

## **FACING THE "15TH FIVE-YEAR PLAN": IMPROVE THE NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLANNING SYSTEM**

### **HACIA EL "15 PLAN QUINQUENAL": FORTALECER EL SISTEMA INSTITUCIONAL NACIONAL DE PLANIFICACIÓN DEL DESARROLLO ECONÓMICO Y SOCIAL**

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#### **Abstract**

Development planning plays an important role in the construction of the national governance system. 2025 is the year when the 14th Five-Year Plan ends and the year when the Tenth Five-Year Plan is laid out. Facing the task of high-quality preparation of the Tenth Five-Year Plan, we must deeply understand the position of development planning in the national governance system, and realize its important role in governing the country, leading economic and social development, and solving stage difficulties. The key point is to grasp the interaction logic between development planning and strategy, policy and other planning, enhance the authority, standardization, and conductivity of development planning through legislative means, theoretical research, and institutional mechanism construction, and accelerate the improvement of the national economic and social development planning system.

# FACING THE "15TH FIVE-YEAR PLAN": IMPROVE THE NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLANNING SYSTEM

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**Keywords:** development planning, strategic y policy mechanism, five-year plan, national governance system.

## Resumen

La planificación del desarrollo desempeña un papel importante en la construcción del sistema de gobernanza nacional, y el año 2025 es el año de finalización del Plan Quinquenal 14 y también es el año de la planificación del Plan Quinquenal 15. La tarea de la preparación de un plan quinquenal de alta calidad requiere una comprensión profunda de la posición de la planificación del desarrollo en el sistema de gobernanza del Estado y su importante papel en la gobernanza del país, la dirección del desarrollo económico y social y la solución de las dificultades de etapa. La atención se centra en comprender bien la lógica de la interacción entre la planificación del desarrollo y la estrategia, las políticas y otros planes, fortalecer la autoridad, la regulación y la conductividad de la planificación del desarrollo a través de instrumentos legislativos, estudios teóricos y construcción de mecanismos institucionales, y acelerar el perfeccionamiento del sistema nacional de planificación del desarrollo económico y social.

**Palabras clave:** planificación del desarrollo, estrategias y mecanismos de políticas de desarrollo. plan quinquenal, sistema de gobernanza nacional,

## Introduction

Development planning is an important way for the Communist Party of China (CPC) to govern the country. From a cognitive point of view, the development plan is formulated according to the five-year plan proposal of the Party Committee, which shows the party's ruling philosophy and strategy in an integrated way, deploys the overall plan and long-term plan, and is a comprehensive strategic plan to lead economic and social development. From the implementation point of view, development planning is an important means for the government to strengthen and improve macro-control, and it forms an effective carrier of strategic proposition and an important bridge for policy implementation from the aspects of ideas, objectives, tasks, and implementation paths.

From the operational point of view, development planning is a powerful tool that can affect the whole body. Organizing various undertakings and work of economic and social development with a strategic height and around the development proposition of the party and the government is an important embodiment of integrating resource elements to play a leading role and an important basis for coordinating the forces of all parties.

In the past, the research focused evaluating of the specific work level such as the preparation and implementation of development planning. It lacked the research on strengthening the strategic guidance of development planning from the institutional mechanism level. Chinese President Xi Jinping emphasized at the second plenary session of the Third Plenary Session of the 20th Central Committee of the Communist Party of China that it is necessary to summarize and evaluate the implementation of the "14th Five-Year Plan" and effectively carry out the preliminary planning of the "15th Five-Year Plan"<sup>1</sup>.

## **FACING THE "15TH FIVE-YEAR PLAN": IMPROVE THE NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLANNING SYSTEM**

---

The "Decision of the Central Committee of the Communist Party of China on Further Comprehensively Deepening Reforms and Promoting Chinese-style Modernization" reviewed and passed by the Third Plenary Session of the 20th Central Committee of the Communist Party of China proposes to "give full play to the strategic guiding role of the national development plan" and "improve the national economic and social development plan system."<sup>3</sup>

By deeply analyzing the connotation and function of development planning, this paper explores how to deal with the relationship between development planning and development strategy, policy documents, and other kinds of planning, to improve the planning system and mechanism, ensure the continuity and stability of national strategy, and provide strong support for the smooth realization of the grand blueprint of modernization.

This article discusses the characteristics of the preparation of the 15th Five-Year Plan in the People's Republic of China, highlighting that high-quality development requires a deep understanding of comprehensive development planning within the state and national governance system in addressing the challenges of the socialist construction stage.

### **Deeply understanding the strategic significance of development planning**

Development planning is an important way for the Party to govern the country

Chinese President Xi Jinping pointed out that "preparing and implementing the five-year plan for national economic and social development is an important way for our party to govern the country."<sup>2</sup> Chinese government has made systematic arrangements for giving full play to the strategic guiding role of national development planning and improving the system of national economic and social development planning.<sup>3</sup>

Using development plans to coordinate the deployment of various undertakings and work in economic and social development is an important manifestation of the driving role of resource elements. The practice has proved that my country's 14 Five-Year Plans concentrate on the strategic intentions and medium- and long-term development goals of the Party and the country, lead the whole society to move towards the established strategic goals, and effectively promote the development of the economy and society.

Development planning is the general program that leads economic and social development

The development plan ranks at the top of my country's planning system, coordinates and deploys key tasks in various fields, guides the detailed implementation of other plans, and provides an important basis for the government to perform its functions such as economic regulation, market supervision, social management, public services, and ecological environment protection.

In March 2021, the National People's Congress reviewed and passed the "14th Five-Year Plan" and the Outline of the 2035 Vision Goals, which clearly stated that the "14th Five-Year Plan" "is a grand blueprint for my country to embark on a new journey of comprehensively building a modern socialist country and a common action program for people of all ethnic groups across the country." As a strategic, forward-

## **FACING THE "15TH FIVE-YEAR PLAN": IMPROVE THE NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLANNING SYSTEM**

---

looking, and oriented public policy, development planning plays an irreplaceable role in building development consensus, leading the development direction, allocating public resources, and achieving strategic goals.

Development planning is the phased deployment of the socialist modernization strategy during the planning period and is an important guide for coordinating the resolution of difficulties in progress and ensuring and improving people's livelihood

Chinese President Xi Jinping pointed out that "from the first five-year plan to the fourteenth five-year plan, the consistent theme is to build our country into a socialist modern country."<sup>4</sup> Looking back on history, the focus of the "First Five" plan is to give priority to the development of heavy industry. The "Sixth Five-Year Plan" began to place the liberation and development of productivity in a prominent position, and added the content of social development.

The "13th Five-Year Plan" proposed to implement the new development concept, and the "14th Five-Year Plan" proposed to march toward the second centenary goal. It can be said that the evolution of my country's development plan is a process of constantly summarizing results, analyzing problems in economic and social development, constantly grasping and applying laws, and optimizing development ideas, guiding and improving decision-making guidance in keeping with the times.

Our country has solved the problem of food and clothing, achieved a comprehensive well-off society, and continued to create good conditions for common prosperity, fully demonstrating that the development plan is closely related to the Party's governing philosophy and is highly consistent with its fundamental position of development

### **Accurately grasping the three relationships in development planning**

Development planning is a plan that reflects development strategy

Chinese President Xi Jinping pointed out that "better play the strategic guiding role of the national development plan."<sup>2</sup> The report of the 20th National Congress of the Communist Party of China has clearly defined the strategic arrangement of building a socialist modernization power in an all-round way, and the "Tenth Five-Year Plan" period is a crucial period connecting the preceding with the following. From a strategic perspective, the 15th Five-Year Plan should anchor the strategic direction of Chinese-style modernization, grasp the overall layout requirements of "five-in-one", clarify the goals and requirements for breaking through key problems and institutional obstacles, achieve the strategic goals of the 15th Five-Year Plan and the long-term goals for 2035, and form an overall program for striving for Chinese-style modernization.

From the perspective of strategic deployment, the 15th Five-Year Plan further tests the scientificity and sustainability of strategy and tactics. These five years are the key five years to cope with the century-old changes and shape strategic advantages. The uncertainties and unstable factors faced by China's development are increasing. It is necessary to deeply analyze the situation variables, grasp the direction of the law, and even more need to study the unchanging underlying logic, and enhance strategic strength.

## **FACING THE "15TH FIVE-YEAR PLAN": IMPROVE THE NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLANNING SYSTEM**

---

These five years are crucial for China's transformation, upgrading, and innovation. The development pressure and competitive challenges faced by China are increasing. It is necessary to anchor the main direction of scientific and technological innovation, industrial upgrading, and social construction, and carry out the architectural design of "four beams and eight pillars" from the height of overall global development.

From the perspective of strategic landing, the Tenth Five-Year Plan is an important plan to accelerate high-quality development and form a strong endogenous power. It is necessary to effectively promote the integration of strategic layout, open up new fields and new tracks, shape new kinetic energy and new advantages, and firmly grasp the strategic initiative in the fields of making industries stronger and bigger, releasing investment and consumption potential, tackling key problems in market-oriented reform, institutional openness and win-win, deep integration of urban and rural areas, and harmonious and prosperous humanities and ecology.

### Development planning is a plan that guides macroeconomic policies

The Third Plenary Session of the 20th Central Committee of the Communist Party of China proposed: "To promote the coordinated efforts of fiscal, monetary, industrial, price and employment policies around the implementation of national development plans and major strategies, and optimize the allocation of various incremental resources and the adjustment of existing structures."<sup>3</sup> Development plans serve as the fundamental basis for the research and implementation of various policies during the planning period.

It is necessary to strengthen the guidance of development plans on macro policies based on the goals and tasks set out in the development plans and to make overall arrangements for the timing, intensity, and pace of policy introduction in line with the implementation of strategic plans. To implement this requirement, it is necessary to improve the coordination and interaction mechanism between development plans and macro-control measures, unify the direction of various policy tools to the strategic deployment of development plans, and promote the coordinated efforts of macro policies and strategic guidance.

For instance, industrial policies should focus on the development orientation and structural adjustment direction determined by development plans, highlighting functionality and incentives, and reasonably guiding market expectations and the behavior of market entities; science and technology policies should focus on the requirements for cultivating innovation elements and carriers set out in development plans, and guide strategic scientific and technological forces and high-level talents to accelerate their aggregation; regional policies should focus on the major strategic arrangements and spatial pattern optimization directions determined by development plans, and promote the formation of a regional coordinated development pattern with effective constraints on the main functions, orderly and free flow of elements, equal basic public services, and sustainable resource and environmental capacity.

At the same time, it is necessary to strengthen the coordinated support and guarantee of public resource allocation. Macro policies convey the strategic orientation of development plans and coordinate the direction and focus of resource and element allocation. Under policy regulation, public resource allocation should be subordinate to and serve the direction of public policies, thereby strengthening the

## **FACING THE "15TH FIVE-YEAR PLAN": IMPROVE THE NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLANNING SYSTEM**

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implementation guarantee of development plans through fiscal budgets, government investment, land supply, etc.

For example, fiscal budgets and medium-term fiscal plans should be coordinated and connected with development plans to ensure the realization of development plan goals through the overall allocation of financial resources; credit policies should guide and encourage banking financial institutions to focus on supporting key areas and weak links clearly identified in development plans; land policies should actively support major projects determined by development plans, adhering to the principle that projects follow plans, funds and elements follow projects, and supervision follows projects and funds, to ensure the smooth implementation of projects.

The development plan is a plan that oversees other plans such as national land space planning, special planning, and regional planning

The Third Plenary Session of the 20th Central Committee of the Communist Party of China pointed out: "improve the national economic and social development planning system, strengthen the implementation mechanism of planning convergence, give play to the strategic guiding role of national development planning, strengthen the basic role of land and space planning, and enhance the supporting role of special planning and regional planning implementation."<sup>3</sup> Development plans need to be specifically implemented and carried out through other plans. Special plans should be detailed in the "vertical" aspect, regional plans should be deepened in the "horizontal" aspect, and territorial spatial planning should provide guarantees in the "territorial" aspect.

On the one hand, the guaranteed role of territorial spatial planning should be strengthened. In the strategic planning and deployment of development plans, it is objectively necessary to form a strategic framework and its spatial arrangement, propose the direction for optimizing the pattern of spatial development and protection, and put forward the key points for coordinated interaction among regions, leaving interfaces for territorial spatial planning. Based on this premise, territorial spatial planning should focus more on space when being compiled, enhance the spatial foundation support for economic and social development, and mainly guarantee the implementation of major strategic tasks and major projects determined by development plans.

Therefore, the development planning should guide the land space planning to strengthen the space guarantee according to the development strategy, promote the scientific layout of production, living and ecological space in the land space planning, and promote the formation of a land space system with complementary advantages and high-quality development. On the other hand, the supporting role of special and regional plans should be enhanced. In terms of planning content, development plans construct the main goals and tasks of economic and social development, and make development deployments for key areas and regions, guiding special and regional plans to further break down and support implementation.

For example, in areas such as scientific and technological innovation, infrastructure, green ecology, and people's livelihood security, corresponding special plans should concentrate efforts to deepen breakthroughs and extend and refine through specific roadmaps; for key regions such as metropolitan areas, urban agglomerations, and cross-basin areas, regional plans should implement major regional



## **FACING THE "15TH FIVE-YEAR PLAN": IMPROVE THE NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLANNING SYSTEM**

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strategies and regional coordinated development strategies, further study and breakthrough regional divisions, and coordinate and solve major cross-administrative region issues, promoting the deepening implementation of regional strategies and the integration and interaction among regions through common goals and paths of integration and coordination.

### Making development planning more authoritative, standardized, and conducive

Chinese President Xi Jinping pointed out that "planning science is the biggest benefit, planning mistakes are the biggest waste, and planning tossing is the biggest taboo".<sup>5</sup> To promote the research and compilation of development planning, should pay attention to the use of legal thinking, scientific thinking, and systematic thinking, improve the authority, standardization, and conductivity of development planning, better strengthen the strategic guiding role of development planning, maintain the continuity and stability of national strategy, and provide strong support for the smooth realization of the grand blueprint of modernization.

### Development planning makes more authoritative

The rule of law is an important guarantee for Chinese-style modernization. The development plan has gradually changed from a mandatory plan to an important institutional norm that clarifies the central government's strategic intent, clarifies the government's work priorities, and guides and standardizes the behavior of market entities. As the status of the plan continues to rise, it is necessary to define relevant institutional provisions through legislation and strengthen authoritative guidance. The formulation and implementation of plans in accordance with the law are important supports for the effective implementation of development plans and the authoritative norms of major strategies.

At present, China is actively promoting the legislation of development planning, and some provinces have successively issued provincial development planning regulations in order to strengthen the construction of the province's planning system by legal means and strengthen the standardized management of planning.

### Development planning makes more standardized

Standardizing development planning methods and solving problems such as insufficient systematic strategic planning, insufficient combination of virtual and real, and insufficient detailed technical support are important prerequisites for high-level and high-standard planning. It is necessary to actively promote technical research on development planning preparation, strengthen the integration of data, knowledge, models, cases, and tools, comprehensively promote the construction of planning maps, forecasting models, tool repositories, knowledge bases, and expert repositories, play an integrated role, and further promote the construction of theoretical systems and technical standards for development planning preparation.

### Development planning makes more conducive

The establishment of a unified planning system and a coordinated mechanism is an essential part of strengthening the strategic guiding role of development planning and improving governance capacity. It

## **FACING THE "15TH FIVE-YEAR PLAN": IMPROVE THE NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLANNING SYSTEM**

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is necessary to improve the overall coordination of major development strategies and the review and audit mechanism of major plans and improve the degree of adaptation and implementation of strategic transmission. Strengthen the guiding role of development planning in the formulation of relevant policies, and explore the establishment of a compliance evaluation mechanism between policies and development planning.

Improve the planning evaluation and adjustment mechanism, better support the continuous implementation of planning, and ensure the convergence of government strategic deployment. Strengthen the supervision of planning implementation, establish a working system of feedback and rectification, and play a supervisory role in the implementation of planning by departments and localities.

### **Conclusions**

This paper studies the construction of an institutional mechanism to strengthen the strategic orientation of development planning. As strategic planning, development planning ensures that the national strategy is put in place through guiding policy documents, special planning, regional planning, and land and space planning.

We should pay attention to strengthening the legal basis of development planning from the legal level, and standardize a series of systems such as planning preparation and implementation through legislation; Construct a theoretical system of development planning from the theoretical level, and strengthen the scientific nature of development planning through digital means;

Establish a unified planning system from the implementation level, and ensure the smooth implementation of various strategies put forward in the development plan through supporting coordination mechanisms, evaluation mechanisms and implementation supervision mechanisms.

To sum up, the construction of systems and mechanisms can guarantee the strategic guiding role of development planning. To make development planning a governance tool to promote economic and social development more scientifically and effectively, it is necessary to further study the technical and theoretical methods of development planning and make further research, and exploration on the implementation mechanism of development planning.

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## FACING THE "15TH FIVE-YEAR PLAN": IMPROVE THE NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLANNING SYSTEM

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### Conflict of interest:

The authors declare that they have no conflicts of interest.

### Authors Contribution

- Shifeng Zhou: Conceptualization, Formal Analysis, Research, Methodology, Validation, Original Writing-Draft, Writing: review and editing
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