

**The Tenth Five-Year Plan for the National Economic and Social
Development of the People's Republic of China**

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Preface

At the turning point of the century, China has successfully achieved the first two steps of the strategic goals for the modernization: the economy and the society have developed in an all-round way, and the people's life has achieved a well-off standard of living on the whole. Starting from the new century, our country will enter into a new development stage of building a well-off society in an all-round way and speeding up the socialist modernization.

During the "ninth five-year" period, facing the complicated international and domestic economic environment, the Central Government and the State Council have carefully considered and commanded the overall situation, insisted in solving problems cropping up on our way forward through development. Thanks to the joint efforts of the people of all ethnic groups, after effectively managing the inflation and successfully realizing the economic "soft landing", upon the changes of the economic situation, the Government has implemented the policy of stimulating domestic demand, adopted the proactive fiscal policy and the sound monetary policy, restrained the deflation trend, overcome the difficulties brought by the Asian financial crisis and insufficient effective demand in the country. Great achievements have been achieved in the national economic and the social development. The economy operating quality and benefits have been increased, the overall national strength have got further enhanced, and the Gross Domestic Product (GDP) have had an average annual increase of 8.3%. The output of the major industrial and agricultural products has been up to the front rank of the world, the situation of the commodities shortage has basically come to an end. The productivity of the major agricultural products like grains etc got obviously increased, which has realized the historic change in the supply of the agricultural products from the long-term shortage to a basic balance in the total supply and demand, with even a surplus during

good harvest years.

Positive headway has been made in the adjustment of the industrial structure, the high and new technology industries such as the information industry etc. have got developed swiftly, and the capability in eliminating backward and reducing the surplus industrial output has made progress. The service industry has kept increasing continuously, and more jobs have been created. Outstanding achievements have been made in the infrastructure construction; the "bottleneck" restriction problem has got alleviated. The economic system reformation has continued to be deepened, and the socialist market economic system has been preliminarily established. The 3-year target of the reformation and poverty-alleviating of the state-owned large and medium-sized enterprises has been basically achieved, great progress has been achieved in adjusting and perfecting the ownership structure, the construction of the market system has made progress from an all-round way, and the macro control mechanism has got further improved. The all-directional configuration for opening wide to the outside world has basically taken shape, the foreign trade and foreign investment utilization have got enlarged in the scale, improved in the structure and improved in the quality, the open-style economy has developed swiftly. The people's living standard has kept improving, the consuming structure has been upgraded, and the task of providing adequate food and clothing for the impoverished rural population has been basically resolved. The strategy of rejuvenating the country through science and education and that of sustainable development have been implemented effectively. All social undertakings such as culture, health and sports etc. have made marked progress comprehensively. The endeavor to build a clean and honest government and combat corruption has been promoted continuously. The development of socialist spiritual civilization and democracy and the legal system have been further strengthened. Hongkong and Macau have returned to the homeland. The principle of "one country, two systems" and the basic laws has got implemented in a comprehensive way, the great task of peace and reunification of the country has achieved historic progress.

There still exist some prominent issues in the economic and social development: firstly, the industrial structure is not reasonable, the regional development is not coordinated, the urbanization level is low, the total quality of the national economy is not high and the international competitiveness is not strong; secondly, the science, technology and education are relatively backward, the scientific and technological innovation capabilities are still weak and there are not sufficient human resources; thirdly, some important resources such as water and petroleum etc are not sufficient, and the ecological environment in some areas has deteriorated; fourthly, the socialist market economy is not perfect yet, the system factors blocking the development of the productive forces are still conspicuous; fifthly, the pressure from the population are still sharp, the employment

conflicts are still outstanding, the income of farmers and a part of urban residents has increased slowly, and the income gap has got enlarged; sixthly, the market economy in some fields are quite in disorder, corruption, extravagance, wastes, formalism and bureaucracy are still conspicuous, public order is poor in some places etc. We must be clearly aware about the situation and carefully resolve the problems.

The next five to ten years will be an important period for the economic and social development of our country and for the strategic adjustment of the economic structure, as well as a key stage for improving the socialist market economy and opening wider to the outside world. This Plan, formulated in accordance with the *Suggestions of the CPC Central Committee on Formulating the Tenth Five-Year Plan for the National Economic and the Social Development*, is a strategic, macro-level and policy planning, as well as a grand blueprint for the national economic and social development during the "tenth five-year" period (from 2001 to 2005), and the action guideline for the united endeavor of the people of all ethnic groups of the country.

The Plan mainly expounds the country's strategic view, clarify the major tasks of the government and instruct the development direction of market players. The industrial development direction and key issues stated in the Plan are the guiding opinions on market players, and the government will adopt some means like economy and policy etc. to give instruction; regarding the tasks put forward in the fields like the infrastructure, science, technology, education, ecological environment, social security and public services etc, the government will utilize the public resources it has obtained to fulfill its obligations and complete the tasks.

Part 1 The Guiding Principles and Objectives

Chapter 1 Guidelines on the National Economic and Social Development

After more than 20 years of reform, opening up and development, the productive forces, overall national strength and the people's living standards of our country have been brought up to a much higher level. Significant changes have taken place in the market supply and demand relationship, the system environment and the foreign economic relationship, which has laid a sound foundation for beginning to take the third step of the strategic plan for socialist modernization. After entering into the 21st century, the economic globalization trend has got enhanced, the science and technology revolution has developed swiftly, the pace of the adjustment of the industrial structure has been quickened, the international competitiveness has been ever-sharpening. The profound changes and

development trend in the world's economic situation especially joining the World Trade Organization will bring fresh development opportunities and grave challenges to our country.

Faced with the situation and tasks at the new stage of reform, opening up and modernization construction, we must adhere to the basic theory, line and program of the basic economic system in the primary stage of socialism, further emancipate our minds, seek truth from facts, balance reform, development and stability and ensure the social stability. During the "tenth five-year" period, the following important guidelines shall be attached great importance to:

We must regard development as the theme. Development is the fundamental principle, and the key to resolve all the problems in our country. We must be keenly aware of the world economic development trend, enhance the sense of urgency and be more mindful of the potential danger, and keep economic development as the central task. We shall continue to implement the policy of stimulating domestic demand, seize the opportunities and accelerate the development on the basis of the unity of speed and economic returns.

We must take restructuring as the major line. Our country has entered into a stage when the economic development can only be promoted through restructuring. We shall take improving the economic returns as the center, and improving the overall quality of the national economy and international competitiveness and realizing the sustained development as the goal, undertake the strategic adjustment of the economic structure in a proactive and all-round way. We shall combine the adjustment of the industrial structure and the adjustment of the ownership structure, the regional structure and the urban and rural structure. We must push the adjustment of the economic structure in the process of development and maintain rapid development in the process of economic restructuring.

We must take the scientific and technological progress as the motive force. The reform and opening up is the only way to make the country strong and the people rich. The scientific and technological progress and innovation is the decisive factor for strengthening the overall national strength. The economic development and the structural adjustment must rely on the system innovation and scientific and technological innovation. We shall deepen the market-oriented reformation and accelerate improving the socialist market economy. We shall press on with opening wider to the outside world and implement the strategy of "going out" while actively "bringing in". We shall redouble efforts towards in implementing the strategy of rejuvenating the country through science and education, invigorate the science and technology, and foster talents.

We must regard uplifting the living standards of life of the people as the fundamental starting point. Constantly bettering urban and rural people's material and cultural lives is the essential requirement of the socialism and the fundamental goal of economic development. Efforts should be made to increase the income of urban and rural residents especially farmers and some low-income urban residents. We shall put increasing farmers' income at the outstanding position of the economic work, and do everything possible to promote a relatively rapid growth of farmers' income. We shall regard creating more jobs as an important goal of the economic and social development and implement the economic policies and social policies beneficial for creating more jobs. At the same time, the income distribution relationship shall be coordinated in a reasonable way to speed up the improvement of the social security system.

We must maintain the coordinated development between the economy and the society. We shall take the material progress and cultural and ethical progress as unified objective, and combine governing the country by law and by morality, address ourselves to the problem of both material and spiritual civilization without any letup, practically strengthen the socialist culture and spiritual civilization and democracy and the legal system. We shall attach high importance to the issues in population, resources, ecology and environment, loss no time in solving the strategic resources problems in grain, water and petroleum etc, and uplift the implementation of the strategy of sustainable development to a new level.

Chapter 2 Main Objectives of the National Economic and Social Development

The major expected targets in the national economic and social development during the period of "tenth five-year plan" are: the national economy will maintain a fairly fast development pace, the strategic adjustment of the economic structure will yield notable results, the quality and efficiency of economic growth will be increased significantly, a solid foundation will be laid for doubling the Gross Domestic Product in 2000 by 2010; marked progress will be made in the modern enterprise system of state-owned enterprises, the social security system will be fairly sound, significant progress will be made in improving the socialist market economy. We will participate the international economic cooperation and competition on a broader scale and to a deeper extent; the employment channels will widened, the income of urban and rural residents will keep increasing, the material and cultural life will be greatly improved, the ecological construction and the environment protection will be strengthened; the development of science, technology and education will be accelerated; the quality of the population will be further improved, significant headway will be made in the cultural and ethical progress and democracy and the legal system.

The major expected targets for the macro-control during the "tenth five-year" period are: the

average annual economic growth rate is expected to reach around 7%; by 2005, the Gross Domestic Product calculated based on the price in 2000 will reach around 12.5 trillion RMB; the Gross Domestic Product per capita will reach 9,400RMB. The newly increased employees and shifted rural labor force will both reach 40 million persons; the registered urban unemployment ratio will be controlled at around 5%. The total price level will keep basically stable. The international payments will maintain basic balance.

The major expected targets for the adjustment of the economic structure are: the industrial structure will be optimized and upgraded; the international competitiveness will be strengthened. In 2005, the increased amount of the primary industry, the secondary industry and the tertiary industry will respectively reach 13%, 51% and 36% of the Gross Domestic Product. The number of employees in each industry will respectively reach 44%, 23% and 33% of the total social employees. The national economy and the social informatization level will be increased significantly. The infrastructure will be further improved. The increasing gap in regional development will get effectively controlled. The urbanization level will be improved.

The major expected targets in science, technology and education are: the proportion of the research and development expenditure in the whole society to the Gross Domestic Product will be increased to above 1.5%. The scientific and technologic innovation capability will be strengthened; the technological progress will be speeded up. The development of all levels and all kinds of education will be accelerated. The nine-year compulsory education will be basically made universal. The gross enrolment rate in Junior Middle School will reach above 90%; the enrolment rate in senior secondary education and higher education will respectively reach around 60% and 15%.

The major expected targets of the sustained development are: the national population growth rate will be controlled within 9%. In 2005, the total national population will be controlled within 1.33 billion. The ecological deterioration will be restrained. The forest coverage will be improved 18.25%. The green coverage ratio in urban developed areas will be increased to 35%. The quality of the urban and rural environmental quality will be improved. The major pollutant discharge will be reduced by 10% than 2000. The resources conservation and protection will yield notable results.

The major expected targets for uplifting the people's living standards are: the people's life quality will be significantly improved. The basic public services will be relatively sound. The urban per capita disposable income and the rural income per capita will have an annual average increase of around 5%. In 2005, the urban housing floor area per capita will be increased to 22 square meters. The cable TV utilization ratio nationwide will reach 40%. The urban medical health service level

and the rural medical service infrastructure will continue to be improved. The health level of the people will be further improved. The urban and rural cultural and sports infrastructure will be increased in the quantity and the coverage. The cultural life will be more colorful. The general mood of the society and the public order will turn better.

Part 2 The Economic Structure

Chapter 2 Strengthening the Position of Agriculture as the Foundation of the Economy and Promoting All-round Development the Rural Economy

We must always place agriculture in the first place of the national economy, ensure a sustained and steady development on the basis of improving the overall quality and economic returns and maintain a relatively rapid growth in farmers' income.

Section 1 Stabilizing the Grain Production Capacity

We must strictly implement the basic farm land protection system, ensure a dynamic balance in the total quantity of the farm land across the country, and ensure that the total area of the farm land in the whole country will not be lower than 128 million hectares. We should stabilize the grain production capacity by means of the "seeds project", "perfecting the farm land water conservancy supporting infrastructure, strengthening the reformation on the medium and low-production farm lands, and adjusting the contents and layouts of the commercial grain bases construction etc". We should give more support to the main grain production areas, protect the grain production initiatives of the main grain production areas, and encourage establishing long-term and stable purchase and sale relationship with the selling areas. We should ensure the basic balance between the grain supply and demand.

Section 2 Expanding Farmers' Income Increasing Fields

We should solve the problem of supply exceeding demand at some stages of agricultural products like grains by adopting various means of processing and conversion, and enlarging export etc. We should adjust the industrial products structure, develop various kinds of operation, and lead farmer households to face the market and produce products with high added-value. We should carry on the moderate operation scale, promote the mechanization of farming, increase the labor productivity, and lower the producing costs of the agricultural products. We should transfer the surplus rural

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labor in an active and orderly way. We should guide farmers to be more engaged in non-agricultural industries. We should establish a group of projects that will be beneficial for directly increasing farmers' income and increase the labor income of farmers.

Section 3 Adjusting the Agricultural and Rural Economic Structure

The restructuring of agriculture and the rural economy shall face the market, rely on science and technology, place farmer households and agricultural industrialized operation enterprises at the dominant role and gradually push the production on a broader and deeper scale. We should take optimizing the variety, improving the quality and increasing the economic returns as the center, actively adjust the plants structure, variety structure and quality structure, and develop a high-quality, large-production and highly-efficient planting industry. We should continue to construct the high-quality cotton bases in Xinjiang, the low erucic acid low glucosinolate cole bases in the Yangtze Basin and green food bases.

We should enlarge the planting area of the forages, strengthen the construction of the grasslands, improve the variety of domestic animals, and accelerate the development of the stockbreeding. In 2005, the production value of the stockbreeding will reach around 33% of the total agricultural production value. We must strengthen the fishery resources and fishery ecology protection, and develop the marine lives breeding and ocean fishery. We should reasonably adjust the layout of the agricultural production areas, develop the agriculture with its own features, establish a scaled and professionalized production pattern, and improve the commodities rate. We must strengthen the coordination, services and policy supporting on the export of agricultural products, continue to establish the export bases agricultural products for earning foreign exchanges, and make great efforts to development the agriculture earning foreign exchanges. We should accelerate the introduction and development of the processing technologies and infrastructure of the agricultural products, develop the industries like the agricultural products sales, storage, conveyance and fresh-keeping etc, and improve the processing level and economic returns of the agricultural products. We should encourage the innovation of the agriculture servicing organizations, cultivating the brokers' team, and develop the socialized services of the agriculture from an all-round way. We must strengthen the construction of the agricultural quality standard system, the agricultural products quality inspection and examination system and the market information system. We should speed up in formulating or amending the agricultural industry standards and quality standards on important agricultural products. We should popularize the adoption of the international standards, and establish the standardized agricultural products production model bases. We must support and lead the rural enterprises to promote the structural adjustment, technological progress and system

innovation, and promote the reasonable assembling and healthy development of the rural enterprises.

The industrialized operation of the agriculture is an important means to promote the agricultural modernization. We must encourage adopting various means such as "company plus farmer households" and "ordered agriculture" etc. and accelerate the industrialized operation of the agriculture. We must support the agricultural products processing enterprises, sales enterprises and scientific research institutions to drive farmer households into the market, and establish an operation mechanism of jointly sharing benefits and assuming the risks with farmer households. We must adopt the favorable policies in finance, tax and credit etc. and give support to a number of important leading enterprises to accelerate the development.

Section 4 Strengthening the Construction of Agricultural

and the Rural Infrastructure

We shall take care of the maintenance and construction of the rural medium and small-sized water conservancy projects such as farm land irrigation etc. continue to conduct the water-conservation centered construction and reformation on the large-scaled irrigation areas, and establish the water-conservation and efficiency-increasing model projects and dry land water saving model bases. We shall support the road construction in rural areas, improve the road conditions in rural areas, and complete connecting the roads between the state-level poor counties and the national highways and provincial highways. We must develop new energies and new energy-saving technologies such as firedamp and energy-saving stoves etc. We shall strengthen the comprehensive construction of rural resources. We shall complete the reformation of the rural electricity network and unify the prices between urban and rural areas. We shall try to solve the electricity utilization problem in some areas without electricity. We shall strengthen the construction of the communications infrastructure in rural areas. We shall reduce the rural telecommunications charges, and unify the prices in urban and rural areas. We shall strengthen the construction of the agricultural products market facilities with the wholesale market in the production areas as the key and improve the rural market system.

Section 5 Deepening the Rural Reformation

We should accelerate building up the legal system on the rural land policy, and keep stabilizing and improving the two-tier management system that integrates unified with separate management on the basis of household contract management. On the basis of long-term stabilized land contract

relationship, we should encourage the areas where conditions permit to explore the reformation on the land operation rights transfer policy. Based on the new situations in the grains production and distribution, and different characteristics in production areas and sales areas, we should continue to deepen the reformation on the market targeting of the grain distribution mechanism. We should improve the grain purchasing protecting prices, grain storage and risk fund policies.

We shall promote the rural tax reform from an all-round way, change the functions of the rural government, moderately dissolve or merge some townships and towns, streamline the rural institutions and staffs, reduce the number of village and group functionaries receiving government subsidies and effectively alleviate farmers' burdens. We shall reform the rural financial system and increase the credit lending, improve the loan methods and improve the financial service level. We shall speed up the management system reform on the rural credit unions based on the local conditions, and bring the rural credit unions into full play as the main force in the rural financial services. We shall deepen the reformation on the rural scientific and technological system, invest more into the agricultural science and technology, support the agricultural scientific and technological innovation, strengthen the scientific and technological service system construction with popularizing the agricultural scientific and technological achievements as the key, and stabilize the grassroots agricultural technological popularizing team.

Section 6 Supporting the Development of poverty-stricken areas

Although the seven-year plan to help 80 million people out of poverty has been basically fulfilled, it will be an arduous task for a long time to bring about a fundamental change for the better in poverty-stricken areas. We need to intensify our efforts to fight poverty and priority needs to be given in our anti-poverty endeavor to ethnic minority areas in central and western China, the old revolutionary base areas, border areas and destitute areas. Assistance to the poor needs to continue to be development-oriented. We should intensify our efforts in the payment transfer in poverty-stricken areas. More funds need to be put into anti-poverty efforts in every possible way so as to improve the capital utilization efficiency. We shall strengthen the infrastructure construction in rural areas and speed up the development of the undertakings like education, culture and health. We need to expand the scale of programs that provide jobs as a form of relief and support efforts in poverty-stricken areas to improve the infrastructure. We should strengthen the construction of country roads, drinking water for people and animals, basic farm lands and small irrigation facilities etc, and improve the basic production and living condition in poverty-stricken areas. Regarding the poverty-stricken areas where the living environment is abominable, conditions shall be created for relocation development. We shall continue to give support to the poverty-returning

areas and populations.

Chapter 4 Optimizing the Industrial Structure and Strengthening the International Competitiveness

We shall continuously regard the market as the orientation, enterprises as the dominant player, and the technological progress as the kingpin, give prominence to some important issues, advance in some aspects while retreat in others and try to improve the overall quality and international competitiveness of the industry in our country. The industrial restructuring and the reorganization shall abide by the rules of the market economy, and give a correct direction for the investment. Relying on the current foundation, we shall prevent blindly enlarging the scales and repeated construction. We shall continue to combine the technology introduction and independent innovation, and combine the advanced technologies and applicable technologies. We shall mainly strengthen the reorganization and upgrading of the traditional industries, and further give play to the competitive advantages of the labor-intensive industries. We shall actively develop the high and new technological industries and newly evolved industries and create new comparative advantages. We shall use IT to propel industrialization, give play to the subsequent advantages and realize the development of the social productive forces by leaps and bounds.

Section 1 Accelerating the Industrial Restructuring and Reorganization

We shall accelerate changing the industrial growth means by centering on varieties increasing, quality improving, consumption reducing, pollution preventing and labor productivity improving, encourage adopting high and new technologies and advanced and applicable technologies to reorganize the traditional industries and drive the optimization and upgrading of the industrial structure. We shall improve the development of the industrial products and deep processing capacity and optimize the products structure. The raw materials industry shall actively develop the three-major synthetic materials and fine chemical products, stainless steel, cold rolled steel sheet, alumina, rare-earth deep processing products, new dry-process cement and the highly-efficient fertilizer, medicines and key intermediates in high market demand etc. The textile industry shall develop the deep processing of the wood pulp, top grade paper, pressboard, new electrical appliances, differentiated fiber, industry-use textile products, high grade tissues, famous brand clothes and the agricultural products etc.

We shall research and formulate the policies and measures on rejuvenating the equipment manufacturing industry. By relying on significant projects, we shall redouble our efforts to

rejuvenate the equipments manufacturing industry, improve the design, manufacturing and comprehensive level of the advanced technological equipments and enhance our capabilities. We shall put the development of the numerical control machines, apparatus, instruments and basic parts at an important position and try to improve the quality and technological level. We should support the development of the new and highly effective electricity-generating equipments such as large-scale gas turbine, large-scale pumped-storage aggregate and nuclear power aggregate etc., ultra-high-pressure direct power transmission equipment, large-scale metallurgy, fertilizers and landification supporting equipments, city railway transport equipments, new paper-making and textile manufacturing machines etc. We shall develop the agricultural machinery, civil ships and economic passenger cars. We shall improve the manufacturing level of vehicles and key parts. We shall actively develop the engines and hybrid power system for highly-efficient energy saving and low-emission vehicles. We shall promote the electromechanical unification.

We shall advance the architecture industry, improve the design standard, improve the design, construction and monitoring level, reform, rectify and scale the construction market and ensure the quality of the projects. We should spread the utilization of the new building materials.

Section 2 Developing the High-Tech Industry

We shall seize the opportunities of the swift development of the scientific and technological revolution in the world, develop the high-tech industry with focus, realize the regional breakthroughs and development by leaps and bounds, and gradually establish the group advantages of the high-tech industries in our country. We shall construct a group of significant high-tech projects, mainly high speed broad band information net, deep sub-micro integrated circuit, biotechnological projects, the new turbofan regional jet aeroplanes and new carrier rockets etc. We shall promote the industrialization of high technologies such as digital electronic products, new display devices, photoelectron materials and appliances, modern Chinese medicine and satellite application etc. We shall support all industries to develop high-tech products. We should improve the risk investment mechanism, establish the second-board stock market and encourage the innovative medium and small-sized enterprises with diverse forms of ownership.

Section 3 Optimizing Enterprises' Organization Structure

By adhering to the principle of specialized labor of division and cooperation and scaled economy, relying on the market mechanism of the superior win and the inferior wash out and the

macro-economic control, we shall form a pattern in which enterprises fully compete against each other, with large enterprises playing the dominant role, and large, medium and small enterprises in coordinated development. By various means of listing, merging, unification and restructuring etc., we shall bring about a number of large corporations and enterprise group corporations with brand names and independent intellectual property, outstanding in its major business and strong in its core capability, and improve the industrial centralization ration and product development capability. We shall carry out the policies encouraging the development of medium and small enterprises, improve the servicing system for medium and small enterprises, promoting them to move forward towards "professional, fine, special and new", and improve the capabilities to support large enterprises.

We shall make comprehensive use of economic, legal and necessary administrative means, close the mining factories with low product quality, wasting resources, serious pollution and without safe production conditions, and eliminate the backward equipments, technologies and crafts, and reduce the surplus and backward productivity in some industries.

Section 4 Promoting the Restructuring of the Old Industrial Bases

We shall support and promote the reorganization and restructuring of the old industrial bases in Northeast China etc. We should fully bring into play the advantages of the solid foundation and rich talents. In connection with the adjustment of the national economy layout, we shall optimize the industrial structure, enterprises' organization structure and regional layout, and build up industries and enterprises with new advantages. The regions where conditions permit shall be built up to new equipment manufacturing bases. We shall steadily and surely close the mines exhausted in resources, promote the cities with the resources exploration as the core and large mining areas to develop the extended industries and substitute industries based on the local conditions, and research and explore the new modes in mining exploration.

Section 5 Using IT to Propel Industrialization

By means of the application of micro-electronics, computer and network technologies, we should facilitate the improvement of the industrial R&D and design level and the transformation of crafts technologies. By means of the application of the E-commerce especially the application among enterprises, we should promote the reformation of marketing, transportation and servicing methods, reduce the costs, and enlarge the scale of the industrial products market. By means of facilitating the integration of the information products and traditional products and the wide application of the information technology in new products, we should increase the information technology added

value of the products. We should accelerate the informatization process of enterprises' production and operation management.

Chapter 5 Developing the Service Industry and Improving the Supply Capacity and Level

We shall press on towards marketization, industrialization and socialization, increase the supply, optimize the structure, expand the fields, create more jobs and accelerate the development of the service industry.

Section 1 Developing the Service Industry Facing the Life Consumption

We should deepen the reform of urban housing system, implement housing distribution capitalization policy, develop the real estate industry and furnishing and decoration industry and standardize the property management industry. We should intensify our efforts in sales promotion of the tourist market and the development of new products, strengthen the construction of the tourist infrastructure and supporting facilities, improve the service quality and promote the tourism to become a new economic growth point. We should optimize the allocation and enrich the communities' service facilities, encourage building various types of community service enterprises convenient and beneficiary for the people and boost the community service industry. We should further develop the commodity retail industry and the food and beverage industry. We should straighten out the management mechanism of vocational training, explore various schooling means such as Public School with private assistance, private school with public assistance and cooperation by China and foreign countries, and promote the growing up of the vocational training industry. We shall develop the financial and insurance services facing life consumption. We should develop the healthy entertainment and fitness projects, and boost the cultural and sports industries.

Section 2 Developing the Service Industry Mainly Facing Production

We shall introduce new industry forms and technologies, carry forward chain operation, logistics delivery, agency business, multi-modal transportation, and reform and upgrade the traditional logistics industry, transportation industry and posting service industry. We shall speed up the development of the financial and insurance industry, support commercial banks to expand the credit business, broaden the utilization channels of the insurance funds, improve the insurance affordability and compensation capacity of insurance companies, encourage the innovation in the financial and insurance business and improve the services. We should realize the De-affiliation reform of intermediate agencies, so as to ensure that they can work independently, objectively and fairly. We should standardize and develop the intermediate agency business industry such as

accounting services, legal services, management consulting and projects consulting etc. We should push forward the information service industry especially the network, information technology application consulting and database service industry.

Section 3 Building up a System Environment

Benefiting the Development of the Service Industry

We should transform our ideas, break through the system obstacles, break the monopoly and relax the market access. We should speed up the reformation on the social undertakings fit for the industrialized operation, and realize the separation of enterprise (institutions) from administration, the separation of institutions from enterprises and the separation of non-profit organizations from profit organizations. We should accelerate the socialization process of the administrative services of the governmental institutions, schools, hospitals and enterprises and institutions, and gradually reform into independently incorporated enterprises. We should advance the reformation on the systems like commerce, foreign trade, supply and marketing and grain etc, and rejuvenate the distribution enterprises. We should expand the financing channels of the service industry, improve the standards in the service industry and improve the service level.

Chapter 6 Accelerating the Development of the Information Industry and Striving to Promote the Informatization

We should follow the development ideas of application-centered, market-oriented, jointly network-establishing, resources-sharing, technology-innovating, open and competitive, try to realize the development of the information industry in our country by leaps and bounds, accelerate advancing the informatization and increase the proportion of the information industry to the national economy.

Section 1 Widely Applying the Information Technology

We must strengthen the development of the information resources, strengthen sharing of the public information resources and promote the wide application of the information technology. We shall implement a number of significant informatization projects, so as to promote the informatization process of the fields in political affairs, finance, foreign trade, broadcasting and TV, education, science, technology, medical health, social securities and public facilities etc. We shall speed up the establishment of the electronic certification system, modern payment system and credit system, and intensify our efforts to develop the E-commerce. We shall attach importance to the application of

network technology in the fields like the agricultural products transactions and popularization of agricultural technologies. We should promote the integration of the information industries and relevant cultural industries. We should strengthen the basic tasks in information standardization such as bars and codes etc. We should speed up the popularization of the computer and network knowledge, and all types of schools at all levels shall introduce the computer and network education. We should formulate the state information system standard, strengthen the legal system on the informatization, reform the management system and create the system conditions beneficiary for the informatization.

Section 2 Building Information Infrastructure

We should improve the information network system and improve the network capacity and transmission speed. We should intensify our efforts to develop the high-speed broad-band information network, focus on the construction of the broad-band connection network and build up the third generation of the communications network at a good timing. We should strengthen the construction of the network and information security guarantee system, build public information resources, macro economic database and its exchanging service center, and improve the geographic spacial information system. We should promote the three-network integration of tele-communications, television and computer.

Section 3 Developing the Electronic, Information Products Manufacturing Industry

We should strengthen the introduction, assimilation and innovation on the advanced information technology, intensify our efforts in developing the core technologies, enhance the manufacturing capabilities in the products such as computer and network products, communications products, digital video and audio products and new appliances etc. We should devote great efforts to developing the integrated circuit and the software industry, and improve the informationalized equipments and system integration capabilities.

Chapter 7 Strengthening the Infrastructure Construction and Improving the Layout and Structure

We should optimize the structure, adjust the layout, improve the projects quality, expand the investment channels, focus on the economic returns of the investment and uplift the infrastructure

construction to a new level.

Section 1 Strengthening the Water Conservancy Construction

We shall make overall planning on the water conservancy construction, address both the symptoms and root causes and take comprehensive measures to make rectification. We should stick to giving priority to the benefits while eliminating the harms, preventing the flood while fighting against the drought, and put the water resources shortage and water pollution to a more prominent position. We shall scientifically formulate and implement the nation-wide overall planning on the water conservancy construction and planning on major rivers. We shall focus on strengthening the construction and taking comprehensive measures on the flood-prevention project system for major rivers and lakes, and rectify and dredge up the rivers and seas which have been seriously filled up. We should strengthen the dam construction especially in the Yangtze River and Yellow River, continue to construct the key water projects at the Three Gorges on the Yangtze River and at Xiaolangdi on the Yellow River etc, build the water projects like Shapotou in the Yellow River, Ni'erji in Nenjiang, Lihuaigang in the Huai River, Zipingpu in Min River, Zaoshi in Lishui River, Baise in You River, the Tarim River and the Heihe River etc. We should strengthen the security construction of the flood detention areas, and strengthen the city's flood prevention, and reinforcing the decaying reservoirs. We should manage well the water conservancy supporting facilities and operating management. We should loss no time in completing the task of the south-to-north water diversion project, and try to start as early as possible the construction during the "tenth five-year period". We should construct other inter-basin water diversion projects at a good timing and take various means to alleviate the water shortage conflicts in north areas.

Section 2 Perfecting the Comprehensive Transportation System

We shall make overall planning and reasonable arrangement on the transportation construction, enlarge the network, optimize the structure, improve the system, promote the reformation, and establish a free-going, safe and convenient modern comprehensive transportation system. We should speed up the construction of the backbone network of the national highway with the "five-vertical and seven-horizontal" as the key, and comprehensively run through the "three-vertical and two-horizontal". We should begin to build the eight new pathways in the roads in western China. Improve the road network structure and improve the road connecting intensity. In 2005, the mileage of the road will reach 1.6 million kilometers, among which the highway will reach 25,000 kilometers. We will construct and reform the major pathways of "eight-vertical and eight-horizontal" railways, expand the railway network in the western China, speed up the

technological reformation of the current railway lines, and improve the operating speed of the trains. We should build the Tibetan railway, Beijing-Shanghai express railway and the railways entering and leaving the country in the northwestern and southwestern China. In 205, the operating mileage of the trains will reach 75,000 kilometers, and develop the railway transportation in big cities. We should strengthen the construction of the large-scale container transportation system in the major coastal ports, professionalized bulk cargo transportation system and the sailing roads of the main ports, and establish a Shanghai International Shipping Center. In 2005, the number of the deep water berths in costal ports will reach 800. We will strengthen the construction of the water carriage main roads in the Yangtze River, the Pearl River and the Jinghang Canal, and develop the inland navigation. We shall give priority to the regional airport construction and lean to the western area, improve the hub airports and trunk line airports, and improve the air traffic management technology and equipment level. We shall strengthen the construction of the gas pipelines, and initially form a pipeline transportation network. We should give full play to the advantages of various transportation means, develop and improve the five key systems such as the express passengers transportation among cities, passenger transportation in big cities, container transportation, large amount of materials transportation and special cargo transportation. We should speed up the development of the intellectual transportation based on the informatization and networking. We should continue to strengthen the construction of the posting infrastructure. We should accelerate the transportation and conveyance management system and operation mechanism reformation, realize the "separation of operation from the infrastructure" in the railways, delegate the authority of managing the civil airports and ports to the local authorities, restructure the aviation transportation enterprises and build up large group corporations.

Section 3 Optimizing the Energy Structure

In respect of the energy construction, we should give play to the advantages of the resources, optimize the energy structure, improve the utilization efficiency and strengthen the environmental protection. We should take coals as the fundamental energy and increase the proportion of the high-quality coals. We should advance the reformation of the large-scale coal mines, construct the high-production and highly-efficient mines, and explore the coal bed gas resources. We should devote more efforts to researching and designing the clean coal technologies, and make it popular through piloting. We should attach equal importance to the oil and gas, speed up the exploitation, exploration and utilization of natural gas, make overall planning on the construction of the production bases delivering pipelines and gas-utilizing projects. We should introduce natural gas from foreign countries to increase the proportion of natural gas consumption. We should develop the petroleum substitute products like fuel alcohol etc, and take measures to save the petroleum

consumption. We should strengthen the exploitation of petroleum resources, explore the petroleum resources in a reasonable manner and strive to develop sea petroleum. We shall utilize the resources from foreign countries, establish overseas petroleum and natural gas supply bases and adopt diversified means in the petroleum import. We should construct the state strategic petroleum reserves and maintain the energy security of the country. We should strengthen the construction and reformation on the urban and rural electricity network, construct three big lines for the west-to-east electricity transmission in the north, middle and south area, and promote the nation-wide networking. We should further adjust the electrical sources structure, fully utilize the current electricity-generating capability, develop water electricity, pithead aggregate fire power and compressed small fire power, moderately develop the nuclear power, and encourage cogeneration and comprehensive utilization of electricity generation. We should start to construct the large-scale water hydropower station such as Longtan Shoal, Xiaowan, Shuibuya, Goupi Beach, Sanban Brook, Gongbo Gorge and Pubugou Gouge etc., and lose no time in completing the task of argumentation at the primary stage for the development of the Xiangjia dam water hydropower station in Xiluodu and the upper reach of the Yangtze River. We should construct large-scale pithead power station in Shanxi, Shan'xi, Inner Mongolia, Ningxia, Guizhou and Yunnan. We shall deepen the power system reformation and gradually realize the separation of network from factory, price competition for network entry and improve a reasonable price-determining mechanism. We should develop the new energies and recyclable energies like wind energy, solar energy and terrestrial heat etc. We should popularize the energy conservation and comprehensive utilization technologies.

Chapter 8 Implementing the West Development Strategy and Promoting Regional Coordinated Development

Implement the West Development strategy; accelerate the development of Central and Western regions, rationally adjust regional economic distribution, promote regional coordinated economic development.

Section 1 Pushing forward the Western Development

The Western Development Strategy should proceed from actual conditions, progress actively, act according to the local capability, overall plan, expound and prove scientifically, make the key points stand out, implement by steps. The construction of the infrastructure and ecological environment in the west area will affect a breakthrough and the local science, technology and education will achieve relative development in the recent five to ten years. We should open up new ideas, adopt new mechanism, concentrate our efforts on improving investment atmosphere, extend the opening to the domestic and foreign market, devote major efforts to develop diversified types of

ownership economy, actively attract social and foreign funds to participate the west development and construction.

We should accelerate water conservancy project, transportation, communication, power network and urban infrastructure constructions; put major effort on a group of strategic major projects of West-to-East Power Transmission, West-to-East Gas Transmission, Water Conservation and Water Resources Opening-up, strengthen the ecological construction and environment protection, protect the natural forest resources, implement sloping farmland, returning farmland to forest and grassland, give impetus to the desert control and grasslands protection, pay attention to the ecological self-restoration capability. We must consolidate and strengthen the Western agricultural basis, develop the agriculture, animal husbandry, green food industry, tourism, Chinese herbal medicine industry and bio-pharmacy with distinguished features. We must push forward the relative superior resources development and deep of water and electricity, oil, gas, nonferrous metal, Sylvite and Phosphoric. We must accelerate the change of resource advantage to economy advantage. We should adhere to develop science and education in advance, put emphasis on compulsory education, give impetus to vocational education, actively develop higher education. well carry out personnel training, employment, exchange work. Spread the application of new and high technology and advanced applicable technologies, pertinently develop the new and high technology. We must rely on traffic routes and central cities such as the Eurasian Continental Bridge, Yangtze waterway and passages to sea in the Southwest China and Adhere to stringing points with line and driving area with point to carry out key development in order to promote the form of the economic zone along the West Section of Lianyungang- Lanzhou - Urumqi Railway, the Yangtze upper reaches economic zone and the Nanning-Guiyang-Kunming economic zone and raise the level of urbanization. The nation will implement the policies and measures in order to pertinently support the Western Development, increase the financial transfer payment and construction fund investment in the Western region and adopt preferential opening-up, tax, land, resources and personnel policies.

According to the Law of the People's Republic of China on Regional National Autonomy, support implement of autonomy right in the autonomous regions. We should increase support strength, accelerate the comprehensive economic and social development of minorities and minority nationality regions, pertinently support the development of poor people support, pastoral areas construction, national special needs supplies production, national education and national cultural work in the minority nationality regions. We should promote the economy, technology and trade cooperation between the western border regions and neighboring countries and regions, gradually form the new international region cooperation structure of complementary advantages and mutual benefit.

Section 2 Accelerating the Central Development

We should sufficiently exert the geographic advantages which links east and west and connects north with south as well as advantages in natural resources, accelerate the development pace, increase the industrialization and urbanization level. We should consolidate the agricultural advantages, devote major efforts to the industrialization of agriculture, form the regional, specialized and extensive agricultural production, circulation and working basis. We should

accelerate the adjustment of industrial structure, transform the traditional industries, construct energy basis, develop competitive manufacturing and new and high-tech industries, give impetus to the service industries development. We should do well the major rivers and lakes management, adhere to strengthen traffic, communication, storage and other infrastructures and ecological environment construction. Emphasis on regions along the Yangtze River, Lianyungang- Lanzhou, Beijing-Guangzhou, Beijing- Kowloon and Beijing-Haerbin railways, enlarge the urban scale along the lines, substantiate the central cities, actively foster new economic growth points and economic regions.

Section 3 Promoting the East Development Level

The East regions should continue to the forefront the structure innovation, technology innovation, opening-up and economic development, try to accomplish the modernization in the places where conditions permit. We should optimize the industry structure; give priority to new and high-tech industry, modern service industry and export trade. We should develop export-oriented economy; broad participate in international economic competition. We should promote the special economic zone and Shanghai Pudong New Area to increase and create new advantages. Further give play to the driving effect of the Circum-Bohai-Sea region, the Yangtze River Delta region, Southeastern Fujian region and Pearl River Delta region in the national economic growth. Develop the high efficient ecological economy in the Yellow river delta region. The East region need to strengthen the overall economic technology cooperation in the central and west region, support and participate in the west development, better play the diffusive and driving effect to the central and west regions.

Section 4 Forming Distinguished Regional Economy

We should break the administrative segmentation and reshape the new regional economic relationship in the condition of market economy. We should transform the development way of pursuing full economic categories, bring the relative advantages into play, develop competitive industries and products and prevent the convergent structure. By means of regional planning work and policies, We should guide and mobilize the local initiative, form regional economies with distinguishing features and achieve breakthrough in the ecological function protected areas, specialized agricultural production base and tourism economic zone in advance.

Chapter 9 Implementing Urbanization Strategy and Promoting the Urban and Rural Advancement

Raising the urbanization level and transferring rural population is favorable to increase the farmers' income, providing a broad market and lasting power for economic development and an important measure to promote the form of a healthy cycle of the national economy and coordinated social development. In pace of the improvement of agricultural productive forces and the acceleration of industrialization, we have gradually achieved mature conditions for promoting urbanization, therefore we have to seize the opportune moment to implement urbanization strategy.

Section 1 Forming Reasonable Urban System

The urbanization promotion needs to follow the objective law, adapt to the economic development level and market growth, progress step by step in an orderly way, follow a diversify urbanization route in accordance to the country's conditions and the coordinated development between cities and towns as well as gradually form the reasonable cities and towns system. Pertinently develop the small towns, actively expand small and middle scale cities, consummate the regional central cities' functions, play the large scale cities' diffusive and driving effect, guide the orderly development of intensive urban areas and prevent the blind cities' expansion. Give impetus to cities' and towns' economy development and improve the areas' job-creating ability. Strengthen the cities' and towns' infrastructure constructions and consummate the areas' functions of living, public and community services. Concentrate on the creating of better living surroundings, strengthen the cities' biological construction and comprehensive pollution management and improve the cities' environment. Strengthen the cities' plan, design, construction and comprehensive management, form the distinguished city features, comprehensively improve the cities management level.

Section 2 Pertinently Developing the Small Towns

The small town's development is an important way to promote the national urbanization. The small town's construction needs to follow reasonable distribution, scientific plan, reflect distinguishing features, moderately develop and attach importance to its actual effects. Give impetus to the development in the county towns and some large-scaled towns with good basic conditions and great development potential in order to soon consummate its functions, gather population and play its function as the regional economic and cultural center in rural areas. The key to develop the small town is to prosper the local economy and combine the local construction with guiding the reasonable gathering of all kinds of enterprises, consummating the rural market system, developing the agricultural industrialized management and socialized services.

Section 3 Removing the System and Policy Obstacles in Urbanization

We should break the segmentation system between the urban and rural area, gradually establish the new type urban-rural relationship under the market economy system. Reform the urban household registration system, form the orderly urban and rural population floatation system. We should cancel the unreasonable restrict to the rural labor forces employment in the urban area, guide the orderly surplus rural labors floatation between urban and rural areas as well as among different regions. Reform and consummate urban land use system, adjust the land use structure and invigorate the land stock. We should properly solve the urban construction sites on the premise of protect the farmland and farmers' legal rights. We should expand the investment and financing channel, found the new investment and financing system of urban construction, form the diversified investment body distribution. We should construct the small town mainly through the use of the market mechanism with the guidance of government, encourage the enterprises and urban and rural residents investment. We should scientifically formulate city and town establishment standard, form the administrative management system in accordance with the market economy system and the urbanization needs as soon as possible. Strengthen the policy coordination and improve the macro-management of urbanization.

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Part 3 Technology, Education and Talent

Chapter 10 Pushing ahead the Technique Advancement and Innovation and Improving the Sustainable Development Ability

We should develop the high-tech, realize the industrialization and realize the leaping development of technique aiming at the economic construction, centering on the structure adjustment, under the guiding principle of "has the behavior to be able to refrain from doing things" and "the overall follows up, key breakthrough". Work hard to catch the world advanced level in the main fields and closing the gap, reach the world advanced level in some fields with relative advantage; realize the breakthrough in part of field that may leap.

Section 1 Providing Technical Support for Industrial Upgrading

We should push on the technique upgrade with the enterprises as the main innovation body. Accelerate the general, key and necessary techniques development which is able to promote the structure upgrade and sustainable development with an emphasis on the progresses in the fields of agricultural processing and conversion, water-saving agriculture, new varieties of crops breeding, equipment manufacturers, clean coal, transportation, reorganization after the textile printing, resource prospecting development and sewage government, provide technical support for the industrial structure adjustment, esp. the traditional industries upgrade. Strengthen the digestion, absorption and innovation of technique import.

Section 2 Promoting the High-tech Research

We should actively promote the high-tech research, make breakthrough in the key fields with relative advantages or struggling strategies, improve the self-innovation abilities and try hard to realize the industrialization in some high-tech fields related to the national economic lifeline and safety. We should give impetus to capture information technologies such as high speed broad band net, high performance computer, ultra large scale integrated circuit, large-scale application software and national space information application and service; geographical technologies such as biological chip, heredity improvement zoology and botany and genetic engineering medicine and vaccine; new material technologies such as special function material, nanometer material and high performance structural material as well as the advanced manufacturing and aerospace techniques such as modern integration manufacture system, robot manufacture and plane manufacture.

Section 3 Strengthening the Fundamental Research and Applicable Fundamental Research

We should strengthen the front, overlapping research and accumulation in the key fields of fundamental subjects such as mathematics, physics, chemistry and astronomy. Strengthen the applicable fundamental research and try hard to gain new achievement in the fields of Gene group study, Information technology, Nanometer science, Ecology science, Geo-science and Space science. We should support the Emerging, Edge and Interdisciplinary disciplines development,

promote the mergence of natural and social science and push forward the management science development. We should give impetus to develop the philosophy, social science and human science, adjust the subject distribution, strengthen significant theories and practice questions research and carry out the discipline construction and theory innovation.

Section 4 Constructing National Innovation System

We should deepen the technology structure reform, form the new mechanism in accordance with the need of market economy and science development law. We should optimize the technical resources disposition, further solve the disjointed question between science and technology and the economy and solve the department ownership and unit segmentation in the science research field. We should establish the enterprise technical innovation system, encourage and guide enterprises to establish research and development institution, promote the enterprises as the main unit of technical advancement and innovation. We should establish the technical innovation support system serving for the small and middle enterprises and promote the small and middle enterprise innovation ability. We should strengthen the combination among production, study and research, construct a group of profession general character technological development base and encourage the application and development science and research institutions to enter the enterprises or change the system for the enterprises. We should actively promote the social public welfare scientific research institution reform. Establish national innovation system, push forward the innovation project, promote the cooperation between universities and science research institutions and form a group of scientific research institutions with international influences. We should strengthen united construction of science research bases and facilities, newly build and reorganize part of national key laboratories, construct key science projects, improve the modernized level of the ways of science research. We should strengthens the intermediary service system construction and construct socialized technical intermednary service system. We should expand the international technological cooperation and communication and encourage foreign enterprises to establish research institutions in our country. We should increase the national and social technological investment and encourage the enterprises to increase the research and development fund. We should strengthen the intellectual property protection.

Chapter 11 Accelerating Education Development and Improving the Quality of Population

Education is the basis to improve the quality of all people and talent cultivation, will have to face the modernization, face the world and face the future, moderately develop in advance and take the road of reform and innovation.

Section 1 Developing all levels and all kinds of education

We should give impetus to promote quality education, pay attention to foster innovation spirits and practice abilities and promote the students' overall development. We should put the elementary education strengthening on the important position, keep on improving the national education penetration. We should consolidate the achievement and improve the level in the regions where has

basically popularized the 9-year compulsory education. F We should further expand the 9-year compulsory education coverage in the other regions. We should give impetus to push forward the compulsory education in the west poverty region and minority region and implement the 2nd phased compulsory education project in the poverty region. We should expand the scale of high-school education and popularize the high-school education step by step in the middle and large cities and economical developed areas. We should actively develop higher education, expand the cultivation scale and ensure the education quality in all measures. We should adhere to implement the "211 Project" and emphasis on strengthening a group of high-level university and disciplines construction. We should give impetus to develop vocational education and training, expand adult education and other forms of education and gradually form the popularized and socialized lifelong education system. We should attach importance to the children's early education, carry out elastic study system, relaxes the school age limit and allow phased completion of their studies. Permanently develop modern distance education and improve the modernized and informationized level of education. We should strengthen the building of the contingent of teachers and improve teachers' thought and service quality. Strengthen and improve the school's ideological and political work. We should give impetus to adjust the education structure and distribution and realize substantive achievements in the fields of optimizing subjects and disciplines structure, renewing textbooks and reform test system and teaching methods in accordance with the world science and technology developing trend and the domestic economic structure adjustment's needs for talents.

Section 2 Deepening Education System Reform

We should accelerate the school organizational reform, actively encourage, support and formulate the social forces to run a school in varied forms and basically form a pattern of government as the major investor and the joint development of public schools and private schools. We should deepen education management system reform, further transform the management methods, legally fulfill the school autonomy right of colleges and universities and promote the socialization reform of college logistics. We should establish the mutual communication education system between vocational and general education. Implement numbers of measures to breakthrough education investment bottleneck, increase the national education investment, Improve the central and provincial governments' supports strength towards compulsory education, strengthen the county's level of government' arrangement towards the elementary education. We should consummate the government's safeguard mechanism towards the compulsory education funds, esp. the teachers' wage. We should deepen the work personnel system reform related to the graduates employment. We should perfect the scholarship, the stipend and assist students system and so on.

Chapter 12 Implementing Talent Strategy and expand the talent team

Talent is the most precious resource, we must foster, attract and use the talents as an important strategic mission, foster hundreds of millions high quality workers, tens of millions talents with professional skills, innovation spirit and abilities in the principle of having both political integrity and professional competence.

Section 1 Developing Talent Resources

We should accelerate to foster and select various talents suit to the reform and opening-up policy as well as the modernized construction. We should cultivate and create a high quality leader talents team with higher political theory accomplishment and exploration spirit; mastering modern science, technology, culture and management knowledge and experienced the practiced tests. We should foster all kinds of professional talent teams having science accomplishments and suit to the economic and social development need, esp. world's leading discipline leaders; a team of enterprisers having the innovation spirits and abilities and suit to the need of international competition; a honest, hardworking, high-quality and professional team of public servants who have the spirit of "service-for-the-public"; a technical workers team, an agricultural industrialized management and science and technology team with higher technological quality. We should pay attention to foster and select talents in the process of practice. We should appropriately make use of the foreign education resources, widen the cultivation channels of high-level talents and actively attract and employ overseas high-level talents. We should adhere to implement the policy of supporting to study abroad, encouraging to return homeland and freedom to come and go and encourage the students who study abroad to return homeland to work or to serve for the homeland in an appropriate way.

Section 2 Creating a Good Environment for Choosing and Attracting Talents

We should accelerate to build an effective mechanism which is beneficial for outstanding talents blooming and each person to develop his talents, form a social surrounding to respecting knowledge, respecting talents and encouraging to do pioneering work, go a step further to emancipates the mind, change the concepts, increase the cadre personnel system reform strengths, implement the regulation of public employment and taking up the post through competition and create conditions for the growth, select and employment of all kinds of talents, esp. the young outstanding leading talents. We should optimize the talent's profession and age structure, and promote the reasonable talent floatation and distribution among the industries, regions and urban-rural areas. We should consummate the talent encouraging, assessment and authority mechanisms and create a more relax surrounding for all kinds of talent's innovation, pioneering and displaying their abilities. We should improve the laws and regulations on the talent employment and management.

Part 4 Population, Resources and Environment

Chapter 13 Controlling the Population Growth and Improving the Quality of Birth Population

We should adhere to the basic national policy of birth control, stabilize the current birth policy and keep the low birth level. Permanently do well the birth control work in the rural area, esp. the rural areas in the middle and west regions. We should strengthen the birth control management of floating population. We should implement the policy of guiding principle of propaganda, education, contraception and regular work as the major policies, establish the management mechanism of legal

management, county residents' autonomy, great service, policy promotion and comprehensive administrator. We should adhere to implement party and politics leadership accountability system. We should strengthen the legal construction of population and Birth Control work.

Chapter 14 Saving and Protecting Resources and Realizing the Sustainable Use

Adhere to resources exploration and conservation simultaneously, give priority to conservation, legally protect and reasonable make use of resources, promote the resources utilization ratio and realize the sustainable use.

Section 1 Attaching Importance to the Sustainable Use of Water Resources

We should adhere to resources exploration and conservation simultaneously, give priority to conservation. We should comprehensively promote all kinds of water conservation technique and measures taking enhancing the water used efficiency as the core, develop the water-saving industries and establish water-saving society. The city construction and industrial and agricultural distribution should take the water resources bearing capacity into full consideration. We should increase the agricultural water-saving strength, reduce the water loss in the process of irrigation and in 2005 the effective utilization coefficient of irrigation-used water has reached 0.45. The reuse rate of industrial used water in 2005 reaches 60% by the means of adjusting industrial distribution and accelerate the enterprises' water-saving technique transform in accordance with the water resources distribution. We should strengthen the urban water-saving work, force out the water-wasting implements and facilities and promote the water-saving implements and facilities. We should improve the research and development of water-saving techniques and facilities as well as the construction of water-saving facilities. We should strengthen the organization and management, do well the reasonable water resources disposition in the entire basin of rivers and streams and coordinate among the life-used, industry-used and biography-use water. We should strengthen the water protection at the sources of river. We should actively carry out artificial rainfall, sewage treatment and reuse and seawater desalination. We should reasonably make use of groundwater resources and strictly control the overdrawn. We should develop the resources through multi-channel and construct a group of backbone water source project, and the nation increases the water furnishing ability of 40 billion cubic meters in the tenth "five-year" plan period. We should increase the water management system reform strength and establish a reasonable water resources management and the water price formation mechanism. We should widely launch the water-saving propaganda and education and improve the water-saving sense of all the people.

Section 2 Protecting Land, Forest, Grassland, Sea and Miner Resources

We should adhere to the basic national policy of protecting arable land, and formulate general planning of land use and make use of all kinds of construction-use land comprehensively. We must keep the newly-added construction-use land in a reasonable scope, and further the rearrangement and re-development of industrial and mineral land in urban and rural area. We must adjust land-use structure reasonably according to various demands on land of industrial area, urban-intensive area, and specialized agricultural product base and ecological protection area. We must strengthen the

work of keeping fire away from forests, keeping harmful insects from agricultural products and better management of logging, and improve the forestry administration and management system and equipment. We must strengthen the protection of grasslands and forbid excessive development of grasslands. We must strictly implement grassland herd-ban period system, herd-ban area system and herd-turn system so as to avoid overuse of grasslands. We must further survey, develop, protect and administrate marine resources and facilitate the steps of research and development of marine-development technology so as to develop marine industry. We must strengthen the use and administration of marine space and protect national rights to the sea. We must further prospect mineral resources and clear up the order of mineral industry and carry out compulsory protection of key mineral resources. We must deepen the reform of the use of mineral resources and regulate mining right market. We must facilitate the research and development of comprehensive use technology of resources and strengthen the recycling of waste resources. We have to facilitate the industrialization of waste processing and turn them into useful resources.

Chapter 15 Strengthening Ecological Construction, Protecting and Bettering Our Environment

We must take the improvement and protection of ecology and environment as an important part of the economic development and the improvement of people's living conditions. We have to strengthen ecological construction, check ecological deterioration and further protect and better our environment so as to improve the environmental quality in both urban and rural areas.

Section 1 Strengthening Ecological Construction

We should organize comprehensive ecological construction project in key areas, the natural-forest protection project in upper reaches of Yangtze River, upper and mid reaches of Yellow River and Northeastern China and Inner Mongolia, as well as the project of reforesting cultivated land and returning arable land to grasslands. We must strengthen the protection and water resources in Beijing and Tianjin area so as to construct Jing-jin Ecological Circle. We must retreat from over-herb areas and re-grow grass there and carry out the project of bettering desertificationalized, basified and degenerated grasslands. We must facilitate the betterment of small basin and reduce soil erosion. We must facilitate the comprehensive betterment project in desertificationalized area of karst area in Guizhou, Guangxi and Yunnan. We must facilitate the recovery of the ecology in mineral resources areas. We must continue working on the protection forest system in northeastern China, north China and northwestern China, as well as in coastal areas and in Zhujiang River area. We must build up as soon as possible the fast-growing and high-yielding forests and forests as industrial raw material. We must facilitate the construction of "green channel" and the tree planting in urban areas. We must strengthen the construction of natural protection area. We must protect the rare and almost extinct species and wetland resources and carry out protection construction project of wild animals and their habitats, so as to restore ecological functions and diversity of species. During the "10th Five-year Plan" period, the newly recovered eroded area amounted to 25 million hectares and newly recovered desertificationalized, basified and degenerated grasslands amounted to 16.5 million hectares.

Section 2 Protecting and Administering the Environment

We should strengthen the comprehensive administration of environment pollution in order to greatly improve the environment quality of urban and rural areas, esp. in the large and central cities. Firmly grasp the administration water pollution resources, consolidate the fruit of "Three-river" and "Three-lake" water pollution, start the comprehensive dredge and administration program in the Yangtze River upstream, Three Gorges storehouse district, Yellow River middle stream and Songhua River basin. We should accelerate the urban polluted water treatment facility construction; build polluted water treatment facilities in all cities and the urban polluted water concentrated treatment rate reaches 45% in 2005. We should strengthen the inshore water quality protection, research, prevent, control and administer the red tide and grasp the Bohai Sea environment comprehensive dredge and administration. We should strengthen the air pollution prevention and control, implement the "Two-controlled areas" and the key urban air pollution control project, the emission of Sulfur dioxide in the Two-controlled areas" reduces by 20% in 2005 compared to that in 2000. We should promote the trash harmless treatment and dangerous reject concentrated treatment. We should promote clean production, grasp the pollution prevention and control in the key industries, control and administrate the industrial pollution resources, legally close the heavy polluted and residents' healthy-threatening enterprises. We should strengthen the noise pollution administration, actively carry out the rural environment protection work, prevent and control the chemical pollution resulted from the inappropriate use of the chemical fertilizer, the agricultural chemicals, the agricultural membrane and the polluted irrigation that exceed the allowed figure and other pollutions and protect the rural tap water resources. We should strengthen the key techniques of environment protection as well as the research and development of crafts and facilities and fasten the environment protection industry development. We should consummate the environment standard and regulations, change the inappropriate pollution exertion standard, perfect the environmental monitoring system and strengthen the environment protection law enforcement and supervision. We should comprehensively promote the polluted water and trash treatment charge system. Carry out the environmental protection and raises the environmental protection consciousness of all people and promote the green expense.

We should strengthen the safety net construction to prevent all kinds of disasters, establish the disaster forecast and prevention, disaster situation monitor and urgent rescue system and improve the disaster prevention and reduction abilities. We should strengthen the weather, earthquakes, mapping works, and improve the serving abilities and levels. We should actively engaged in the global environment and development business, fulfill our obligations and adapt the flavor policies and measures to slow down the global climatic change.

Part V Reform and Opening-up Policy

Chapter XVI Deepening Reform to Complete Socialist Market Economy

We should make great efforts on research and innovation to remove the systematic obstacles to the

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development of production forces, so as to complete the socialist market economic system step by step.

Section 1 Deepening SOEs Reform

We should make further efforts to deepen the reformation on the state-owned enterprises (SOEs) to build a modern enterprise system with clear title, defined right and responsibility as well as scientific management by separating the governmental functions from that of enterprise and to complete the corporate governance system in unity of right and responsibility, coordinated operation and effective balance. We should conduct standardized corporate reformation on the large- and medium-size SOEs and encourage to restructure the Large- and Medium-size SOEs into limited liability companies or incorporated companies with multi-form share-holding through standardizing regulations on company's activities such as going public, establishing joint venture and cross shares holding, except for a few monopolized SOEs that shall be restructured into SOE solely owned by the state. We should establish the managing, operating and monitoring systems against the state assets so that the investors of the state assets can be in place as soon as possible, and should study on the practice of authorizing the competent SOEs or the investors of state assets to perform its functions so as to intensify the outer monitoring over the operator body of state assets. We should deepen the internal enterprise reformation by establishing and completing fully workable stimulating and restricting mechanisms to intensify scientific management, and should reform the title and operation systems of the medium- and small-size SOEs through restructuring, combining, merging, releasing, contracting, share cooperating and other systems so as to further vitalize them. We should complete the market exit mechanism to gradually standardize the channel for listed company at loss to exit from market and continue to carry out the current policies on SOE merging and bankrupting, so that insolvent enterprises at long-term loss should be in bankruptcy. We should encourage non-governmental enterprises, individuals, and foreign investors to participate in SOE restructuring and promote the equity restructuring and transaction of non-listed SOEs to establish enterprises with mixed ownership. We should also normalize SOE restructuring activities and complete relevant policies to strengthen monitoring over equity transactions of state assets.

Section 2 Regulating and Completing Ownership System

We should adhere to the basic economic system in which the public ownership is dominant and accompanied by diversified ownership system. We should actively study on pragmatic methods, including dos and undoes, to speed up the strategic adjustment of state economic pattern so as to let

the state economy plays a dominant role in the national economy. We should develop collective economies in diversified forms, encourage, support and guide the non-governmental enterprises and individual ones to develop soundly. The proprietary of important enterprises in the interests of national security and economic lifeline shall be held by the state. We should encourage to establish enterprises featuring both unlimited and limited liabilities in high-tech industry and intermediate service sector, etc. abolish unreasonable regulations that limit investment of enterprises and society, and treat equally the enterprises with different ownership in regard to market admittance, land utilization, crediting, tax, public financing, export and import, etc. i.e. any sector open to foreign investment is accessible to the domestic investment. And we should also protect legal rights and interests of enterprises with different ownership according to laws.

Section 3 Completing Market System

We should make further effort to open the market and lift price control to develop the commodity market continuously and to stress on cultivation of production elements market, so as to build and complete a uniform and standardized market system with fair competition in China. We should introduce competition mechanism to speed up the reform for managerial system of monopolized industries including electric power, railway, civil aviation, communication and public utilities, etc. We should remove local containments and protectionism and abolish relevant regulation that impedes the formation of uniform market, actively expand the wholesale market of bulk commodity, steadily develop futures market and complete the uniform, secure and effective open market of national debts to establish channels of converting deposits into investment, so as to develop multi-form financing methods positively and steadily. We should intensify monitoring over securities market to enhance its transparency, standardize such markets and gradually increase the proportion of direct financing. We should accelerate the development of enterprise bond market, develop industrial investment fund and actively foster investors of securities investment fund, pension fund and insurance fund, etc., we should also develop bill market, complete foreign exchange market and establish gold transaction market. We should deepen the reform of land use system by adopting tender and auction systems for operational land in overall manner so as to standardize the first market of land, vitalize the second market of real estate and develop the market of house-releasing. We should reform the price control system to complete the market pricing mechanism. And we should complete the hearing system for governmental price making so as to increase the scientificness, effectiveness and transparency of governmental pricing procedure.

Section 4 Deepening Financial System Reform

We should build and complete the systems of financial institution, market, monitoring, regulation and control. We should conduct comprehensive reform on the commercial banks solely owned by the state to restructure some competent banks in holding commercial banks with dominant shares held by the state and build risk guarding mechanism to enhance the competitiveness. Based on the complete regulatory system, we should standardize and develop the medium and small financial institution, complete functions of policy-related banks and bring them in full play, and promote diversification of the subjects at insurance market. We should complete the internal governance system of financial institution to achieve an operation system integrated strict restrictions with effective stimulations and consummate the steady accounting system so as to enhance the quality of financial assets. We should intensify monitoring and control over financial institution to prevent and solve financial risks, and should complete the monitoring framework for finance-related industries and increase cooperation between regulatory bodies. We should consummate the regulatory system of the People's Bank of China that is dominated by indirect regulation and control, actively but steadily develop the money market, expand the open market operations and steadily promote the reform on the interest rate marketization reformation. We should better the exchange rate formation system of Renminbi and complete the controlled floating exchange rate system that is based on market demand and supply.

Section 5 Reforming Investment System

We should ensure enterprises to be investment subjects in competitive sectors and form new investment system in which enterprise enjoys independent decision-making at its own risk, bank examines and approves loans independently and government takes charge of macroscopic readjustment and control. We should reform the investment management mode in accordance with the principle of "Investor makes decision-making, receives benefit and assumes risks" to reduce the administrative approval for investment of enterprise and society. We should adopt the registration system for non-limited projects invested and constructed by enterprises. We should carry out such systems as corporate accountability, project supervision, tendering and contract management for construction projects, establish strict managerial system for projects invested by government and complete auditing system for national key projects. We should also promote the market-oriented reform for intermediate bodies of investment.

Section 6 Deepening Reform on Taxation System

We should actively but steadily promote the reform of tax and charges and rectify administrative charges and governmental fund to establish governmental uniform budget. We should consummate

taxation system by reforming value added tax system for production, completing excise and sales taxes, gradually unifying corporate income tax for both foreign and domestic enterprises, establishing integrated individual income tax system including overall and detailed taxes, collecting social security tax and legacy tax as well as completing local tax system. We should also intensify revenue collection and management, crack down on the illegal practices of tax dodging, evasion and defrauding, recover taxation due and forbid to reduce, exempt or refund tax beyond one's authority.

We should increase the transparency and binding force of budget. We should adopt the budget system for each department and replace the "incremental budget" with "budget on zero." We should reform the fiscal system to establish the centralized receiving and paying system of modern national treasury based on its single account system. We should standardize the governmental purchase activity and carry out the governmental purchase regulation in overall manner. We should restructure fiscal expenditures to reduce expenditures of competitive sectors. We should well define the authorities of the central government and local governments and complete the tax division system between them and transfer payment system to intensify the reallocation function of finance. We should intensify audit supervision to tighten the financial and economic discipline, strengthen financial supervision to prevent financial risks and reasonably control the financial deficits and government bonds scale to achieve a stable increase in financial revenue and raise the proportion of national financial revenue to the gross domestic production (GDP) and the ratio of state revenue in the total, and finally to form the public financial framework compliant with requirements of socialist market economy and the stable, balanceable and strong state finance.

Section 7 Deepening Reform on Administrative Management and Governmental Institution

We should continue to deepen the reform on administrative management and governmental institution to form an administrative system featuring standardized behaviors, coordinated operation, fairness and transparency, honesty and high efficiency to ensure more democratic and scientific governmental decision-making. We should, in accordance with requirements of developing socialist market economy, make further efforts to modulate governmental functions, which include: focus efforts on microeconomic control and creating good marketing environment, give up activities of intervene directly the normal operation of enterprises, accelerate the reform on governmental approval system to intensify the audit mechanism by greatly reducing administrative approval and standardizing audit activities. We should bring the intermediate services such as

merchant and trade associations in full play. We should continue to downsize the governmental institution to remove problems such as dim right and responsibility, multi-level administration and ineffectiveness between/of governmental departments. We should also consummate the civil service system.

Chapter 17 Opening to Outside World Wider and Developing Open Economy

We should catch opportunities and meet challenges to create advantages more actively and remove disadvantages for well preparing for Chin's entry to World Trade Organization (WTO) and doing well in transition period; continue to enhance the competitiveness of enterprises and make further effort to promote opening to outside world in overall manner, at multi-level and broad fields.

Section 1 Enhancing Opening-up Level

In accordance with requirements of China's economic and social development and restructure, as well as with our commitments to WTO, we should gradually reduce our custom duty rate and open the service sectors such as banking, insurance, telecommunication, foreign trade, domestic trade and tourism to the outside world step by step. We should grant national treatment to foreign funded enterprises and formulate the uniform, standardized and transparent policy of investment admittance, abolish the restriction to foreign stock share in most Chinese enterprises except for a few ones that relates to national security and economic lifeline and its most stocks shall be held by the state. We should, to satisfy requirements of China's entry to WTO, spare no time to formulate and complete laws and regulations on foreign affairs to enhance the level of administration by law in economic work relating to foreign affairs. We should also deepen reform on foreign economic and trade systems to establish and complete a one adjustable to international practice and China's situation, which includes: we should adopt the registration system for the qualification of foreign trade operation to gradually achieve an open operation for import and export trades by various kinds enterprises; we should build and consummate the intermediate organizations that can promote and serve for foreign economy and trade and bring them in full play.

We should complete anti-dumping, anti-subsidy, safeguards and other measures to provide with legal basis to negotiate on and respond to prosecutions of other countries on dumping and subsidy. We should, by adopting international standards or borrowing ideas from them, promote construction for measures and systems of technicality trade; effectively carry out inspection, quarantine and epidemic monitoring policies in such sectors as health, safety, sanitation and environmental protection, etc. so as to prevent harmful substances or pest from entering. We should

actively participate in multi-lateral trading system, international and regional economic cooperation, improve and intensify bi-lateral relation of economy and trade and strengthen economic and technological cooperation and exchange with developing countries. We should also actively take part in formulating international regulations on economy, trade, finance and other sections to safeguard China's legitimate rights and interests as a developing country.

Section 2 Actively Expanding Foreign Trade

We should better the implementation for strategies of quality first, market diversification and rejuvenating trade through science and technology to magnify exports of commodity and service. In 2005, China's total commodity export valued USD 680 billion. We should expand new export market and optimize exported commodity composition and market structure to increase the export of high-tech products and products with high added value while enlarging the export of bulk traditional products and products of labor-intensive industry, and in 2005, the proportion of exported electromechanical products should be increased to 50% or so. We should intensify management for processing trade to increase its the increment rate and enlarge its export, and we should also standardize and develop the border trade; we should spare no effort to develop the export of service trade in such sectors as contract work, design consultation, technology transfer, international tourism, international transport, spaceflight, education, culture, finance and insurance, etc. so as to reduce service trade deficit. We should actively import advanced technologies, key equipment to diversify the import source of bulk products and important resources. We should intensify functions of port inspection, taxation, finance, insurance and transport serving for export and import trading. We should also crack down on illegal practices such as smuggling, foreign exchange evasion and arbitrage as well as tax reimbursement defrauding, etc. to maintain foreign economic and trading order.

Section 3 Utilizing Foreign Investment Actively, Reasonably and Effectively

By stressing on attracting foreign direct investment (FDI), we should consummate the policy of foreign investment utilization to improve the investment environment, enlarge the scale of foreign investment and enhance its quality. We should encourage foreign investors especially transnational companies to participate in restructuring SOEs and to invest in high-tech industries and export-oriented industries so as to promote China's industrial restructuring and enhance the technology level; we should encourage competent enterprise to issue stocks at international market, and accelerate foreign investment utilization and reform on the title system of SOEs through actively study on adopting diversified methods such as acquisition, merging, risk investment and

investment fund, etc.; we should encourage and promote cooperation between foreign and domestic medium- and small-size enterprises, continuously increase the proportion of foreign investment in service sectors and continue to utilize advantages of special economic regions, Pudong new district and other coastal areas to enhance the level of foreign investment utilization. We should adopt policies to encourage and guide more foreign investment to middle and western China, especially in such projects in the middle and western China as reconstructing old industrial base, infrastructure construction, ecological construction and environmental protection, developing minerals and tourist resources as well as development of advantageous industries, etc.; we should continue to reasonably use loans from international finance corporation (IFC) and the governments of other countries, of which, most are utilized by the middle and western areas. To reduce financing cost, we should well utilize the international commercial loans such as banking group loans, financial releasing and export credit, etc.; we should intensify overall management on foreign loans to maintain a reasonable scale, consummate the system of borrowing, using and paying loans that integrated responsibility, right and profit, tighten the monitoring over foreign loans and supervision on short-term capital and optimize the loan structure to prevent the risks.

Section 4 Implementing the Strategy of "Going Out"

We should encourage to develop investment abroad featuring China's comparative advantages to increase the fields, methods and modes of international cooperation of economy and technology. We should continue to expand contract projects overseas and cooperation in labor service, encourage enterprises with competitive edge to conduct processing trade abroad to promote the export of products, services and technologies. We should support domestic enterprises to develop resources rare in China so as to accelerate China's industrial restructuring and resource replacement and encourage enterprises to establish D & R center and design center abroad by utilizing overseas talents, and support powerful enterprises to conduct transnational operation so as to achieve their international development strategy. We should complete service system for investment abroad in such sectors as finance, insurance, taxation, human resources, legislation, information service, entry and exit administration, etc. to create conditions for the strategy of developing overseas. We should also consummate the corporate governance structure and internal restriction mechanism for enterprises invested abroad, and normalize supervision on investment abroad.

Part VI People's Living Standard

Chapter 18 Actively Expanding Employment Opportunities and Complete Social Security System

To enlarge employment is a critical guarantee for promoting economic development and maintaining social stability, and is an important sector of macroeconomic control. Therefore, we should try to expand employment channels to enlarge employment opportunities. The complete social security system is an important pillar of socialist market economic system and relates to China's reform, development and stability. During the tenth "Five-Year Plan" period, we should form the social security system featuring diversified capital sources, standardized security regulations and socialized management service that is independent to enterprises and institutions.

Section 1 Actively Enlarging Employment

Maintain relatively rapid speed of economic development and create more employment opportunities. We should formulate and carry out preferential policies to develop labor-intensive industries with comparative advantages and service enterprises, medium and small, SOE or non-governmental, that can provide more employment opportunities. We should intensify in-service and reemployment trainings to enhance vocational skills of employees, improve paid-off workers' ability of employment and business establishing, guide labors to change their employment concepts to adopt flexible employments such as part-time employment, seasonable employment, etc. and advocate self employment. We should try to expand international market of labor service to expand the export of labor service. We should carry out such systems as laboring reservation, occupational qualifications and retirement in overall manner. We should also intensify construction for labor market and complete employment service system to promote reasonable labor migration.

We should pay close attention to safe production and reform the managerial system for safe production so as to speed up the legality building. We should do well in safety rectification and intensify supervision in key industries to remarkably reduce significant accidents and thus guaranteeing the safety of labors.

Section 2 Completing Social Insurance System

We should enlarge the coverage of endowment insurance by law and continue to complete the basic endowment insurance system for employees at cities and towns that integrated the overall social planning and individual accounts and, on the basis of ensuring the payment for basic pension of retirees, manage the funds for social planning and in individual accounts with separate accounts so as to ensure the effective accumulation in the individual accounts. We should, in the mode integrating the social planning and individual accounts, carry out the health insurance system for employees at cities and towns by overall means to guarantee satisfaction to the basic medical

demand of those employees; we should synchronously promote the reforms on health insurance system, medical establishment and medicine production and circulation system to establish sharing system for hospitalization costs, competition system of medical establishment and market operational system for medicines circulation; we should further consummate the unemployment insurance system and, based on experience obtained from pilot areas, bring the basic living guarantee for laid-off employees of SOEs under the coverage of unemployment insurance step by step, and should complete the industrial injury insurance and maternity insurance systems and enlarge their coverage. We should also reform and complete the basic endowment insurance system for employees of governmental organs and institutions in time and encourage competent employing units to establish enterprise annuity and additional Medicare systems so that the commercial insurance can play a secondary role in the social security system.

We should build reliable and stable financing system of social security funds so that such funds can be financed through multiple channels such as intensifying collection force, adjusting fiscal expenditure structure, cashing part of state assets and enlarging lottery issuance scale, etc.; we should study on establishing normalized operation mode for investment in social security to maintain or add the values of such investment; and we should also enhance the managerial level of social security assets to intensify administrative and social supervision over social security so as to promote socialization of social security management and service. Finally, we should speed up the pace of formulating regulations on social security.

Section 3 Developing Other Social Security Undertakings

While completing the social security system, we should continue to develop other social security undertakings including social welfare, social relief, preferential settlement and socially mutual aid, etc. to accelerate the socialization progress for social welfare. We should consummate the minimum living guarantee system for citizens and enlarge its coverage and, in accordance with the economic development and the bear ability of state finance, enhance the criteria of relieving and assisting urban citizens in poverty step by step. We should build socialized medical assistance and developing charities, at the same time intensify supervision over the use of endowed funds. We should pay close attention to the ageing tendency of China's population, encourage family provision for the aged, strengthen construction of service facilities for old persons and develop undertakings and industries for them. We should carry out the outline of development for women and children and truly safeguard the legitimate rights and interests of women and young persons.

We should also develop undertakings for disabled persons to assist them in their rehabilitation, schooling and employment so that the disabled can enjoy equal conditions to participate in social life.

Chapter 19 Increasing inhabitants' Income and Their Living Standard

While developing the economy, we should continue to increase the income of inhabitants both in urban and rural areas especially farmers and low-income citizens so as to achieve the anticipated goals for income increase of inhabitants both at urban and rural areas. We should continue to enhance the consumption level of urban and rural inhabitants by improving the consumption environment and optimizing the consumption structure. We should increase the investment in community services to create conditions that everyone enjoys the basic community service.

Section 1 Deepening Reform on Income Distribution

By adhering to the principle of giving priority to efficiency with due consideration to fairness, we should adopt a system dominated by the mode of distributing by work and accompanied with many other distribution modes to combine the distribution by work with that by production elements. We should, while letting the market fully play its basic adjustment role during the primary distribution, consummate the market formation system for labor price, carry out collective negotiation system for employees' wages to normalize the wage structure and payment in the entire society; we should establish and complete the minimum wage guarantee system and the adjustment system for the minimum criteria that are adjustable to the economic development; gradually increase the wages of employees in state organs and institutions; we should complete the distribution system for SOEs income and consummate the stimulation system for income distribution, especially, we should increase the wages of high-level managerial staff and technicians in SOEs to fully represent their labor value, therefore, we should adopt annual salary system for those person and option system for superintendents and key technicians in the listed SOEs. Meanwhile, we should establish strict systems of restriction, supervision and sanction, and encourage production elements such as capital, technology and etc. to participate in profit distribution; we should also normalize the social distribution order, intensify supervision on income distribution of monopolized industries and adjust unreasonable income obtained depending on the monopolizing position. We should also intensify adjustment function of taxation for the income distribution to protect legal income, rectify unreasonable income, reduce high income and abolish illegal income, and thus preventing popularization in income distribution.

Section 2 Widening Consumption Field

On the basis of increasing basic consumptions such as eating, clothing and expending, etc., we should stress on improving the living and traveling conditions for inhabitants. We should consummate the public accumulation fund for housing construction, intensify housing construction dominated by economic economically affordable house and establish guarantee system for low-rent house provision. We should, while encouraging cars purchase by family, actively develop public traffic in cities and towns, decrease information service cost to stimulate inhabitants' information consumption, especially increase the popularization rate of computer, which should be over 4% by 2005. We should adopt the system of vacation with pay for employees; reasonably adjust the working and resting time of inhabitants and increase service provision to stimulate their service consumptions. We should intensify infrastructure construction both in cities and towns such as water supply, electric power, gas provision, heat supply, information service and environmental protection, etc., and enlarge the coverage of infrastructure in rural area to create conditions for improving living standards of inhabitants both in urban and rural areas. We should also establish individual credit system and enlarge the scale of consumer credit.

Section 3 Developing Sanitation and Sports

We should reform and consummate the systems of sanitation service, medical security and health supervision to develop basic medical treatment, preventive health care and rehabilitation treatment. We should work out regional sanitation planning to adjust and optimize the distribution of sanitation resource, pay close attention to disease prevention, intensify prevention and control over frequently occurring diseases, endemic diseases, occupational diseases and infectious diseases and actively develop Chinese traditional medicine to integrate treatments of Chinese and western medicines. We should complete the primary system of health care service in rural area, stress on intensifying the sanitation infrastructure construction and develop cooperative medical services according to concrete situation to solve the problem of farmers' basic medical service. Finally, we should strengthen construction for public sports facilities to launch the campaign of building up the public health and complete the monitoring system of health condition of nationals.

Section 4 Promoting Community Construction

To promote community construction is the important sector of China's economic and social developments in the new era. We should, by adhering to the principle of integrating governmental guidance with social participation, build community administration and operation system that is

adjustable to the socialist market economic system, strengthen the community organization and expand the community managerial function so that the community can undertake part of social and service functions separated from enterprise, institution and governmental organ. We should continue to enrich items of community construction by focusing on expanding community services, such as improve sanitation, flourish culture, beautify environment and strengthen piece so as to consummate functions of the community. All in all, we should try to build new modern community featuring ordered administration, complete services, beautiful environment, good public security, convenient living and harmonious human relations.

Part VII Culture and Ethics

Chapter 20 Strengthening Ethnic Construction to Form Common Ideality and Spiritual

Pillar

By adhering to the principle of managing state affairs both by law and by moral, we should greatly promote construction for socialist culture and ethnics to satisfy the increasing demand of people for cultures and ethnics, improve the quality of the whole nationals and increase national cohesiveness so as to provide significant ideological guarantee, spiritual impetus and intellectual support for China's reform, opening-up and modernization program.

We should unremittingly conduct education for the primary theories, basic lines and essential guiding principle of the Party with ideology and faith education at the core to strengthen the guiding role of Marxism, educate people with Marxism, Mao Zedong Thought and Deng Xiaoping Theory, and carry forward the patriotism, collectivism and socialist ethics so as to form the common ideality and spiritual pillar featuring China's socialist characteristics in the whole society; we should advocate entrepreneur daring such as self-dependence and building the country through hard work and thrift and object extravagance and waste so as to form significant upward drive between the whole nation, deeply conduct education on "three representatives" theory to carry forward the ethos of heeding study, politics and justice, greatly advocate educations on social morality, family virtue and occupational ethics especially on ideology, politics, ethics mental health and legal education for teenagers to form ideology and ethics system adjustable to socialist market economic development and to create social environment for teenagers' health growing, intensify education and popularization of science and scientific methods, thoughts and spirit and oppose feudalist superstition. We should, to improve national quality, civilization degree and living standard of inhabitants both at urban and rural areas, greatly launch campaign of creating cultures and ethics for the mass, advocating scientific, civilized and healthy living style, pay close attention to study on guide to ethos and its manifestation, intensify construction and management for

ideological and cultural sectors such as news and consensus, national education, social culture and entertainment especially for news websites. Finally we should intensify construction and protection for bases of patriotism education such as martyr cemetery.

Section 21 Flourishing Socialist Culture and Increasing Its Quality

By insisting on the orientation of serving for people and socialism and the principle of letting one hundred flowers blooming and letting one hundred schools thoughts contending, we should, focusing on flourishing socialist culture, carry forward national excellent culture and absorb the strong points from foreign cultures and reject bad culture to improve the quality of cultural life of the whole society.

We should, by adhering to correct direction and carrying forward the time spirit, develop various undertakings including news publication, broadcasting, movie and television, etc., intensify study on literature theory to flourish literature and art, try to improve the quality of intellectual and artistic products and produce more excellent works. We should strengthen construction for cultural facilities such as libraries, museums, cultural centers, science museum, chanceries and juvenile palaces, etc., spare no effort to strengthen and expand the frontier of socialist culture to form healthy environment of public opinion, civilized and harmonious social atmosphere and colorful cultural life. We should deepen reforms on such systems as for culture, broadcasting, movie and television, new publication, etc. to establish scientific, reasonable, flexible and effective administration systems and the production and operation system for cultural products by putting social benefit in priority and integrating social benefit with economic results. We should continue to carry out policies supporting the development of cultural undertakings, increase investment in important press media and public cultural undertakings, intensify protection for national cultural heritages, actively expand cultural exchange with other countries and complete policies of cultural industry to intensify construction and management for cultural market and thus promoting the development of cultural industry.

Part VIII Democracy and Legal System

Chapter 22 Intensifying Democratic Construction and Developing Socialist Democracy

To satisfying requirements of China's economic restructuring and modernization progress, we should continue to deepen the reform on politic system and intensify democratic construction to develop socialist democracy.

We should continue to intensify legislation and supervision functions of the people's congress and

close the links between its deputy the people, let the people's political consultative congress (PPCC) fully plays its functions of political consultation, democratic supervision and participation in governmental and political affairs. Governments at all levels shall voluntarily receive supervision by the people's congress at the same level and actively listen to opinions and suggestions of PPCC and other social organizations. We should implement democratic election, decision making, administration and supervision to guarantee that the people enjoys extensive rights and freedom and his/her human rights are respected and safeguarded. We should intensify construction for grassroots governmental organs as well as self-ruling in cities and towns organizations of the people to expand ordered political participation by the people and guide the mass to participate in management for economic, cultural and social affairs by law. We should satisfactorily solve complaint letters from the people and complete the system of self-ruling by villagers; we should intensify democratic construction at community, complete democratic management system in enterprise that is based on workers' representative congress and open the government, factory and village affairs to the public. We should guide the trade union, the communist youth league, the women's federation and other mass organizations to fully play their bridging and linking functions, adhere to and complete the system of regional autonomy for nationalities, put the ethnic policies of the Party in effect and develop new socialist relations between nationalities that features equality, solidarity and mutual aid, and thus promoting the co-prosperity and common development of all nationalities. We should also carry out religious policies of the Party in overall manner to guarantee the people's freedom of religious belief, and administer religious affairs by law to guide the religions to adapt to the socialist society. Finally we should implement policies for managing affairs concerning nationals living abroad to strengthen the extensive patriotic united front.

Chapter 23 Ruling Country by Law and Building a Socialist Country under the Rule of Law

We must see to it that there are laws to go by, the laws are observed and strictly enforced, and law-breakers are prosecuted. We should promote building of legal system by overall means through legislation, judicature, administrative enforcement of law, legal supervision and services as well as legal knowledge popularization, etc.

To enhance the quality and efficiency of legislation, we should stress on establishing and completing the legal systems adaptable to the socialist market economic system to normalize the relations of property, credit and contract under the market economy, promote construction for laws and regulations normalizing state power enforcement, social security and intermediate organization and other sectors. We should deepen justice reform to complete judicature system, complete systems of investigation, prosecution, judgment and enforcement, etc., intensify judicial safeguard

and legal supervision, support the independent exercise on rights of judgment, prosecution and handing cases by law, object local protectionism, and ensure strict enforcement of law and honest judicature. We should promote legalization for governmental work to administer by law, accelerate implementation of enforcement responsibility system, appraisal and evaluation system to enhance the level of administrative enforcement, consummate the restriction system for executing power by law and intensify the democratic supervision, mass monitoring and public supervision for power execution. We should speed up the pace of legalization for clean government building to deeply crack down on corruption and strictly investigate and deal with cases violating laws or discipline. We should also promote to administer state undertakings by law, enhance the degree of legalization for social management, and deeply conduct popularization and education for legal system to further improve the legal consciousness and quality of all nationals especially cadres at all levels. Finally, we should build legal aid system, intensify construction for political and legal infrastructures and build a high-quality political and legal force.

We should carefully study on new situation and new problems affecting social stability, correctly solve contradictions among the people in the new era and guarantee social stability. We should crack down on illegal activities including dividing nationality, terrorism by religious extremists and illegal religion as well as other illegal activities under religion. We should truly put comprehensive governance measures for social security in effect at grassroots level, strictly crack down on criminal offense and evil forces affecting national and social security, and abolish vile practices such as pornography, gambling and narcotics, etc., intensify prevention for social security and increase capability of rapid responding and solving urgent accidents.

Part IX National Defense Construction

Chapter 24 Intensifying National Defense Construction and Safeguarding National Security

Powerful national defense is the basic guarantee for national security and modernization program, therefore, we should actively promote national defense construction to increasing the strength of national defense while focusing on developing national economy.

Military building is the principal part of national defense construction. We should intensify construction for party branch and ideological politics in army to ensure the Party's sole leadership in army, intensify modernization and standardization of the people's liberation army, carry out the military strategic guideline of active defense, adhere to principles of building high-quality army, strengthening army through science and technology, building army thriftily and managing army by law, and make positive effort on reform and innovation. We should take military downsizing road

with Chinese characteristics to accelerate transfer of army to the science and technology intensive one with high quality and efficiency so as to improve the military ability of defensive fighting under high-tech condition and well prepare for dealing with complex problems. We should intensify construction for mobilization system of national defense and enhance reserve force to improve the ability to transfer their roles between peaceful and war time. We should deepen reform on logistics to improve ability of provision. Finally, we should complete legislations on national defense, launch education program on national defense, improve the understanding of all nationals on national defense and further close the relation among army, government and the mass and do a good job in "two support" work.

The industry of science and technology for national defense is the national strategic industry, we should, by adhering to combine military industry with civil one, significant coordination and independent innovation, build new system for the industry of science and technology of national defense that satisfies requirements of national defense construction and market economic requirements. We should also develop high-tech military facilities to improve their modernization level and study on technologies competent both military and civilian purpose to promote the peaceful utilization of technologies in military industry.

To realize the total unification of the motherland is the fundamental interest of Chinese people. We should insist on crack down on "Taiwan independent force" and achieve the total unification of our motherland as soon as early by adhering to the basic principle of "peaceful reunification, and one country, two systems."

Part X Planning Implementation

Chapter 25 Improving Macroeconomic Control to Maintain Stable Economic Growth

We should intensify and improve macroeconomic control by means of planning, finance, banking, etc to let the price, taxation, interest rate and exchange rate play a role of leverage so as to create good macroeconomic environment for implementing the plans.

General requirement of macroeconomic control: Taking the task of enlarging domestic demand as the fundamental stand and long-term strategic guideline in the economic development; try to increase foreign trade and maintain the balance of total economic volume; guide and promote optimizing and upgrading of economic structure to achieve stable economic growth; enlarge the

employment scale; maintain the general level of price stable and international payments balance.

Main tasks of macroeconomic control: In the near future, we should continue to adopt positive fiscal policy to drive investments from enterprises and society and promote consumption; carry out moderate monetary policy to regulate the money supply (M1) through flexible monetary means so as to maintain the stability of Renminbi value and the exchange rate, and thus supporting economic restructuring and development. Implement the price policy that supports the finance and monetary policies to stabilize the general level of price and prevent inflation, employ the policy of stimulating consumption to accelerate consumption growth speed so that the consumption rate of inhabitants can be increased by 50%. We should, focusing on restructuring, guide the investment direction to promote the growth of fixed assets investment especially those from enterprises and society to rise at a rapid speed and the rate of fixed assets investments in the entire society should be regulated at 35% or so. We should also adopt policies supporting export so as to let the export demand drive the economic growth. The macroeconomic control shall be employed moderately in right time according to macroeconomic operation.

Chapter 26 Innovating Implementation Mechanism to Guarantee Planning Target Achieved

To satisfy requirements of the socialist market economic system, we shall innovate the planning implementation mechanism and the governments at all levels shall truly transfer their roles to correctly perform their responsibilities so as to create a benign environment of system, policy and market for implementing the plans.

We should deepen Reform on Systems. We should, on the basis of correctly solve relations among reform, development and stability, speed up deepening reforms mentioned in this outline so as to realize reform targets step by step. We should let the market fully play its function of resources allocation under the macroeconomic control to stimulate the positivity and creativeness of the market as the principal body.

We should formulate economic policies. We should, by focusing on the strategic adjustment of economic structure, formulate and implement such policies as of industrial development, regional development, urbanization, investment, etc., guide the orientation of resource allocation to improve the efficiency of resource allocation, regulate policy of income distribution to narrow the income gap step by step and work out consumption policy to improve the living standard of inhabitants. To adapt to new situation of China's entry WTO, we should consummate policies of foreign economy to safeguard the national economy by using our comparative advantages. We should also

reasonably allocate common resources such as appropriated funds, banking funds, international and domestic state debts, national exchange cover and material supply reserves, state land and national assets inventory, etc. so that the government can guide and drive the resource allocation.

We should rectify market order. We should formulate and complete regulations maintaining the market order, object monopolization and unfair competition to guarantee the market competition system to operate effectively, consummate market supervision system to increase supervision force by using modern scientific and technological means, strictly crack down on practices to produce and sell counterfeited and sham products to protect the legitimate rights and interests of producers and consumers, forbid illegal pricing actions such as fraud, monopolizing, discriminating and dumping, etc.. Intensify supervision on construction projects and increase checking force to strictly investigate illegal practice in engineering construction such as false tendering, false contracting, etc., strengthen the efforts on work for quality and standardization and measuring basis, establish and complete general quality criteria and measuring system to intensify supervision on quality and technology. We should tighten the qualification accreditation, advocate industrial self-discipline and improve the quality of intermediate services. We should also popularize credit consciousness and rectify credit order in the whole society, establish strict credit system to punish economic fraud, debt evasion, non-performance of contract and violation of intellectual property right, etc.; all in all, we should forbid falsification in economic work to guarantee authenticity and accuracy of fundamental information and statistics.

We should provide community service. The key of resource allocation by government should transfer to providing with sufficient high-quality common products and services for the whole society, and the priority task of the government is to promote educational development by intensifying fundamental research and significant application study. We should also complete social security system, consummate public infrastructure, develop public utilities, protect state property, intensify ecological construction and environmental protection, maintain social security and safeguard national security, etc., and we should reasonably divide authorities of the central government and local governments to let the latter fully play their roles.

We should centralize efforts on significant events. When implementing the key or special planning such as urbanization, science, technology and education, population employment and social security, ecological environment, water conservancy, energy, traffic, development in western China, normalization, promotion for China's entry WTO, etc., the central government should drive or directly invest in significant projects in the key fields and at weak links that relate to the whole situation, and the construction funds for projects truly need investment by the central government

shall be budgeted by the national budget.

Governmental organs concerned shall popularize this Outline to the mass of the whole society so that the entire society is turned in a benign environment for the mass to concern and participate in the planning implementation. When formulating and implementing the annual planning, governmental organs concerned shall be responsible for responsibility under its jurisdiction and work out concrete measures to put goals and tasks in this Outline in effect. Governments at all levels shall carry out the spirit of this Outline in the economic work on the basis of particular situation.

We should intensify follow-up analysis on planning implementation. The central government shall pay particular attention to monitoring and early-warning for macroeconomic control such as economic growth rate, unemployment rate, inflation rate and international payment balance, etc., and voluntarily accept supervision and inspection by the National People's Congress and its standing committee. In case there is significant change or other factors occurs in environments at home and abroad, which causes actual economic operation to have great deviation from tasks in this Outline, the State Council shall put forward the readjustment plan and submit it to NPC standing committee for examination and approval before implementing it.

We should, in accordance with the guideline of "one country, two systems" and the fundamental laws of Hong Kong SAR and Macao SAR, fully support the governments of these two regions to administer their affairs by law so as to maintain the long-term flourish and stability of the two regions. We should also strengthen and enhance Hong Kong's position as an international center of finance, trade and shipping so as to intensify the economic cooperation and exchange between Hong Kong, Macao and Taiwan with the mainland.

The tenth "Five-Year Plan" is the first five-year plan to commence implementation of the third strategic modernization program in the new century; it is also the first five-year plan since the socialist market economy has been primarily established. The people of all ethnic groups in the country shall, under the leadership of the Communist Party of China, be closely united around the Central Committee of the Party with President Jiang Zemin at the core, hold high the banner of Deng Xiaoping Theory, enliven our spirit, do a solid job, be enterprising and forge ahead triumphantly and strive for the realization of the tenth Five-Year Plan and the magnificent objective of building a well off society in an all round way and the total reunification of the motherland (end).

中华人民共和国国民经济和社会发展第十个五年计划纲要

(2001年3月15日第九届全国人民代表大会第四次会议批准)

序言

世纪之交,我国胜利实现了现代化建设的前两步战略目标,经济和社会全面发展,人民生活总体上达到了小康水平。从新世界开始,我国将进入全面建设小康社会,加快推进社会主义现代化的新的发展阶段。

“九五”期间,面对错综复杂的国际国内经济环境,党中央、国务院审时度势,总揽全局,坚持用发展的办法解决前进中的问题,经过全国各族人民的共同努力,在有效治理通货膨胀,成功实现经济“软着陆”后,针对经济形势的变化,实行扩大内需的方针,果断实施积极的财政政策和稳健的货币政策,抑制了通货紧缩趋势,克服了亚洲金融危机和国内有效需求不足带来的困难,国民经济和社会发展取得巨大成就。经济运行质量与效益提高,综合国力进一步增强,国内生产总值年均增长8.3%。主要工农业产品产量位居世界前列,商品短缺状况基本结束。粮食等主要农产品生产能力明显提高,实现了农产品供给由长期短缺到总量基本平衡、丰年有余的历史性转变。工业结构调整取得积极进展,信息产业等高新技术产业迅速成长,淘汰落后和压缩过剩工业生产能力取得成效。服务业持续增长,就业岗位增加。基础设施建设成绩显著,“瓶颈”制约得到缓解,经济体制改革继续深化,社会主义市场经济体制初步建立。国有大中型企业改革和脱困的三年目标基本实现,调整和完善所有制结构取得重大进展,市场体系建设全面推进,宏观调控机制进一步健全。全方位对外开放格局基本形成,对外贸易和利用外资的规模扩大、结构改善、质量提高,开放型经济迅速发展。人民生活水平继续提高,消费结构改善,农村贫困人口的回贫问题基本解决。科教兴国战略和可持续发展战略有效实施,文化、卫生、体育等各项社会事业全面进步。廉政建设和反腐败斗争不断推进。社会主义精神文明建设和民主法制建设进一步加强。香港、澳门回到祖国怀抱,“一国两制”方针和基本法得到全面贯彻执行,祖国和平统一大业取得历史性进展。

经济和社会发展中也存在一些突出问题:一是产业结构不合理,地区发展不协调,城镇化水平低,国民经济整体素质不高,国际竞争力不强;二是科技、教育比较落后,科技创新能力弱,人才资源不足;三是水、石油等重要资源短缺,部分地区生态环境恶化;四是社会主义市场经济体制尚不完善,阻碍生产力发展的体制性因素仍然突出;五是人口压力大,就业矛盾尖锐,农民和城镇部分居民收入增长缓慢,收入差距拉大;六是一些领域市场经济秩序相当混乱,贪污腐败、奢侈浪费现象和形式主义、官僚主义作风还比较严重,有些地方社

会治安状况不好等。对此，必须保持清醒的认识，认真解决。

今后五到十年，是我国经济和社会发展的一个重要时期，是进行经济结构战略性调整的重要时期，也是完善社会主义市场经济体制和扩大对外开放的重要时期。本纲要根据《中共中央关于制定国民经济和社会发展第十个五年计划的建议》编制，是战略性、宏观性、政策性的规划，是“十五”期间（2001年至2005年）国民经济和社会发展的宏伟蓝图，是全国各族人民共同奋斗的行动纲领。纲要主要阐述国家战略意图，明确政府工作重点，引导市场主体行为方向。所提出的产业发展方向和重点，是对市场主体的指导性意见，政府将运用经济政策等手段加以引导；在基础设施、科技和教育、生态环境、社会保障以及公共服务等领域提出的任务，政府将运用所掌握的公共资源，切实履行职责，努力完成。

第一篇 指导方针和目标

第一章 国民经济和社会发展的指导方针

经过二十多年的改革开放和发展，我国社会生产力、综合国力和人民生活水平都上了一个大台阶，市场供求关系、体制环境和对外经济关系发生了重大变化，为开始实施现代化建设第三步战略部署奠定了良好基础。进入二十一世纪，经济全球化趋势增强，科技革命迅猛发展，产业结构调整步伐加快，国际竞争更加激烈，世界经济形势的深刻变化和发展趋势，特别是加入世界贸易组织，将给我国带来新的发展机遇和严峻挑战。

面对改革开放和现代化建设新阶段的形势和任务，必须坚持党在社会主义初级阶段的基本理论、基本路线和基本纲领，进一步解放思想，实事求是，正确处理改革、发展、稳定的关系，确保社会稳定。“十五”期间要突出贯彻以下重要指导方针：

坚持把发展作为主题。发展是硬道理，是解决我国所有问题的关键。要认清世界经济发展趋势，增强紧迫感和忧患意识，坚持以经济建设为中心不动摇。继续实行扩大内需的方针，在坚持速度与效益相统一的基础上，抓住机遇，加快发展。

坚持把结构调整作为主线。我国已经进入必须通过结构调整才能促进经济发展的阶段。要以提高经济效益为中心，以提高国民经济的整体素质和国际竞争力、实现可持续发展为目标，积极主动、全方位地对经济结构进行战略性调整。要把调整产业结构与调整所有制结构、地区结构、城乡结构结合起来。坚持在发展中推进经济结构调整，在经济结构调整中保持快速发展。

坚持把改革开放和科技进步作为动力。改革开放是强国富民的必由之路，科技进步和创新是增强综合国力的决定性因素，经济发展和结构调整必须依靠体制创新和科技创新。要深化市场取向的改革，加快完善社会主义市场经济体制。坚定不移地扩大对外开放，在积极“引进来”的同时，实施“走出去”战略。加大实施科教兴国战略的力度，振兴科技，培养人才。

坚持把提高人民生活水平作为根本出发点。不断提高城乡居民的物质和文化生活水平，是社会主义的本质要求和发展经济的根本目的。要努力增加城乡居民特别是农民和城镇低收入者的收入。把不断增加农民收入放在经济工作的突出位置，千方百计促进农民收入较快增长。把扩大就业作为经济社会发展的重要目标，实行有利于扩大就业的经济政策和社会政策。同时，要合理调节收入分配关系，加快健全社会保障制度。

坚持经济和社会协调发展。要把物质文明建设和精神文明建设作为统一的奋斗目标，把依法治国与以德治国结合起来，始终坚持两手抓、两手都要硬，切实加强社会主义精神文明和民主法制建设。要高度重视人口、资源、生态和环境问题，抓紧解决好粮食、水、石油等战略资源问题，把贯彻可持续发展战略提高到一个新的水平。

第二章 国民经济和社会发展的主要目标

“十五”期间国民经济和社会发展的主要目标是：国民经济保持较快发展速度，经济结构战略性调整取得明显成效，经济增长质量和效益显著提高，为到2010年国内生产总值比2000年翻一番奠定坚实基础；国有企业建立现代企业制度取得重大进展，社会保障制度比较健全，完善社会主义市场经济体制迈出实质性步伐，在更大范围和更深程度上参与国际经济合作与竞争；就业渠道拓宽，城乡居民收入持续增加，物质文化生活有较大改善，生态建设和环境保护得到加强；科技、教育加快发展，国民素质进一步提高，精神文明建设和民主法制建设取得明显进展。

“十五”期间宏观调控的主要预期目标是：经济增长速度预期为年均7%左右，到2005年按2000年价格计算的国内生产总值达到12.5万亿元左右，人均国内生产总值达到9400元。五年城镇新增就业和转移农业劳动力各达到4000万人，城镇登记失业率控制在5%左右。价格总水平基本稳定，国际收支基本平衡。

经济结构调整的主要预期目标是：产业结构优化升级，国际竞争力增强。2005年第一、二、三产业增加值占国内生产总值的比重分别为13%、51%和36%，从业人员占全社会从业人员的比重分别为44%、23%和33%。国民经济和社会信息化水平显著提高，基础设施进一步完善。地区间发展差距扩大的趋势得到有效控制，城镇化水平有所提高。

科技、教育发展的主要预期目标是：2005年全社会研究与开发经费占国内生产总值的比例提高到1.5%以上，科技创新能力增强，技术进步加快。各级各类教育加快发展，基本普及九年义务教育的成果进一步巩固，初中毛入学率达到90%以上，高中阶段教育和高等教育毛入学率力争分别达到60%左右和15%左右。

可持续发展的主要预期目标是：人口自然增长率控制在9%以内，2005年全国总人口控制在13.3亿人以内。生态恶化趋势得到遏制，森林覆盖率提高到18.25%，城市建成区绿化覆盖率提高到35%。城乡环境质量改善，主要污染物排放高，比2000年减少10%。资源节约和保护取得明显成效。

提高人民生活水平的主要预期目标是：居民生活质量有较大提高，基本公共服务比较完善。城镇居民人均可支配收入和农村居民人均纯收入年均增长5%左右。2005年城镇居民人均住宅建筑面积增加到22平方米，全国有线电视入户率达到40%。城市医疗卫生服务水平和农村医疗服务设施继续改善，人民健康水平进一步提高。城乡文化、体育设施增加，覆盖面扩大，文化生活更加丰富，社会风气和社会秩序好转。

第二篇 经济结构

第三章 加强农业基础地位，促进农村经济全面发展

要始终把农业放在发展国民经济的首位，保证农业在提高整体素质和效益的基础上持续、稳定发展，农民收入较快增长。

第一节 稳定粮食生产能力

严格执行基本农田保护制度，保持全国耕地高，动态平衡，确保到2005年全国耕地面积不低于12800万公顷。通过实施“种子工程”、“完善农田水利配套设施、加强中低产田改造、调整商品粮基地建设的内容和布局等措施，稳定粮食生产能力。加大对粮食主产区的支持力度，保护粮食主产区生产粮食的积极性，鼓励与销区建立长期稳定的购销关系，确保粮食供求基本平衡。

第二节 拓宽农民增收领域

通过加工转化、扩大出口等多种方式，解决粮食等农产品阶段性供过于求问题。调整农

产品结构,发展多种经营,引导农户面向市场生产附加值高的产品。实行适度规模经营,推进农业机械化,提高劳动生产率,降低农产品生产成本。积极有序转移农村富余劳动力,引导农民更多地从事非农产业。建设一批有利于农民直接增收的项目,增加农民劳务收入。

第三节 调整农业和农村经济结构

农业和农村经济结构调整,要面向市场,依靠科技,以农户和农业产业化经营企业为主体,不断向生产的广度和深度进军。以优化品种、提高质量、增加效益为中心,积极调整种植业作物结构、品种结构和品质结构,发展优质高产高效种植业。继续建设新疆优质棉基地、长江流域双低油菜基地及绿色食品基地。扩大饲料作物种植面积,加强草场建设,改良畜禽品种,加快发展畜牧业,2005年畜牧业产值占农业总产值的比重达到33%左右。加强渔业资源和渔业水域生态保护,积极发展水产养殖和远洋渔业。合理调整农业生产区域布局,发展特色农业,形成规模化、专业化的生产格局,提高商品率。加强对农产品出口的协调、服务和政策支持,继续建设农产品出口创汇基地,大力发展创汇农业。加快农产品加工技术和设备的引进开发,发展农产品销售、储运、保鲜等产业,提高农产品加工水平和效益。鼓励农业服务组织创新,培育经纪人队伍,全面发展农业社会化服务。加强农业质量标准体系、农产品质量检测检验体系和市场信息体系建设,加快制定或修订农业行业标准和重要农产品质量标准,推广采用国际标准,创建农产品标准化生产示范基地。支持引导乡镇企业推进结构调整、技术进步和体制创新,促进乡镇企业合理集聚、健康发展。

农业产业化经营是推进农业现代化的重要途径。鼓励采取“公司加农户”、“订单农业”等多种形式,大力推进农业产业化经营。支持农产品加工企业、销售企业和科研单位带动农户进入市场,与农户形成利益共享、风险共担的经营机制。采取财政、税收、信贷等方面的优惠政策,扶持一批重点龙头企业加快发展。

第四节 加强农业和农村基础设施建设

搞好农田灌溉等农村中小型水利工程的维护和建设,继续对大型灌区进行以节水为中心的配套建设和改造。建设节水增效示范工程及旱作节水示范基地。支持农村公路建设,改善农村道路状况,完成国家级贫困县与国道、省道连接线的建设。发展沼气、节能灶等新能源和新型节能技术,加强农村能源综合建设。完成农村电网改造,实现城乡用电同网同价。努力解决无电地区的用电问题。加强农村通信基础设施建设,降低农村电信资费,实现城乡通话费同价。加强以产地批发市场为重点的农产品市场设施建设,完善农村市场体系。

第五节 深化农村改革

加快农村土地制度法制化建设,长期稳定以家庭联产承包经营为基础、统分结合的双层经营体制。在长期稳定土地承包关系的基础上,鼓励有条件的地区积极探索土地经营权流转制度改革。根据粮食生产和流通的新情况,按产销区的不同特点,继续深化粮食流通体制改革,完善粮食收购保护价、粮食储备和风险基金制度。全面推进农村税费改革,转变乡镇政府职能,适度撤并乡镇,精简乡镇机构和人员,减少村干部补贴人数,切实减轻农民负担。改革农村金融体制,增加对农业的信贷投放,改进贷款方式,提高金融服务水平。要因地制宜地加快农村信用社管理体制,充分发挥农村信用社在农村金融服务中的主力军作用。深化农业科技体制改革,加大农业科技投入,支持农业科技创新,加强以农业科技成果推广为重点的科技服务体系建设,稳定基层农业技术推广队伍。

第六节 扶持贫困地区发展

巩固“八七”扶贫攻坚成果,从根本上改变贫困地区面貌,是一项长期而艰巨的任务。要重点做好中西部的少数民族地区、革命老区、边疆地区和特困地区的扶贫工作,尽快使剩余贫困人口实现脱贫。坚持开发式扶贫,加大对贫困地区的财政转移支付力度,多方面增加扶贫资金投入,提高资金使用效益。加强贫困地区基础设施建设,加快发展教育、文化、卫生事业,扩大以工代赈规模。加强乡村道路、人畜饮水、基本农田、小型水利设施建设,改善贫困地区基本的生产和生活条件。对少数生存环境恶劣的贫困地区,要创造条件,易地开发。对返贫地区和人口继续给予支持。

第四章 优化工业结构,增强国际竞争力

要坚持以市场为导向,以企业为主体,以技术进步为支撑,突出重点,有进有退,努力提高我国工业的整体素质和国际竞争力。工业改组改造要遵循市场经济规律,正确引导投资方向,依靠现有基础,防止盲目扩大规模和重复建设。坚持引进技术与自主创新相结合,先进技术与适用技术相结合。重点强化对传统产业的改造升级,进一步发挥劳动密集型产业的比较优势。积极发展高新技术产业和新兴产业,形成新的比较优势。以信息化带动工业化,发挥后发优势,实现社会生产力的跨越式发展。

第一节 加快工业改组改造

加快转变工业增长方式，围绕增加品种、改善质量、节能降耗、防治污染和提高劳动生产率，鼓励采用高新技术和先进适用技术改造传统产业，带动产业结构优化升级。提高工业产品开发和深加工能力，优化产品结构。原材料工业，积极发展三大合成材料和精细化工产品、不锈钢和冷轧板、氧化铝、稀土深加工产品、新型干法水泥以及市场需求量大的高效化肥、药品及关键中间体等。轻纺工业，积极发展木浆、高档纸及纸板、新型家用电器、差别化纤维、产业用纺织品、高档面料、名牌服装及农产品深加工等。

研究制定振兴装备制造业的政策措施，依托重大工程，大力振兴装备制造业，提高先进技术装备的设计、制造和成套水平，增强能力。把发展数控机床、仪器仪表和基础零部件放到重要位置，努力提高质量和技术水平。支持发展大型燃气轮机、大型抽水蓄能机组、核电机组等新型高效发电设备，超高压直接输变电设备，大型冶金、化肥和石化成套设备，城市轨道交通设备，新型造纸和纺织机械等。发展农业机械、民用船舶和经济型轿车。提高汽车及关键零部件的制造水平。积极发展高效节能低排放车用发动机和混合动力系统。推进机电一体化。

积极发展建筑业，改进设计规范，提高设计、施工和监理水平，改革、整顿、规模建设市场，确保工程质量。推广使用新型建材。

第二节 发展高技术产业

抓住世界科技革命迅猛发展的机遇，有重点地发展高技术产业，实现局部领域的突破和跨越式发展，逐步形成我国高技术产业的群体优势。建设一批重大高技术工程，主要是高速宽带信息网、深亚微米集成电路、生物技术工程、新型涡扇喷气支线客机、新型运载火箭等。促进数字化电子产品、新型显示器件、光电子材料与器件、现代中药、卫星应用等高技术的产业化，支持各行业发展高技术产品。完善风险投资机制，建立创业板股票市场，鼓励发展多种所有制的创新型中小企业。

第三节 优化企业组织结构

按照专业化分工协作和规模经济原则，依靠优胜劣汰的市场机制和宏观调控，形成产业内适度集中、企业间充分竞争，大企业为主导、大中小企业协调发展的格局。通过上市、兼并、联合、重组等形式，形成一批拥有著名品牌和自主知识产权、主业突出、核心能力强的大公司和企业集团，提高产业集中度和产品开发能力。实行鼓励中小企业发展的政策，完善中小企业服务体系，促进中小企业向“专、精、特、新”的方向发展，提高与大企业的配套能力。

综合运用经济、法律和必要的行政手段，关闭产品质量低劣、浪费资源、污染严重、不具备安全生产条件的厂矿，淘汰落后设备、技术和工艺，压缩部分行业过剩和落后的生产能力。

第四节 推进老工业基地结构调整

积极支持和促进东北等地的老工业基地改造和结构调整，充分发挥其基础雄厚、人才聚集的优势，结合国有经济布局调整，优化产业结构、企业组织结构和地区布局，形成新的优势产业和企业，有条件的地区要成为新的装备制造基地。积极稳妥地关闭资源枯竭的矿山，因地制宜地促进以资源开采为主的城市和大矿区发展接续产业和替代产业，研究探索矿山开发的新模式。

第五节 以信息化带动工业化

通过微电子、计算机、网络技术的应用，推动产业研究开发和设计水平的提高以及工艺技术的变革；通过电子商务特别是企业间电子商务的应用，推动营销、运输和服务方式的变革，降低成本，扩大工业品市场规模；通过促进信息产品与传统产品的融合，以及信息技术在新产品中的广泛应用，增加产品的信息技术附加值，加速企业生产、经营管理的信息化进程。

第五章 发展服务业，提高供给能力和水平

要以市场化、产业化和社会化为方向，增加供给，优化结构，拓宽领域，扩大就业，加快发展服务业。

第一节 发展面向生活消费的服务业

深化城镇住房制度改革，落实住房分配货币化政策，发展以居民住宅为重点的房地产业和装饰装修业，规范发展物业管理业。加大旅游市场促销和新产品开发力度，加强旅游基础设施和配套设施建设，改善服务质量，促进旅游业成为新的经济增长点。优化配置和充实社区服务设施，鼓励创办各种便民利民的社区服务企业，壮大社区服务业。进一步发展商业零售业和餐饮业。理顺职业培训的管理体制，探索公办民助、民办公助、中外合作等多种办学

方式，促进职业培训产业成长。积极发展面向生活消费的金融、保险服务。开发健康有益大众化的娱乐、健身项目，发展文化和体育产业。

第二节 发展主要面向生产的服务业

积极引进新型业态和技术，推行连锁经营、物流配送、代理制、多式联运，改造提升传统流通业、运输业和邮政服务业。加快发展金融保险业，支持商业银行拓展信贷业务，拓宽保险资金运用渠道，提高保险公司承保能力和偿付能力，鼓励金融保险业务创新，改进服务。实现中介机构脱钩改制，确保其独立、客观、公正地执业，规范发展会计服务、法律服务、管理咨询、工程咨询等中介服务业。积极发展信息服务业特别是网络、信息技术应用咨询和数据库服务业。

第三节 形成有利于服务业发展的体制环境

要转变观念，突破体制障碍，打破垄断，放宽市场准入。加快适宜产业化经营的社会事业的改革，实行政企(事)分开、企业与事业分开、营利性机构与非营利性机构分开。加快机关、学校、医院和企业事业单位后勤服务的社会化进程，逐步改制为独立法人企业。积极推进商业、外贸、供销、粮食等系统的改革，增强流通企业活力，拓宽服务业融资渠道。完善服务业标准，提高服务水平。

第六章 加速发展信息产业，大力推进信息化

要按照应用主导、面向市场、网络共建、资源共享、技术创新、竞争开放的发展思路，努力实现我国信息产业的跨越式发展，加速推进信息化，提高信息产业在国民经济中的比重。

第一节 广泛应用信息技术

加强信息资源开发，强化公共信息资源共享，推动信息技术在国民经济和社会发展各领域的广泛应用。实施一批信息化重大工程，推进政务、金融、外贸、广播电视、教育、科技、

医疗卫生、社会保障和公用事业等领域的信息化进程。加快电子认证体系、现代支付系统和信用制度建设,大力发展电子商务。重视信息网络技术在农产品交易、农业技术推广等领域的应用。推动信息产业与有关文化产业结合。加强条码和代码等信息标准化基础工作。加快计算机和网络知识普及,各级各类学校要积极推广计算机及网络教育。制定国家信息系统标准,加强信息化法制建设,改革管理体制,创造有利于信息化的制度条件。

第二节 建设信息基础设施

健全信息网络体系,提高网络容量和传输速度。大力发展高速宽带信息网,重点建设宽带接入网,适时建设第三代移动通信网,强化网络与信息安全保障体系建设。建设基础国情、公共信息资源、宏观经济数据库及其交换服务中心,完善地理空间信息系统,促进电信、电视、计算机三网融合。

第三节 发展电子、信息产品制造业

加强先进信息技术的引进、消化吸收和创新,大力开发核心技术,增强计算机与网络产品、通信产品、数字视听产品和新型元器件等产品的制造能力。大力发展集成电路和软件产业,提高信息化装备和系统集成能力。

第七章 加强基础设施建设,改善布局 and 结构

要优化结构,调整布局,提高工程质量,拓宽投资渠道,注重投资效益,把基础设施建设提高到一个新水平。

第一节 加强水利建设

水利建设要全面规划,统筹兼顾,标本兼治,综合治理。坚持兴利除害结合,防洪抗旱并举,在加强防洪减灾的同时,把解决水资源不足和水污染问题放到更突出的位置。科学制定并积极实施全国水利建设总体规划和大江大河流域规划。重点加强大江大河大湖防洪工程

体系建设和综合治理,对淤积严重的河湖进行整治和疏浚。加强以长江、黄河为重点的堤防建设。继续建设长江三峡、黄河小浪底等水利枢纽,兴建黄河沙坡头、嫩江尼尔基、淮河临淮岗、岷江紫坪铺、澧水皂市、右江百色、塔里木河及黑河整治等水利工程。加强蓄滞洪区安全建设,强化城市防洪,抓紧病险水库的除险加固。搞好水利设施配套建设和经营管理。加紧南水北调工程的前期工作,“十五”期间尽早开工建设。适时建设其他跨流域调水工程,采取多种方式缓解北方地区缺水矛盾。

第二节 健全综合交通体系

交通建设要统筹规划,合理安排,扩大网络,优化结构,完善系统,推进改革,建立健全畅通、安全、便捷的现代综合运输体系。加快以“五纵七横”为重点的公路国道主干网建设,全面贯彻“三纵六横”。起步建设西部公路的八条新通道,完善路网结构,提高路网通达浓度。2005年公路通车里程达到160万公里左右,其中高速公路2.5万公里,建设改造“八纵八横”铁路主通道,扩大西部铁路网,加快铁路既有线技术改造,提高列车运行速度,建设青藏铁路、京沪高速铁路和西北、西南出境铁路。2005年铁路营业里程达到7.5万公里。发展大城市轨道交通。加强沿海主枢纽港口大型集装箱运输系统,专业化散货运输系统及主要港口出海航道建设,建设上海国际航运中心。2005年沿海港口深水泊位达到800个。加强长江、珠江及京杭运河等水运主通道建设,积极发展内河航运。突出支线机场建设并向西部地区倾斜,完善枢纽机场和干线机场,提高空管技术装备水平。加强油气管道建设,初步形成管道运输网。充分发挥各种运输方式的优势,发展和完善城市间旅客快速运输、大城市旅客运输、集装箱运输、大宗物资运输和特种货物运输五大系统。以信息化、网络化为基础,加快智能型交通的发展。继续加强邮政基础设施建设,加快以政企分开为核心的交通运输管理体制和经营机制改革,铁路实行“网运分离”,民航机场和港口下放地方管理,航空运输企业实行重组,形成大集团。

第三节 优化能源结构

能源建设要发挥资源优势,优化能源结构,提高利用效率,加强环境保护,以煤炭为基础能源,提高优质煤比重。推进大型煤矿改造,建设高产高效矿井,开发煤层气资源。加大洁净煤技术研究开发力度,通过示范广泛推广使用。实行油气并举,加快天然气勘探、开发和利用,统筹生产基地、输送管线和用气工程建设,引进国外天然气,提高天然气消费比重。开发燃料酒精等石油替代产品,采取措施节约石油消耗,加强石油资源勘探,合理开发石油

资源,努力发展海洋石油,积极利用国外资源,建立海外石油、天然气供应基地,实行石油进口多元化,建立国家石油战略储备,维护国家能源安全。加强城乡电网建设和改造,建设西电东送的北、中、南三条大通道,推进全国联网。进一步调整电源结构,充分利用现有发电能力,积极发展水电、坑口大机组火电,压缩小火电,适度发展核电,鼓励热电联产和综合利用发电。开工建设龙滩、小湾、水布垭、构皮滩、三板溪、公伯峡、瀑布沟等大型水电站,抓紧长江上游溪洛渡或向家坝水电站开发的前期论证工作。在山西、陕西、内蒙古、宁夏、贵州、云南建设大型坑口电站。深化电力体制改革,逐步实行厂网分开、竞价上网,健全合理的电价形成机制,积极发展风能、太阳能、地热等新能源和可再生能源。推广能源节约和综合利用技术。

第八章 实施西部大开发战略,促进地区协调发展

实施西部大开发战略,加快中西部地区发展,合理调整地区经济布局,促进地区经济协调发展。

第一节 推进西部大开发

西部大开发要从实际出发,积极进取、量力而行,统筹规划、科学论证,突出重点、分步实施。力争用五到十年时间,使西部地区基础设施和生态环境建设有突破性进展,科技、教育有较大发展。要开拓新思路,采用新机制,着力改善投资环境,扩大对内对外开放,大力发展多种所有制经济,积极吸引社会资金和外资参与西部开发和建设。

加快水利、交通、通信、电网及城市基础设施建设,突出抓好西电东送、西气东输、节水和开发水资源等一批具有战略意义的重点工程。加强生态建设和环境保护,保护天然林资源,因地制宜实施坡耕地退耕还林还草,推进防沙治沙和草原保护,注意发挥生态的自我修复能力。巩固和加强西部地区的农业基础。发展有特色的农牧业、绿色食品、旅游、中草药及生物制药等,推进水电、石油天然气、有色金属、钾盐、磷矿等优势资源合理开发和深度加工,加快资源优势向经济优势的转化。坚持科教先行,重点发展义务教育,大力发展职业教育,积极发展高等教育,做好人才培养、使用和引进的工作。推广应用高新技术和先进适用技术,有重点地发展高新技术产业。依托亚欧大陆桥、长江水道、西南出海通道等交通干线及中心城市,以线串点,以点带面,实行重点开发,促进西陇海兰新经济带、长江上游

经济带和南(宁)贵(阳)昆(明)经济区的形成,提高城镇化水平。国家实行重点支持西部大开发的政策措施,增加对西部地区的财政转移支付和建设资金投入,并在对外开放、税收、土地、资源、人才等方面采取优惠政策。

依据民族区域自治法,支持民族自治地区落实自治权,加大支持力度,加快少数民族和民族地区经济与社会全面发展,重点支持少数民族地区的扶贫开发、牧区建设、民族特需用品生产、民族教育和民族文化事业发展。注意支持人口较少的少数民族的发展。促进西部边疆地区与周边国家和地区开展经济技术与贸易合作,逐步形成优势互补、互惠互利的国际区域合作新格局。

第二节 加快中部地区发展

充分发挥中部地区承东启西、纵贯南北的区位优势 and 综合资源优势,加快发展步伐,提高工业化和城镇化水平,巩固农业的优势地位,大力发展农业产业化经营,形成区域性、专业化、大规模的农产品生产、流通和加工基地。加快调整工业结构,改造传统产业,建设能源基地,发展有竞争力的制造业和高新技术产业,大力发展服务业。搞好大江大河大湖治理,继续加强交通、通信、仓储等基础设施建设和生态环境建设。以长江、陇海、京广、京九、京哈等沿线地区为重点,壮大沿线城市规模,充实中心城市,积极培育新的经济增长点和经济带。

第三节 提高东部地区的发展水平

东部地区要在体制创新、科技创新、对外开放和经济发展中继续走在前列,有条件的地方争取率先基本实现现代化。优化产业结构,优先发展高新技术产业、现代服务业和出口产业。发展外向型经济,广泛参与国际经济竞争,促进经济特区和浦东新区增创新优势,进一步发挥环渤海、长江三角洲、闽东南地区、珠江三角洲等经济区域在全国经济增长中的带动作用。发展黄河三角洲高效生态经济。东部地区要加强与中西部地区全方位的经济技术合作,支持和参与西部开发,更好地发挥对中西部地区的辐射带动作用。

第四节 形成各具特色的区域经济

PUBLIC FILE

要打破行政分割，重塑市场经济条件下的新型地区经济关系。改变追求经济门类齐全的做法，发挥比较优势，发展有市场竞争优势的产业和产品，防止结构趋同。通过区域规划和政策，引导和调动地方的积极性，形成各具特色的区域经济，并先行在生态功能保护区、专业化农产品生产基地、旅游经济区等方面取得突破。

第九章 实施城镇化战略，促进城乡共同进步

提高城镇化水平，转移农村人口，有利于农民增收致富，可以为经济发展提供广阔的市场和持久的动力，是优化城乡经济结构，促进国民经济良性循环和社会协调发展的重大措施。随着农业生产水平提高和工业化进程的加快，我国推进城镇化的条件已渐成熟，要不失时机地实施城镇化战略。

第一节 形成合理的城镇体系

推进城镇化要遵循客观规律，与经济发展水平和市场发育程度相适应，循序渐进，走符合我国国情、大中小城市和小城镇协调发展的多样化城镇化道路，逐步形成合理的城镇体系，有重点地发展小城镇，积极发展中小城市，完善区域性中心城市功能，发挥大城市的辐射带动作用，引导城镇密集区有序发展。防止盲目扩大城市规模。要大力发展城镇经济，提高城镇吸纳就业的能力。加强城镇基础设施建设，健全城镇居住、公共服务和社区服务等功能。以创造良好的人居环境为中心，加强城镇生态建设和污染综合治理，改善城镇环境。加强城镇规划、设计、建设及综合管理，形成各具特色的城市风格，全面提高城镇管理水平。

第二节 有重点地发展小城镇

发展小城镇是推进我国城镇化的重要途径。小城镇建设要合理布局，科学规划，体现特色，规模适度，注重实效。要把发展重点放到县城和部分基础条件好、发展潜力大的建制镇，使之尽快完善功能，集聚人口，发挥农村地域性经济、文化中心的作用。发展小城镇的关键在于繁荣小城镇经济，把引导农村各类企业合理集聚、完善农村市场体系、发展农业产业化经营和社会化服务等与小城镇建设结合起来。

第三节 消除城镇化的体制和政策障碍

打破城乡分割体制，逐步建立市场经济体制下的新型城乡关系。改革城镇户籍制度，形成城乡人口有序流动的机制。取消对农村劳动力进入城镇就业的不合理限制，引导农村富余劳动力在城乡、地区间的有序流动。改革城镇用地制度，调整土地利用结构，盘活土地存量，在保护耕地和保障农民合法权益的前提下，妥善解决城镇建设用地。广辟投融资渠道，建立城镇建设投融资新体制，形成投资主体多元化格局。在政府引导下主要通过发挥市场机制作用建设小城镇，鼓励企业和城乡居民投资。科学制定设市、设镇标准，尽快形成符合市场经济体制和城镇化要求的行政管理体制，加强政策协调，改进城镇化的宏观管理。

第三篇 科技、教育和人才

第十章 推进科技进步和创新，提高持续发展能力

要面向经济建设，围绕结构调整，按照有所为、有所不为的方针，总体跟进，重点突破，发展高科技，实现产业化，提高科技持续创新能力，实现技术跨越式发展。力争在主要领域跟住世界先进水平，缩小差距；在有相对优势的部分领域，达到世界先进水平；在局部可跨越领域，实现突破。

第一节 为产业升级提供技术支撑

以企业为技术创新主体，推进技术升级。加快开发能够推动结构升级和促进可持续发展的共性技术、关键技术和配套技术，重点在农产品加工及转化、节水农业、农作物新品种选育、装备制造、洁净煤、交通运输、纺织印染后整理、资源勘探开发、污水治理等方面取得进展，为产业结构调整特别是传统产业升级提供技术支撑。加强对引进技术的消化吸收和创新。

第二节 推进高技术研究

积极推进高技术研究，在有相对优势或战略必争的关键领域取得突破，在一些关系国家经济命脉和安全的高技术领域，提高自主创新能力，努力实现产业化。重点攻克高速宽带网、高性能计算机、超大规模集成电路、大型应用软件、国家空间信息应用与服务等信息技术，生物芯片、遗传改良动植物、基因工程药物及疫苗等生物技术，特种功能材料、纳米材料、高性能结构材料等新材料技术，现代集成制造系统、机器人制造、飞机制造等先进制造技术和航空航天技术。

第三节 加强基础研究和应用基础研究

加强数学、物理、化学、天文等基础学科重点领域的前沿性、交叉性研究和积累。加强应用基础研究，力争在基因组学、信息科学、纳米科学、生态科学、地球科学和空间科学等方面取得新进展。支持发展新兴学科、边缘学科和交叉学科，促进自然科学与社会科学的融合，推动管理科学发展。重视发展哲学社会科学和人文科学，调整学科布局，加强对重大理论和实践问题的研究，推进学科建设和理论创新。

第四节 建设国家创新体系

要深化科技体制改革，形成符合市场经济要求和科技发展规律的新机制。优化科技资源配置，进一步解决科技与经济脱节问题，解决科研领域内的部门所有和单位分割等问题。建立企业技术创新体系，鼓励并引导企业建立研究开发机构，推动企业成为技术进步和创新的主体。建立为中小企业服务的技术创新支持系统，提高中小企业创新能力。加强产学研结合，建设一批行业共性技术的开发基地，鼓励应用开发型科研院所进入企业或改制为企业。积极推进社会公益性科研机构改革。建立国家知识创新体系，推进知识创新工程，促进大学与科研机构联合，形成一批具有国际影响的科研机构。加强科研基地和科研设施的联合共建，新建并重组部分国家重点实验室，建设重大科学工程，提高科研手段的现代化水平。加强中介服务体系建设，建立社会化的科技中介服务体系。扩大国际科技合作与交流，鼓励外资企业在我国设立研究开发机构。加大国家和全社会的科技投入，鼓励企业增加研究开发资金。加强知识产权保护。

第十一章 加快教育发展，提高全民素质

教育是提高全民素质、培养人才的基础，要面向现代化、面向世界、面向未来，适度超前发展，走改革创新之路。

第一节 发展各级各类教育

着力推进素质教育，重视培养创新精神和实践能力，促进学生德智体美全面发展，把加强基础教育放在重要位置，继续提高国民教育普及程度。基本普及九年义务教育的地区要巩固成果，提高水平，尚未普及的地区要进一步扩大九年义务教育的人口覆盖范围。重点推进西部贫困地区和少数民族地区的义务教育，实施贫困地区义务教育二期工程。扩大高中阶段教育规模，有步骤地在大中城市和经济发达地区普及高中阶段教育。采取多种形式，积极发展高等教育，扩大培养规模，保证教育质量。继续实施“211工程”，重点加强一批高水平大学和学科的建设。大力发展职业教育和职业培训，发展成人教育和其他继续教育，逐步形成大众化、社会化的终身教育体系。重视发展儿童早期教育。推行弹性学习制度，放宽入学年龄限制，允许分阶段完成学业。大力发展现代远程教育，提高教育现代化、信息化水平。加强教师队伍建设，提高教师思想和业务素质。加强和改进学校思想政治工作。根据世界经济与科技发展趋势及国内经济结构调整对人才的需求，大力调整教育结构和布局，并在优化学科和专业结构，更新教材，改革考试制度和教学方法等方面取得实质性进展。

第二节 深化教育体制改革

加快办学体制改革，积极鼓励、支持和规范社会力量以多种形式办学，基本形成政府办学为主，公办学校和民办学校共同发展的格局。深化教育管理体制改革，进一步转变管理方式，依法落实高等学校办学自主权，推进高校后勤服务社会化改革。建立职业教育与普通教育相互沟通的教育体系。采取多种措施突破教育投入瓶颈，增加国家对教育的投入，加大中央和省级人民政府对义务教育的支持力度，加强县级人民政府对基础教育的统筹。完善政府对义务教育经费特别是教师工资的保障机制。深化与毕业生就业相关的劳动人事制度改革。健全奖学金、助学金和助学贷款等制度。

第十二章 实施人才战略，壮大人才队伍

人才是最宝贵的资源，要把培养、吸引和用好人才作为一项重大的战略任务切实抓好，按照德才兼备的原则，培养数以亿计高素质的劳动者、数以千万计具有创新精神和创新能力的专门人才。

第一节 开发人才资源

加快培养和选拔适应改革开放和现代化建设需要的各类人才。培养和造就坚持走有中国特色社会主义道路，有较高政治理论素养和开拓精神，掌握现代科学文化和管理知识，并经过实践考验的高素质领导人才队伍。培养具有科学素养、适应经济和社会发展需要的各类专业人才队伍，特别是具有世界前沿水平的学科带头人；具有创新精神和创业能力，适应国际竞争需要的企业家队伍；具有公仆意识，廉洁、勤政、高素质、专业化的公务员队伍；具有较高技术素质的技术工人队伍、农业产业化经营和农业科技队伍。注重在实践中培养和选拔人才。合理利用国外教育资源，拓宽高层次人才培养途径，积极吸引和聘用海外高级人才。继续实行支持留学、鼓励回国、来去自由的方针，鼓励留学人员回国工作或以适当方式为祖国服务。

第二节 营造用好人才和吸引人才的良好环境

加快建立有利于优秀人才脱颖而出、人尽其才的有效机制，形成尊重知识、尊重人才、鼓励创业的社会氛围。进一步解放思想，转变观念，加大干部人事制度改革力度，实行公开招聘、竞争上岗制度，为各类人才特别是年轻优秀领导人才的成长、选拔和任用创造条件。优化人才的专业、年龄结构，促进人才在产业、地区、城乡间的合理流动和分布。完善对人才的激励机制和考核监督机制，为各类人才的创新、创业和发挥才能创造更为宽松的环境。建立和完善机制健全、运行规范、服务周到、指导监督有力的人才市场体系。完善人才使用、管理的法律法规。

第四篇 人口、资源和环境

第十三章 控制人口增长，提高出生人口素质

坚持计划生育的基本国策，稳定现行生育政策，保持低生育水平。重点做好农村特别是中西部地区农村的计划生育工作，加强对流动人口计划生育的管理。落实以宣传教育、避孕、经常性工作为主的方针，建立依法管理、村(居)民自治、优质服务、政策推动、综合治理的管理机制。继续实行党政领导责任制。加强人口与计划生育工作的法制建设。

提倡优生优育，大力开展计划生育服务，改善基层服务条件，开展生殖健康教育和服。以预防农村地区高发先天性疾病为重点，明显降低出生缺陷发生率。建立和完善计划生育利益导向机制，对计划生育家庭实行奖励政策。开展农村独生子女户和双女户社会保险试点工作。

第十四章 节约保护资源，实现永续利用

坚持资源开发与节约并举，把节约放在首位，依法保护和合理使用资源，提高资源利用率，实现永续利用。

第一节 重视水资源的可持续利用

坚持开源节流并重，把节水放在突出位置。以提高用水效率为核心，全面推行各种节水技术和措施，发展节水型产业，建立节水型社会。城市建设和工农业布局要充分考虑水资源的承受能力。加大农业节水力度，减少灌溉用水损失，2005年灌溉用水有效利用系数达到0.45。按水资源分布调整工业布局，加快企业节水技术改造，2005年工业用水重复利用率达到60%。强化城市节水工作，强制淘汰浪费水的器具和设备，推广节水器具和设备。加强节水技术、设备的研究开发和节水设施的建设。加强规划与管理，搞好江河全流域水资源的合理配置，协调生活、生产和生态用水。加强江河源头的水源保护。积极开展人工增雨、污水处理回用、海水淡化。合理利用地下水资源，严格控制超采，多渠道开源，建设一批骨干水源工程，“十五”期间全国新增供水能力400亿立方米，加大水的管理体制变革力度，建立合理的水资源管理体制和水价形成机制。广泛开展节水宣传教育，提高全民节水意识。

第二节 保护土地、森林、草原、海洋和矿产资源

坚持保护耕地的基本国策，实施土地利用总体规划，统筹安排各类建设用，合理控制

新增建设用地规模。加大城乡和工矿用地的整理、复垦力度。根据工业区、城镇密集区、专业化农产品生产基地、生态保护区等不同的土地需求，合理调整土地利用结构。强化森林防火、病虫害防治和采伐管理，完善林业行政执法管理体系和设施。加强草原保护，禁止乱采滥垦，严格实行草场禁牧期、禁牧区和轮牧制度，防止超载过牧。加大海洋资源调查、开发、保护和管理力度，加强海洋利用技术的研究开发，发展海洋产业。加强海域利用和管理，维护国家海洋权益。加强矿产资源勘探，严格整顿矿业秩序，对重要矿产资源实行强制性保护。深化矿产资源使用制度改革，规范和发展矿业权市场。推进资源综合利用技术研究开发，加强废旧物资回收利用，加快废弃物处理的产业化，促进废弃物转化为可用资源。

第十五章 加强生态建设，保护和治理环境

要把改善生态、保护环境作为经济发展和提高人民生活质量的重要内容，加强生态建设，遏制生态恶化，加大环境保护和治理力度，提高城乡环境质量。

第一节 加强生态建设

组织实施重点地区生态环境建设综合治理工程。长江上游、黄河上中游和东北内蒙古地区的天然林保护工程，以及退耕还林还草工程。加强以京津风沙源和水源为重点的治理与保护，建设环京津生态圈。在过牧地区实行退牧，封地育草，实施“三化”草地治理工程。加快小流域治理，减少水土流失。推进黔桂滇岩溶地区石漠化综合治理。加快矿山生态恢复与治理。继续建设“三北”、沿海、珠江等防护林体系，加速营造速生丰产林和工业原料林。加快“绿色通道”建设，大力开展植树种草和城市绿化。加强自然保护区建设。保护珍稀、濒危生物资源和湿地资源，实施野生动物及其栖息地保护建设工程，恢复生态功能和生物多样性。“十五”期间，新增治理水土流失面积 2500 万公顷，治理“三化”草地面积 1650 万公顷。

第二节 保护和治理环境

强化环境污染综合治理，使城乡特别是大中城市环境质量得到明显改善。抓紧治理水污染源，巩固“三河”、“三湖”水污染治理成果，启动长江上游、三峡库区、黄河中游和松花江流域水污染治理工程。加快城市污水处理设施建设，所有城市都要建设污水处理设施，

2005年城市污水集中处理率达到45%。加强近岸海域水质保护,研究预防、控制和治理赤潮,抓好渤海环境综合整治和管理。加强大气污染防治,实施“两控区”和重点城市大气污染控制工程,2005年“两控区”二氧化硫排放,比2000年减少20%。推行垃圾无害化与危险废物集中处理。推行清洁生产,抓好重点行业的污染防治,控制和治理工业污染源,依法关闭污染严重、危害人民健康的企业。加强噪音污染治理。积极开展农村环境保护工作,防治不合理使用化肥、农药、农膜和超标污灌带来的化学污染及其他面源污染,保护农村饮用水水源,加强环境保护关键技术和工艺设备的研究开发,加快发展环保产业。完善环境标准和法规,修改不合理的污染物排放标准,健全环境监测体系,加强环境保护执法和监督。全面推行污水和垃圾处理收费制度。开展全民环保教育,提高全民环保意识,推行绿色消费方式。

加强防御各种灾害的安全网建设,建立灾害预报预防、灾情监测和紧急救援体系,提高防灾减灾能力。加强气象、地震、测绘等工作,提高服务能力和水平。积极参与全球环境与发展事务,履行义务,实行有利于减缓全球气候变化的政策措施。

第五篇 改革开放

第十六章 推进改革,完善社会主义市场经济体制

要大胆探索,勇于创新,突破影响生产力发展的体制性障碍,逐步完善社会主义市场经济体制。

第一节 深化国有企业改革

进一步深化国有大中型企业改革,基本完成产权清晰、权责明确、政企分开、管理科学的现代企业制度的建设。健全责权统一、运转协调、有效制衡的公司法人治理结构。对国有大中型企业进行规范的公司制改革,除少数国家垄断经营的企业可改制为国有独资公司外,鼓励其他国有大中型企业通过规范上市、中外合资、相互参股等形式,逐步改制为多元持股的有限责任公司或股份有限公司。建立分工明确的国有资产管理、经营和监督体制,使国有资产出资人尽快到位,探索授权有条件的国有企业或国有资产经营公司行使出资人职能,强化对国有资产经营主体的外部监督。深化企业内部改革,强化科学管理,建立健全行之有效的激励机制和约束机制。进一步放开搞活国有中小企业,对国有小企业继续采取改组、联合、

兼并、租赁、承包经营和股份合作制、出售等多种形式，进行产权制度和经营机制改革。完善市场退出机制，积极疏通和逐步规范企业特别是上市亏损公司退出市场的通道。继续执行现行的国有企业兼并破产政策，对长期亏损、资不抵债、扭亏无望的企业依法实施破产，鼓励非国有企业、个人和境外投资者参与国有企业改制，推动非上市国有企业股权结构的调整和股权交易，形成混合所有制企业。规范国有企业改制行为，完善有关政策规定，强化对国有资产产权交易的监督。

第二节 调整和完善所有制结构

要坚持公有制为主体、多种所有制经济共同发展的基本经济制度。积极探索各种有效方式，有进有退，有所为有所不为，加快国有经济布局的战略性调整。发挥国有经济在国民经济中的主导作用，发展多种形式的集体经济，支持、鼓励和引导私营、个体企业健康发展。关系国家安全和经济命脉的重要企业由国家控股，鼓励在高新技术产业、中介服务等领域创建无限责任和有限责任相结合的公司。取消一切限制企业和社会投资的不合理规定，在市场准入、土地使用、信贷、税收、上市融资、进出口等各方面，对不同所有制企业实行同等待遇。凡是对外资开放的领域，内资均可进入，依法保护各种所有制企业的合法权益。

第三节 健全市场体系

进一步开放市场，放开价格，继续发展商品市场，重点培育和发展要素市场，建立和完善全国统一、公平竞争、规范有序的市场体系。引入竞争机制，加快电力、铁路、民航、通信、公用事业等垄断行业管理体制的改革。破除地方封锁，反对地方保护主义，破除阻碍统一市场形成的各种规定。积极发展大宗商品批发市场，稳步发展期货市场。健全统一、安全、高效、开放的国债市场。疏通储蓄转化为投资的渠道，积极稳妥地发展多种融资方式。加强对证券市场的监管，提高证券市场的透明度，规范和发展证券市场，逐步提高直接融资比重。加快发展企业债券市场，发展产业投资基金。积极培育证券投资基金、养老基金和保险基金等机构投资者。发展票据市场，完善外汇市场，建立黄金交易市场。坚持城乡统筹就业的改革方向，推动城乡劳动力市场逐步一体化。深化土地使用制度改革，全面推行经营性用地招标拍卖制度，规范土地一级市场，活跃房地产二级市场，发展住房租赁市场。改革价格管理体制，进一步完善市场形成价格的机制。建立健全政府价格决策听证等制度，提高政府定价的科学性、时效性和透明度。

第四节 深化金融体制改革

建立和完善金融组织体系、市场体系、监管体系和调控体系。对国有独资商业银行进行综合改革，有条件的国有独资商业银行可以改组为国家控股的股份制商业银行，建立风险防范机制，提高竞争能力。在健全监管体系的基础上，规范发展中小金融机构。完善和发挥政策性银行的功能。推进保险市场主体多元化。完善金融机构内部治理结构，形成严格约束与有效激励相统一的经营机制，完善稳健的会计制度，提高金融资产质量。强化金融监管，防范和化解金融风险。完善金融分业监管构架，加强监管机构之间的协调配合。完善以间接调控为主的中央银行调控体系，积极稳妥地发展货币市场，扩大公开市场业务，稳步推进利率市场化改革。改进人民币汇率形成机制，完善以市场供求为基础的、有管理的浮动汇率制度。

第五节 改革投资体制

确立企业在竞争性领域的投资主体地位，基本形成企业自主决策、自担风险，银行独立审贷，政府宏观调控的新的投资体制。按照“谁投资、谁决策、谁受益、谁承担风险”的原则，改革投资管理方式，减少对企业和社会投资的行政性审批。对企业投资建设国家非限制类项目，实行登记备案制。建立以政策引导、信息发布等间接调控手段为主的投资宏观调控体系。全面实行建设项目法人责任制、工程监理制、招标投标制、合同管理制。建立严格的政府投资项目管理机制，完善国家重大投资项目稽察制度。推动投资中介组织的市场化改革。

第六节 深化财税体制改革

积极稳妥地推进税费改革，清理整顿行政事业性收费和政府性基金，建立政府统一预算。健全税收制度，改革生产型增值税税制，完善消费税和营业税，逐步统一内外资企业所得税，建立综合与分类相结合的个人所得税制度，适时开征社会保障税和遗产税，完善地方税制。依法加强税收征管，打击偷、漏、骗税的行为，清缴欠税，严禁越权减、免、退税。

增强预算的透明度和约束力。实行部门预算，逐步以“零基预算”取代“基数预算”。改革国库制度，建立以国库单一账户体系为基础的现代国库集中收付制度。规范政府采购行为，全面推行政府采购制度。调整财政支出结构，压缩竞争性领域的支出。合理界定中央和地方政府的事权范围，完善分税制和转移支付制度，加强财政再分配功能。加强审计监督，严肃财经纪律。强化财政监督，防范财政风险，合理控制财政赤字和政府发债规模。保持财政收

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入稳定增长，提高国家财政收入占国内生产总值的比重和中央财政收入占全国财政收入的比重。逐步建立适应社会主义市场经济要求的公共财政框架，建设稳固、平衡、强大的国家财政。

第七节 推进行政管理体制和政府机构改革

继续推进行政管理体制和政府机构改革，建立廉洁高效、运转协调、行为规范的行政管理体制，推进政府决策的民主化、科学化。按照发展社会主义市场经济的要求，进一步转变政府职能，集中精力搞好宏观调控和创造良好的市场环境，不直接干预企业正常的生产经营活动。加快政府审批制度改革，大幅度减少行政审批，规范审批行为，强化监督机制。发挥商会、行业协会等中介组织的作用。继续改革和精简政府机构，解决部门职责不清、管理层次多、办事效率不高等问题。完善公务员制度。

第十七章 扩大对外开放，发展开放型经济

要以更加积极的姿态，抓住机遇，迎接挑战，趋利避害，做好加入世界贸易组织的准备和过渡期的各项工作，不断提高企业竞争能力，进一步推动全方位、多层次、宽领域的对外开放。

第一节 提高对外开放水平

根据我国经济和社会发展、结构调整的需要以及加入世界贸易组织的承诺，逐步降低关税，有步骤地开放银行、保险、电信、外贸、内贸、旅游等服务领域。对外商投资企业逐步实行国民待遇，制定统一、规范、透明的投资准入政策，除关系国家安全和经济命脉的重要行业或企业必须由国家控股外，取消对其他企业的股比限制。适应加入世界贸易组织的要求，抓紧制定和完善相关涉外法律法规，提高涉外经济工作依法行政的水平。深化改革，建立健全符合国际通行规范和我国国情的对外经济贸易体制。实行外贸经营资格登记注册制度，逐步实现对各类企业进出口贸易的放开经营。建立和完善对外经济贸易促进和服务体系，发挥中介组织的作用。

完善反倾销、反补贴及保障措施等手段。加强对外国反倾销、反补贴的磋商和应诉，维护我国企业的合法权益。借鉴和采用国际标准，推进技术性贸易措施体系建设，有效实施健康、安全、卫生、环保等方面的检验检疫和疫情监控，防止有害物质和生物入境。积极参与多边贸易体系和国际区域经济合作。加强和改善双边经贸关系，进一步加强与发展中国家的经济技术合作与交流。积极参与国际经济、贸易、金融等方面的规则制定，维护我国作为发展中国家的正当权益。

第二节 积极发展对外贸易

更好地实施以质取胜、市场多元化和科技兴贸战略，努力扩大货物和服务出口，2005年货物进出口总额达到6800亿美元。积极开拓新的出口市场，优化出口商品结构和市场结构，继续扩大大宗传统产品和劳动密集型工业制成品出口，不断提高其技术含量和附加值，增加高新技术产品和高附加值产品出口，2005年机电产品出口比重提高到50%左右。加强加工贸易管理，提高加工贸易的增值率，扩大加工贸易出口。继续规范发展边境贸易。大力发展承包工程、设计咨询、技术转让、国际旅游、国际运输、航天发射、教育文化和金融保险等领域的服务贸易出口，逐步缩小服务贸易逆差。积极引进先进技术、关键设备，努力实现大宗产品和重要资源进口来源多元化。加强口岸查验、税务、金融、保险和运输等对进出口贸易的服务功能。严厉打击走私、逃套汇、骗取出口退税等不法行为，维护对外经济贸易秩序。

第三节 积极合理有效地利用外资

把吸收外商直接投资作为利用外资的重点，完善利用外资政策，改善投资环境，扩大利用外资规模，提高利用外资质量。鼓励外商特别是跨国公司参与国有企业的改组改造，投资高新技术产业和出口型产业，促进我国产业结构调整和技术水平的提高。鼓励有条件的企业对外发行股票，积极探索采用收购、兼并、风险投资、投资基金等各种方式，促进利用外资和国有企业产权制度改革。鼓励和促进中外中小企业之间的合作。不断提高服务业利用外资的比重。继续发挥经济特区、浦东新区及其他沿海地区的优势，提高利用外资水平。采取鼓励政策，引导外资更多地投向中西部地区，特别是中西部地区的老工业基地改造、基础设施建设、生态建设和环境保护、矿产和旅游资源开发、优势产业发展等。继续合理利用国际金融组织和外国政府贷款，并更多地用于中西部地区。努力降低筹资成本，用好银团贷款、融资租赁、出口信贷等国际商业贷款。强化外债全口径管理，保持合理的外债规模，健全责权利统一的借用还机制，加强外债监测和短期资本监管，优化债务结构，防范债务风险。

第四节 实施“走出去”战略

鼓励能够发挥我国比较优势的对外投资，扩大国际经济技术合作的领域、途径和方式。继续发展对外承包工程和劳务合作，鼓励有竞争优势的企业开展境外加工贸易，带动产品、服务和技术出口。支持到境外合作开发国内短缺资源，促进国内产业结构调整和资源置换。鼓励企业利用国外智力资源，在境外设立研究开发机构和设计中心。支持有实力的企业跨国经营，实现国际化发展。健全对对外投资的服务体系，在金融、保险、外汇、财税、人才、法律、信息服务、出入境管理等方面，为实施“走出去”战略创造条件。完善境外投资企业的法人治理结构和内部约束机制，规范对外投资的监管。

第六篇 人民生活

第十八章 积极扩大就业，健全社会保障制度

扩大就业是促进经济发展和维护社会稳定的重要保证，也是宏观调控的一项重要内容。要努力开拓就业渠道，扩大就业。完善的社会保障制度是社会主义市场经济体制的重要支柱，关系改革、发展、稳定的全局，“十五”期间要基本建成独立于企业事业单位之外、资金来源多元化、保障制度规范化、管理服务社会化的社会保障体系。

第一节 积极扩大就业

保持较快的经济增长速度，创造更多的就业岗位。制定和落实优惠政策，发展具有比较优势的劳动密集型产业，发展就业容量大的服务企业、中小企业和非公有制企业。加大在职和再就业培训力度，提高从业人员的职业技能，增强失业人员的就业和创业能力。引导劳动者转变就业观念，采取非全日制就业、季节性就业等灵活多样的就业形式，提倡自主就业，努力开拓国际劳务市场，扩大劳务输出。全面推行劳动预备制度和职业资格证书制度，严格执行离退休制度。加强劳动力市场建设，完善就业服务体系，促进劳动力合理流动。

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高度重视安全生产，改革安全生产管理体制，加快安全生产法制建设。抓好重点行业的安全整顿，加强安全监察，明显减少重大、特大事故，切实保障劳动者生命安全。

第二节 健全社会保险制度

依法扩大养老保险实施范围，继续完善社会统筹与个人账户相结合的城镇职工基本养老保险制度，在保证退休人员基本养老金支付的基础上，实现社会统筹基金与个人账户基金的分账管理，确保个人账户的有效积累。按社会统筹和个人账户相结合的模式，全面推行城镇职工基本医疗保险制度，保障职工基本医疗需求。同步推进医疗保险制度、医疗机构和药品生产流通体制改革，建立医疗费用的分担机制、医疗机构的竞争机制和药品流通的市场运行机制。进一步完善失业保险制度，在试点的基础上逐步把国有企业下岗职工基本生活保障纳入失业保险，扩大失业保险覆盖范围。完善工伤保险和生育保险制度，逐步扩大覆盖面。适时改革并完善机关事业单位职工基本养老保险制度。鼓励有条件的用人单位为职工建立企业年金和补充医疗保险，同时发挥商业保险对社会保障体系的补充作用。

建立可靠、稳定的社会保障资金筹措机制，通过加大征缴力度、调整财政支出结构、变现部分国有资产、扩大彩票发行规模等方式多渠道筹集社会保障资金。积极探索并建立规范的社会保障资金投资运营的方式，实现保值增值。提高社会保障资金的管理水平，加强社会保障行政监督和社会监督，推进社会保障管理和服务的社会化。加快社会保障立法步伐。

第三节 发展其他社会保障事业

在健全社会保险制度的同时，继续发展社会福利、社会救济、优抚安置和社会互助等社会保障事业，推进社会福利的社会化进程。完善城市居民最低生活保障制度，扩大覆盖范围，根据经济发展水平和财政承受能力，逐步提高城市贫困人口救济补助标准。建立社会医疗救助制度。发展慈善事业，加强对捐助资金使用的监督。重视人口老龄化趋势，鼓励家庭养老。加强老年人服务设施建设，发展老龄事业和产业。贯彻落实妇女、儿童发展纲要，切实保障妇女、未成年人的合法权益。加强残疾人事业，帮助残疾人康复、就学和就业，创造残疾人平等参与社会生活的条件。

第十九章 增加居民收入，提高人民生活水平

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在经济发展的同时,不断增加城乡居民特别是农民和城镇低收入者的收入,努力实现城乡居民收入增长的预期目标。进一步提高城乡居民的消费水平,改善消费环境,优化消费结构。增加对公共服务的投入,为实现人人享有基本公共服务创造条件。

第一节 深化收入分配制度改革

坚持效率优先、兼顾公平的原则,实行按劳分配为主体、多种分配方式并存的分配制度,把按劳分配与按生产要素分配结合起来。发挥市场机制对初次分配的基础性调节作用,健全劳动力价格的市场形成机制,推行职工工资集体协商制度,规范全社会工资性收入的结构和支付行为。建立健全与经济发展水平相适应的最低工资保障制度和最低工资标准调整机制。逐步提高国家机关和事业单位人员的工资待遇。改进和完善国有企业收入分配制度。建立健全收入分配的激励机制,要提高国有企业高层管理人员、技术人员的工资报酬,充分体现他们的劳动价值,可以试行年薪制。对国有上市公司负责人和技术骨干还可以试行期权制。同时要建立严格的约束、监督和制裁制度。鼓励资本、技术等生产要素参与收益分配。规范社会分配秩序,加强对垄断行业收入分配的监管,对依靠垄断地位获取的不合理收入进行调节。强化税收对收入分配的调节功能。保护合法收入,整顿不合理收入,调节过高收入,取缔非法收入,防止收入分配两极分化。

第二节 拓宽消费领域

在提高居民吃穿用等基本消费水平的基础上,重点改善居民居住和出行条件。完善住房公积金制度,加大以经济适用住房为重点的住房建设力度,建立廉租房供应保障体系。积极发展城乡公共交通,鼓励轿车进入家庭。降低信息服务价格,刺激居民信息消费。提高计算机普及率,2005年达到4%以上。推行职工带薪休假制度,合理调整居民工作和闲暇时间,扩大服务供给,鼓励居民服务性消费。加强城乡供水、供电、供气、供热、信息、环境等基础设施建设,扩大农村基础设施的覆盖面,为改善城乡居民生活质量创造条件。建立个人信用制度,扩大消费信贷规模。

第三节 发展卫生、体育事业

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改革和完善卫生服务、医疗保障和卫生监督体系，发展基本医疗、预防保健、康复医疗。实施区域卫生规划，调整和优化卫生资源配置。高度重视卫生防病工作，加强对多发病、地方病、职业病和传染病的预防与控制。大力发展中医药，促进中西医结合。健全农村初级卫生保健服务体系，重点加强农村卫生基础设施建设，因地制宜发展合作医疗，努力解决农民基本卫生医疗问题。加强公共体育设施建设，开展全民健身运动，健全国民体质监测系统。发展竞技体育。

第四节 推进社区建设

推进社区建设是新时期我国经济和社会发展的重要内容。要坚持政府指导与社会参与相结合，建立与社会主义市场经济体制相适应的社区管理体制和运行机制。加强社区组织和队伍建设，扩充社区管理职能，承接企业事业单位、政府机关剥离的部分社会职能和服务职能。以拓展社区服务为龙头，不断丰富社区建设的内容，发展社区卫生，繁荣社区文化，美化社区环境，加强社区治安，完善社区功能。努力建设管理有序、服务完善、环境优美、治安良好、生活便利、人际关系和谐的新型现代化社区。

第七篇 精神文明

第二十章 加强思想道德建设，形成共同理想和精神支柱

把依法治国与以德治国结合起来，大力推进社会主义精神文明建设，满足人民群众日益增长的多方面的精神文化需求，全面提高国民素质，增强民族凝聚力，为改革开放和现代化建设提供强大的思想保证、精神动力和智力支持。

以理想信念教育为核心，坚持不懈地进行党的基本理论、基本路线、基本纲领的教育，巩固和加强马克思主义的指导地位，用马列主义、毛泽东思想、邓小平理论教育人民，弘扬爱国主义、集体主义、社会主义精神，在全社会形成建设有中国特色社会主义的共同理想和精神支柱。发扬自力更生、艰苦奋斗的创业精神，提倡勤俭建国，反对奢侈浪费，形成全民族奋发向上的强大动力。深入开展“三个代表”重要思想的教育，弘扬讲学习、讲政治、讲正气的风气。大力倡导社会公德、家庭美德和职业道德，特别是加强青少年的思想政治、道德品质、心理健康和法制教育，努力建立适应社会主义市场经济发展的思想道德体系。创造青少年健康成长的社会环境。加强科学知识、科学方法、科学思想、科学精神的宣传教育和

普及，反对封建迷信。以提高公民素质、城乡文明程度和居民生活质量为目标，大力开展群众性精神文明创建活动，倡导科学文明健康的生活方式。重视对社会思潮及其表现形式的研究和引导。加强对新闻舆论、国民教育、社会文化、休闲娱乐等各种思想文化阵地尤其是新闻网站的建设和管理。加强烈士陵园等爱国主义教育基地的保护和建设。

第二十一章 繁荣社会主义文化，提高文化生活质量

坚持为人民服务、为社会主义服务的方向和百花齐放、百家争鸣的方针，以繁荣社会主义文化为中心，弘扬民族优秀文化，吸收外国文化有益成果，抵制不良文化，提高全社会的文化生活质量。

把握时代精神，坚持正确方向，发展新闻出版、广播电视等各项事业。加强文艺理论研究，繁荣文学艺术，努力提高精神产品的质量，生产出更多的无愧于时代和人民的优秀作品。加强图书馆、博物馆、文化馆、科技馆、档案馆和青少年活动场所等文化设施建设。努力巩固和拓展社会主义文化阵地，形成健康向上的舆论环境、文明和谐的社会氛围和丰富多彩的文化生活。坚持把社会效益放在首位、社会效益和经济效益相统一的原则，深化文化、广播影视、新闻出版体制改革，建立科学合理、灵活高效的管理体制和文化产品生产经营机制。继续实行支持文化事业发展的有关政策，增加对重要新闻媒体和公益文化事业的投入。加强民族文化遗产保护。积极开展对外文化交流。完善文化产业政策，加强文化市场建设和管理，推动有关文化产业发展。

第八篇 民主法制

第二十二章 加强民主政治建设，发展社会主义民主

适应经济体制改革和现代化建设的要求，继续推进政治体制改革，加强民主政治建设，发展社会主义民主。

继续加强人民代表大会的立法和监督工作，密切人大代表同人民的联系。充分发挥人民政协政治协商、民主监督、参政议政的作用，支持各民主党派工作。各级政府都要自觉接受同级人大的监督，主动听取政协和各社会团体的意见。实行民主选举、民主决策、民主管理和民主监督，保证人民依法享有广泛的权利和自由，尊重和保障人权。加强城乡基层政权机

关和群众性自治组织建设，扩大公民有序的政治参与，引导人民群众依法参与经济、文化和社会事务的管理。做好信访工作。完善村民自治，加强社区民主建设，坚持和完善以职工代表大会为基本形式的企业民主管理制度，实行政务、厂务、村务公开。发挥工会、共青团、妇联等群众组织的桥梁和纽带作用。坚持和完善民族区域自治制度，落实党的民族政策，发展平等、团结、互助的社会主义新型民族关系，促进各民族共同繁荣和进步。全面贯彻党的宗教政策，保障公民宗教信仰自由，依法管理宗教事务，积极引导宗教与社会主义社会相适应。贯彻党的侨务政策，广泛发展爱国统一战线。

第二十三章 依法治国，建设社会主义法治国家

坚持有法可依、有法必依、执法必严、违法必究的原则，从立法、司法、行政执法、法律监督、法律服务和普及法律知识等方面全面推进法制建设。

提高立法质量和效率，重点建立和完善适应社会主义市场经济体制的法律体系，规范市场经济条件下的财产关系、信用关系和契约关系。推进规范国家权力运行、社会保障和社会中介组织等方面的法律法规建设。推进司法改革，完善司法体制，健全侦查、检察、审判、执行等制度，强化司法保障和法律监督，支持依法独立行使审判权和检察权。依法办案，反对地方保护主义，严格执法，公正司法。推进政府工作法制化，依法行政，从严治政。加快推行执法责任制、评议考核制，提高行政执法水平。健全依法行使权力的制约机制，加强对权力运行的民主监督、群众监督和舆论监督。加快廉政建设法制化步伐，深入开展反腐败斗争，严肃查办违法违纪案件。推进国家各项事业的依法管理，提高社会管理的法制化水平。深入开展法制宣传教育，进一步提高全体公民首先是各级领导干部的法律意识和法律素质，建立法律援助体系。加大政法基础设施建设力度，建设高素质的政法队伍。

认真研究社会稳定面临的新情况新问题，正确处理新时期人民内部矛盾，确保社会稳定。依法打击民族分裂活动、宗教极端势力、暴力恐怖活动、邪教和利用宗教进行非法活动。切实把社会治安综合治理措施落实到基层，严厉打击危害国家和社会治安的刑事犯罪活动和各种恶势力，扫除黄赌毒等社会丑恶现象。加强治安防范工作，提高对突发事件的快速反应和处理能力。

第九篇 国防建设

第二十四章 加强国防建设，保障国家安全

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强大的国防是国家安全和现代化建设的基本保证。在集中力量发展国民经济的同时，要积极推进国防建设，增强国防实力。

军队建设是国防建设的主体。要加强军队党的建设和思想政治工作，确保党对军队的绝对领导。加强人民解放军的革命化、现代化、正规化建设。贯彻积极防御的军事战略方针，坚持质量建军，科技强军，勤俭建军，依法治军，积极改革创新。加快军队向质量效能型和科技密集型转变，走有中国特色的精兵之路，提高现代技术特别是高技术条件下防卫作战的能力，做好应付各种复杂情况的准备。加强国防动员体系建设，增强国防后备力量，提高平战转换能力。深化后勤保障改革，提高保障能力。完善国防立法。深入开展国防教育，提高全民国防意识。进一步密切军政军民关系，做好“双拥”工作。

国防科技工业是国家战略性新兴产业。要通过加速调整、改革和发展，坚持军民结合，寓军于民，大力协同，自主创新，建立适应国防建设和市场经济要求的新型国防科技工业体制。发展高新技术武器装备，努力提高现代化水平。发展军民两用技术，促进军工技术的和平利用。

实现祖国统一是中华民族的根本利益。要坚持“和平统一、一国两制”的基本方针，坚持打击“台独”分裂势力，早日完成祖国统一大业。

第十篇 规划实施

第二十五章 改善宏观调控，保持经济稳定增长

要综合运用计划、财政、金融等手段，发挥价格、税收、利率、汇率等杠杆的作用，加强和改善宏观调控，为规划实施创造良好的宏观经济环境。

宏观调控总的要求是：把扩大国内需求作为经济发展的基本立足点和长期战略方针，努力扩大对外贸易，保持经济总量平衡，引导和促进经济结构优化升级，实现经济稳定增长，扩大就业规模，保持价格总水平基本稳定和国际收支基本平衡。

宏观调控政策的基本取向是：近期要继续实行积极的财政政策，带动企业和社会投资，促进消费。实行稳健的货币政策，灵活运用货币政策工具，适时调节货币供应量，维护人民币币值和汇率基本稳定，支持经济结构调整和经济增长。实行与财政、货币政策相配套的价

格政策，稳定价格总水平，警惕和防止通货膨胀。实行鼓励消费的政策，促进消费需求较快增长，使居民消费率提高到50%左右。围绕结构调整，引导投资方向，促进固定资产投资特别是企业和社会投资较快增长，全社会固定资产投资率调控在35%左右。实行支持出口的政策，发挥出口需求对经济增长的拉动作用。宏观调控政策的力度，要根据宏观经济运行态势，进行适时适度的调节。

第二十六章 创新实施机制，保障实现规划目标

适应社会主义市场经济体制的要求，必须创新规划实施机制。政府要切实转变职能，正确履行职责，为规划实施创造良好的体制、政策、市场环境。

推进体制改革。要在正确处理改革、发展、稳定关系的基础上，加快推进本纲要提出的各项改革，分步实现改革目标。在国家宏观调控下，充分发挥市场配置资源的基础性作用，激发市场主体的积极性和创造性。

制定经济政策。围绕经济结构的战略性调整，制定和实施产业发展政策、地区发展政策、城镇化政策、投资政策等，引导资源配置方向，提高资源配置效率。调整收入分配政策，逐步缩小收入差距。制定消费政策，提高居民生活质量。适应加入世界贸易组织的新形势，完善对外经济政策，发挥比较优势，保障国家经济安全。合理配置财政性资金、政策性金融、国家统借内外债、国家外汇储备以及国家物资储备、国有土地和国有资产存量等公共资源，发挥政府对资源配置的引导和带动作用。

整治市场秩序。制定和完善维护市场秩序的规则，反对垄断和不正当竞争，保证市场竞争机制的有效运行。完善市场监管机制，运用现代科技手段，加大监管力度。严厉打击制售假冒伪劣产品的行为，保护生产者和消费者合法权益。禁止价格欺诈、价格垄断、价格歧视、低价倾销等不正当价格行为。加强对建设项目的监管，加大稽察力度，严肃查处工程建设领域虚报招投标、虚假合同等违法行为。加强质量与标准化、计量基础工作，建立健全质量标准 and 计量检测体系，强化质量技术监督。严格资质认定，强化行业自律，提高中介组织的质量。在全社会强化信用意识，整顿信用秩序，建立严格的信用制度，依法惩处经济欺诈、逃废债务、不履行合约、侵犯知识产权等不法行为。严禁经济工作中的弄虚作假，保证基础信息、基础统计的真实性、准确性。

提供公共服务。政府配置资源的重点要逐步转向为全社会提供充足优质的公共产品和服务。主要是促进教育发展，加强基础研究和重大应用研究，健全社会保障体系，完善公共基础设施，发展公共事业，保护国土资源，加强生态建设和环境保护，维护社会治安，确保国

家安全等。合理划分中央与地方的事权，充分发挥地方政府的积极性。

集中力量办大事。在组织实施城镇化、科技和教育、人口就业和社会保障、生态环境、水利、能源、交通、西部开发、信息化、加入世界贸易组织等重点专项规划时，中央政府将在关系全局的关键领域和薄弱环节，推动或直接投资建设一批重大工程，确需中央政府投资的项目，建设资金纳入中央预算。

政府有关部门要面向社会、面向群众，广泛宣传本纲要，在全社会形成关心和参与规划实施的氛围。在制定和实施年度计划时，要贯彻落实纲要提出的目标和任务，有关部门要针对所负责领域的任务，制定具体措施。各级地方政府在经济工作中，要从实际出发，贯彻好本纲要的精神

加强规划实施的跟踪分析，特别要加强对经济增长率、失业率、通货膨胀率、国际收支等宏观调控目标的监测预警，自觉接受人民代表大会及其常务委员会的监督检查。当国内外环境发生重大变化或因其他重要原因使实际经济运行严重偏离本纲要提出的目标时，国务院要提出调整方案，报请全国人民代表大会常务委员会审议批准实施。

继续按照“一国两制”方针和基本法，全力支持香港、澳门特别行政区政府依法施政，维护香港、澳门的长期繁荣稳定。巩固和加强香港国际金融、贸易、航运中心的地位，加强港澳台与内地的经济合作及交流。

“十五”计划是进入新世纪的第一个五年计划，是开始实施现代化建设第三步战略部署的第一个五年计划，也是社会主义市场经济体制初步建立后的第一个五年计划。全国各族人民要在中国共产党的领导下，紧密团结在以江泽民同志为核心的党中央周围，高举邓小平理论伟大旗帜，振奋精神，开拓进取，扎实工作，为实现“十五”计划的目标，为建设富强民主文明的社会主义现代化国家和早日完成祖国统一大业而努力奋斗！