范围内实行居住证制度。(公安部、财政部、国土资源部、农业部、人力资源社会保障部负责)

(三) 做好新形势下农村改革试验工作。制订出台进一步加快农垦改革发展的意见, 推进国有农场与当地经济社会发展融合。制订出台重点国有林区森林资源管理体制改革的总体思路, 进一步推进国有林场改革试点。推进农村水利建设管理体制和农村小型水利设施产权制度改革。深化农村公路管理养护体制改革。(农业部、林业局、水利部、交通运输部等负责)

八、深化民生保障体制改革

(一) 研究调整和优化国民收入分配格局、提高居民收入比重的思路, 提出改革的目标、重点和措施。积极稳妥实施事业单位绩效工资制度, 推进企业职工工资集体协商和支付保障制度建设, 改革国有企业特别是垄断行业工资总额管理制度, 完善国有企业、金融机构高管人员薪酬分配和监管制度。(发展改革委、人力资源社会保障部、财政部、国资委等负责)

(二) 完善城乡养老保险制度, 全面实施城镇企业职工基本养老保险关系转移接续制度, 研究解决城镇集体企业职工、退休人员及城市无收入老年居民养老保险问题, 继续推进事业单位养老保险制度改革试点, 完善新型农村社会养老保险相关配套政策并扩大试点范围。(人力资源社会保障部牵头)

(三) 建立健全保障性住房规划建设管理体制, 加快廉租住房、公共租赁住房和经济适用住房建设, 推进城市和工矿区棚户区改造, 出台关于促进房地产市场长远健康发展的综合性政策。(住房城乡建设部、发展改革委负责)

九、深化社会领域改革

(一) 出台并实施国家中长期教育改革和发展规划纲要, 以促进公平和提高质量为重点, 推进人才培养体制、考试招生制度、现代学校制度和办学体制等改革, 并启动相关试点工作。(教育部牵头)

(二) 围绕“保基本、强基层、建机制”，全面推进医药卫生体制改革，扎实做好推进基本医疗保障制度建设、初步建立国家基本药物制度、健全基层医疗卫生服务体系、促进基本公共卫生服务逐步均等化、推进公立医院改革试点等五项重点改革。（发展改革委、卫生部、财政部、人力资源社会保障部负责）

(三) 加快国有文艺院团体体制改革，推进非时政类报刊改革，制订出台公益性新闻出版单位改革意见，基本完成中央各部门各单位经营性出版社转制任务。（文化部、新闻出版总署、人力资源社会保障部负责）

(四) 探索完善社会主义市场经济条件下科技创新举国体制，全面推进国家创新体系建设。（科技部牵头）

十、深化涉外经济体制改革

(一) 研究制订关于加快转变外贸发展方式的指导意见，促进对外贸易协调可持续发展。（商务部牵头）

(二) 研究修订外商投资相关法律法规，进一步简化和规范外资审批程序，建立外资并购安全审查制度。制订出台境外投资条例，加快完善境外投资促进政策和服务体系。（发展改革委、商务部、法制办负责）

十一、深化行政管理体制改革

(一) 按照政事分开、事企分开和管办分离的原则，制订出台分类推进事业单位改革的总体文件及相关配套文件，逐步扩大改革试点范围，为全面启动改革创造条件、积累经验。（中央编办、财政部、人力资源社会保障部、发展改革委负责）

(二) 深化投资体制改革，出台政府投资条例，加快制定企业投资项目核准和备案管理条例，制定中央政府投资项目决策责任追究指导意见和代建制管理办法，建立重大项目专家评议制度。（发展改革委、法制办负责）

(三) 研究推进中央国家机关公务用车制度改革。研究提出深化政府机关后勤服务社会化改革的意见。（发展改革委、中央编办、财政部、人力资源社会保障部、国管局负责）

十二、积极推进综合配套改革试点

上海浦东新区、天津滨海新区等国家综合配套改革试验区，要围绕转变经济发展方式、提升开放水平、统筹城乡发展、建设资源节约型和环境友好型社会等战

略任务深化改革，率先突破，形成有推广价值的改革经验。各部门要积极支持改革试点工作，将专项改革试点放到试验区先行先试。支持和指导各地区各部门开展多种形式的改革试点。（发展改革委牵头）

各地区、各部门要把改革放在更加突出的位置，加强组织领导，狠抓贯彻落实，确保2010年经济体制改革各项重点工作取得实质性突破，国务院已经确定的其他改革任务也要稳步推进。牵头负责部门要积极推动并会同相关部门科学制订改革方案，明确实施步骤和时限要求，落实工作责任；相关部门要结合自身职能，积极配合做好有关工作。发展改革委要加强对年度改革任务的指导推进和综合协调，建立健全部门间统筹协调推进改革的工作机制，督促检查各项改革进展和落实情况，及时向国务院报告；在做好年度改革工作的同时，要认真分析国内外发展的新情况、新变化，从解决制约科学发展的重大体制性问题入手，研究提出中长期改革总体思路，科学编制“十二五”时期重点领域改革规划，进一步提高统筹推进改革的能力和水平。