

FORCED ABORTION AND STERILIZATION IN CHINA: THE VIEW FROM THE INSIDE

HEARING
BEFORE THE
SUBCOMMITTEE ON INTERNATIONAL OPERATIONS
AND HUMAN RIGHTS
OF THE
COMMITTEE ON
INTERNATIONAL RELATIONS
HOUSE OF REPRESENTATIVES
ONE HUNDRED FIFTH CONGRESS
SECOND SESSION

—————
JUNE 10, 1998
—————

Printed for the use of the Committee on International Relations



U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1998

49-740 CC

For sale by the U.S. Government Printing Office
Superintendent of Documents, Congressional Sales Office, Washington, DC 20402
ISBN 0-16-057398-X

17461-4

COMMITTEE ON INTERNATIONAL RELATIONS

BENJAMIN A. GILMAN, New York, *Chairman*

WILLIAM GOODLING, Pennsylvania	LEE HAMILTON, Indiana
JAMES A. LEACH, Iowa	SAM GEJDENSON, Connecticut
HENRY J. HYDE, Illinois	TOM LANTOS, California
DOUG BEREUTER, Nebraska	HOWARD BERMAN, California
CHRISTOPHER SMITH, New Jersey	GARY ACKERMAN, New York
DAN BURTON, Indiana	ENI F.H. FALEOMAVAEGA, American Samoa
ELTON GALLEGLY, California	MATTHEW G. MARTINEZ, California
ILEANA ROS-LEHTINEN, Florida	DONALD M. PAYNE, New Jersey
CASS BALLENGER, North Carolina	ROBERT ANDREWS, New Jersey
DANA ROHRBACHER, California	ROBERT MENENDEZ, New Jersey
DONALD A. MANZULLO, Illinois	SHERROD BROWN, Ohio
EDWARD R. ROYCE, California	CYNTHIA A. MCKINNEY, Georgia
PETER T. KING, New York	ALCEE L. HASTINGS, Florida
JAY KIM, California	PAT DANNER, Missouri
STEVEN J. CHABOT, Ohio	EARL HILLIARD, Alabama
MARSHALL "MARK" SANFORD, South Carolina	BRAD SHERMAN, California
MATT SALMON, Arizona	ROBERT WEXLER, Florida
AMO HOUGHTON, New York	STEVE ROTHMAN, New Jersey
TOM CAMPBELL, California	BOB CLEMENT, Tennessee
JON FOX, Pennsylvania	BILL LUTHER, Minnesota
JOHN MCHUGH, New York	JIM DAVIS, Florida
LINDSEY GRAHAM, South Carolina	LOIS CAPPS, California
ROY BLUNT, Missouri	
KEVIN BRADY, Texas	
RICHARD BURR, North Carolina	

RICHARD J. GARON, *Chief of Staff*

MICHAEL H. VAN DUSEN, *Democratic Chief of Staff*

SUBCOMMITTEE ON INTERNATIONAL OPERATIONS AND HUMAN RIGHTS

CHRISTOPHER H. SMITH, New Jersey, *Chairman*

WILLIAM F. GOODLING, Pennsylvania	TOM LANTOS, California
HENRY J. HYDE, Illinois	CYNTHIA A. MCKINNEY, Georgia
DAN BURTON, Indiana	GARY L. ACKERMAN, New York
CASS BALLENGER, North Carolina	ENI F.H. FALEOMAVAEGA, American Samoa
PETER T. KING, New York	DONALD M. PAYNE, New Jersey
MATT SALMON, Arizona	EARL F. HILLIARD, Alabama
LINDSEY O. GRAHAM, South Carolina	ROBERT WEXLER, Florida
ILEANA ROS-LEHTINEN, Florida	
GROVER JOSEPH REES, <i>Subcommittee Staff Director and Chief Counsel</i>	
ROBERT R. KING, <i>Democratic Professional Staff Member</i>	
DOUGLAS C. ANDERSON, <i>Counsel</i>	
CATHERINE DUBOIS, <i>Staff Associate</i>	

CONTENTS

WITNESSES

	Page
Ms. Nicole Hess, The Laogai Research Foundation	6
Ms. Gao Xiao Duan, Former Administrator, Planned Birth Control Office, People's Republic of China	8
Ms. Zhou Shiu Yon, Coercive Population Control Victim	14
Mr. Harry Hongda Wu, Executive Director, Laogai Research Foundation	16

APPENDIX

Prepared statements:

Hon. Christopher H. Smith, a Representative in Congress from New Jersey and Chairman, Subcommittee on International Operations and Human Rights	27
Ms. Gao Xiao Duan	30
Ms. Zhou Shiu Yon	57
Mr. Harry Hongda Wu	59

Additional material submitted for the record:

Video narration transcript, read by Nicole Hess	133
<i>The Wall Street Journal</i> , "How China Uses U.N. Aid for Forced Abor- tions," written by Stephen W. Mosher, Monday, May 13, 1985	135
<i>The Washington Post</i> , "Abortion Policy Tears at China's Society," written by Michael Weisskopf, Monday, January 7, 1985	136
<i>The New York Times</i> , "China's Crackdown on Births: A Stunning, and Harsh, Success," Sunday, April 25, 1993	139
<i>The New York Times</i> , "Births Punished by Fine, Beating, or Ruined Home	142
U.N. Population Fund, January 7, 1998, Programme of Assistance to China	143

FORCED ABORTION AND STERILIZATION IN CHINA: THE VIEW FROM THE INSIDE

WEDNESDAY, JUNE 10, 1998

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON INTERNATIONAL OPERATIONS AND
HUMAN RIGHTS,
COMMITTEE ON INTERNATIONAL RELATIONS,
Washington, DC.

The Subcommittee met, pursuant to notice, at 11:06 a.m., in room 2172, Rayburn House Office Building, Hon. Christopher Smith (chairman of the Subcommittee) presiding.

Mr. SMITH. [presiding] The Subcommittee will come to order. Good morning, ladies and gentlemen.

Civilizations can be judged by how they treat women, children, old people, and strangers. Vulnerable people bring out the kindness in every society and also the cruelty. Every so often, they become the object of practices so vile that they will cause people to recoil in horror across the centuries. One such practice is forced abortion, another is forced sterilization. The world has known for well over 15 years now that the Government of China routinely compels women to abort their unauthorized unborn children and that the Chinese men and women are often forcibly sterilized.

Almost 2 months ago, I was approached by human rights activist Harry Wu, who asked for my help in bringing an important defector from the People's Republic of China into the United States. Mrs. Gao Xiao Duan was the senior official at what the Government of China euphemistically calls a "family planning clinic." She had decided that she could no longer live with herself while continuing to do this work and was trying to escape to the United States in order to tell the inside story of the PRC population control program.

Unfortunately, our State Department had already turned her down for a visa at the U.S. consulate at Guangzhou. She managed to escape to Manila where she was again denied a visa to enter the United States. Ultimately, I asked the Immigration and Naturalization Service to grant Mrs. Gao a public-interest parole so she could provide this important testimony to our Subcommittee and to the American people. INS was far more sensitive to the importance of this case than their colleagues at the State Department. They decided to allow Mrs. Gao to come to the United States to tell her story.

We already knew many of the gruesome details of the PRC coercive population control program. We knew, for instance, that the government routinely imposes exorbitant fines on couples who had,

“unauthorized” children, sometimes amounting to three or four times the average income of the average Chinese citizen. And that they destroyed their homes and confiscated their personal property when they cannot pay.

We knew that when a woman has an unauthorized pregnancy, she is typically brought to the family planning center and subjected to intense psychological pressure, often with the personal involvement of her boss and other people who hold power over her, until she agrees to the abortion. We knew that when the psychological pressure does not work, women are sometimes dragged physically to abortion mills and that physical force is often also employed against both men and women when they refuse to be sterilized.

We've known this for some time and I will ask unanimous consent to make a part of the record a number of articles over the course of many years. Steve Mosher broke this story after serving, doing educational work, in 1980, living among the rural Chinese, and brought to the world a story it was unwilling and perhaps even unable to accept; that forced abortion and coercive population control was part and parcel of the one-child-per-couple policy.

[The information referred to appears in the appendix.]

Mr. SMITH. Dr. John Aird, in writing his book, “The Slaughter of the Innocents,” and doing all kinds of other important investigative work as the China-branch specialist at the U.S. Census Bureau, helped to uncover and to systematically, methodically lay out the case of forced abortion and forced sterilization and how it works and how it is mutually reinforcing, from the very top right down to the very bottom.

In January 7, 1985, in an incisive piece in *The Washington Post* by Michael Weisskopf—remember this is 1985—he writes: “Chinese leaders consider their policy of one-couple-one-child a fight for national survival.” But he says: “A closer look reveals a different picture than the one that they give about voluntarism.” He points out that China is curbing its population growth, but its success is rooted in widespread coercion, mass abortion, and intrusion by the State into the most intimate of human affairs. “The size of the family is too important to be left to the personal decision of the couple,” said the Minister of Family Planning who was in China at the time. And then he goes to talk about how coercive abortion—back in 1985—and I can recall Members, when I raised this issue, looking at me and saying, “It can't be true.” Well, it continues, regrettably, to this day.

[The article referred to appears in the appendix.]

Mr. SMITH. A *New York Times* piece by Nicholas Kristof on April 25, 1993, again brought to our attention this widespread use of forced abortion. And he starts off by telling the story of a Mrs. Lee who was driven to the point of emotional breakdown and physical breakdown because she was coerced into having an abortion. I personally brought up this case when I met with Chinese family planning officials in Beijing and they said the *New York Times* made it all up. That it was all a figment of their imagination.

[The article referred to appears in the appendix.]

Mr. SMITH. But today, we learn, for the first time, through Mrs. Gao's testimony, details about the depravity of the PRC program, that not even the harshest critics of the program ever suspected.

We never knew, for example, that the Chinese population control program employs a network of paid informants. According to Mrs. Gao, her office routinely pays people to report on the unauthorized pregnancies of their neighbors, relatives, and friends. Children are treated as such contraband, such outcasts, that people are spied upon when someone has an unauthorized, so-called "illegal" baby, and then that baby is targeted for extermination.

It is also not widely known that sterilization is sometimes employed not only as a preventive measure, but also as a punishment. That is, a man or a woman may be sterilized even though he or she has not yet had the one child permitted by the Chinese Government policy as a means of punishing some infraction of the rules and of deterring others from similar infractions.

The world has not known that the PRC's family planning program, a program that has been defended, praised, and given lavish financial support over the years by international population control advocates, including high officials of the U.N. Population Fund, that they conduct nighttime raids on the homes of couples suspected of having illegal babies. Or that family planning centers engage in Gestapo-like record keeping about the sexual history of every woman within their jurisdiction. Perhaps most stunning, the world has not known that these so-called family planning centers actually contain cells, detention centers with prison bars, to hold those who have resisted abortion or sterilization.

Ironically, these shocking revelations come only a few months after the U.N. Population Fund has resumed its formal cooperation with the PRC population program. UNFPA's announcement this January of a 4-year, \$20-million China program included a statement that "China is keen to move away from its administrative approach to family planning to an integrated, client-centered reproductive health network based on the principles of free and voluntary choice." Mrs. Gao's testimony today makes clear that this premise is profoundly wrong. UNFPA's renewed arrangement with the PRC population control bureaucrats puts them in partnerships with thugs, criminals, and women-abusers.

Forced abortion was rightly denounced as a crime against humanity by the Nuremberg war crimes tribunal. Twice in the 1980's, the House of Representatives went on record—I offered the resolutions—that condemned forced abortions in China as crimes against humanity. I believe that the United Nations should be organizing an international tribunal to investigate and prosecute the perpetrators of the Chinese population control program. Instead it goes on funding them and congratulating them.

And to just demonstrate how far they go, Dr. Sadik, the UNFPA executive director has said—and I will say this very slowly, because these are the cheerleaders for this egregious program—I quote her. This is the UNFPA executive director: The implementation of the policy in China and the acceptance of the policy is, "purely voluntary." "There is no such thing as, you know, a license to have a birth," and so on. She goes to say at another occasion that the UNFPA firmly believes, and so does the Government of the People's Republic of China, that their program is a totally voluntary program—in stark contrast to the entire record that has

been built up over the last two decades and to what we will be hearing Mrs. Gao recount to us today.

We will also hear today from Mrs. Zhou Yon, a victim of the coercive population control program who escaped from China when she was 2 months pregnant. She escaped a forced abortion with literally minutes to spare, only to lose her baby and then spend 4½ years in detention at the hands of incredulous U.S. Government officials. She was recently released from detention, but still faces forcible deportation to China.

Finally, we will hear from human rights crusader and former political prisoner, Harry Wu, who has been instrumental in helping Mrs. Gao escape from China to tell her story and whose detailed knowledge of the coercive population control program is as impressive as his knowledge of the Laogai "reform through labor" system.

I look forward to hearing the testimony of these courageous witnesses. I hope their testimony will be heard in the White House, in the United Nations and by all those the world over who cling to the comfortable belief that the worst is over, that crimes against humanity are a thing of the past, because clearly they are not.

I would like to, at this point, yield to my good friend and colleague, Mr. Lantos, for any opening statement you might have.

Mr. LANTOS. Thank you very much, Mr. Chairman. Let me first commend you for holding this hearing. You have been the leader in the Congress on the issue of forced abortion and forced sterilization and I've been proud to have joined you in every single occasion in this battle. There are few crimes against human beings which are more horrendous, more despicable, more outrageous than the practice of forced abortion and forced sterilization. Such brutal violations of human rights must be condemned across the political spectrum and you and I have stood together through the years in condemning them.

I also welcome the statements of the President and the Secretary of State and other leaders of our government in opposing such practices by the Chinese and by other governments. A statement regarding U.S. international population policy, the official statement of our government, makes clear what our policy is on this issue and I would like to quote it. "The United States has stressed repeatedly its concerns over those elements of China's family planning policy which are antithetical to the internationally agreed principles of non-coercion and voluntarism, and particularly those activities that may lead to coerced sterilizations for abortions. Legislation currently in effect reduces our contributions to the U.N. population fund by the amount that it is spending for programs in China. In addition, as required by law, the U.N. population fund keeps U.S. funds in a separate account so that none may be used for the China program."

And I would like to ask Mr. Chairman that the full statement by our government on this subject be included in the record at this point.

Mr. SMITH. Without objection, so ordered.

[The information referred to appears in the appendix.]

Mr. LANTOS. Thank you, Mr. Chairman. Let me just say, in conclusion, that we are dealing in this turbulent post-cold war with an enormous range of human rights violations, running from religious

discrimination to forced abortions and sterilizations. And there is really no country which has the responsibility as fully on its shoulders than ours to fight all forms of human rights abuses wherever they appear. We have made human rights a global issue. We have not always had our friends and allies join with us. And it is because our voice so often has been a lonely voice, we have been so much less successful than we would have liked to be in dealing with human rights abuses.

But I think it's important to recognize, as we deal with this important issue, that we have had enormous successes. The Soviet Union, indeed the Warsaw Pact, the Soviet Empire has collapsed. One of the most courageous fighters for human rights in China, Harry Wu, is here today as a distinguished and important witnesses before a congressional committee.

And, while we can never be satisfied, Mr. Chairman, with our modest achievements, it is important to keep the record straight. Our fight for human rights that this Committee and the Congressional Human Rights Caucus has fought now for almost two decades have been successful in vast numbers of instances. Totalitarian regimes that crumbled, not because of our efforts, but we may have made a modest contribution to these successes. I can only hope, in conclusion, that forced abortion and forced sterilization before long will be looked upon as barbaric practices of an age gone by and, when that day comes, you deserve special thanks for having led that fight.

Thank you, Mr. Chairman.

Mr. SMITH. I thank the Ranking Member, Mr. Lantos, very much for those kind words and for being so much a part of this fight to first expose and then mitigate and, hopefully, eliminate forced abortion and forced sterilization.

Mr. Salmon from Arizona.

Mr. SALMON. Thank you, Mr. Chairman. I look forward to hearing the panel today. I appreciate your leadership and your support as well as Congressman Lantos. In the 4 years that I've been here, it seems one constancy that I can always count on is that you two will be fighting the fight, leading the charge when it comes to any human rights violations across the globe and I appreciate that.

It seems to me, Mr. Chairman, that the most fundamental human right of all is the right to life. And I'm as frustrated as you are that, even though it appears that there's some progress, very, very small progress in at least moving in a positive direction, it continues to happen. And as long as one family is forced to abort, that is a violation that we need to focus our attention on.

I have differed with many of my colleagues who have, I guess demanded, that the President recall his trip to Beijing because of various reasons. I think that the President should go, but I think that these are the kinds of things that he has to bring up. He has to talk about these things and he has to talk about them publicly when he's in China. Because I think the Chinese people need to know that we know. And they need to know that we're shedding light on it. And they need to know we're concerned. And they need to know it is impeding the relationship that we have with China as long as they continue atrocious policies such as this one.

And, Mr. Chairman, I think that if we could have a hearing every day, 300 days a year, it probably wouldn't be enough on this subject because there is no greater atrocity that occurs than the snuffing out of an innocent life. And so I commend you. I look forward to hearing those who are here to testify. Thank you.

Mr. SMITH. Thank you very much, Mr. Salmon. And I'd like to recognize the distinguished chairman of the Judiciary Committee, Mr. Hyde.

Mr. HYDE. I thank you, Mr. Chairman. And it's all been said very well by yourself and Mr. Lantos and Mr. Salmon and I just associate myself with their sentiments. I would say that abortion, whether coerced or voluntary, is all the same to the unborn. It's a life member of the human family extinguished because it's inconvenient and that is dehumanizing. But it's doubly dehumanizing when the mother who wants to have her child is forced by the government to exterminate her child. That's a double insult to humanity and this practice should be exposed for what it is and rejected for what it is. So I thank you for holding these hearings.

Mr. SMITH. Thank you very much, Mr. Hyde.

I'd like to ask our distinguished panelists if they would come to the witness table and I'll introduce them in the order they requested they speak.

Gao Xiao Duan was the administrator of a planned birth office in Fujian Province of the People's Republic of China until she left the country only 2 months ago. For the past 14 years, Ms. Gao was responsible for implementing concrete population measures in her community of 60,000 people pursuant to the dictates of the Central Committee of the Chinese Communist Party and the State Council on Planned Birth.

Our second witness, Zhou Shiu Yon, is a victim of the Chinese Government's coercive population control program. Exactly 5 years ago, yesterday, she fled from China because Chinese officials were attempting to force her to submit to an abortion.

And, finally, Harry Wu, the executive director of the Laogai Research Foundation. As a prisoner of conscience, Mr. Wu spent 19 years in 12 different forced-labor camps in the People's Republic of China. He came to the United States after his release in 1979, and established the Laogai Research Foundation in 1992. In 1995, he was arrested by the Chinese Government when he attempted to enter China and was sentenced to 15 years in prison for stealing state secrets. After an extensive international campaign on his behalf, Mr. Wu was expelled and returned to this country where he has continued to provide the American public and the Congress with invaluable information on the human rights situation in the People's Republic of China.

Mrs. Gao, if you would proceed. But we will be starting with the video and then we'll go right to your oral presentation.

STATEMENT OF MS. NICOLE HESS, THE LAOGAI RESEARCH FOUNDATION

Ms. HESS. Let me say, before the video begins, that the women in this video did not have any prior knowledge that their interviews would be shown to the Western world. They were under the impression that the man who was interviewing them would report

back to the central government on the progress of the planned birth policy in China.

[Video.]

In this first scene, a sign on the street openly depicts propaganda promoting the Chinese planned birth policy. This is the government planned birth policy, signed by the Yonghe Town People's Government, displayed openly on the street.

Mrs. Gao is pictured here walking to work at the planned birth office where she has worked for the past 14 years. The Yonghe Town Planned birth office is in charge of a population of about 60,000 people.

A sign above the door at the entrance to the office says, "No permit, no marriage; no permit, no pregnancy; no permit, no baby."

The Chinese carry out the planned birth policy with the help of Chinese citizens who inform the planned birth office of their neighbor's violations of the policy. This is the informer's box where people in the town who wish to report violations can drop their accusations.

On the first floor of the building is a detention facility which holds those who are in violation of the government's planned birth policy. Other family members can be arrested and detained here if the government cannot apprehend the woman in violation. They can hold these people without any formal arrest whatsoever until the woman surrenders herself to having an abortion or sterilization. Each cell holds 20 to 25 people.

Mrs. Gao is depicted here doing her daily work of issuing birth-allowed certificates and birth-not-allowed certificates. She can also organize supervision teams from here which apprehend policy violators at night.

Also on the first floor of the building is a computer room which holds the data for every single woman in the town over the age of 16. Each individual woman's information is held on these cards which contain their birthday, marriage date, menstrual cycle, births, et cetera.

There is absolutely no privacy in this system. Mrs. Gao is showing charts which have all of the information on every single procedure each woman has received in the planned birth office, from intrauterine device insertion to sterilization to abortion.

An example of the lack of privacy in the system is the detail of each woman's picture on every single chart that is held in this office. These records are made public every month when the town government summarizes the information on the cards and posts them in the village.

The second floor holds a surgery room where women have abortions and are sterilized right in the planned birth office.

This woman was engaged to her boyfriend, but was only 19 years old so this kind of arrangement was illegal. She became pregnant, but her pregnancy was not legal according to the government because she did not have a permit for marriage. The constitution says that a woman is of adult age at the age of 18, however they will not issue marriage permits in China until the woman has reached the age of 20. She was 9 months pregnant before she was apprehended and brought into the office for an abortion. She describes how, if she did not go into the office to get the abortion, her house

and her mother-in-law's house would have been destroyed by a supervision team and she would have to pay a fine.

When asked what was done, if the baby is still alive when aborted, Mrs. Gao answers that it is given an injection so that it will die. She goes on to say that even up to a few days before the due date, abortions are still performed. She tells of the horrors of how, at the peak of abortions in China, many times baby fetuses would be thrown into the trash can after abortions.

After her abortion, this woman had an IUD inserted. She later married, but is not sure if she will ever be able to have any children again.

This woman's story is quite similar. She was pregnant and engaged to her boyfriend. However, out of fear of the government's planned birth policy, as she did not have a permit for such a birth, she went to the hospital and aborted her baby on her own. Later, she tells of how she was accused of hiding the baby by informers and the government captured her for sterilization. Before her sterilization surgery, however, her cousin tried to go back to the hospital where she received the abortion to get proof from the doctor who performed the surgery that she did not in fact have a child. But when he returned to the planned birth office, it was too late. The girl had already been sterilized.

After she was sterilized, her husband rejected her with the justification of what good is a chicken who cannot lay an egg? She was beaten and tortured by him and has tried repeatedly to commit suicide but, without government approval, her tubes cannot be reconnected and she can never have children again.

The image of an aborted 7½-month-old fetus requires no explanation.

This is Jianjing's Central Women's Hospital. Every month, more than 100 abortions are performed here. Ironically, however, it was nominated by the World Health Organization as being a baby-friendly hospital.

Mr. SMITH. Thank you very much. I'd like to now ask Mrs. Gao if she would begin her testimony.

GAO XIAO DUAN, FORMER ADMINISTRATOR, PLANNED BIRTH CONTROL OFFICE, PEOPLE'S REPUBLIC OF CHINA

Ms. GAO. [via interpreter] My name is Gao Xiao Duan and I am a citizen of the People's Republic of China. I left China in April of this year.

From 1984 to 1998, I was employed at the planned birth office in Yonghe Town, Jinjiang Municipality, in Fujian Province. This is my work card. My job as the administrator was to implement a planned-birth policy pursuant to the documents of the Central Committee of the Chinese Communist Party, the State Council, and the Fujian Province planned birth regulations as well as according to the local conditions of Yonghe Town. Yonghe Town has a jurisdiction of 22 administrative villages with a total population of about 60,000 people.

The Yonghe Town planned birth office was established in 1984. Initially it was staffed with two members with an office in the government office building in the town. By 1998, its staff had grown to 16 cadres. The headquarter-based staff are supported by 22 full-

time and part-time cadres working in the smaller towns. Now the planned birth office has its own building. Since planned birth is China's basic national policy, from the Central Planned Birth Committee right down to every single village in the nation, it is zealously carried out by full-time cadres, with both the party and government top officials personally responsible.

My work at the planned birth office included establishing a computer data bank of all the women of childbearing age in the town, which includes over 10,000 women, including their dates of birth, marriage, situation, children, contraceptive ring insertion, pregnancies, abortions, and childbearing capabilities. I also issue birth-allowed certificates, which she was holding up right here, to women who meet the policy and regulations of the Central and Provincial Planned Birth Committees and are, therefore, allowed to give birth to children. Without a certificate, women are not allowed to give birth to children. Should a woman be found pregnant without a certificate, an abortion is performed immediately, regardless of how many months pregnant she is.

I have an example of this. This case about a Miss Chen Li-Ren who was a female resident of a village outside of Yonghe Town. In 1996, she became pregnant, in spite of the fact that she was not married and did not have a certificate. It's a violation of the planned birth policy to become pregnant without a birth-allowed certificate. To avoid heavy monetary penalties and abortion, she, in order to save the child's life, when she was 3 months pregnant, left the town.

But when she was 9 months pregnant, somebody informed on her. The planned birth enforcement team of Yonghe Town began searching for her. They were unable to find her, so they tore down her husband's family's house and then threatened to also tear down the house of her parents. One day, when she was at her parents' house, the enforcement team officials forced their way into the house. They found her and took her immediately—stuffed her into a car and escorted her to the Jinjiang Municipality Planned Birth Induced Delivery Center where the abortion was performed.

This is the document that we issue to people who already have given birth to a son. It's the birth-not-allowed notices. Such notices are sent to the couple when the data concludes that they do not meet the requirement of the policy and are not allowed to have any further children. Any couple who has already given birth to a son will receive this notice and such notices are made public. The purpose of this is to make it known to everyone that the couple, if they are having a second child, is in violation of the policy, therefore, facilitating supervision of the couple. We also issue control device inspection and pregnancy test notices.

According to the specific data on each woman, every woman of childbearing age is notified that she has to have a contraceptive device reliability and pregnancy examinations when necessary. Should she fail to present herself in a timely manner for these examinations, she will not only be forced to pay a fine, but our supervision team will apprehend her and force her to have such an examination. This is the document that we issue to women who must undergo sterilization or birth control measures. It's a birth control measures implementation notice.

These are two cases which I personally handled. This is a document where I authorized the sterilization of Mrs. Yao of Yonghe Township because she already had two girls. And this is another notice that I signed on November 28, 1996, authorizing the sterilization of Mrs. Shao. They already had one boy and one girl and, according to regulations, she must be sterilized.

We also imposed monetary penalties on those who violated central and provincial regulations. If they refused to pay the penalties, our supervision team members would apprehend and detain them until they paid such fines. We have two examples.

This is a Mr. and Mrs. Lin. They had one girl several years later and, according to regulations, she could have another child. But several years later they then adopted a son, but they were then informed upon and then Mrs. Lin was taken to be sterilized.

This is Mr. and Mrs. Tsai in the Younghe Township and Shanquian Village. They were married in 1987, but since they were infertile, in 1991 they adopted a girl and this was legal. But in 1997 they also adopted a boy which was not legal. So the Tsai's were fined 6,000 RMB and also the planned birth official of their village was also fined 1,000 RMB.

The planned birth office also regularly supervises and examines how staff members of planned birth offices in the 22 administrative villages perform their duties. The municipal planned birth committee often sends random groups to the villages for fear that local cadres could cooperate with the villagers or that a local backlash would develop against the cadres to conscientiously carry out their duties.

We also write monthly synopses of planned birth reports which are signed by the town government as well as the Communist party of the township level. Then they're submitted to the municipal people's government and the Communist party committee. We must also be prepared for spot checks by cadres from our superior department.

We also analyze informant materials submitted in accordance with the informing system and then put these cases on file for investigation. Some materials are not conclusive, but planned birth cadres are responsible for their villages and, to avoid being criticized and punished by their superiors—there's a very strict system of encouragement and punishment—they will resort to anything to achieve planned birth goals set by their superiors.

This is my administrative implementation ID. It means that she can go and actually implement the policies, her ID card. Whenever the planned birth office calls for organizing planned birth supervision teams, town government and Communist party officials will immediately order all organizations, including public security, the courts, the finance departments, and the economic departments to select cadres and organize them into these teams. They are then sent to villages or areas where problems are expected either for routine door-to-door checking or for swift checking of local violators.

Supervision teams are makeshift and, to avoid leaks, cadres do not know which village they will be sent to until the last minute. Planned birth supervision teams usually exercise night raids, encircling suspected households with lightning speed. They also exer-

cise night raids and they encircle the houses in order to keep people from escaping.

There are a few problems that are associated with these planned birth supervision teams. The first one is with regard to the tearing down of houses. No document explicitly allows dismantling of a violator's house, but to the best of my knowledge this practice not only exists in our province, but in rural areas in other provinces as well.

I have two examples. The first one is in Yonghe Village in Bochu town. Mr. and Mrs. Lin were married in 1992, and then they had two girls which were out of the plan. In October 1995, their house was torn down and Mr. Lin was detained in a detention center and, in November 1995, he was sterilized.

Another example is in Zhoukeng Town. Another Lin family. They were married in 1988. Their son was born in 1989. According to regulations she had an IUD inserted, but the IUD was not in the correct place and she subsequently became pregnant again. In order to avoid having an abortion, she hid out until her son was born. However, in October 1995, the work team sent a bulldozer to tear down their house, as well as their brother's house. And, in May 1996, Mrs. Lin was sterilized.

There are also problems associated with apprehending and detaining violators. Most planned birth offices in Fujian Province's rural areas have their own detention facilities. In our town, the facility is right next door to my office. It has one room for males and one room for females, each with a capacity of about 25 to 30 people. To catch violators, our planned birth office does not need consent by the courts, the judicial departments, or the public security departments. Our actions are completely independent of them. There are no paperwork formalities and there are no time limits associated with the detention. Detainees pay 8 RMB per day for food. They are not allowed to make phone calls or to mail letters.

The majority of the detainees are, of course, either women who are pregnant without birth-allowed certificates or women who are to be sterilized or women who have been fined. As I explained previously, if we do not apprehend the women themselves, we detain their family members, such as a father, a mother, a sister, brothers, or their husband. And we detain them until the women themselves come forward to be sterilized or to have an abortion.

There are also problems with the abortion procedures. According to government regulations, abortion for a pregnancy under 3 months is deemed artificial abortion. And, if the pregnancy exceeds 3 months, it is called induced delivery. In our town, an average of 10 to 15 abortions are performed monthly and, of these, about one-third of the pregnancies are exceeding 3 months. For instance, in the first half of 1997, 101 sterilizations were performed, 27 induced deliveries, and 33 artificial abortions.

My husband's name is Zhuang De Shuang. He's the director of the Haihang Garment Factory in Yonghe Town in Jinjiang Municipality. We married in 1983. One year later, we gave birth to our daughter, Zhang Wei Ling. We both love children very much. Unfortunately, because of the pressures of the one-child policy in China, we could not have a second child.

The only thing we could do was to adopt a boy late in 1993 from Northeast China in Harbin. We named him Zhang Wei Peng. This,

however, was also in violation of the policy. We had no choice but to secretly keep him in someone else's house for fear of being informed against by others in our town. We instructed the child to never call me mother in the presence of outsiders. Whenever government agencies conducted door-to-door checks, our son had to hide elsewhere. Most of the time he had to stay in our friend's home.

My elder sister and my elder brother's wife, they also have two daughters each. But both of them were sterilized and, because of the sterilization procedure, their health was ruined, making it impossible for them to live and work normally.

I vividly remember one time that I led my subordinates to Yinglin Town Hospital to check on births. I found that two women in Zhoukeng Town had extra-plan births. I led a planned birth supervision team composed of a dozen cadres and public security agents. With sledge hammers and heavy crowbars in hand, we went to Zhoukeng Town and dismantled their houses. We were unable to apprehend the women in the case so we took their mothers in lieu of them and detained them in the planned birth offices detention facility. It wasn't until about a half a month later that the women surrendered themselves to the planned birth office. They were sterilized, fined heavily, and their mothers were finally released. I myself did so many brutal things, but I thought that I was conscientiously implementing the policy of our party and that I was an exemplary citizen and a good cadre.

Once I found a woman who was 9 months pregnant, but did not have a birth-allowed certificate. According to the policy, she was forced to undergo an induced abortion. In the operating room, I saw the child's lips were moving and how its arms and legs were also moving. The doctor injected poison into its skull and the child died and it was thrown into the trash can. Afterwards the husband was holding his wife and crying loudly and saying, what kind of man am I? What kind of husband am I? I can't even protect my wife and child. Do you have any sort of humanity?

Whenever I saw these things, my heart would break and I felt like to help the tyrant do evils was not what I wanted. I could not bear seeing all these mothers grief-stricken by induced delivery and sterilization. I could not live with this on my conscience because I too am also a mother. These cruel actions are against what I believe in.

All of those 14 years I was a monster in the daytime, injuring others by the Chinese Communist authorities' barbaric planned birth policy. But in the evening I was like all other women and mothers, enjoying my life with my children. I couldn't go on living with such a dual life anymore.

Here to all those injured women and to all those children who were killed, I want to repent and say sincerely that I'm very sorry, sincerely sorry. I want to be a real human being. It is also my sincere hope that what I describe here today can lead you to give your attention to this issue so that you can extend your arms to save China's women and children. Today I'm very happy to have this opportunity to be here and share my story with you. Thank you.

[The prepared statement of Ms. Gao appears in the appendix.]

Mr. SMITH. Mrs. Gao, thank you for your very moving testimony of shocking and absolutely heartbreaking implementation of the one-child-per-couple family in China and, surely, if it has this impact on someone who was actually part of the implementation, the impact on the women who are the victims every day—and sometimes that's both, implementor and victim—has to be staggering as it relates to women's mental and emotional health.

So I just want to say how moved I am by your testimony. You have performed an international public service by coming forward like this, because, frankly, I've been working this issue since the beginning of the 1980's and I am shocked and dismayed, and have been over the years, by how dismissive many of the politicians, the people at the U.N. Population Fund who are there on the ground, and many others are about the story that you have brought to us today. So, hopefully, the scrutiny and the light that you bring with your testimony will end the two-decade-old coverup, the white-washing of these crimes against humanity that has been systematically engaged in by a myriad of people who know better, or should know better.

I said in my opening that Dr. Sadik, who is the current executive director of the U.N. Population Fund has said that the Chinese program is, "totally voluntary." She has also said that there's no such thing as a birth approval or a birth-allowed certificate. Doesn't exist. And I have the quotes and the statements—and she told me that herself when I met with her in New York at UNFPA headquarters. It's a figment of everybody's imagination. And yet you've brought actual copies of it. So, again, I think you've performed an absolutely valuable service for humanity by willing to blow the whistle on this horrific violation of women's rights and children's rights and human rights by coming forward today.

Let me also point out that there needs to be action based on the information that you bring. Now that we have information, we have one piece of documentation after another. We can't claim ignorance any more, or look askance, or look the other way, which has been what so many people in government do, especially those who routinely look away from human rights abuses in China.

I noticed in reading over reams of background information that President Jiang Zemin himself criticized family planning cadres for being too lax in 1995, and this was reported by the Foreign Broadcast Information Service—and extolled them to be more vigorous and dynamic.

Let me just say before I depart to vote—we'll take a 5-minute break—that I met with Peng Peiyun who, until recently, ran the family planning program, for almost 3 hours in Beijing. She categorically denied that there was any coercion, doesn't happen. Again, a figment of our imagination and, again, you, having worked for 14 years in the system have brought to light that this is a big lie that has been utilized by the Chinese Government and by Peng Peiyun, by Jiang Zemin, and others. Li Peng said the same thing in a meeting that Mr. Wolf of Virginia and I had with him. Coercion is non-existent, he said to us when we met with him for about an hour.

So, hopefully, those myths are shattered once and for all. Those who believe that forced abortion is not part and parcel of the Chi-

nese program are in the same league as those who said the Holocaust never happened in Nazi Germany and it's about time we focused on the truth and then we let the truth invigorate us to take bold and strong stances against this horrific practice. So I'm going to thank you, Mrs. Gao, for being a whistleblower, in bringing this information to the Committee and, hopefully by extension, to the country and the world.

The Subcommittee will take a 5-minute recess.

[Recess.]

Mr. SMITH. The Subcommittee will resume its sitting and, Mrs. Zhou, I would ask if you would present your testimony at this point.

STATEMENT OF ZHOU SHIU YON, COERCIVE POPULATION CONTROL VICTIM

Ms. ZHOU. My name is Zhou Shiu Yon. I come from Fujian in China. I was born on August 5, 1973. My parents are Zhou Hai Guan and Chen Yi Jiao. On June 15, 1993, I caught a ship in Guangzhou and fled to the United States.

May 1993, when I was 19, I was found to be pregnant. We were both so happy and went to the government office to get legal paperwork for our marriage. We were refused because I was under 20. Later the government found I was pregnant. Feeling sick, I go to the hospital. The doctor who examined me reported my apparent pregnancy to the government. As I had no legal paper for marriage and no government-approved birth-allow documents, my baby was illegal and I could not have a baby.

The government sent many soldiers to my home. I heard a group of men at the door. So I know it was the government soldier who had come to take me away for abortion. I hid in my room. Five men came to my door and broke it down. One of the men stayed outside as a guard. One is inside my room. They grabbed me and handcuffed me, then they took me to the hospital. They locked me up for hours in a small room in the hospital.

They gave me a pill and they were to come back in about 30 minutes with a shot. They forced me to swallow the pill, but I escaped the shots. My boyfriend knew I was locked up. He gave 1,000 to a nurse for her to open the window. She opened the window and I jumped out. Then my boyfriend took me by a car straight to Guangzhou. We wanted the baby very much. We paid 5,000 to get on a ship. I hope that by leaving China I would be able to find a safe place to give birth to my baby.

On June 15, 1993, when I left for the United States, I was 2 months pregnant. Because of sea sickness and sickness related to my pregnancy, I was unconscious most of my time on the ship and ate very little. When I was arrested by the U.S. Government on July 19, 1993, I did not clearly understand what was happening to me. I lost my baby in a San Diego hospital. I had been carrying it for 3 months. I was so sorry that I was in poor health and lost my first baby. I kept thinking, I lost my child.

When I was in hometown in China, I saw how many pregnant women were hiding anywhere they could. Some of them were 9 months pregnant, but were forced to have an abortion just the same simply because they had no birth-allow assignment. The gov-

ernment dismantled the houses of some of them and made them homeless. The government-planned birth policy is very stern. In my town, I saw how many women were looking for a place to hide at night because the government usually catches people at night.

All this made me terrified, even here in the United States, I was scared. I could say nothing about the Chinese Government because, if I said I was persecuted by the Chinese Government for violating its planned birth policy and fled to the United States, the Chinese Government would persecute my family members. On the other hand, I do not know whether I will stay in this free country or I will be repatriated back to China. That was why, on some occasions, I said I fled China because my parents turned me out and other occasions I say I fled because my boyfriend did not want the baby.

The fact that it was my first baby was the reason I left. I was so happy when I was carrying it and kept thinking I was going to be a mother. That was why I decided to turn to the sea, to flee somewhere just to keep my baby. I was so sorry when I learned my baby was gone.

Thank you. Thank you, my American friends. They love me. Among them is a prison officer, Ruth Williams, Mr. and Mrs. Palmquist, and Mr. and Mrs. Peterson. They led me to our Lord. Now my family members know I am in the United States. After Chinese guys took money from them and they lost more than 5,000 American dollars, a few days ago they say they're happy to hear me on the phone, everything will be OK. Keep on going.

If my baby had lived, he would be almost five today. I hope that I can give a baby again. I wish I can be a mother sometime in the future. I pray for years. Thank you.

[The prepared statement of Ms. Zhou appears in the appendix.]

Mr. SMITH. Ms. Zhou, thank you for your testimony and I deeply regret that our own government, the U.S. Government, has been so unsympathetic to your personal plight and to the plight of others who have been similarly abused by the Chinese Government right down to the local cadre, and when you escaped what you thought was to freedom here, found yourself inside a detention center, in your case, for over 4 years. I think it's an outrage that we, as a government, have not been more empathetic, more generous, and I apologize on behalf of the U.S. Government that we have so mistreated you, compounding the egregious mistreatment that you received at the hand of the cadres.

I would point out for the record that Mr. Hyde and I were able to, as I think you know, change the asylum law, after it was reversed by administrative order by the Clinton Administration when it came into office, reversing the Reagan and Bush policy of providing a well-founded fear of persecution for those who flee forced abortion or forced sterilization. That is now law and hopefully will be faithfully implemented. But I think the fact that your case still remains unresolved is a black mark against our own government.

I'd like to ask Mr. Harry Wu if now he would present his testimony.

**STATEMENT OF HARRY HONGDA WU, EXECUTIVE DIRECTOR,
LAOGAI RESEARCH FOUNDATION**

Mr. WU. Mr. Chairman, ladies and gentlemen, I focus on this birth control policy year after year and I know that you made a big contribution on this issue. I am very happy today with the two Chinese native women and native victims who are using this opportunity to deliver our concern to find out what's going on with you. Because it has been 20 years since the People's Republic of China, which has 22 percent of the world's population, started implementing this so-called population control policy—or you can say it is a planned birth policy, PBP—in mainland China.

For years, not only the Chinese Government scholars, also quite a number of the western scholars and government officials have had little but praise for this policy. They're talking about Chinese economy, talking of development, talking about birth control, it means to them this is very important in human societies in the policy or something. In spite of many appalling facts, these people think that Chinese fundamental national policy is correct in the main and that the Chinese Communist leaders are responsive and that their policy is basically in keeping with the interests of the people, that population control in China has significance for progress and development not only in China, but throughout the whole world.

And today I'm going to explain the essence of the fundamental national policy. Before I want to explain this national policy, I want to say, to give a birth is a basic human right. No government organizations or individual can deprive a person of his or her right of reproduction for political, social, economic, cultural, ethical, or any other reasons.

The Chinese national policy said in 1991, this is a long-term policy of our nation to carry out birth planning, control the population growth, and improve the population quality. If we want to become a prosperous country, we definitely have to control the population. And then this document said, to successfully carry out planned birth work, each party committee must establish leadership team for population and planned birth work with an important person heading up this team and, with a group cooperate with each associated department. And she went a little bit further, she said, we have to establish a system of a reward and punishment. So when you heard the story about the punishment or torture or these terrible things, it comes from the central government.

Now, let me quote another document from local government. The local government from Quanzhou City, the document is talking about the different departments and how to work together to implement the Fujian Province planned birth regulations. OK. For example, the Transportation Department is not allowed to issue driving licenses to those who violate the birth-control policy. OK. Department of Finance, to ensure development of birth control—planned birth work should not allow any loan given to these people who violate planned birth control policy. Agricultural Department not allowed to approve any land for these people who violate planned birth policies.

You see, all the departments joined together against the humans who want to have a baby. So this entity, the Chinese Communist

Party, has declared a war upon the very act of giving life. Because this is a one-vote veto policy, it means if you violate so-called planned birth policy, no driving license, no passport, no house, no job, no bank loaning, nothing. And those people is not really like your political application, like dissidents. It isn't like the people want to involve the religious behavior. It is very, very natural for a single woman. They just want a baby, but without the birth permit from the government, not allowed to have a baby.

Do you find any place in the world where a person has to get a permit from a government to have a baby? Without a permit, they can force you to have an abortion, they can destroy your house, they can fine you, and they can detain your parents, your husband, waiting for you to come back for abortion and sterilization. And this policy applies to all the women and all the families in China.

Here is a management chart. This comes from Yonghe Town. This came from Mrs. Gao Xiao Duan. I want to itemize and describe to you. Yonghe Town planned birth management chart. Legal marriage: if the woman have legal marriage. You have to get the certificate and every quarter are subject to inspection of pregnancy. If you're late for appointment, every day 50 yuans fined. If over 1 month, 2,000 yuan fine. Because in her office there's a computer system. They know when is your period, when your pregnancy. If you don't go on the time, you got big trouble.

After your first baby, the first month, you have to register your baby in the police station. If more than 1 month passes without a registration, sterilization is required. After you delivered the baby, in the next 2 months you have to insert the IUD. If the second month passes and no IUD has been inserted, sterilization is required.

If you do have IUD in your womb, every quarter the government will inform you, notice you, and you have to go to the office of inspection. If you do not appear, you pay the fine, 50 yuans, every day. If over 1 month, the fine is 2,000 yuans. If 6 months passes, there has been no IUD inspection; then sterilization is required.

If the first baby is male, in the fourth month, the subject must obtain a single-child certificate. If 4 months pass and no such certificate has been obtained, sterilization is required. If the first baby is a female, you have to right away insert IUD and, if you want to have a second baby, you have to wait for another 38 months.

Now there is that line right here. So-called early marriage. It means the woman is, the age is under 20 and the man is the age of 22. You don't have a marriage certificate. Of course, you would not get a birth certificate. And if they find you pregnant, they will fine you 10,000 yuan and right away ask for abortion and sterilization. They call this early pregnancy. This is the policy applied to every woman in China.

Maybe the situation in a large city like Shanghai, Quanzhou, may be a little bit different, but we do have to know 75 percent of the people today are living in the countryside. This is why, you know, it is out of the people's imagination. That includes me myself. Because I was native Chinese, in the past 40-some years, we always were encouraged by the Communist party to inform on so-called counter-revolutionaries, and inform these criminals. And the

police, public security police, always take action, at midnight, surround, and try to capture these counter-revolutionary criminals.

Today in China, they have a law enforcement team, just like Mrs. Gao was one of them. They set up informing system. The policy said, strengthen leadership and raise awareness. You know, in each individual town, the planned birth office will publicly post a new marriage and birth situation for each single woman and then establish informing network. For example, there's an article here which said, those who report a case for extra-plan pregnancies and carry out reminding measures will be awarded 400 yuan. So, in China, if you inform someone has an extra baby, you will get money. So that's why I say the government today has declared a war against humanity.

We are talking about destroyed people's house. We saw many reports from different provinces and the Chinese central government denied it. Maybe it's happened in local government and those local Communist cadres are responsible for these events. Now we have the document right here. For example, in Yonghe Town, in Yingdun Village, a couple has two babies and then intend to have a third child. And this is illegal in China. They run away, but the government captured their father and put him in the detention center for 4 months in March 1995. And the couple still didn't come back to surrender. And then they destroyed their house. Finally they captured the wife and sterilized her and also fined her 4,000 yuans.

I asked Mrs. Gao, do you think you have full power to arrest someone? And she said—and also I say, can the public security or the court system complain to you? She said, no, we are No. 1. What do you mean No. 1? Because the court, Transportation Department, Public Security Department, Agriculture Department, Financial Department, all these government organizations have to support planned birth policy. So we don't need any advice or any paperwork from the court. We can do anything we want.

Adoption in China also is a big problem. Except some people, it is true, they'd never have a child and then they think they can apply for adoption. Here is a case. In Bantou Village in Yonghe Town, Mr. and Mrs. Chai, they have first boy. So they also have a contract with the government, not going to have any second baby. Mrs. Chai in this town is wealthy and very good reputation. But one early morning, they find a baby girl on their doorstep. But she doesn't know how to handle it. She cannot pick up the girl. So finally they pick up the girl. And the government fined 20,000 and forced the woman to have sterilization.

If you don't have a certificate for a birth in China, if they catch you, no matter how many months your pregnancy, they force you to have sterilization and abortion. And some people are talking about, say, maybe in this individual case or some rural area, obscure area, or this happen in local government.

Let me show you one document. This is statistics from Yonghe Town, June 1997. Yonghe Town controls 22 villages. The total population is 65,163. That includes 12,974 women who married and possibly have a child. It means, like 13,000. And this information says 12,000 of them, means 93.7 percent of the women already have a kind of planned birth control measure. That means 2,300

of the women already insert IUD. Metal ring in their womb. And 9,694 of the 12,000 women subject to sterilization. That means 75 percent of the women in this town sterilized. How many of them voluntarily want to accept the sterilization? I don't know. But I think 95 percent of them are forced to sterilize. And this small town has, on the average, 10 to 15 forced abortions and half of them actually the pregnancy's over 4 months.

This is killing policy. This is murder policy. Today in the United States, two teenagers are facing the death penalty as they were charged with the murder of their newborn baby. When the child was born, they crushed its skull and threw it into the trash. Every American felt repulsed by this story. But what about the Chinese Communist Government? It will happen today in China and everywhere in China. Millions of women, millions of babies, subject to this policy every day.

Let me say in this way: If Chinese planned birth policy continues into the next two decades, along with the economic development, China will become a kind of prosperous country. I have two questions. First, what is the cost we pay for that kind of prosperity? How many babies murdered? How many women wounded? How many families destroyed? Do we want that kind of prosperity? Yes, maybe it is a kind of prosperity, but this is materialistic prosperity. This country is spiritually very, very poor. This country only builds on Communist regime control and maybe some have money, maybe some people become rich, but in ethics, in human rights, in humanity, this country was destroyed. Thank you.

[The prepared statement of Mr. Wu appears in the appendix.]

Mr. SMITH. Mr. Wu, thank you for your extraordinary testimony and for the vital service you've provided in helping Mrs. Gao escape China.

Let me ask a number of questions—and I will submit some for the record—but I would like to begin. One of the things that many found to be appalling was that in the early 1980's, the United Nations presented China, as it was going through a high-tide period and many women were being forcibly aborted en masse, the United Nations gave them an excellence in population award.

Former *New York Times* reporter, Pranay Gupte, in his book "The Crowded Earth" said, and this is a quote from him, "I met the population minister in his office in Beijing and he immediately launched into an appreciation of what the U.N.'s award meant to him and to the Chinese. The award had, as the minister put it, put the imprimatur of the world body on China's family planning effort."

Wei Jingsheng, when he testified before our Subcommittee after his release, said that when the United Nations was seen working side by side with the oppressors, those who murder the babies and injure the women and break the families, to quote Mr. Wu, when they saw that, they were appalled that the U.N. Population Fund would have a hand-in-glove relationship with the oppressor rather than with the oppressed.

I mentioned this earlier and I think it bears repeating. The current executive director of the U.N. Population Fund, who has been on the scene for many, many years now, and her predecessor, Dr. Sadik have said repeatedly that the Chinese program is purely vol-

untary and, Mrs. Gao, if you would respond to this as well, that there is, and I quote, "there is no such thing as a license to have a birth." How do you respond when the world body and its specialized agency is in league with the oppressor rather than standing with the oppressed? And how do you respond to this statement, which I believe to be patently false, but I await your comment, that there's no such thing as birth license?

Ms. GAO. [via interpreter] She said anybody who goes to have a marriage certificate then will go to the family planning office and fill out the forms to receive the birth permit certificate and we issue it at that time and it's put in a little red plastic folder for them to carry around.

Mr. SMITH. Is this countrywide or just in Fujian Province?

Ms. GAO. [via interpreter] She said she can't say for all of China, but she does know that in Szechuan and Anhui Provinces that they also have a similar system where you must have a birth-allowed certificate.

Mr. SMITH. Is this a new policy or has this been in existence for some time?

Ms. GAO. [via interpreter] She said in the urban areas she knows that they had that system starting from the start of the policy of 1979 and 1980, however in their area, which is a more rural area, she said it was either the end of 1990 or the beginning of 1991 when they began using these birth permit forms.

Mr. SMITH. In January of this year, the U.N. Population Funds' deputy executive director said that the Chinese Government is, quote, "keen to move away from its administrative approach." That it wants the program to be based on free and voluntary choice. Is there any evidence that that's true? That the government is easing up?

Ms. GAO. [via interpreter] She's not seen anything to indicate that or to indicate that any woman willingly goes to be sterilized.

Mr. SMITH. I would just add, I'll never forget in 1985 when the story broke and all of a sudden, after the *Washington Post* carried it's three-part expose, people were scrambling to somehow justify their past support for the Chinese program. We had a hearing of the Foreign Affairs Committee and at that point some academics and others all said all the abuses are past or largely past and behind us, and that it was pretty much smooth sailing ahead. We know that that's not true. The evidence that has been coming forward suggests that after Tiananmen Square it got demonstrably worse, but it got worse even after 1985.

Let me ask a second question to Mrs. Gao or Ms. Zhou or Mr. Wu. On last night's Nightline, an American anthropologist stated that Mrs. Gao's experiences in her township in Fujian Province might not be representative because Fujian is known as a province in which enforcement of the family planning policy is particularly harsh. On the other hand, the U.S. State Department advisory opinions on asylum cases say that most asylum cases from Fujian were unfounded because the birth control laws were very loosely enforced in that province. These statements are obviously contradictory and it seems as if it's a moving target.

Fujian is the province where most Chinese boat people come from. For years, most of their forced-abortion asylum claims have

been rejected because the policy is supposedly enforced very loosely there. Now that we have absolute proof that the policy is strictly enforced in that province, we hear that this is not really representative of China at all because Fujian is famous for its strict enforcement. Which version is true?

Mr. WU. I'm going to take that question. My view is Fujian Province I want to say is the central government control is looser than any other province except Guandong. Actually the birth control policy is looser. So that means the other province, so far as I know, like Anhui, Szechuan, Hunan, Hubei, that means these control, the planned birth control policy, is more harsher than Fujian because Fujian people can escape and they can even get on the boat to sail to Taiwan and sneak to other countries. And the inland provinces, there's almost no way to escape. So more harsher than Fujian.

Ms. GAO. [via interpreter] She said she feels like the situation in China is actually becoming worse. Before she left China in March of this year, she attended a monthly planning meeting in Quanzhou City and, in this meeting, they orally indicated that part of the policy would be changing—in the past anyone who was caught without a marriage certificate, for example, what they would call an early marriage, an early birth, in the past only one of the couple would be sterilized. But they said that the policy would be changing where both people would be sterilized in the future.

And she said that she stood up in the meeting and said, well, you can't just give us an oral policy, you need to give us a written policy so that we can carry it out. And he said, yes, there will be a written document coming down indicating this policy change.

She also mentioned an article which I'm not sure about, about a problem in Guandong and I don't know if you heard that—

Mr. WU. She mentioned the article from the *World Journal* reporting that in Guandong Province, the Chinese officials destroyed a couple's house because they have a 7-month pregnancy and violate the birth control policy. So she said this is not only happening in our provinces, it's nationwide.

Mr. SMITH. Let me just underscore the point. The State Department guidance that goes to immigration judges with regard to asylum claims and country conditions points out—and I quote directly from the guidance—"Fujian Province's lax enforcement of family planning rules have been criticized in the official press." Last night, again, on Nightline, the anthropologist—I guess the expert—was saying that it is stricter in Fujian Province, not the other way around. And yet the official guidance, again, coming out of the U.S. Government has said the enforcement is lax. It seems whenever scrutiny is brought to bear on any given area, all of a sudden that's the exception to the rule rather than the rule itself.

Let me ask our panel, do you know—and Mrs. Gao, you might want to answer this—do you know of any government official or employee ever being punished for being too harsh in applying the family planning policies, in other words, forcing a woman to have an abortion? Again, when I, on two occasions, met with family planning officials, including Peng Peiyun, they claimed that people, if they step over the line and coerce a woman, they are punished. And I asked for documentation of anywhere in China where a

cadre or a family planning leader was punished for using coercion. The only punishment that I have seen on record is a family planning cadre being punished for being too loose, for allowing a woman to have the baby, despite the one-child-per-couple policy. Mrs. Gao.

Ms. GAO. [via interpreter] She said that she's never heard of any cases like that of officials being punished. She said that officials since they consider that this is the basic national policy, they have the power, because they have their, you know, their identification cards, they have this power to go out and enforce the policy in the way that they see fit. And that they don't have to worry about being punished for over-enforcement of the policy.

Mr. WU. Let me say something also. I think it's clear we present to this hearing, there's a serious document to tell you that the central government is responsible for all these crimes. For example, the local village these cadres have to sign a contract. If they not really implement the contract, they will receive a punishment, which is very clear. It's from the provincial document and from the national document. If you want to say someone have to subject to punish, I think the person should be Jiang Zemin, Li Peng, and Peng Pei-Yung. They are real criminals.

Mr. SMITH. Mrs. Gao, what happens to a family planning cadre who does not aggressively meet their birth targets and does not effectively implement the one-child-per-couple policy?

Ms. GAO. [via interpreter] They'll be criticized and they'll be fined and possibly fired. They'll be criticized and possibly suspended.

Mr. SMITH. Mrs. Zhou, during your 4½ years in detention here in the United States, were you tempted to return to China? Did the U.S. Government officials ever urge you to do so? And, why did you not return?

Ms. ZHOU. [via interpreter] She said that the American officials had asked her to go back, but she wasn't willing to go back because she felt that if she did go back that she would be arrested or somehow detained and then also it would create problems for her family as well.

Mr. SMITH. Mrs. Gao, let me ask you again, reading from the profile of asylum claims, the country conditions, put out by the U.S. Department of State for the INS judges. There's a paragraph that reads, "the central government does not authorize physical force to make people submit to abortion or sterilization, but there are reports that this continues to occur in some rural areas."

Mr. WU a moment ago just said that Jiang Zemin, Li Peng, and Peng Peiyun are the criminals, they're the ones who should be held responsible for this. You indicated in your testimony that this is a top-to-bottom process. Michael Weisskopf, again, not to belabor the point, but back in 1985 pointed out that publicly the Chinese officials always have plausible deniability. They say they don't want anything to do with coercion, but then a closer look reveals that everything is in place to result, as a consequence, in coercion.

Ms. GAO. [via interpreter] She feels it's not just a local policy. In fact, every month they have to submit reports to the city planned birth office, then the city planned birth office submits it to the Quanzhou city office, then to the provincial level, then to the cen-

tral level. And she said they often have inspections conducted by people from Jinjiang City or Quanzhou City and even from the central level of government who are constantly coming to inspect their offices and inspect their work.

Mr. WU. Congressman.

Mr. SMITH. Yes, Mr. Wu.

Mr. WU. I think in the United States, no one, including your parents, can force you to insert an IUD. But today many Chinese women have IUD. Would you ask Chinese President, say, are these women voluntarily willing to insert IUD? How many are forced by the government? Is this a government policy? And I just told you that in this small town 75 percent of the women, married women, possibly pregnant women, already have been sterilized. Sterilized. Who did it? This is not a one or two single case, this is all the way from the top to the bottom, come to the planned birth policy and that policy was already implemented more than 20 years now. Thank you.

Mr. SMITH. Mr. Rees.

Mr. REES. Mrs. Gao, just to follow up on something the chairman said, suppose that there was a woman who was pregnant and had an unauthorized—she did not have a birth-allowed certificate and you—a family planning official talked with her and said, you really ought to have an abortion. And she said, no, I will not have an abortion. I don't believe in it. I want the child. And the family planning official said, after a long conversation, OK, it's up to you. It's your choice. What would happen to that family planning official? Would anything happen?

Ms. GAO. [via interpreter] They'll be fired.

Mr. REES. OK. So I want to read the next sentence from what the chairman read. This is our government's official assessment, of the Chinese program. And they say that, "The government does not authorize physical force to make people submit to abortion. Chinese officials acknowledge privately that forced abortions and sterilizations still occur in areas where family planning personnel may be uneducated and ill-trained. On balance," and, again, this is our government's conclusion, it appears that, quote, "better supervision of family planning workers, demographic factors, and China's success at deterring unauthorized pregnancies have together reduced the number of forced abortions and sterilizations from the levels in the early and mid-1980's."

Is it true that the central government, as our government seems to believe, does not want you to do forced abortions? That that's just a mistake at the local level?

Ms. GAO. [via interpreter] She said that the central government equates family planning—or gives family planning policy the same importance as the economic development policy of China.

She said about two-thirds of government resources, that government people are spending their time working on planning.

Mr. REES. Are you aware of any training that's being given to local cadres to try to teach them that they shouldn't force people to have abortions?

Ms. GAO. [via interpreter] She said that the policy, it originally is a forced policy to begin with so there is no training. I mean, she's never heard of anything like that.

Mr. REES. Ms. Zhou, I want to begin by saying that, in July 1993, when you were on that boat off the coast of San Diego, I was the general counsel, the chief lawyer for the Immigration and Naturalization Service. And so I guess I'm a recovering immigration official.

As I recall, everybody else on that boat and two other boats, were sent back directly to China through Mexico. You were only saved because you had this terrible illness and you had to be flown in for medical reasons.

Ms. ZHOU. Yes.

Mr. REES. So I've kept up with your case. I actually resigned from the INS during that time and tried to follow the cases of some of the Chinese boat people. And I've followed your case a little bit and Congressman Smith wrote a letter on your behalf about a year ago trying to get you out of detention and it is wonderful to be able to welcome you to freedom.

But I want to ask a question and I hope it won't be embarrassing for you because it's about your asylum case and we plan to keep on following up on this case. As I understand, the reason that you were denied at first was because, under the government's interpretation of the asylum law, even if you really were telling the truth about fleeing a forced abortion, you were not regarded as a refugee, you were just regarded as an ordinary lawbreaker. You wanted to break the government's family planning law, so that wasn't considered to be political persecution if they punished you.

But after the amendment that was passed to restore the former policy that Congressman Hyde and Congressman Smith's amendment, the law changed so that if the government believed your story that you were fleeing a forced abortion, that that's why you fled China, then they should have granted you asylum.

Now as I understand, the reason that they didn't give you asylum even after the law changed is that they said that you had told inconsistent stories. They said that when you first came into the country, you didn't say you were afraid of the government. You said that you fled because your boyfriend didn't want the baby, and you've talked about that here today. And so they say, since she changed her story, we're not going to believe her when she says she was afraid of the government. Can you tell us why you first said that it was just your boyfriend you were afraid of and then later you said it was the government?

Ms. ZHOU. [via interpreter] She said, at the beginning I was afraid to say anything against the Chinese Government. But even though in my heart I was crying because it wasn't the truth. But now I feel like I have to tell the truth and I want to, you know, make it clear that I'm in the right.

Mr. REES. Why were you afraid to say anything bad about the Chinese Government?

Ms. ZHOU. [via interpreter] Because I was afraid what they would do to my family and to my boyfriend.

Mr. REES. Can I ask you whether, in the course of your immigration proceedings, they gave you a chance to explain why you had changed your story, just as we have given here today?

Ms. ZHOU. [via interpreter] She said, no, she wasn't given an opportunity and they probably felt that it was too late for her to change her story.

Mr. REES. OK. There's one other question I want to ask Mrs. Gao and it's a very sensitive issue and I apologize for raising it, but about 3 years ago, in a Hong Kong newspaper, there was a terrible, shocking story interviewing people anonymously who claimed to work in family planning centers in China that there was actually a market that some family planning employees would sell the aborted babies, the aborted fetuses, to be used as a sort of a health food for certain people who thought that this would make them strong or restore their youth. Have you heard about anything like that happening? Do you know of anything like that in your personal experience?

Ms. GAO. [via interpreter] She's not heard of fetuses, but she does know that there's actually a very strong market for the after-birth—

Mr. REES. Right.

Ms. GAO. [via interpreter] —and that the physicians usually are fighting over it, who can get it, and then because they can make money, they can sell it as a health remedy and then, you know, and earn some extra money.

Mr. REES. I see.

Mr. SMITH. Thank you very much, Mr. Rees. Let me just ask one final question. Many of us argued that the women's conference, which was held in Beijing a couple of years ago under the auspices of the United Nations, should have had a different venue, some other country because of forced abortion and because of other human rights abuses that the Chinese Government has engaged in.

While I was there, I co-led the delegation that went to Beijing and stayed there the better part of a week. I couldn't help but notice that the Chinese newspapers made it look as if the whole world had made its way to Beijing to applaud the great strides that China had made in the area of human rights and women's rights, while the other newspapers, including Hong Kong and American and British and other newspapers, took the Chinese to task for many of its practices: its exclusion of Tibetan women, the forced abortion issue, and many others.

At your level, how was the women's conference received? Was it seen an affirmation of Chinese Government's work in the area of women's issues? Or did the criticism somehow get through to you as well?

Ms. GAO. [via interpreter] Yes, she did get to see a few articles from the States that were critical of the family planning policy, but she also went to say that she felt like the policy was becoming even stricter than in the past. It's getting worse.

Mr. SMITH. Let me conclude with one final question. What in your opinion should be response by the U.S. Government, by the United Nations, and other interested governments to the plight of women in China as it relates to this policy? Mr. Wu, if you wanted to answer that as well.

Ms. GAO. [via interpreter] She feels like America, as well as other countries, should encourage—or should ask China to stop this

cruel policy and allow these innocent families and women and children some peace.

Mr. WU. I wish the scholars from the West, the politicians from the West, tell the truth and don't apply the double standard of human rights. I wish them to stop misleading the people and applauding the Communist leader in China.

Mr. SMITH. Thank you, Mr. Wu. Thank you, Mrs. Gao. And Ms. Zhou, thank you for your excellent testimony. And, just let me conclude this hearing.

You know, my wife and I, Marie, we have four children. One of them is in this room; she's working as an intern. I always try to say, what would happen if I were in someone else's shoes. If we lived in China, Melissa would be here, but Chris, Michael, and Elise would be dead, as a direct result of the one-child-per-couple policy. I think for most Americans, we need to wake up—as do most of the people in the Western world—to this shame and the dishonor of a policy and the cruelty of a policy that makes brothers and sisters illegal. I have two older brothers. I can't think of what life would have been without them, growing up. I would have been one of the ones who—because I'm the youngest—would not have survived.

It's time that the cover up and the whitewashing by the U.N. Population Fund, by the U.S. Government, by information passed on by our State Department that is riddled with falsehoods, ended. The cover up has to end and I believe, Mrs. Gao, you, perhaps more than anyone else, have helped to shatter the myths that abound and continue to abound.

Mr. Wu just mentioned the importance of people becoming truth tellers. There's always an apologist ready to rush to a camera to say things aren't as bad as, Mrs. Gao, you have pointed out today they really are. And I think we need more light, not less. The closed society known as the PRC needs to open up, but it really is time that this one-child-per-couple policy, which some in the population community would love to see replicated elsewhere be seen for what it is. As a matter of fact, Dr. Sadik said some years ago that China should be proud of its accomplishments and needs to export its expertise in trimming its births and reducing its population to other countries.

God forbid that that happen; that other countries embrace the one-child-per-couple policy. And we know that some have embraced a two- and three-child-per-couple policy. And coercion always is right there as a handy means of enforcing and reaching those targets. It's an outrageous policy and, again, as a whistleblower and truth teller, you are to be commended for your courage in coming forward like this today.

We deeply appreciate all three of our witnesses and I thank you. This hearing is adjourned.

[Whereupon, at 1:41 p.m., the Subcommittee adjourned subject to the call of the Chair.]

APPENDIX

CHRISTOPHER H. SMITH
41-0178 (NY 2011)

ALBANY, N.Y. OFFICE
2270 BAYLAND DRIVE, SUITE 8
ALBANY, N.Y. 12219-1111
518/487-1145

NEW YORK OFFICE

110 WEST 47TH STREET

NEW YORK, N.Y. 10036

212/692-3400

212/692-3401

212/692-3402

212/692-3403

212/692-3404

212/692-3405

212/692-3406

212/692-3407

212/692-3408

212/692-3409

212/692-3410



Congress of the United States

House of Representatives

Washington, DC 20515-3004

COMMITTEES

INTERNATIONAL RELATIONS

CHAIRMAN: INTERNATIONAL RELATIONS

MEMBERS: INTERNATIONAL RELATIONS

WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

MEMBERS: WESTERN HEMISPHERE AFFAIRS

**Statement of Congressman Christopher H. Smith, Chairman
Subcommittee on International Operations and Human Rights
*Forced Abortion and Sterilization in China: The View From The
Inside*
June 10, 1998**

Civilizations can be judged by how they treat women, children, old people, and strangers. Vulnerable people bring out the kindness in every society, and also the cruelty. Every so often they become the object of practices so vile that they will cause people to recoil in horror across the centuries. One such practice is forced abortion. Another is forced sterilization.

The world has known for over fifteen years now that the government of China routinely compels women to abort their "unauthorized" unborn children, and that Chinese men and women are often forcibly sterilized.

Almost two months ago I was approached by human rights activist Harry Wu, who asked for my help in bringing an important defector from the People's Republic of China into the United States. Mrs. Gao Xiaoduan was the senior official at what the government of China euphemistically calls a "family planning clinic." She had decided she could no longer live with herself while continuing to do this work, and was trying to escape to the United States in order to tell the inside story of the PRC population control program. Unfortunately, our State Department had already turned her down for a visa at the U.S. Consulate in Guangzhou. She managed to escape to Manila, where she was again denied a visa to enter the United States. Ultimately, I asked the Immigration and Naturalization Service to grant Mrs. Gao a public interest parole so she could provide this important testimony to our subcommittee and to the American people. INS was far more sensitive to the importance of this case than their colleagues at the State Department had been. They decided to allow Mrs. Gao to come to the United States to tell her story.

We already knew many of the gruesome details of the PRC coercive population program. We knew, for instance, that the government routinely imposes exorbitant fines on couples who had "unauthorized" children --- sometimes amounting to three or four times the average income for a Chinese citizen --- and destroys their homes and confiscates their personal property when they cannot pay. We knew that when a woman has an unauthorized pregnancy, she is typically brought to the "family planning center" and subjected to intense psychological pressure, often with the personal involvement of her boss and other people who hold power over her, until she agrees to the abortion. We know that when psychological pressure does not work, women are sometimes dragged physically to abortion centers, and that physical force is also employed against both women and men when they refuse to be sterilized.

But Mrs. Gao's testimony includes details about the depravity of the PRC program that not even the harshest critics of the program ever suspected.

We never knew, for instance, that the Chinese population control program employs a network of paid informants. According to Mrs. Gao, her office routinely pays people to report on the unauthorized pregnancies of their neighbors, relatives, and friends.

It was also not widely known that sterilization is sometimes employed not only as a preventive measure, but also as a punishment. That is, a man or woman may be sterilized even though he or she has not yet had the one child permitted by the Chinese government policy, as a means of punishing some infraction of the rules and of deterring others from similar infractions.

The world has not known that the PRC "family planning" program --- a program that has been defended, praised, and given lavish financial support over the years by international population control advocates, including high officials of the United Nations Population Fund --- conducts nighttime raids on the homes of couples suspected of having illegal babies, or that family planning centers engage in Gestapo-like record-keeping about the sexual history of every woman within their jurisdiction.

Perhaps most stunning, the world has not known that these so-called "family planning centers" actually contain ce'lis --- detention centers with prison bars --- to hold those who have resisted abortion or sterilization.

Ironically, these shocking revelations come only a few months after the United Nations Population Fund (UNFPA) has resumed its formal cooperation with the PRC population program. The UNFPA's announcement this January of a 4-year, \$20-million China program included a statement that "China is keen to move away from its administrative approach to family planning to an integrated, client-centered

reproductive health approach, based on the principles of free and voluntary choice." Mrs. Gao's testimony today makes clear that this premise is profoundly wrong. UNFPA's renewed arrangement with the PRC population control bureaucrats puts them in partnership with thugs and criminals.

Forced abortion was rightly denounced as a crime against humanity by the Nuremberg Tribunal. The United Nations should be organizing an international tribunal to investigate and prosecute the perpetrators of the Chinese population control program. Instead it goes on funding them and congratulating them.

We will also hear today from Ms. Zhou Shiu Yon, a victim of the coercive population control program who escaped from China when she was two months pregnant --- she escaped a forced abortion with literally minutes to spare --- only to lose her baby and then spend four and one-half years in detention at the hands of incredulous United States government officials. She was recently released from detention, but still faces forcible deportation to China.

Finally, we will hear from human rights crusader and former political prisoner Harry Wu, who has been instrumental in helping Mrs. Gao escape from China to tell her story, and whose detailed knowledge of the coercive population control system is as impressive as his knowledge of the Laogai "reform through labor" system.

I look forward to hearing the testimony of these courageous witnesses. I hope their testimony will be heard in the White House, in the United Nations, and by all those the world over who cling to the comfortable belief that the worst is over, that crimes against humanity are a thing of the past.

STATEMENT OF
GAO XIAO DUAN, PLANNED-BIRTH OFFICER
before the
SUBCOMMITTEE ON INTERNATIONAL OPERATIONS AND HUMAN RIGHTS
of the
INTERNATIONAL RELATIONS COMMITTEE
of the
UNITED STATES HOUSE OF REPRESENTATIVES

June 10, 1998

I am a citizen of the People's Republic of China. I came to the United States in April of this year.

From 1984 to 1998 I was employed at the Planned-Birth Office in Yonghe Town, Jinjiang Municipality, in Fujian Province. My job, as the administrator, was to work out and implement concrete measures pursuant to the documents of the Central Committee of the Chinese Communist Party, and the State Council on planned-birth. Yonghe Town has jurisdiction over 22 villages with a total population of over 60,000. The Yonghe Town Planned-Birth Office, PBO for short, was established in 1984. Initially, it was staffed with two members, with an office in the government office building in the town. By 1998, its staff had grown to 16 cadres. These headquarters-based staff are supported by 22 full-time and part-time cadres working in the neighborhoods. The PBO now occupies a 4-story office building which was built in 1992. (ATTACHMENT 1) On the ground floor are offices, a computer room, and 2 rooms for detaining those who violate the planned-birth policy. On the second floor is an operation room for examining pregnant women, for performing contraceptive ring insertion, and for performing sterilization surgeries. On the fourth floor is a dormitory for the staff members. Since planned-birth is China's basic national policy, from the Central Planned-Birth Committee right down to every single village in the nation, it is zealously carried out by full-time cadres.

The routine of the PBO is as follows:

- I. To establish a computer data bank of all women of child-bearing age in the town (10,000+ women), including their dates of birth, marriages, children, contraceptive ring insertions, pregnancies, abortions, child-bearing capabilities, etc.
- II. To issue "birth-allowed certificates" to women who meet the policy and regulations of the central and provincial planned-birth committees, and are therefore allowed to give birth to children. (ATTACHMENT 2A) Without a

certificate, women are not allowed to give birth to children. Should a woman be found pregnant without a certificate, abortion surgery is performed immediately, regardless of how many months she is pregnant. (ATTACHMENT 2B)

- III. To issue "birth-not-allowed notices." (ATTACHMENT 3) Such notices are sent to couples when the data concludes that they do not meet the requirements of the policy, and are therefore not allowed to give birth. A couple whose first born is a boy or whose first born is a girl, but who give birth to a second child, boy or girl, receive such a notices after a period of three years and two months. Such notices are made public, and the purpose of this is to make it known to everyone that the couple is in violation of the policy, therefore facilitating supervision of the couple.
- IV. To issue "birth-control measures implementation notices." (ATTACHMENT 4) According to her specific data, every woman of childbearing age is notified that she has to have contraceptive device reliability and pregnancy examinations when necessary. Should she fail to present herself in a timely manner for these examinations, she will not only be forced to pay a monetary penalty, but our supervision team will apprehend her and force her to have such examinations.
- V. To impose monetary penalties on those who violate the provincial regulations. (ATTACHMENT 5) Should they refuse to pay these penalties, our supervision team members will apprehend and detain them as long as they do not pay.
- VI. The PBO regularly supervises and examines how staff members of planned-birth offices in 22 villages perform their duties. The municipal planned-birth committee often sends random "go-to-the-countryside cadres" to villages, for fear that local cadres could cooperate with villagers, or that a local backlash would develop against the cadres who conscientiously carry out their duties.
- VII. To write monthly "synopses of planned-birth reports," which are signed by the town head and the town communist party, and then are submitted to the municipal people's government and the communist party committee. (ATTACHMENT 6) Then we wait for cadres from superior organs of the government to check our work at any time.
- VIII. To analyze informant materials submitted in accordance with the "informing system," (ATTACHMENT 7A) and then put these cases on file for investigation. Some materials are not conclusive, but planned-birth cadres are responsible for their villages, and to avoid being criticized and punished by their superiors (there is a very strict system of encouragement and punishment), they will resort to anything to achieve planned-birth goals set by their superiors. One instance is the Wang Yuan Qing case. Cases like it are numerous. (ATTACHMENT 7B) The cadres are responsible for these cases, but the main reason why they are pursued so aggressively is that the cadres are under tremendous pressure from the central and provisional regulations to carry out the policy. However brutally such cadres

infringe on human rights, they are never impeached and never punished for their actions.

- IX. Whenever the PBO calls for organizing "planned-birth supervision teams," the town head and communist party committee secretary will immediately order all organizations—public security, court, finance, economy—to select cadres and organize them into these teams. They are then sent to villages or areas where problems are expected, either for routine door-to-door checking or for swift checking of local violators. Supervision teams are makeshift, and, to avoid leaks, cadres do not know which village they will be sent to until the last minute. Planned-birth supervision teams usually exercise night raids, encircling suspected households with lightning speed. Should they fail to apprehend a woman violator, they catch her husband, brother(s), and/or parent(s) in lieu of the woman herself, and detain them in the PBO's detention room to force the woman into surrendering herself. We then would perform a sterilization or abortion surgery on her.

Following are a few practices carried out in the wake of "planned-birth supervision":

- I. House dismantling. No document explicitly allows dismantling of a violator's house. But, to the best of my knowledge, this practice not only exists in our province, but in rural areas in other provinces as well. (ATTACHMENT 8)
- II. Apprehending and detaining violators. Most PBOs in Fujian Province's rural areas have their own detention facilities. In our town, the facility is right next door to my office. It has one room for males and one room for females, each with a capacity of about 25-30 people. (ATTACHMENT 9) To catch violators, our PBO does NOT need:
- A. Consent by court, judicial, or public security institutions (our actions are independent of them)
 - B. Handling of formalities
 - C. Target dates.

Detainees pay Y8.00 per day for food. They are not allowed to make phone calls, or to mail letters. The majority of detainees are, of course, either women who are pregnant without "birth-allowed certificates," women who are to be sterilized, or women who have been slapped with monetary penalties. As I explained previously, if we do not apprehend the women themselves, we detain their family members until the women agree to the sterilization and abortion surgeries.

- III. Sterilization. The proportion of women sterilized after giving birth is extraordinarily high. From January to September of 1996, of all the women of child bearing age with one child, 1,633 underwent device-insertion surgeries or underwent subcutaneous-device-insertion surgeries, and 207 underwent sterilization surgeries; of women of child-bearing age with 2 children, 3,889

underwent sterilization surgeries, 167 underwent device-insertion surgeries. When there is evidence that a woman has bribed a physician to produce a false sterilization certificate, we flush water through her reproductive system. Sterilization can be replaced with a "joint pledge," with 5 guarantors jointly pledging that the woman in case shall not be pregnant again.

- IV. Abortion. According to government regulations, abortion for a pregnancy under 3 months is deemed "artificial abortion," and if the pregnancy exceeds three months, it is called "induced delivery." In our town, an average of 10-15 abortion surgeries are performed monthly, and of those surgeries, 1/3 are for pregnancies exceeding 3 months. For instance, in the first half of the year of 1997, a total of 389 surgeries in 5 categories were performed. They included 27 induced delivery surgeries and 33 artificial abortion surgeries.

Every month our town prepares a report, the so-called "synopsis of planned-birth report." It enumerates in great detail births, issuing of birth-allowed certificates, and implementation of birth-control measures in our town; it is then submitted to the planned-birth committee. In January-September 1996, a total of 757 surgeries in five categories were performed. They included: 256 sterilization surgeries (35 for two daughters), 386 device-insertion surgeries (23 cervical device insertions), 3 subcutaneous-device-insertions, 41 artificial abortion surgeries, and 71 induced delivery surgeries. We had to submit all of this data to the municipal planned-birth committee monthly and annually so that it could be kept on file.

My husband is Zhang De Shuang, director of Haihang Garment Factory, Yonghe Town, Jinjiang Municipality. We married in 1983. One year later, we gave birth to our daughter, Zhang Wei Ling. We both love children very much. Unfortunately, pressed by the one-child-policy in Communist China, we could not have a second child. The only thing we could do was to adopt a boy late 1993 in Northeast China, in Harbin. We named him Zhang Wei Peng. This, however, was in violation of the policy. We had no choice but to keep him in someone else's home whom we knew through private ties. For fear of being informed against by others in our town, he never called me "Mama" in the presence of outsiders. Whenever government agencies conducted door-to-door checks, our son had to hide elsewhere. Most of the time, he had to stay in our friends' home.

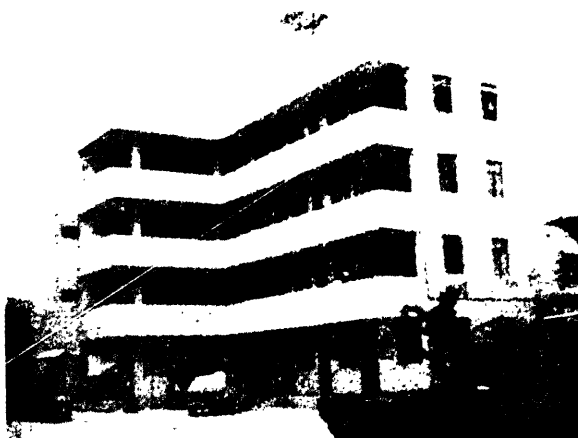
My elder sister and my elder brother's wife have only two daughters each. Both of them were sterilized, their health ruined, making it impossible for them to ever live or work normally.

During my 14-year tenure in the PBO, I witnessed how many brothers and sisters were persecuted by the Chinese communist government for violating its "planned-birth policy." Many of them were crippled for life, and many of them were victims of mental disorders resulting from their abortions. Many families were ruined or destroyed. My conscience was always gnawing at my heart. I vividly remember how I once led my subordinates to Yinglin Town Hospital to check on births. I found that two women in Zhoukeng Town had extra-plan births. In a move approved by the town head, I led a

planned-birth supervision team composed of a dozen cadres and public security agents. Sledge hammers and heavy crowbars in hand, we went to Zhoukeng Town, and dismantled their houses. Unable to apprehend the women in the case, we took their mothers in lieu of them, and detained them in the PBO's detention facility. It was not until a month-and-a-half later that the women surrendered themselves to the PBO, where they were sterilized and monetary penalties were imposed. I myself did so many brutal things, but I thought I was conscientiously implementing the policy of our "dear Party," and that I was an exemplary citizen, a good cadre.

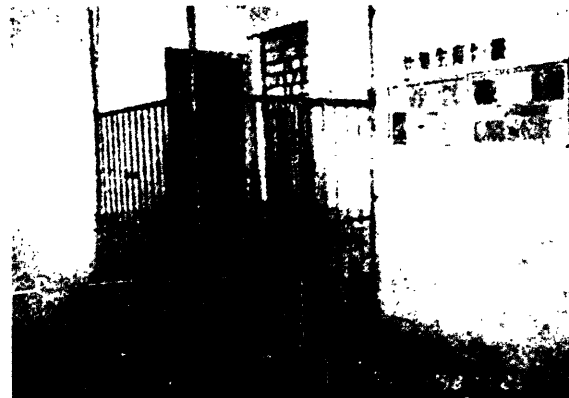
Once I found a woman who was nine months pregnant, but did not have a birth-allowed certificate. According to the policy, she was forced to undergo an abortion surgery. In the operation room, I saw how the aborted child's lips were sucking, how its limbs were stretching. A physician injected poison into its skull, and the child died, and it was thrown into the trashcan. To help a tyrant do evils was not what I wanted. I could not bear seeing all those mothers grief-stricken by induced delivery and sterilization. I could not live with this on my conscience. I, too, after all, am a mother.

All of those 14 years, I was a monster in the daytime, injuring others by the Chinese communist authorities' barbaric planned-birth policy, but in the evening, I was like all other women and mothers, enjoying my life with my children. I could not live such a dual life anymore. Here, to all those injured women, to all those children who were killed, I want to repent and say sincerely that I'm sorry! I want to be a real human being. It is also my sincere hope that what I describe here today can lead you to give your attention to this issue, so that you could extend your arms to save China's women and children.



Above: *Plan Birth Hall*, Yonghe Township, built 1992.

Below: Entrance to Yonghe Township *Plan Birth Office* - to the right: offices; to the left: computer center and detention house.



Above: *Plan Birth Hall*, 1st floor - Detention Room.

Below: *Plan Birth Hall*, 2nd floor - Operating Room.



ATTACHMENT 1

ATTACHMENT 2A

Notice of Issuance of Birth Permit

(199)

No. 0000349

Village, family I.D. number _____, husband and wife name:

You obtained marriage certificate _____ year _____ month according to Fujian Province Planned-Birth regulations and related regulations. You must come to the town Planned-Birth Office to obtain 1st or 2nd child birth permit before date _____. If you do not have a birth permit and become pregnant, no matter what, an early-term or late-term abortion will be implemented.

Notice

Yonghe Town People's Government (office in charge)

Year Month Day

办理准生证通知书 (存根)

(1 9 9)

No. 0000349

_____村, 家庭编号 _____, _____夫妇:

你们已于__年__月领取结婚登记证, 根据《福建省计划生育条例》及有关规定, 限于__年__月__日以前, 到镇计生办办理第__胎《生育计划证》, 未持证怀孕的一律实行人流、引产。

永和镇人民政府 (主管单位)

年 月 日

ATTACHMENT 2B

Case II

Chen Li-May, female, resident of Gucuo Village, Yonghe Town, Jinjiang Municipality, Fujian Province, female, was born in 1977. She fell in love with a man, Zhang Zi-Qing, resident of Yonghe Village, Yonghe Town. He was born in 1971. In 1996, she became pregnant in spite of the fact that they received no marriage certificates. It is a violation of the Planned Birth Policy to become pregnant without a "*Birth-Allowed-Certificate*." To avoid monetary penalty, abortion surgery and other penalties and to save the child, she, 3 months pregnant, began a life of self-exile.

When she was 9 months pregnant, somebody informed against her. The Planned-Birth enforcement team of Yonghe Town, Jinjiang Municipality, began searching for her. Failing to find her, they dismantled her husband's family house, and claimed they would also dismantle her parents' house. Nevertheless, Chen and her husband were determined to save their child. They did their best to keep her from being apprehended and persecuted by the government. Unfortunately, one day, while at her parents' home, seven or eight Yonghe Town Planned Birth enforcement team officials forced their way into the house. They caught her, immediately stuffed her into a car and escorted her to Jinjiang Municipality Planned Birth Induced Delivery Center. Chen cried, struggled and begged, but to no avail. Like a pig she was tied up on the operation table. When the child, a boy, came out, its limbs were moving, its lips clapping, as if it wanted to suck its mother's milk. Piteously, She pleaded with the medical personal to save her child, saying she was willing to take whatever punishment they might inflict upon her. Physicians and nurses injected poison into her child's head. The child's body twitched and his cry interrupted abruptly. Then, he ceased breathing. The Mother lost her consciousness on the operation table.

That day, Chen Li-May, who had been a lively girl became a depressed woman. In the presence of others or by herself, she either rubs her swollen eyes that have no more tears shed, or talk to herself incoherently: "how good if my child is still alive!" In November 1997, I retroactively handled marriage certificates for her and her husband and issued her a "*Birth-Allowed-Certificate*." But, although she visited many physicians, all of them said she could never again be pregnant.

ATTACHMENT 3

QUANZHOU MUNICIPALITY PLANNED-BIRTH COMMITTEE DOCUMENT

Quan-ji-sheng-wei [1991] #015

**CIRCULAR NOTICE ON ISSUING
"NO-MORE-BIRTH-ALLOWED NOTICE FOR VILLAGERS"**

To: County/district planned-birth committees, Shishi Municipality planned-birth instruction station:

To carry through the basic national policy of planned birth and "Fujian Province planned-birth regulations", to strictly implement limits of birth, as well as to administrate in accordance with the law, clear-cut notices should be issued to couples residing in villages who are no more allowed to give birth to children. We herewith mail to you samples of "No-more-birth-allowed notice to villagers". The notice is unified in our municipality. Please copy the notice and implement it as soon as possible.

Quanzhou Municipality Planned-Birth Committee
May 11th, 1991

泉州市计划生育委员会文件

泉计生委(91)015号

关于发放《农村村民不准再生育 通知书》的通知

各县(区)计生委、石狮计生指导站:

为了贯彻落实计划生育这一基本国策和《福建省计划生育条例》，严格执行生育限量，加强依法行政，对不准再生育的夫妇，应明确发给通知。现将全市统一的《农村村民不准再生育通知书》式样发给你们，请你们自行翻印，并立即实施。

另外，年初部署对符合生育条件的夫妇发给《准生证》，各县(区、市)已印制了，有的县已开始发放，请继续抓好这项工作。市里统一印制的“准生证”发到各县(区、市)时，要办好更换手续。在“准生证”发放中要加强管理工作。

附：《农村村民不准再生育通知书》式样

泉州市计生委

一九九一年五月十一日

**NOTICE
NO-MORE-BIRTH-ALLOWED NOTICE FOR VILLAGERS**

(199) No.

Couple Yu Tian Jiao, Mao Li Zheng, Liushan Village:

Since you gave birth to a first child (boy) in November 1997, to carry through and implement the basic national policy of planned birth, in accordance with "Fujian Province Planned-Birth Regulations" and other related regulations, you are not allowed to give birth to a second child. Should you bend on extra-plan birth/s, you shall be handled seriously in accordance with related regulations.

THIS IS THE NOTICE

SEAL
Township/Town People's Government
December 20th, 1997

农村村民不准再生育通知书

(1 9 9) No

刘山 村 余天敬 夫妇:

你们已于 97 年 11 月生育第 2 胎 (男孩), 为贯彻
 落实计划生育基本国策, 根据《福建省计划生育条例》及
 有关规定, 不准再生育第 3 胎。如强行计划外生育, 将按
 有关规定严肃处理。

特此通知

乡(镇)人民政府

97 年 11 月 20 日

ATTACHMENT 4

95.10.8 查环查孕通知书

邵厝 村第 6 村民小组夫妇 黄清流 杨香好:

根据镇政府的部署和安排, 请你于 7 月 7 日持查环证或查孕证以及身份证、结婚证、户口簿到 村委会 接受 (环情、孕情) 检查。否则, 每推迟一天罚款 50 元, 超过一个月不查者罚款 2000 元, 并采取必要的行政措施。

特此通知

带女方一寸相片一张

永福镇计生办

96 年 7 月 3 日



Notice of IUD and Pregnancy Check

Shao Chu village #6 family group Huang Qing Liu, Yang Shou Hao:

According to town government arrangement, you have to come to the village committee office on 7/7. Bring your IUD or pregnancy certificate, personal I.D., marriage certificate, and registration certificate to accept (IUD, Pregnancy) inspection. Otherwise, every one day delayed, fined 50 yuan. Over one month with no inspection, fined 2,000 yuan, and the necessary administrative steps.

Notice

Handwritten: Female should bring 1" Photo

Seal
Yonghe Town Planned
Birth Office
96/07/03

落实节育措施通知书 (存根)

(1 9 9)

No. 0001349

_____村, 家庭编号 _____, _____夫妇:

你们已于 _____年 _____月生育第 _____孩, 根据《福建省计划生育条例》及有关规定, 限于 _____年 _____月 _____日以前, 自觉落实 _____措施, 违者将按有关规定处罚。

永和镇人民政府 (主管单位)

_____年 _____月 _____日

Notice of Birth Control Implementation

(199)

No. 0001349

_____ village, family I.D. # _____, _____ husband & wife name:

In _____ year _____ month you were born _____, child, according to the <Fujian Province Planned-Birth regulation & related regulations>, Prior to _____ year _____ month, _____ day, voluntarily implement _____ procedures. If you violate according to the related regulation, you will receive the punishment.

Notice

Yonghe Town Planned Birth Office

year month day

ATTACHMENT 5

FUJIAN PROVINCE PLANNED-BRITH REGULATIONS

Promulgated on April 29th, 1988 by 2nd session, Standing Committee, Fujian Province 7th People's Congress

.....

Chapter 6: Favored treatment and encouragement

Article 30: Should both husband and wife be enterprise and institution employees and both marry late, their marriage leave is lengthened to 15 days; should they give birth late and receive a sole-child certificate, the wife's maternity leave is lengthened to 135-180 days depending on how the unit's regulations. Should both husband and wife be employees, the husband is granted 7 days of care leave. Wages/salaries during marriage/maternity leaves are paid as usual, and promotion is not affected.

Article 32: Couples who have a child under 14 years of age and who have received a sole-child certificate shall receive "encouragement fees."

(1) Organs, enterprises and institutions pay encouragement fees in the sum of 4 -5 monthly, or pay once in a sum not exceeding 4 00, to their employees until their sole child reaches the age of 14. The husband and wife's unit shall each pay half. Should the wife or husband be city/town resident or villager, the whole sum is paid to the husband or wife by his/her unit.

(2) Encouragement fees for city/town residents are to be stipulated by county/city/district people's government offices.

(3) Encouragement fees can be paid in rural areas, or, in lieu of fees, encouragement can be in the form of assistance in developing production, preference to be hired by township-/town-/village-run enterprises, preference to be allotted family plots, proper deduction of voluntary labor, etc. Concrete measures are to be stipulated by township/town people's government offices.

Article 33: All other conditions being equal, sole children enjoy the privilege to go to kindergartens and schools, to be employed, to enjoy medical treatment, to be allotted living quarters, etc.

.....

Chapter 7: Legal responsibilities

Article 36: Extra-plan-birth fees are levied on parents who cause extra-plan births:

(1) Couples who give birth to a first child ahead of schedule in violation of planned-brith regulations, or who do not wait the required interval, are levied fees equal to 60% to 100% of the couple's total income for the previous year.

(2) Couples who give birth to an extra child in violation of family planning regulations are levied fees equal to 2-3 times the couple's total income for the previous year.

(3) Couples who give birth to 2 extra children in violation of planned-brith regulations are levied fees equal to 4-6 times the couple's total income for the previous year. Heavy fees shall be levied on those who give birth to 3 extra children.

Cases of illegal adoption of children are handled as extra-plan births.

Extra-plan-birth fees can be collected all at one time.

Article 37: Restrictions and penalties imposed on couples for extra-plan births.

(1) Violation of planned-brith regulations by employees of organs, enterprises and institutions: for a couple who give birth to a first child ahead of schedule in violation of planned-brith regulations or who jump the scheduled interval, no overall bonuses are issued from the 1st year, when the case is handled, to the 3rd year; for extra-plan birth, from the 1st year, when the case is handled, to the 7th year, no overall bonuses are issued, a temporary employee cannot become a regular employee, the couple cannot be promoted in status and grade, are not eligible for advanced employee status, in the maternity period the wife is not paid salaries/wages, does not enjoy labor insurance, and takes care of her own maternity expenses. For extra-plan birth the couple are demoted by 1 grade from the day of pregnancy, and other disciplinary actions are taken against them.

(2) For extra-plan extra-birth children of city/town residents, starting from the month of their birth, and for 10 years thereafter, cereals and cooking oil are supplied at non-ration prices.

(3) Villagers who give birth in violation of the plan cannot be hired by township/town enterprises, cannot be recruited as cadres, cannot become non-agricultural-area residents within the periods described in Article 37.1. For an extra-plan extra-birth child, one portion of family plot/family hill/family fruit trees, etc. is taken back.

Article 38: Regulations in Articles 36 and 37 are applicable to a couple who have sole-child certificates but have an extra-plan birth/s; in addition, encouragement fees, wages/salaries paid during favored-treatment leaves are to be paid back.

Article 39: In accordance with these regulations township/town people's government offices or neighborhood offices in charge of planned-brith work make their own decisions on how extra-plan-birth fees should be collected, submit the decisions to same-level government offices/police stations for record, and notify the concerned persons.

Extra-plan-birth fees can be levied on the mobile population in accordance with these regulations; or, county/city/district units in charge of planned-brith work can make a decision directly.

Collected extra-planned-brith fees are to be used only for special items of planned-brith work.

Article 40: Besides levying extra-plan-birth fees, restricting and punishing related persons, township/town people's government offices, and neighborhood offices must take measures to urge them to undertake effective birth-control measures or measures to remedy extra-plan pregnancies.

Article 41: Cities/prefectures, counties/cities/districts, townships/towns, neighborhoods that do not conscientiously implement these regulations resulting in extra-plan births cannot be conferred "spiritual civilization" and other titles of honor. Should the circumstances be serious, leading cadres' shall be held responsible, and administrative and economic actions of penalty shall be taken against them.

Should the mobile population have extra-plan births at their temporary place of residence, county/city/district, township/town people's government offices and neighborhood offices shall impose economic penalties on responsible persons at the recruiting units and project contractors, as well as on private employers and landlords who knowingly do not report such cases.

Article 42: Penalties for obstructing and undermining planned-brith work:

- (1) For favoritism, fraud and fake surgeries, the illegal income shall be confiscated, and a RMB1,000-1,500 fine shall be imposed.
- (2) For illegally extracting a woman's contraceptive device, the illegal income shall be confiscated, and a RMB1,000-5,000 fine shall be imposed.
- (3) For illegally identifying a fetus' sex, the illegal income shall be confiscated, and a RMB1,000-5,000 fine shall be imposed.
- (4) For forging and selling planned-brith certificates, the illegal income shall be confiscated, and a RMB1,000-5,000 fine shall be imposed.
- (5) For forging and altering planned-brith statistic figures, a RMB50-500 fine shall be imposed.
- (6) For illegally giving away a child for adoption, the illegal income shall be confiscated, and a RMB500-1,000 fine shall be imposed.

Article 44: For drowning a female infant, maltreating a female infant's mother, for preventing a woman from undertaking measures for birth control or remedying an extra-plan pregnancy, the case shall be handled in accordance with "Regulations of Fujian Province on Protecting Women and Children's Legal Rights" and other laws.

福建省计划生育条例

1988年4月29日福建省第七届人民代表大会

常务委员会第二次会议通过

根据1991年6月28日福建省第七届人民代表大会常务委员会第二十二次会议《关于修改〈福建省计划生育条例〉的决定》修正。

第一章 总 则

第一条 为控制人口数量，提高人口素质，使人口的发展同经济和社会发展相适应，根据《中华人民共和国宪法》、《中华人民共和国婚姻法》和国家有关规定，结合本省实际情况，特制定本条例。

第二条 实行计划生育是我国的一项基本国策。应坚持宣传教育和鼓励为主，辅以必要的经济和行政措施。

第三条 夫妻双方都有实行计划生育的义务。公民实行计划生育的合法权益受法律保护。

第四条 各级人民政府要加强对计划生育工作的领导，负责组织实施本条例。

第二章 生 育

第五条 提倡晚婚，推行晚育。男二十五周岁、女二十三周岁以上结婚为晚婚。已婚妇女二十四周岁以上或晚婚后怀孕生育第一个孩子为晚育。

禁止未达法定婚龄者结婚或生育。

第七章 法律责任

第三十六条 对计划外生育的夫妻,征收计划外生育费:

(一) 违反计划生育规定提前生育第一个孩子或违反生育间隔期规定的,按夫妻双方上年总收入的百分之六十至一倍征收;

(二) 违反计划生育规定超生一个孩子的,按夫妻双方上年总收入的二至三倍征收;

(三) 违反计划生育规定超生两个孩子的,按夫妻双方上年总收入的四至六倍征收;超生三个以上的加重征收。

对非法收养孩子的,按计划外生育处理。

计划外生育费可一次性征收。

市、县(区)规定的征收计划外生育费的幅度应符合第一款的规定。

第三十七条 对计划外生育的夫妻,给予限制和处罚。

(一) 机关、企业事业单位工作人员违反计划生育规定,提前生育第一个孩子或违反生育间隔期规定的,从处理之日起一至三年,计划外超生的,从处理之日起七年,不发综合奖,不转正、升职、提级或评为先进工作者,产假期间不发工资,不享受劳保待遇,分娩费用自理。计划外超生的,还须从怀孕之月起夫妻双方各降一级工资,并给予其他行政纪律处分。

上述行政处分由所在单位或主管部门决定,报同级政府计划生育主管部门备案。

(二) 城镇居民计划外超生的孩子,从出生之月起十年内按议价供应粮油。

(三) 村民违反计划生育的,不安排进乡镇企业工作,不招干、不办理农业人口转非农业人口,期限按第(一)项

规定，对计划外超生一个以上孩子的，还可收回一份自留地（自留山、自留滩、自留果等）。

第三十八条 已领取独生子女证后计划外生育的，除适用第三十六条、第三十七条规定外，还应追回奖励费和优待假工资等。

第三十九条 征收计划外生育费，由乡（镇）人民政府或街道办事处计划生育主管部门根据本条例规定作出决定，报本级政府（派出机关）和上一级计划生育主管部门备案后，书面通知当事人。

流动人口计划外生育费的征收，除适用前款规定外，也可由县（市、区）计划生育主管部门直接作出决定。

征收的计划外生育费用于计划生育专项开支，不得挪作他用。

第四十条 在征收计划外生育费、限制或处罚的同时，乡（镇）人民政府、街道办事处应采取措施促使当事人落实有效的节育措施或计划外怀孕的补救措施。

第四十一条 未认真执行本条例规定的市（地）、县（市、区）、乡（镇）、街道，出现计划外生育现象的单位，当年不得评为精神文明或其他荣誉称号，情节严重的，应追究领导责任，给予行政处分或经济处罚。

流动人口在临时居住地出现计划外生育的，县（市、区）、乡（镇）人民政府、街道办事处应对不认真抓好计划生育的招用单位负责人、工程承包人，以及知情不举的个体雇主、出租（借）房主予以经济处罚。

第四十二条 阻挠、破坏计划生育工作，有下列行为之一的，由县（市、区）以上计划生育主管部门对直接责任人

ATTACHMENT 6

Yonghe Township Planned-birth Leadership Group
Summary of Planned-birth work for the First Half of 1997

7/2/97

This township planned-birth leadership group, under the correct leadership of the upper-level planned-birth leadership group (slogan after slogan), accomplished the following:

I. The implementation situation of population planning from January – June of 1997:

From January to June there were 213 births in the whole township, a birth rate of 3.27%; 191 births were planned-births, a planned-birth rate of 89.67%; “five operations” measures were carried out in 389 cases, including 101 sterilizations (second daughter sterilizations, 12 cases, early birth sterilizations, 18 cases, two missed IUD check-ups sterilizations, 5 cases), 228 IUD insertions, 33 artificial abortions, 27 induced deliveries, with long-term birth control effectiveness rate of 93.75%; 17 passing villages or basic passing villages, with a passing villages and basic passing villages rate of 77.27%.

II. Several aspects of the work concentrated on during the first half of the year:

(slogans... this paragraph cut-off)

永和镇计生领导组 九七年度上半年计生工作总结

7/2/1997

我镇计生领导组在上级计生领导组的正确领导下，认真贯彻党中央提出的“把握大局，再接再厉，同心同德，开拓前进”的要求，认真贯彻落实中央、省、市计划生育工作的一系列指示精神，紧紧地围绕着省委，省政府提出“巩固创先成果，加快二个转变，提高整体水平，实现良性循环”的奋斗目标，继续坚持“三不变”、落实“三为主”，积极稳妥地推进“三结合”，促进计划生育工作思路和工作方法的“两个转变”和对人口问题的综合治理，促进经济发展和社会稳定。重点抓好规范化管理和“三结合”工作，总结经验，分析形势，明确任务，进一步统一思想认识，加强对计生工作的领导，为全面完成九七年度计划生育工作任务打下了坚实的基础。下面就我镇上半年的计生活活动情况总结如下：

一、九七年1-6月份人口计划执行情况。

1-6月份全镇出生213人，出生率3.27%；计划内出生191人，计划生育率89.67%；落实“五术”措施389例，其中结扎101例（二女扎12例，早育扎18例，二次未查环扎5例），放环228例，人流33例，引产27例，长效节育率93.75%；合格村或基本合格村17个，合格村、基本合格村率达77.27%。

二、上半年主要抓的几个方面工作。

<一>切实加强领导，努力改变工作思路的“两个转变”。

镇计生领导组今年来，多次召开计生工作会议，专门研究布暑计生工作，6月6日专门召开全镇党员干部，机关单位负责人，计生管理员，各配套组织负责人、村两委参加的近千人计生誓师动员大会，认真分析我镇计生工作现状，清醒地看到我镇计生基层基础工作还相当脆弱，仍然处于艰苦的爬坡阶段，部分村在对待计划生育上还没有做到江总书记所要求的“贵在自觉、贵在务实、贵在坚持”，“责任到位，投入到位，措施

ATTACHMENT 7A

Jinjiang City Planned-birth Leadership Group

Jinjiang Planned-birth Leaders [1998] No. 2

Circular Notice Regarding
"Circular Notice on Setting up an Informing System based on Rewards"

March 17, 1998

To each town (farm) planned-birth leadership group:

We are distributing the Quanzhou city planned-birth leadership report Number 4 (1998) "Circular Notice on Setting up an Informing System based on Rewards" and ask that you adopt effective measures in accordance with your actual situations in the spirit of the notice. At the same time we request that each township (farm) planned-birth office chair personally handle this item so that it is carried out effectively.

Cc: Secretary Zhu Ming, Mayor Gong Qinggai, City planned-birth leadership group vice-secretary

晋江市计划生育领导小组

晋计生领[1998]2号

★

关于转发《关于建立有奖举报制度的通知》的通知

各镇(场)计生领导小组:

现将晋计生领[1998]4号《关于建立有奖举报制度的通知》转发给你们,请按照《通知》精神,结合实际情况,制订有效措施,认真抓好落实。同时,要求各镇(场)计生办主任亲自抓好这项工作,力求报出成效。

晋江市计划生育领导小组
一九九八年三月十七日

抄送: 朱明书记、龚清概市长、市计生领导小组副组长

will, the wife went to Xiamen No. 1 Hospital for an artificial abortion. After a thorough investigation, the villagers found no evidence of the alleged birth." The certificate was submitted to the Yonghe Town Planned-Birth Office, but was fated like a stone dropped into the sea. More than a year later the wife, now mentally disordered, told everybody she came across about how she was forcibly sterilized. She wrote more than one will and many times attempted suicide.

As of April 1998m when I left mainland China, Lin Yuan-Qing's case was not yet settled. Bodily and spiritually crushed, she will never be her former self. She had expected a happy family, but this dream was shattered. Her parents, siblings, relatives and friends have also, more or less, suffered because of her misfortunes.

ATTACHMENT 8

L1 Quanzhou City Planned-birth Individual Case Analysis Report

L2 County (district, city) Village (town, street) *Bachen* Village (household) committee

L3 Household number: 4-6
 Planned-birth couple's names: Husband: *Lin Songrong* Birthdates: 9/70
 Wife: *Cai Xiuyuan* 4/69
 Date of First Marriage: 11/92
 Work unit or Village group:
 Pregnancy locale: *Anhai*
 Delivery locale: *Anhai Hospital*

L4 Current children: boys 2 girls
 Newborn child: the 2nd child
 Newborn child's: birth date: 1/12/96 Sex: *female*
 Measures carried out before the extra-plan birth: Date of IUD insertion:
 Date of sterilization: *man 11/95*
 Operating doctor:
 Ultrasound(?) technician:

L5 Reason for extra-plan birth and investigation to verify the situation in the village of residence:
In October of 1995 the house was demolished, in November the man was sterilized.

Village head:
 Secretary:
Lin Ronggen 8/20/96

L6 Investigation to verify the situation by the cadre and planned-birth head in village of residence:
After checking it out the village head and secretary's opinions are correct. After many attempts to convince them, the last resort was to demolish the house and arrest the male for sterilization.

Village cadre: *Wang Lixiang 8/20/96*

L7 Opinions of those in the village of residence:
 Person responsible:
 Unit seal:
 Date:

L8 Opinions of those in the county, district, and city planned-birth offices:
 Person responsible:
 Unit seal:
 Date

L9 Note: three copies of this form: one to each planned-birth committee at the village level, village administrative level, county level. Extra-plan births (including those with one or two children who didn't apply for a permit and those who gave birth to multiple children), must be recorded on this form and reported on the 30th of each month to the township planned-birth office.

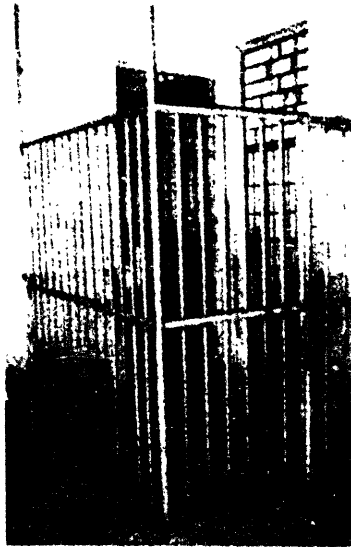
泉州市计划生育个案分析报告表

县(区、市)

乡(镇、街道) 区厝 村(居)委会 表号

户号	计划外生育 夫妻姓名	出生 年月	初婚年月	工作单位或 村居小组	怀孕 地点	分娩 地点		
4-6	夫 林东荣 妻 蔡秀英	70.9 69.4	92.11		安溪	安海医院		
现有子女	新生儿 子第几胎	新生儿 出生月 份性别	96.1.12 女	计划外生 育前是否 落实措施	上环 时间	结扎 时间	手术 医生	B超 操作人
男					女		男扎 95.11	
计划外生 育原因及 所在村核 实情况	95年10月拆环, 11月男扎 村长: 书记: 村书记: 1996年8月20日							
驻村干部 及点长核 实情况	经核实, 村长、书记意见属实, 经多方做 工作动员, 后拆环男扎。 驻村干部: 王理德 96年8月20日							
所在乡镇 处理意见	单位盖章: 年 月 日							
县、区、 市计生委 审核意见	负责人: 单位盖章: 年 月 日							

注: 本表一式三份, 村级、乡级、县级计生部门各存档一份。
计划外生育(包括一胎、二胎没办证及多胎生育), 须填写此表,
在每月30日同月报送镇计生办。



Left: Entrance to Detention Room of *Plan Birth* office, Yonghe Township. Left door for female detainees, right door for male.

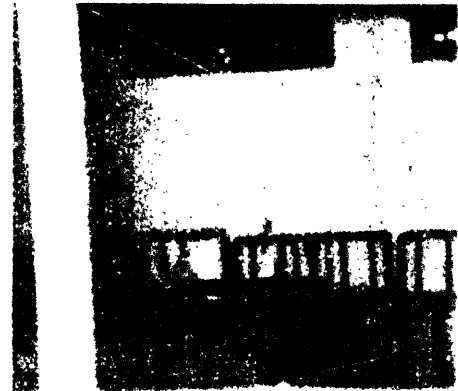


Below: Close-up view of Detention Room entrance, each room can accommodate up to 30 detainees.

Right: Female detainees, photographed in April 1998



Right: Male detainees, photographed in April 1998



STATEMENT OF
ZHOU SHIU YON, VICTIM OF CHINA'S PLANNED-BIRTH POLICY
before the
SUBCOMMITTEE ON INTERNATIONAL OPERATIONS AND HUMAN RIGHTS
of the
INTERNATIONAL RELATIONS COMMITTEE
of the
UNITED STATES HOUSE OF REPRESENTATIVES

June 10, 1998

My name is Zhou Shiu Yon, and I am a native of Fujian Province, China. I was born on August 5, 1973. My parents are Zhou Hai Guan and Chen Yi Jiao. On June 15, 1993, I boarded a ship in Guangzhou and fled to the United States.

When I was eleven, I met my boyfriend, Chen Jian Lin. We grew up together. In May 1993, when I was nineteen, I was found to be pregnant. We were both happy, and went to the government office to register our marriage. We were but were refused, however, because I was under twenty. Later on, the government found I was pregnant. Feeling unwell, I had gone to the hospital. The physician who examined me reported my pregnancy to the government. As I had no marriage certificate and no government-approved "birth-allowed certificate," my pregnancy was illegal and I could not have a child. The government sent several guys to my home. I heard a group of men at the door, so I knew it was the government agents who had come to take me away for abortion. I hid in my room. Five men came to my door and broke it down (one of the men stayed outside as a guard). Once inside my room, they grabbed me and handcuffed me, then they took me to the hospital. They locked me up for hours in a small room in the hospital. They gave me a pill, and they were to come back in about thirty minutes with an injection. They forced me to swallow the pill, but I escaped the injection. My boyfriend knew I was locked up. He gave RMB1,000 to a nurse for her to open the window. She opened the window and I jumped out. Then my boyfriend took me by a car directly to Guangzhou. We wanted the child very much. We paid RMB5,000 to board on a ship. I hoped that by leaving China I would be able to find a safe place to give birth to my child.

On June 15, 1993, when I departed for the United States, I was two months pregnant. Because of sea sickness and sickness related to my pregnancy, I was unconscious during nearly all of my time on the ship and ate very little. When I was arrested by the United States government on July 19, 1993, I did not clearly understand what was happening to me. I lost my child in a San Diego hospital. I had been carrying it for three months old. I was so sorry that I was in poor health and lost my first child. I kept thinking, "I lost it... I lost it..."

When I was in my hometown in China, I saw how a large number of pregnant women were hiding anywhere they could. Some of them were nine months pregnant, but were forced to undergo abortion procedures just the same—simply because they had no “birth-allowed certificates.” The government dismantled the houses of some of them and made them homeless. The government’s planned-birth policy is extremely stern. In my native village, I saw how many women were looking for places to hide at night, because the government usually catches people at night. All this made me terrified. Even here, in the United States, I am scared. I dared say nothing about the Chinese government, because if I said I was persecuted by the Chinese government for violating its planned-birth policy and fled to the United States, the Chinese government would persecute my family members. On the other hand, I do not know whether I will stay in this free country or will be repatriated back to China. That was why, on some occasions, I said I fled China because my parents turned me out and, on other occasions, said I fled because my boyfriend did not want the child. The fact that it was my first child was the reason I left. I was so happy when I was carrying it and kept thinking I was going to be a mother. That was why I decided to turn to the sea, to flee somewhere, just to keep my child. I was so sorry when I learned my child was gone.

Thank you all. Thank you, my American friends. They love me. Among them is a Bakersfield prison officer, Ruth Williams, Mr. and Mrs. Plamquist, and Mr. and Mrs. Peterson. They gave me to Our Lord. Now, my family members know I am in the United States. Although bad Chinese guys extorted money from them, and they lost the equivalent of more than ten thousand American dollars, a few days ago they said happily to me on the phone: “everything will be okay! Keep going!” If my baby had lived, he would be almost five today. I hope that I can have a baby again, I wish I can be a mother sometime in the future. I pray for it.

Thank you.

TESTIMONY OF HARRY WU
before the
SUBCOMMITTEE ON INTERNATIONAL OPERATIONS
AND HUMAN RIGHTS
of the
INTERNATIONAL RELATIONS COMMITTEE
of the
UNITED STATES HOUSE OF REPRESENTATIVES

It has been twenty years since the People's Republic of China, which has 22% of the world's population, started implementing its population-control policy, or planned-birth policy (PBP) in mainland China. For years, the Chinese government, scholars and quite a number of Western scholars and government officials have had little but praise for this policy. In spite of many appalling facts, they think that China's fundamental national policy; is correct in the main; that the Chinese communist leaders are 'responsive'; that their policy is 'basically in keeping with the interests of the people', that population control in China 'has significance for progress and development not only in China, but throughout the whole world.'

All these years I have collected many stories about the tragic experiences of people who are affected by this policy. Their personal experiences may be more emotionally shocking, but today, based on the documents I collected over the years, I am going to explain the essence of this 'fundamental national policy.' These documents are, with the exception of a few, China's 'internal documents.' I believe that our report will give the

Congress a clearer conception of this policy.

To give birth is a basic human right. No government, organization or individual can deprive a person of his or her right of reproduction for political, social, economical, cultural, ethnical or any other reasons.

Any individual as a member of society bears certain obligations to society. An individual's actions should be restricted by certain regulations, which, however, must be based on respect for human rights.

In recent decades, China's population has been exploding. The Chinese Communist Government is now blaming the cultural traditions of its own people for this "natural disaster." The Party seems to have a short memory as Mao, and therefore, the rest of the party, promoted population growth when large populations were still perceived as an asset.

The population policy which the Chinese communist party has been forcing upon the people since the early 1980s goes against human nature. Based on political considerations, it is thoroughly barbaric.

The basic arguments of China's current population policy are:

1. China's living and land resources are limited, which tremendously impedes its development, added to which is population growth. To become a prosperous nation, China must control its population growth.
2. Limited economic resources and overpopulation cause disruption of education, the

environment, health services..., and negatively effect quality of life issues .

In short, the Chinese communist government wishes people, especially Chinese citizens to believe that overpopulation makes China backward.

Such a point of view is preposterous, and therefore unacceptable. It can be refuted by the following two facts:

First, as we know, certain nations such as Japan, have even more limited per capita living resources than China, but they are nevertheless prosperous.

Secondly, is not the lack of a rational social system in which everyone can bring his capabilities into full display one of the important reasons why China's economy cannot develop rapidly? As we know, some nations such as Nigeria or Kenya, possess rich resources and yet are not prosperous.

As the result of the communist takeover in 1949, China lifted herself out of the precarious situation caused by war among warlords, social tumult and the Japanese invasion. Thus, the majority of people, trusting in the communist party, believed that communism was their happy future. That was an unrepeatable historical opportunity to revive China. Japan, defeated in 1945, was in many respects similar to the China of the same period. But, the next half a century witnessed the creation of a tremendous economic gap between China and Japan. Fifty years' history proves that China's communist experience is a disaster. We must stress that the Deng-type communist rule, outwardly moderate though it is, falls under the same category as Mao's domination. It is the communist political and economical system that makes it difficult to develop China's economy, and is

the fundamental reason for the contradiction between an exploding population and a retarded economy. Therefore, the fundamental way to solve China's population problem is to change her irrational political and economical system. True, human society must control population growth but such control must be based on humanism and human rights, on citizen's free will.

The following are the essentials of China's current population policy, i.e., "planned-birth policy":

1. From the center to the grassroots, artificial quotas are drawn up, upon which population and birth plans are based and forcibly implemented through administrative decrees.
2. The administrative system of the People's Republic of China is:
 - ◆ center (i.e. central government)
 - ◆ provinces (i.e. Fujian Province) , municipalities directly under the central government, autonomous regions
 - ◆ prefectures (i.e., Jinjiang District, Quanzhou City)
 - ◆ cities/counties (i.e. Jinjiang City)
 - ◆ towns (i.e. Yonghe Town)
 - ◆ villages (i.e. Shanqian Village).

This top to bottom system explains that the central government is responsible for everything that happens in the grassroots and cannot shirk its responsibility by referring to

"local cadres' low qualities," "deviation from the Center's spirit," "force of habit," "backward social culture," or other explanations.

The following are crucial points of the "Decision of the Central Committee of the Chinese Communist Party and State Council on Strengthening Planned-Birth Work and Strict Controlling of Population Growth' (Attachment I) promulgated on May 12th, 1991:

1. The decision declares that "planned birth" is a long-term basic national policy.
2. It stresses that "planned birth" is as important as "economic construction."
3. It demands that Party and government top officials "must bear overall responsibilities," must "coordinate all departments and all fields in excellent implementation of 'planned-birth work,'" that all links, from the center to provinces, to cities, to districts, to towns, to villages, must formulate their own "planned-birth plans."
4. From top to bottom, a "system of encouragement and punishment is established, and "leading cadres [of all levels] who cause population runaway shall be punished, their responsibilities affixed."
5. To thoroughly implement the regulations: "late marriage, late birth," "one couple, one child," "In rural areas, with approval, one couple can have a second child."
6. To take all possible measures "to resolutely put an end to early marriage, early birth, to third (and plus) births, to prevent extra-plan pregnancies and extra-plan births."

In the spirit of this "basic national policy" and in light of conditions in provinces and the grassroots, local government offices of all levels formulate their own regulations and decrees. For instance, "Fujian Province Planned-Birth Regulations" (Attachment II), which was adopted on April 29, 1988 and revised on June 28, 1991, states in Article 1 "general responsibilities" and Article 2 "implementation of planned birth is our fundamental national policy and stipulates that "necessary economic and administrative measures are to be undertaken;" its Article 7 "legal responsibilities" and Article 36 stipulate that "monetary penalties are to be imposed on a couple who cause 'extra-plan birth's'. Its Article 37 and Article 38 stipulate various administrative penalties. Its Article 40 urges communist party and government organs of all levels to undertake "birth-control" and "remedial" measures on violators.

The central document does not stipulate specifically marriage age and childbearing age, or encouragement and punishment measures to be taken. Fujian Province, however, specifies in the "Spirit of the Center": early marriage age, early birth age, number of children, scope of monetary penalties as well as administrative penalties. This provincial document raises the problem: "cases of illegal adoption of children shall be handled as cases of extra-plan birth; in particular, its Article 40 stipulates "not only economic and administrative penalties shall be imposed, but 'effective measures' shall be undertaken in cases of extra-plan birth and extra-plan pregnancy." Still, measures are not clearly specified in the Quanzhou City Communist Party Committee's document of May 9, 1991.

"Circular Notice on Responsibilities of Related Departments Directly Under the City in

Implementing Fujian Province Planned-Birth Regulations' (Attachment III) spells out the responsibilities of 28 departments, including public security, traffic, judicial, health, propaganda, etc., in implementing PBP. For instance, traffic departments do not issue driver's licenses to violators, or revoke their licenses; business administration departments do not issue business licenses to violators or revoke their licenses; judicial and public security departments assist PBP from the position of the law, restricting violators through such measures as residence registration, room rent registration, refusal to issue exit passports, etc. Agricultural departments restrict PBP violators through such measures as not providing funds, or improved varieties of seeds, and fertilizers. Organizational departments expel violators from the communist party and the communist youth league ranks, and impose penalties on cadres who fail to perform their duties. Personnel departments dismiss violators or demote them. Banking departments do not grant loans to violators. Such global block-and-kill measures are enough to put any PBP violator or family in a fatal position.

But, birth is so natural, so indestructible. Thus, throughout the nation, many children are born in spite of the Chinese communist authorities' drastic measures. To the government this is unacceptable. The determination of the Chinese communist authorities to alter human nature, like that of any totalitarian regime, is impervious to reason, even frenzied.

PBP as the "basic national policy" extends its tentacles into the life of every woman and every family in the nation. This finds its full expression in the following statistic

report.

Jinjiang City is one of Quanzhou District's 8 counties/cities. It has a population of about 1,000,000. The Jinjiang City Report on Planned-Birth Work" of October 11, 1997 (Attachment IV) points out that of 199,755 married women in the city, 8,964 (4.49%) have not yet given birth to a child, 38,990 have given birth to one child. Among these, 81.7% were forced to undergo device-insertion surgeries, and 10.26% were sterilized. Of the 71,801 women with second children, 94.20% were sterilized; and of the 80,000 women with more than 2 children, 99.94% were sterilized. A total sum of Y29,630,000 of monetary penalties was collected retroactively, and Y1,500,000 was spent on purchasing 69 computers in order to strengthen control measures.

In that city, from January to September 1997, a total number of 5,963 women underwent device-insertion surgeries, 2,665 women were sterilized and 1,141 forced abortions were performed with 414 of these women over-three-months pregnant.

Yonghe Town is one of the 15 towns subordinate to Jinjiang City. It has a population of over 60,000. Its propaganda material "Decision on Intensifying Realization of Planned-Birth Work Goals" is based on Yong-zheng-gao #1996/31 document of April 5, 1996 formulated by the Yonghe Town People's Government (Attachment V). It is actually a governmental policy and is very detailed. Its specifics are as follows:

1. To control all young women who attain the full age of 16 and all young men who attain the full age of 18;

2. All those who marry early and give birth early, are pregnant or have children, shall unexceptionally undergo abortion and sterilization surgeries, and shall be imposed heavy monetary penalties;
3. All women with 1 child shall undergo device-insertion surgeries 2 months after giving birth, and must undergo 4 examinations a year. Shall they fail to present themselves twice for check-up or fail to undergo device-insertion surgeries within 4 months, they shall without exception be sterilized;
4. All women with 1 boy shall without exception be sterilized after giving birth;
5. All women with 2 children shall without exception be sterilized within 1 month after their second child is born;
6. Tests to identify the sex of fetuses are prohibited.

We did not find provisions for “planned-birth supervision teams” in central level and provincial-level documents. However, judging by Yonghe Town’s specified policy, without powerful organizational means PBP cannot be implemented. That is why “planned-birth supervision teams” are stipulated in district-level (Quanzhou) and city level (Jinjiang) governmental documents. When circumstances call for it, planned-birth offices of all levels request leading communist party and government departments to select staff members from all possible government departments, including public security, judicial, traffic, agricultural departments, then organize them impromptu into such teams. Supervision teams conduct raids at lightning speed. They usually set out at night, conducting either routine door-to-door checking or they focus on local suspects.

Apprehended women who violate PBP are escorted to be incarcerated in detention facilities attached to town planned-birth offices. Should it be impossible to apprehend the women themselves, their family members are taken.. They are released only after they clear all monetary penalty payments, undergo device-insertion, sterilization or abortion surgeries. PBP being a fundamental national policy, all communist party and government top officials are personally responsible for it. All those cadres who fail to implement PBP conscientiously shall be punished. Thus, brutalities are resorted to all over the nation.

In Communist China, grassroots PBP cadres are stationed in every village. Those communist party and government cadres are the most immediate tools for dominating the people. PBP being their "rice bowl," they must work conscientiously and fulfill all quotas and plans set by their superiors. But, at the same time, they are locals and maintain one thousand and one natural and social contacts with local residents. It is very difficult for them to do brutal things that run contrary to human nature: to handle local residents, to apprehend their wives and escort them to hospital for sterilization and abortion surgeries, to dismantle their houses... Hence, on the one hand the Chinese communist authorities send outside, non-local cadres to perform such duties, and on the other hand force local cadres to work, obliging them to sign of "letters of responsibilities".

Shanqian Village, Yonghe Town Village Cadres' Letter of Responsibilities in Planned-Birth Work for 1996 (Attachment VI) stipulates village cadres' clear-cut and detailed "Indexes of responsibilities," : every woman in the village must undergo a device-insertion surgery within 2 months after giving birth to a first child , must be sterilized

within 1 month after giving birth to a second child; and to promptly perform artificial abortion and induced-delivery surgeries whenever extra-plan pregnancies are discovered. They must watch every woman in the village, their duty being to promptly force women violators to undergo sterilization and abortion surgeries.

Every planned-birth cadre is granted "work subsidies": Y2.00 multiplied by the total number of residents in the village. The more residents they manage, the greater the pay subsidy they get. Should their superiors conduct raids in their village and find their planned-birth indexes qualified and their plan fulfilled, they are granted bonuses, otherwise they are imposed penalized. For instance, for each case of early marriage discovered in a cadre's area of responsibility he or she is fined Y200.00. For each case of a woman failing to present herself for device-reliability or pregnancy checking, the cadre is fined Y10.00. For each case of discovered extra-plan birth, he or she is fined Y100.00. Besides, the official is subject to additional Party and administrative disciplinary sanctions. This document helps us understand how thoroughly the Chinese communist authorities implement PBP, and why cadres resort to such brutalities, as escorting nine-months pregnant women to the hospital for forced abortions, and, if they fail to apprehend the women, they detain their family members instead or dismantle their houses.

PBP is targeted against every woman, every family. However thorough the administrative means that force cadres to resort to brutalities in implementing it, and however many communist cadres are stationed in every corner, there are bound to be mistakes

and favoritism. So, the communist authorities established an informant system.

In 1998 Quanzhou City promulgated its "Circular Notice on Establishing an Award Informing System (Attachment VII). This system is targeted not against political or common criminals, but against the reproduction of human beings. This is beyond one's wildest imagination. The document stipulates that every month all women's private data -- marriage, births, are to be posted in public places for the purpose of supervising them. Should one "citizen" inform that such and such a woman is guilty of an extra-plan pregnancy and that this tip leads to the "implementation of remedial measures," such as an abortion, that citizen is granted a Y400.00 award. Informant mail boxes and telephones are set up in many places. The government protects informers and teaches in this document how to discreetly get cash awards

To help you examine the Chinese communist authorities' PBP, I would like to quote the following five cases:

Case I (Attachment VIII):

In Yingdun Village, Yonghe Town, Jinjiang City, Fujian Province, a man by name of Pan and his wife were married in 1990. They gave birth to two girls. In early 1995 the planned-birth office suspected the wife of a third pregnancy. Then, in March 1995 the office detained Pan's father numerous times for more than 4 months at a time. They also repeatedly dismantled their house. Having fled to another place, in March 1996, the couple gave birth to a boy. Eventually, the wife was apprehended in August

1996 and sterilized. A Y4,000 monetary penalty was imposed on them.

The practices of taking family members hostage and house dismantling is frequently resorted to in implementing Planed Birth Policy.

Case II (Attachment IX)

In Bantou Village, Yonghe Town, Jinjiang City, Fujian Province, in 1992, Cai Xing and his wife were married and then gave birth to a boy. They pledged they would abide by the government's regulations and would not have a second child. In the village, the Cai couple were well-to-do and enjoyed a good reputation. During the morning of August 12, 1997, they found at their door an abandoned girl who had been born 2 days before. Out of human concern the Cai couple decided to adopt the girl. But, they were informed against and were fined Y20,000. The wife was forcibly sterilized.

In mainland China, the policy of child adoption is extremely stringent, the purpose being to ban extra-plan children and to make every woman realize the children will not be cared for by another family.

Case III (Attachment X):

In Yingdun Village, Yonghe Town, Jinjiang City, Fujian Province, Cai and Xu were not married, but the woman became pregnant. They fled from their home town - looking for jobs elsewhere. They gave birth to a boy. They were informed against. Failing to

apprehend them, the planned-birth office took Cai's parents instead, the purpose being to force the young couple to return to their native village. They were fined Y20,000 penalty, and the woman was sterilized

In communist China, early marriage and early birth are very controlled situations. Once such cases are discovered, the pregnant women are unexceptionally forced to undergo abortions and sterilization.

Case IV (Attachment XI):

In Maping Village, Yonghe Town, Jinjiang City, Fujian Province, Lin and his wife were formally married, having handled formalities according to PBP. But they failed to obtain a "birth-allowed certificate." The wife became pregnant, which was defined as an "extra-plan" pregnancy. She was forced to undergo an abortion. Could the planned -birth office offer a little bit of humanism and retroactively issue them a "birth-allowed certificate," considering the pregnancy? They were even willing to pay a monetary penalty. No, because all quotas were used up and to issue retroactively a "birth-allowed certificate" would lead to a violation of the government's quotas. So, abortion was the only possibility. The Chinese communist authorities never consider how mentally distressed a woman will be when her first child is aborted or how her physical health might be injured. Perhaps, making it impossible for her to become pregnant again.

Case V (attachment XII):

In Sikun village, Yonghe Town, Jinjiang Province, Lin and his wife were formally married and had a first baby girl in 1994. According to the Chinese birth control policy, a couple living in the country side are allowed to have a second child if the first child is a girl if they follow certain requirements. They have to wait until the first child is 38 months old (3 years and two months), and they have to promise that they did not have another child during that time. As a pledge to the honor does not seem to be a sufficient guarantee for the Chinese officials, the couple also has to find five people who are willing to certify to the truth of their statements. These five people have to promise that if another child is found, they will be willing to pay Y5000 each. Needless to say, few people are able to find so many witnesses.

From the amount of fines we can see how extensively PBP is implemented (Attachment XIII). In Yonghe Town, Jinjiang City, Fujian Province alone, a town with a population of only slightly more than 60,000, the majority of population being rural-area residents, from 1989 to 1996 a total of Y20,323,200.00 was imposed as "planned-birth penalties, i.e. an average Y2,540,400.00 was imposed annually. But, collection of the penalties was only Y12,343,610 i.e. Y1,542,951 annually. Even these were astronomical figures. The money was plundered from rank-and-file citizens, only because they violated the Chinese communist authorities' planned birth policy. With the money communist authorities feed a number of cadres who pledge their loyalty to the policy. With the money they built facilities to illegally detain "violators." With the money they bought

computers for extra control.

Another consequence of PBP is the disproportion between male and female infants. For instance, Jinjiang City's 1996 "Circular Notice on Planned-Birth Work Checking" acknowledges that in 1996 the male-female proportion was 124:100. In some villages it was 225:100. In 1997 the proportion was 124:100. What is the situation in the nation? The authorities know, but they never say. Male-female infant disproportion is a serious social problem. Certain people have raised this problem. But, hardly anything can be done about it. Chinese traditions are generally thought to be the culprit for this problem. Many families, especially those in rural areas., wish to have a boy. To counteract this, the government is clamoring: "Boy or girl, it's a child." But the disproportion continues, this is due to the fact that Chinese society lacks a complete system of social insurance and retirement. It is also the consequence of implementing PBP.

I must emphasize that what I describe in my testimony is based on conditions in China's medium and small cities/towns and rural areas. I believe that in such municipalities as Shanghai, Beijing and Guangzhou, PBP is implemented in a different way, or in a "more civilized way." Planned-birth staff members do not resort to house dismantling, do not resort to apprehending violators without any formalities or to taking hostage family members of violators. However, we must consider the fact that in China 70%-75% of the population do not live in municipalities. Therefore, what my testimony reflects is not just local conditions, but the conditions in which the majority of the Chinese live.

I believe that GAO Xiao Rui and ZOU Xiu Yun's experiences reflect only the tip of the iceberg of what is happening in mainland China. Many people have been working hard over the years to expose all the ugly actions to sunshine. Yet we must admit that we are still far from seeing the whole picture. Should communist China's PBP be implemented for another twenty years, population growth might be controlled, and the economy might attain "prosperity." But, I believe that this "prosperity" would only be a materialistic one. Spiritually, China would be retarded, even barbaric. And such a "prosperity" will be attained at the cost of many infants killed, and many women and families destroyed. This "prosperity" will be ugly. It should not happen at all. I believe that conscience and human nature shall win over brutality. I hereby call upon the American people, the United States Congress, and the United States Government to please help stop these barbaric policies in China.

ATTACHMENT 1

Chinese Communist Party Central Committee and the National Congress
on the Decision to Intensify Planned-birth Work and Strictly Control Population Growth

May 12, 1991

"The People's Republic of China Ten-year Plan for Citizen Economic and Social Development and the Outline of the Eighth Five-year Plan" points out: "For the next ten years the average annual population natural growth rate should be controlled to under 12.5%." Accomplishing the plan goal of controlling population increase is necessary to guarantee the establishment of the nation's second and third steps for modernization. Therefore the following has been decided:

I. Unify knowledge, improve the planned-birth work leadership

The most urgent and important task facing our country is the strict control of population growth. Our country is a developing country with the largest population in the world. The basic situation of the country is that the population is large, the tillable soil is limited, the foundation is weak, and the carrying capacity (natural resources) of the country is insufficient to support the population. The manpower resources in our country are plentiful, which is obviously a good condition for the establishment of socialism, however if the population increases too quickly it becomes a heavy burden, and seriously hampers the progressive development of the country's economy and society. A long-term policy of our nation is to carry out birth planning, control population growth, and improve the population quality. This long-term policy is based on the actual situation of the nation and the benefit of each individual, so that the country can develop more rapidly and can more quickly move the citizenry onto a path of common wealth. For the past twenty years, especially since the eleventh congress of the third Party meeting, through the common efforts of the Party, the national citizenry, and planned-birth work personnel, our country has achieved notable results in the area of population growth control. The birth control rate has been reduced from 33.43% in 1970 to 21.06% in 1990, however it is necessary to be cognizant of the fact that the population growth trends remain of the utmost importance, and controlling population growth is absolutely necessary. Currently the national population stands at over 1.1 billion, and in the past few years the annual population growth has been over 16 million per year, the same as a middle-sized country. This has exerted a great amount of pressure and created problems for the establishment of the economy, the development of society, and the improvement of people's daily lives. [The rest of the paragraph re-emphasizes the necessity of population control policy.]

Each Party committee and government office must place planned-birth work on the same level of importance as economic planning, economic growth and population planning must be planned together, and must become part of each worker's daily tasks, the first measure for each Party government, for which each participant must take responsibility. To successfully carry out planned-birth work, each Party committee must establish a leadership team for population and planned-birth work with an important person heading up the team, with the group cooperating with each associated department.

[Summary: The success of planned-birth work is one of the main criterion by which the government work of each office will be measured.] Upper-level work units and government offices need to improve their investigation of the work done at lower levels, assuring the reliability of the statistics, preventing false and missing reports, establishing systems of reward and punishment,

awarding those who carry out planned-birth work successfully, and punishing those, including those leaders responsible, for causing a lack of control in planned-birth work.

II. Persist in carrying out the policy step-by-step, manage planned-birth work according to the law

The current planned-birth policy of the nation is: Advocate late marriage and late births, fewer births, better births; encourage each couple to only give birth to one child. Citizens of cities and towns, excepting special circumstances in which permission is granted, may only have one child. The countryside must also encourage each couple to only give birth to one child. For those who truly have some kind of practical difficulty, they may be granted permission to have a second child after several years. Planned-birth work must also be done in national minority regions in order to improve the economic and cultural levels and the quality of the nationality; the specific methods and requirements are to be decided by those in each autonomous region or province of residence.

At present we must carry out the policies currently in place [slogans], strictly adhering to the national laws and policies and improving planned-birth management. The lower-level planned-birth workers must carry out propaganda work and encourage public self-supervision. Prevent local offices from relaxing their planned-birth work, opening up opportunities for multiple births, haphazardly issuing permits and filling out charts. Persist in preventing early marriage and early birth, multiple births, and extra-plan pregnancies and births.

中共中央、国务院关于加强 计划生育工作，严格控制 人口增长的决定

(1991年5月12日)

《中华人民共和国国民经济和社会发展十年规划和第八个五年计划纲要》提出：“争取今后十年平均年人口自然增长率控制在12.5%以内”。完成这个控制人口增长的计划指标，对于保证我国现代化建设第二步、第三步战略目标得以实现具有重大的意义。为此，特作如下决定：

一、统一认识，切实加强对计划生育工作的领导

严格控制人口增长是我国面临的一项重要而紧迫的任务。我国是世界上人口最多的发展中国家。人口多，耕地少，底子薄，人均占有资源相对不足是我国的基本国情。我国人力资源丰富，这固然是我们建设社会主义的一个重要条件，但人口增长过快，又是我们一个沉重的负担，它严重地制约着我国经济和社会发展的进程。我们把实行计划生育，控制人口增长，提高人口素质作为我国一项长期的基本国策，是从我国的实际情况和人民的切身利益出发，为了使国家更快地发达起来，使人民更快地走上共同富裕的道路而作出的重大战略决策。二十年来，特别是党的十一届三中全会以来，经过全党、全国人民以及广大计划生育工作者的共同

努力，我国在控制人口增长方面取得了举世公认的巨大成就，人口出生率已从1970年的33.43%下降为1990年的2.10%。但必须清醒地看到，我国的人口形势依然十分严峻，控制人口增长的任务相当艰巨。目前，我国的人口总数已达到十一亿多，近几年来每年新增人口仍在1600万以上，相当于一个中等国家的入口，这给国家的经济建设、社会发展和人民生活的改善带来极大的压力和困难。九十年代是我国社会主义现代化建设历史进程中的非常关键的时期，也是我国控制人口增长的非常关键的时期。尤其是“八五”期间，正值生育高峰的降顶，使计划生育显得更为紧迫。如果我们不能有效地控制人口增长，必将直接影响我国现代化建设战略目标的实现，影响人民生活水平和全民族素质的进一步提高，同时还会加快自然资源的消耗和生态环境的恶化，给子孙后代留下严重的后患。由此可见，计划生育是关系到我国现代化建设战略目标能否实现的大事，是关系到民族兴衰的大事，已经到了刻不容缓、非抓紧不可的地步。对此，我们必须有高度的历史责任感和时代紧迫感。

各级党委和政府务必把计划生育工作摆到与经济建设同等重要位置上来，把人口计划纳入本地区国民经济和社会发展规划，列入重要议事日程，党政第一把手必须亲自抓，并且要负总责。各级党委和政府应成立人口与计划生育领导小组，由主要领导同志任组长，组织协调各有关部门、有关方面共同做好计划生育工作。

各级党委和政府应承担完成本地区人口计划的责任，实行和完善人口与计划生育目标管理责任制。要把做好计划生育工作和完成人口计划作为考核各级党委、政府及其领导干

部政绩的一项重要指标，并制订科学的考核标准和监督措施。上级党委和政府要加强对下级党委和政府执行人口计划情况的督促和检查，确保统计数字的准确性，严禁瞒报和虚报。要建立奖惩制度，对计划生育工作做得好的给予奖励，对造成人口失控的要给予处罚并追究有关领导人的责任。

二、坚决贯彻落实行政政策，依法管理计划生育

我国现行的计划生育政策是：提倡晚婚晚育，少生优生，提倡一对夫妇只生育一个孩子。国家干部和职工、城镇居民除有特殊情况经过批准可以生第二个孩子外，一对夫妇只生育一个孩子。农村也要提倡一对夫妇只生育一个孩子，某些群众确有实际困难，经过批准可以间隔几年以后生第二个孩子。为了提高少数民族地区的经济文化水平和民族素质，在少数民族中也要实行计划生育，具体要求和做法由各自治区或所在省决定。这个政策符合全国人民的根本利益，经过多年的工作已经逐渐得到广大人民群众的理解和支持。

当前，必须坚定不移地贯彻落实行政政策，不能摇摆，不能松动，不能改变，以保持政策的稳定性和连续性，要严格依照国家法律和有关规定，加强对人口的计划管理。基层的人口出生计划要张榜公布，接受群众监督。坚决纠正部分地区放松计划生育工作的状况，严禁乱开口子，乱批生育指标。坚决制止早婚早育、多孩生育，努力防止计划外怀孕和计划外生育。

要严格依法管理计划生育。各省、自治区、直辖市制定的有关计划生育方面的地方性法规，是本行政区域计划生育部门行使管理职能和人民法院审理行政诉讼案件的法律依

ATTACHMENT 2

Fujian Province Planned-birth Regulations

Fujian Province Seventh Session of the People's Congress
Passed at the Second Meeting of the Everyday Affairs Committee
April 29, 1988

Revisions stated in "Decision to Revise 'Fujian Province Planned-birth Regulations'" according to the Twenty-second meeting of the Everyday Affairs Committee on June 28, 1991 of the Fujian Province Seventh Session of the People's Congress.

Chapter I Overall Principles

Article 1. The following regulations are stipulated in order to control the population amount, improve the population quality, and cause the population to develop in cooperation with economic and social development, according to "The Constitution of The People's Republic of China," "The Marriage Law of the People's Republic of China" and other related national regulations.

Article 2. It is a basic government policy to carry out planned birth. Education and encouragement work are of the utmost importance, along with the necessary economic and administrative measures.

Article 3. It is the duty of each couple to practice planned birth. The rights of a citizen to practice planned birth are protected under law.

Article 4. Each level of the People's Government must improve the leadership of planned-birth work, and take responsibility for organizing and carrying out each article listed herein.

Chapter II Giving Birth

Article 5. Advocate late marriage, promote late birth. Late marriages are those where men marry at twenty-five or older and women marry at twenty-three or older. Late births are those where a married woman of twenty-four or older or a woman of late marriage gives birth to her first child.

Those who have not reached marriageable age are prohibited from marrying or giving birth.

Chapter VII Legal Responsibility

Article 36. Extra-plan birth fees are exacted upon extra-plan birth couples as follows:

- (1) For those who violate planned-birth regulations by giving birth too early or give birth before the stipulated interval between children, a fee of 60-100% of the couple's combined annual income shall be assessed.
- (2) For those who violate planned-birth regulations by giving birth to one child above quota, a fee of 200-300% of the couple's combined annual income shall be assessed.
- (3) For those who violate planned-birth regulations by giving birth to two children above quota, a fee of 400-600% of the couple's combined annual income shall be assessed; for those who give birth to three or more children above quota, the fee will be increased.

Those who illegally adopt children will be dealt with according to extra-plan birth fees. The entire fee for extra-plan births can be demanded to be paid on the spot. The fees stipulated by city, county (district) for extra-plan births should be assessed according to the first point.

Article 37. Punishment and limitations for the extra-plan birth couple:

- (1) Organizational, enterprise, and professional work unit personnel who violate planned-birth regulations. For those who violate planned-birth regulations by giving birth too early or give birth before the stipulated interval between children, for one to three years after the punishment begins; for extra-planned births, seven years after the punishment begins: do not issue bonuses, do not change worker status from contract to permanent employee, do not issue promotions, do not increase job (salary) levels, do not evaluate them as progressive workers, do not issue a salary during maternity leave, do not provide health insurance, require the couple to pay the prenatal and delivery fees. Each husband and wife with extra-plan births must also be demoted one level in salary and be punished by other administrative laws.
The above administrative punishments are decided by the work or government unit involved, and the case must be reported to the government planned-birth management office at the same level.
- (2) For those citizens of cities or towns with extra-plan births, grain and oil must be purchased at market prices (rather than government subsidized prices) for ten years after the punishment begins.
- (3) For those in the countryside who violate planned birth, they are not allowed to work at village or town enterprises, work as cadres, or transfer their status to something other than agricultural worker, for a period of time stipulated according to the first point above. For those who give birth to more than one child over quota, one portion of their "private ownership" can be confiscated (private mountain, private riverbank, private orchard, etc.).

Summaries of the following articles:

Article 38. Those with a sole-child certificate who give birth to a second child must have their award money and special privileges revoked.

Article 39. Those who will be fined for extra-plan births, including those of the transient population, must be notified in writing by the government office responsible. Fees received must be used for planned-birth work.

Article 40. In addition to assessing fees, birth control measures must be immediately carried out on those with extra-plan births.

Article 41. Those planned-birth workers who do not carry out punishments according to these articles will be punished by higher level offices. If extra-plan births occur among transient workers their employer must be punished.

福建省计划生育条例

1988年4月29日福建省第七届人民代表大会

常务委员会第二次会议通过

根据1991年6月28日福建省第七届人民代表大会常务委员会第二十二次会议《关于修改〈福建省计划生育条例〉的决定》修正。

第一章 总 则

第一条 为控制人口数量，提高人口素质，使人口的发展同经济和社会发展相适应，根据《中华人民共和国宪法》、《中华人民共和国婚姻法》和国家有关规定，结合本省实际情况，特制定本条例。

第二条 实行计划生育是我国的一项基本国策。应坚持宣传教育和鼓励为主、辅以必要的经济和行政措施。

第三条 夫妻双方都有实行计划生育的义务。公民实行计划生育的合法权益受法律保护。

第四条 各级人民政府要加强对计划生育工作的领导，负责组织实施本条例。

第二章 生 育

第五条 提倡晚婚，推行晚育。男二十五周岁、女二十三周岁以上结婚为晚婚。已婚妇女二十四周岁以上或晚婚后怀孕生育第一个孩子为晚育。

禁止未达法定婚龄者结婚或生育。

第七章 法律责任

第三十六条 对计划外生育的夫妻，征收计划外生育费：

(一) 违反计划生育规定提前生育第一个孩子或违反生育间隔期规定的，按夫妻双方上年总收入的百分之六十至一倍征收；

(二) 违反计划生育规定超生一个孩子的，按夫妻双方上年总收入的二至三倍征收；

(三) 违反计划生育规定超生两个孩子的，按夫妻双方上年总收入的四至六倍征收；超生三个以上的加重征收。

对非法收养孩子的，按计划外生育处理。

计划外生育费可一次性征收。

市、县(区)规定的征收计划外生育费的幅度应符合第一款的规定。

第三十七条 对计划外生育的夫妻，给予限制和处罚。

(一) 机关、企业事业单位工作人员违反计划生育规定，提前生育第一个孩子或违反生育间隔期规定的，从处理之日起一至三年，计划外超生的，从处理之日起七年，不发综合奖，不转正、升职、提级或评为先进工作者，产假期间不发工资，不享受劳保待遇，分娩费用自理。计划外超生的，还须从怀孕之月起夫妻双方各降一级工资，并给予其他行政纪律处分。

上述行政处分由所在单位或主管部门决定，报同级政府计划生育主管部门备案。

(二) 城镇居民计划外超生的孩子，从出生之月起十年内按议价供应粮油。

(三) 村民违反计划生育的，不安排进乡镇企业工作，不招干，不办理农业人口转非农业人口，期限按第(一)项

规定：对计划外超生一个以上孩子的，还可收回一份自留地（自留山、自留滩、自留果等）。

第三十八条 已领取独生子女证后计划外生育的，除适用第三十六条、第三十七条规定外，还应追回奖励费和优待假工资等。

第三十九条 征收计划外生育费，由乡（镇）人民政府或街道办事处计划生育主管部门根据本条例规定作出决定，报本级政府（派出机关）和上一级计划生育主管部门备案后，书面通知当事人。

流动人口计划外生育费的征收，除适用前款规定外，也可由县（市、区）计划生育主管部门直接作出决定。

征收的计划外生育费用于计划生育专项开支，不得挪作他用。

第四十条 在征收计划外生育费、限制或处罚的同时，乡（镇）人民政府、街道办事处应采取措施促使当事人落实有效的节育措施或计划外怀孕的补救措施。

第四十一条 未认真执行本条例规定的市（地）、县（市、区）、乡（镇）、街道，出现计划外生育现象的单位，当年不得评为精神文明或其他荣誉称号，情节严重的，应追究领导责任，给予行政处分或经济处罚。

流动人口在临时居住地出现计划外生育的，县（市、区）、乡（镇）人民政府、街道办事处应对不认真抓好计划生育的招用单位负责人、工程承包人，以及知情不举的个体雇主、出租（借）房主予以经济处罚。

第四十二条 阻挠、破坏计划生育工作，有下列行为之一的，由县（市、区）以上计划生育主管部门对直接责任人

ATTACHMENT 3

COMMITTEE OF COMMUNIST PARTY OF CHINA,
QUANZHOU MUNICIPALITY DOCUMENT

Quan-wei [1991] #15

CIRCULAR NOTICE ON OBLIGATIONS OF DEPARTMENTS DIRECTLY
UNDER THE MUNICIPALITY IN IMPLEMENTING "FUJIAN PROVINCE
PLANNED-BIRTH REGULATIONS"

May 9th, 1991

Planned-Birth Committee

..To conscientiously carry out the Party Central Committee and the State Council's planned-birth-work guiding principles, policies and "Fujian Province Planned-Birth Regulations," we intend to formulate our municipality's measures and methods related to planned-birth work for supervising and checking implementation of the Party Central Committee, the State Council and the provincial government's guiding principles and policies related to planned birth.

Planning Committee:

..To arrange quotas of capital construction investment, materials and equipment needed for developing planned-birth work in the municipality, to formulate a plan of scientific-technologic development of planned-birth work in coordination with the committee of science and technology.

Health Departments:

..To conscientiously implement planned-birth technical works in coordination with planned-birth units.

Propaganda Departments:

..To conscientiously carry through the guiding principle of "3 majors," and, with rural areas as the key point, to assist, and coordinate with, planned-birth units in conducting propaganda and education in the spirit of our basic national conditions, basic national policies and current planned-birth policy, laws and regulations.

Organizational Departments:

..It is imperative to make the system of planned-birth responsibilities the important factor in examining and checking accomplishments of party and government leading teams as well as leading cadres of all levels, and the important basis for encouraging/taking disciplinary actions against/promoting/demoting cadres.

Staff Committee, Personnel Departments:

..To strengthen size management of planned-birth organizations of all levels, to guide local units in fulfilling works related to structural adjustment, work compensation, benefits, training, etc. Those cadres and employees who achieve prominent accomplishments in planned-birth work are to be encouraged, while those cadres and employees who violate planned-birth regulations are not to be considered for recruitment, compensation adjustment, promotion, transfer, "agricultural-area residents becoming non-agricultural-area residents," etc., and are to be imposed corresponding administrative penalties depending on the circumstances.

Employment Departments:

..Wait-for-employment persons who violate the planned-birth policy and regulations or do not undergo birth-control surgeries in accordance with regulations are not to be recruited. To urge recruiting units to handle those who are already recruited in accordance with related regulations. While handling "*temporary employment certificates*" for laborers from other places, their planned-birth facts must be strictly examined. Those who fail to produce county-level "*birth and birth-control certificates*" are not to be recruited. Units that recruit persons who evade abiding by planned-birth regulations are to be imposed penalties and are urged to fire recruited persons who evade abiding by planned-birth regulations within a set schedule. All other conditions being equal, technical schools, while admitting students or training technicians for township/town enterprises, give preference to rural-area sole-children and children from second-daughter sterilization families.

Departments of Finance:

..To ensure development of planned-birth work; planned-birth work expenses and special-item expenses must be guaranteed.

Disciplinary Committee, Supervisory Departments:

..To strengthen checking and supervision of planned-birth work. Whenever problems of violation of discipline, favoritism and fraud are discovered, teams must be promptly set up, and disciplinary actions are to be taken against party members and cadres who violate the planned-birth policy.

Judicial Departments:

..To assist related units in handling planned-birth-related cases in accordance with the law, and to assist planned-birth units and personnel in their work.

Public Security Departments:

..To conscientiously implement registration, checking and handling population natural changes and changes due to moving, to assist related departments in strengthening planned-birth management of mobile population. ...To assist grassroots public security units in timely investigating cases of undermining planned-birth work and cases of insulting, slandering, injuring and revenging on planned-birth personnel.

Departments of Transportation:

..To conscientiously check drivers' birth and birth-control certificates while issuing and renewing motor vehicle licenses; to refuse to handle, to suspend and cancel licenses should they decline to produce certificates; until they undertake birth-control measures or pay extra-plan birth fees.

Departments of Business Management:

2To strengthen planned-birth management of private merchants and private enterprises. While applying for business licenses, married city/town waiting-for-job personnel, villagers and others permitted by government policies must produce birth and birth-control certificates. Applications of those who violate the planned-birth policy or fail to undertake birth-control measures, decline to pay extra-plan-birth fees can only be handled after such actions are cleared. In coordination with related units, to impose penalty fees on, even cancel business licenses, violators of the planned-birth policy who have previously obtained licenses, depending on circumstances.

Departments of Civil Administration:

..To be in charge of carrying through and implementing the marriage law; to strictly prohibit early marriage and marriage of close relatives; to guide departments of marriage registration in propagating late marriage, late birth and in implementing planned-birth work. In accordance with related laws, to criticize and educate those who violate the marriage law; to handle retroactively marriage registration; in coordination with related departments, to resolutely curb such actions as early marriage, early birth, abandoning female infants and illegal child adoption; to conscientiously implement social relief and subsidize those whose life is made difficult due to death or disability caused by accidents in birth-control surgeries.

Departments of Education:

..To strengthen planned-birth propaganda, to educate and manage teachers (including teachers of schools run by local people, substitute teachers); to strictly implement planned-birth policies and regulations; to seriously handle cases of violation of the planned-birth policy, and not to change violators from temporary teachers to staff teachers, not to promote them in status and grades, not to asses their bonuses during the handling period.

Agricultural Departments:

..To give preference to sole-child and second-daughter sterilization families in obtaining land, tea/fruit trees, river-bank plots, collective enterprise contracts, funds, improved varieties of seeds, materials, technical services, etc. On the other hand, necessary restrictions and penalties are imposed for extra-plan births. Rural area sole-child families may cultivate twin portions of cereal land. Favored considerations are also given to "*second-daughter sterilization*" families.

..Departments of farming machinery are to suspend or cancel licenses of tractor/transportation vehicle drivers who decline to undertake birth-control measures.

..Needy families that cause extra-plan births and fail to undertake birth-control measures cannot benefit from policies of assisting needy families on favorable terms.

Township/town Enterprise Management Departments:

..Favorable assistance is given to private enterprises run by sole-child and second-daughter sterilization families. To examine township/town enterprise employees' marriage, births and birth-control measures. To urge enterprises not to hire those who cause extra-plan births, fail to undertake birth-control measures and are still in the penalty period. To impose penalties in accordance with related regulations on employees who cover up child birth, resort to deception and violate the planned-birth policy, even to dismiss them. To assist related departments in imposing penalties on those who cause extra-plan births. To strengthen planned-birth management of township/town enterprise employees.

Departments of Forestry:

..While hiring temporary workers, forestry centers must examine their birth and birth-control certificates. Preference is given to sole-child and second-daughter sterilization families. Anyone who violates the planned-birth policy must not be hired.

Aquatic Production Departments:

..To guide, supervise grassroots units in charge of aquatic production and urge them to examine birth and birth-control certificates before handling fishermen's certificates and put-out-to-sea certificates. Sole-child and second-daughter sterilization families are given preferences. Sole-child families enjoy the privilege of contracting twin portions of aquatic products plots. Families that violate the planned-birth policy cannot contract such plots. Before birth-control measures are undertaken and penalties imposed, fishermen's certificates and put-out-to-sea certificates cannot be handled for a couple who cause extra-plan birth/s.

Land Management Departments:

..To guide, supervise grassroots units in charge of land management and urge them to strictly examine birth and birth-control certificates before examining and approving land plots for building private houses. Preferential approval is given to those who abide by the planned-birth policy well. For villages with serious cases of extra-plan birth, for those who have not yet undertaken birth-control measures or have not yet been imposed penalty for violating planned-birth regulations, approval of land for building houses is to be suspended, or the applications are to be denied. In rural areas, sole-child families can be given twin portions of land for building private houses. No land plots are granted to extra-plan-birth families.

Departments of Construction:

..To strictly check matters related to planned birth while handling building units' formalities and licenses.

Departments of Cereals:

..To formulate a cereal and cooking oil supply policy that is favorable for planned-birth work. Should city/town residents give birth to one extra-plan child, cereals and cooking oil are not supplied to the child at ration prices from the day of the child's birth to his/her 10th birthday; should 2 extra children be born, cereals and cooking oil are not supplied to the children at ration prices from the days of their birth to their 14th birthdays.

Departments of Supply and Sales:

..To formulate policies that are favorable for planned-birth work. Chemical fertilizers, plastic films, insecticides and other short-supply farming materials are supplied to sole-child and second-daughter sterilization families at low prices. Corresponding measures of penalty are to be undertaken against families that do not abide by the planned-birth policy.

Bank System:

..To restrict loans to families that do not abide by the planned-birth policy. No loans are granted to families that cause extra-plan birth/s, have not yet undertaken birth-control measures and have not yet been handled in accordance with regulations.

Insurance Companies:

..Supported by, and in coordination with, related units, to vigorously develop all items of planned-birth insurance.

Statistic Bureau:

..To provide statistic data for censuses.

Office of Spiritual Civilization:

..To strictly implement the system of "*one planned-birth error, and you are out.*" Organs, enterprises, institutions whose employees cause extra-plan birth/s, counties, townships/towns, village/neighborhood committees, where extra-plan-birth situation is serious, cannot be estimated as spiritual civilization units and advanced employees in the given year.

Trade Unions, Women's Federations, Communist Youth League:

..To implement preferential policies for sole-child families in coordination with related units; to uphold legal rights of couples who abide by the planned-birth policy;

to do their best to timely investigate those who violate the planned-birth policy in coordination with related units.

Committee of Communist Party of China, Quanzhou Municipality

Quanzhou Municipality People's Government

中共泉州市委文件

泉委〔1991〕15号

关于市直有关部门实施《福建省计划生育条例》若干职责的通知

市直机关各部、委、办、局：

为尽快形成我市宣传教育、法律约束、行政管理、经济措施、利益导向相结合的计划生育制约机制，现根据《福建省计划生育条例》和省委、省政府《关于加强计划生育工作的决定》以及闽政〔1990〕30号文件精神，特制定市直有关部门计划生育的职责、

计划生育委员会：

要认真贯彻执行党中央、国务院的计划生育工作方针、政策和《福建省计划生育条例》，拟订我市有关计划生育工作的措施和办法，督促检查党中央、国务院和省委、省政府有关计划生育方针、政策的实施情况，深入基层，调查研究，总结经验，及时发现问题解决问题，协同有关部门检查人口计划完成情况，进行人口出生和计划生育统计，组织计划生育的宣传和计划生育干部的培训，协同做好计划生育技术服务工作，指导搞好避孕药具计划发放和管理工作，推广安全、高效、简便的节育新技术，搞好优生优育，组织开展计划生育科研，协调各有关部门和工会、共青团、妇联等社会

团体共同做好计划生育工作；指导计划生育协会、人口学会和人口福利基金会的工作。

计划委员会：

协调我市人口同社会经济发展的关系，研究、制定有关政策；会同计生委编制人口计划和检查计划的执行情况，为控制人口增长提供决策依据，按照计划管理体制，安排全市计划生育事业发展需要的基建投资、物资、设备指标，会同科委编制计划生育的科技发展计划。

卫生部门：

会同计划生育部门做好节育技术工作，抓好基层计划生育技术人员的培训，加强节育手术质量的监督、检查、提供优质的技术服务，严格操作规程，把好质量关，确保手术安全；认真执行省规定的收费标准；协同有关部门对节育手术事故、并发症和病残儿组织鉴定、治疗；组织医疗卫生保健单位宣传党和国家的计划生育政策、法规和优生优育、避孕节育的科学知识，做好有关计划生育的咨询服务工作；制订对独生子女及农村“二女”就医优惠办法；严禁鉴定胎儿性别，严禁节育手术弄虚作假和出具假证明，经常组织检查，对上述行为及时进行严肃查处。

宣传部门：

认真贯彻“三为主”方针，把宣传教育工作放在首位，支持和配合计划生育部门开展基本国情、基本国策和现行计划生育政策、法规的宣传教育。要以农村为重点，充分发挥

招收的费成用工单位按有关规定予以处罚；办理外来劳工《临时就业证》手续时，应审查其计划生育情况，凡没有出示县级《生育节育证（卡）》的，不予办理。对雇用逃避计划生育人员的用工单位实行处罚，并限期辞退已雇用的逃避计划生育人员；技校在招收考生或为乡（镇）企业培训技工时，在同等条件下应优先录取农村独生子女和“二女”结扎户子女。

财政部门：

在安排计划生育事业经费及有关专项经费时，应确保计划生育事业发展的需要，配合计生部门严格管理计划生育经费，会同计生审计等部门监督检查各级、各单位管好、用好计划外生育费。

纪委、监察部门：

加强对计生工作的检查、监督，发现违反纪律、徇私舞弊等问题，立即组织力量查处，对违反计生政策的党员、干部及时给予纪律处分。

司法部门：

指导和督促各级司法部门的司法部门搞好计生法制建设，在普法工作中，积极宣传《宪法》、《婚姻法》及其他有关计划生育的法规，广泛宣传保护妇女儿童合法权益的条款和《福建省计划生育条例》作为农村普法教育的重要内容，并协助有关部门依法办理与计划生育有关的案件，支持计划生育部门和计划生育人员的工作。

公安部门：

做好总人口、人口自然变动与迁移变动的登记、清查、清理工作；协同有关部门加强对流动人口的计划生育管理，对申请租用私房的暂住人口、空挂户、购买商品房的育龄妇女，严格审查其《生育节育证明书》，对逃避计划生育的，责令其就地落实节育措施。对包庇逃避计生对象的房主也要进行经济处罚。严格执行违反计生的农业人口，在七周年内不予办理“农转非”的政策。指导基层公安机关及时依法查处破坏计生工作和对计生工作人员进行侮辱、诽谤、伤害、报复等破坏计生工作的案件。

交通部门：

严格要求基层交通主管部门，在机动车辆驾驶执照发放及更换时，认真检查驾驶员的《生育节育证明书》，对拒不出示证明，不落实节育措施或拒不缴纳计划外生育费的机动车驾驶员，不予办理，可吊扣或吊销其驾驶执照，至其落实节育措施和缴纳计划外生育费为止；配合有关部门对违反计划生育规定的驾驶员给予经济处罚，加强对无证、零散、外来交通运输人员的计生管理。

工商行政管理部门：

要加强个体商贩、个体企业的计划生育管理。凡已婚的城镇待业人员、农村村民以及国家政策允许的其他人员，在申请营业执照时，必须出具《生育节育证明书》，经审查符合计划生育规定，方能给予办理。对领取独生子女证的优先

各种宣传工具和宣传阵地的作用，广泛深入地开展各种宣传活动，为控制人口增长，提高人口素质创造一个良好的舆论环境和形成全党动手，全民动员，综合治理的社会环境。

组织部门：

必须把计划生育责任制列为考核各级党政领导班子和领导干部政绩的重要内容，作为干部奖惩、升降的重要依据。党员违反计划生育，所在党支部当年不得评为先进党支部，违反计生的干部、职工在规定期限内不能入党，不能提拔重用，不能调入县以上党政机关，是领导干部的还必须给予组织处分；计生工作搞不好的单位，要严肃追究单位领导的责任。

编委、人事部门：

加强对各级计划生育机构编制管理，指导各地做好计划生育干部的结构调整和工资、福利、培训等工作。对在计划生育工作中作出突出贡献的干部、职工实行奖励；对违反计生政策规定的干部、职工，在干部录用、调资、晋升、调动和“农转非”等方面不予考虑，并视情给予相应的行政纪律处分。

劳动部门：

指导和督促基层劳动主管部门在招工、工作调动时，严格按泉委〔1990〕15号文件精神，把好计划生育关。凡违反计划生育或未按规定落实节育手术的待业人员不予招用，已

给予办理。违反计生政策或不落实节育措施、不缴纳计划外生育费的，需待处罚后方予以办理。对已办理营业执照的违反计生对象应视其情节，配合有关部门给予罚款直至吊销营业执照；积极配合计划生育部门指导个体劳协、私营企业协会把计划生育宣传教育及管理列入协会的工作内容，建立必需的工作制度和网络。指导督促基层工商行政管理部门加强对个体工商户和个人合伙、私营企业人员进行计划生育政策教育和检查，发现问题，及时解决。

民政部门：

负责《婚姻法》的贯彻执行，严禁早婚和近亲结婚，指导婚姻登记部门宣传晚婚晚育，实行计划生育，依据有关法律，对违法婚姻进行批评教育，做好补办结婚登记工作；协调有关部门，坚决制止早婚早育、遗弃女婴和非法抱养孩子等行为；指导基层村（居）委会设立计划生育管理机构，大力发展老年社会福利与社会保障事业，做好对因节育手术事故造成死亡或者丧失劳动能力导致生活困难的社会救济资助工作；协同计生委研究、制定少数民族的计划生育管理以及认同、更改民族成份等政策、办法，依法推动少数民族的计划生育工作。

教育部门：

负责在初中以上学校开设人口与计划生育和青春期教育的课程；制订和检查落实对独生子女、农村“二女”在中、小学、幼儿园托儿所就读的优惠政策和办法；加强对教师（含民办、代课教师）的计划生育宣传教育和管理，严

格执行计划生育政策规定，对违反计划生育的，及时给予严肃处理，并在处理期内不予转正、晋升、提职或评资。

农业部门：

在拟定和调整农村各项经济、社会政策时要与计划生育政策相配套。对实行计划生育好的独生子女户、“二女”结扎户在土地、茶果、滩涂、集体企业承包，以及资金、良种、物资供应和技术服务等方面给予优先，对计划外生育的，依法给予必要的限制与处罚，农村独生子女户可享受承包双份粮田，“二女”结扎户也应予以优惠照顾。

农机部门对拒不落实节育措施的拖拉机（含农用运输车）驾驶员，给予吊扣或吊销驾驶证的处理。

扶贫工作要与计划生育工作相结合，两项工作指标同时检查、考核、评比对实行计划生育好的独生子女、“二女”结扎贫困户，可优先支持扶贫资金、物资，优先提供技术服务。对计划外生育、未落实节育措施的贫困户，不予享受扶贫优惠政策。

乡镇企业管理部门：

指导和督促基层乡镇企业主管部门在制订年度经济指标时，同时提出计划生育工作的要求。坚持两种生产一起抓。优先扶持独生子女父母和“二女”结扎户开办的个体企业。对乡镇企业招用、聘用人员的婚姻、生育、节育情况进行审查、对计划外生育未落实节育措施及在处罚期内的，要求企业一律不予招用、聘用；对瞒报出生、弄虚作假，违反计划生育政策的职工按有关规定给予处罚直至辞退，协助有关部

们对有计划外生育现象的、个人给予处罚；加强乡镇企业职工的计划生育管理，建立各种簿卡档案，与乡（镇）、村互通信息，共同管理。

林业部门：

对实行计划生育好的乡（镇）、村和农户，可优先发放林业发展基金；对户成户或计生规定的村和村民小组或个人，不发放森林采伐证和林业发展基金；在实行集体林木股东会的地方，自然增股时让独生子女享有双份自然股。未实行林木股东会的地方，在分配集体林木收益时让独生子女享受双份收益分配，计划外生育的子女，不能享有自然增股，不能参加集体林木的收益分配；林场在招用临时工时要审查《生育节育证明书》，优先安排独生子女和农村“二女”结扎户，凡违反计生政策者不予招用。

水产部门：

指导和督促基层水产主管部门在办理渔民证、水产船民出海签证手续时，应审查《生育节育证明书》，对独生子女户和“二女”结扎户应予优先照顾，在安排承包滩涂水面时，独生子女可享有承包双份面积的权利；违反计划生育的家庭，不予承包滩涂水面。计划外生育的夫妇，在未落实节育措施和未按规定处罚前不能给予办理渔民证、船民出海签证。

土地管理部门：

指导和督促基层土地管理主管部门在审批个人建房用地

时，严格审查申请人的《生育节育证明书》，对实行计划生育好的，给予优先批准；对计划外生育严重的村，以及尚未落实节育措施和违反计划生育规定未作处罚的户，其建房用地暂缓批准，或不予批准。农村独生子女户可按两个子女数的份额安排宅基地；计划外生育的子女不安排宅基地的份额。

建设部门：

在办理施工单位各种手续、执照时，应按《条例》规定严格把好计划生育关。检查督促施工单位指定专人负责计划生育工作，将施工人员的婚育节育情况登记造册，报主管部门备查，不得招收逃避计生的人员和超计划生育未落实措施或未按规定处理的人员要配合同计生部门落实好施工单位职工的计划生育奖惩办法。各级房管部门（含单位）在办理房屋建设、公房分配、出租、出售等工作时，应检验《生育节育证明书》，符合规定的方予以办理建、购、租居手续，同时报当地县级计生部门备案。对计划外生育的应予制裁。

粮食部门：

制定有利于计划生育工作的粮油供应政策。城镇居民计划外超生一个孩子的，从孩子出生年月起至十周岁止不供应平价粮油。超生二个孩子的，从孩子出生年月起至十四周岁止不供应平价粮油。待处罚期满后，应出具处罚文件或已缴清计划生育费的收据，方予办理供应平价粮油手续。对躲避落实节育措施或拒不缴交计划外生育费的人员，根据所在单位和县以上计生委的书面通知停止粮油供应，直至落实节育

措施或缴交计划外生育费后方予恢复供应。对外来流动人员办理粮油供应时，应查验县级计生部门出具的《生育节育证明书》，如违反计生也应按上述规定办理。

供销部门：

制定有利于计划生育工作的政策，对农村独生子女户和“二女”结扎户，优先提供平价化肥、薄膜、农药等紧缺农用物资。对不实行计划生育的家庭，应制定相应制裁措施。

银行系统：

对实行计划生育的家庭，独生子女户和农村“二女”结扎户，因发展生产需要银行贷款扶持的，在符合条件的前提下，应给予优先支持；对不实行计划生育的家庭，在贷款上要加以限制，超计划生育未落实节育措施或未按规定处理前，不得给予贷款。对有计划外生育的单位，在当地人民法院向银行发出协助执行通知书时，银行应协助执行处罚措施。

保险公司：

在有关部门的支持、配合下，大力发展各项计划生育保险，为实行基本国策提供配套服务。同时，积极探索建立农村社会保险制度。

统计局：

负责组织和指导全市人口统计业务工作，组织和指导人口普查和抽样调查工作，提供人口调查统计资料；对瞒报、虚报、篡改或其他伪造人口统计数字的行为，依照统计法给

予处理。

文明办：

严格实行计划生育一票否决权，出现计划外生育的机关、企事业单位、个人和计划外生育严重的县、乡（镇）、村（居）委会，当年不得评为各级文明单位先进个人。

工会、妇联、共青团：

积极宣传人口形势和计划生育政策，教育广大青年、妇女、职工响应党和国家的号召，自觉实行计划生育，晚婚晚育、少生优生，要与虐待生女孩的母家、虐待女孩及溺弃女婴等行为作坚决斗争，配合有关部门落实独生子女户的各种优惠政策，维护实行计划生育夫妇的各种合法权益，对违反计划生育者，要尽力配合有关部门及时查处。

各有关部门和单位按上述职责，依照本部门职能，制定具体的实施办法，切实把好计划生育关。

中共泉州市委

泉州市人民政府

一九九一年五月九日

ATTACHMENT 4

Report on Planned-birth Work in Jinjiang City

October 11, 1997

I. General situation

Jinjiang is a city near the sea in the southeast part of Fujian Province. It is across from the islands of Jinmen and Taiwan. It is famous in the country for its bridges. It is the native place of many Taiwanese. Currently it has 15 townships, 1 (government) farm, 381 village committees, on an area of 649 square kilometers. Since the open door policy (1979-), Jinjiang's economy has been developing rapidly in a balanced way. In 1996 citizen gross product was 15.4 billion yuan. The industrial and agricultural gross product was 27.3 billion yuan, financial income was 638 million yuan, net per capita income for farmers was 4,868 yuan. This is the third year we were ranked as one of the country's top one hundred "strong counties" (cities), maintaining our rank as one of Fujian's "ten strong" and "ten good" cities.

By the end of June of 1997 the total population of the city was 1,003,842, population density per square kilometer was 1,547 persons. There were 271,941 women of child-bearing age in the city, comprising 27.09% of the total population. 199,755 of these women were married women of child-bearing age comprising 19.90% of the total population. 4.49% (8,964) of these married women were childless, 19.52% (38,990) of these women had one child, and of them, 91.33% (35,610) had undergone birth-control measures. 71,801 (40.05%) were women of child-bearing age, of them 71,499 (99.58%) underwent birth-control measures. 80,000 were women of child-bearing age with multiple children comprising 40.05% of married women of child-bearing age, of them 79,948 (99.94%) underwent birth-control measures; the rate of women with one child who underwent intrauterine device insertion surgeries was 81.07%; the rate of women with two children who underwent sterilization surgeries was 94.21%, of them, 91.05% for second daughters.

During the eighth five year plan, this city carried out the planned-birth instructions of the central, provincial, and township government, and strictly required that this work be planned efficiently to carry out "three no changes," "three major points," "three combinations," collect extra-plan-birth fees, and immediately remedy extra-plan pregnancies.

[missing pages 2-5]

III. (continued...)

In early June the city planned-birth committee established a group of eleven cadres who used half a month to investigate and compare the work being done in each township, in addition to giving them advice in their work. This kind of work helps improve the more professional management of planned-birth activity, and helps improve the computer management system. This year the city used 1.5 million yuan to purchase 69 computers. Each township, and fifty-two villages have one each, a total of 13.65% of the city's administrative regions. Computer operators were also trained. It is estimated that by year end the system will be up and running.

IV. Adopt active methods, focus on the major points

1. Earnestly carry out the "five deal with" retrospective activities. In the past year each town (farm) effectively carried out the investigative work on residence status. In the entire municipality it was discovered that 4,432 people hadn't reported births, 195 women without contraception, collecting a total of 29.63 million yuan in fees. The work was carried out very thoroughly.
2. Carry out the "twin investigations, twin remedies" work. Report in a timely, orderly, and clear manner the results of the investigation. By October 5, the entire city had already carried out three rounds of "twin investigations, twin remedies," the investigation rate for IUDs was 99.23%, the investigation rate for pregnancy was 98.39%.
3. Strictly carry out birth control measures. From January to September, 9,806 surgeries of the five categories were performed, 5,963 were intrauterine device insertion, 2,665 were sterilization, 37 were subcutaneous device insertion, 727 were artificial abortion, and 414 were induced delivery.
4. Earnestly carry out the management and service planned-birth work for the transient population. From January to September, an investigation of 116,672 newcomers was carried out in the entire municipality, 972 of the "four operations" were carried out, 4,802 departing persons were issued marriage and birth certificates (or contracts).

晋江市计划生育工作情况汇报

1997年10月11日

一、基本概况

我市地处福建东南沿海，与金门、台湾隔海相望，是全国著名的侨乡和台湾同胞的主要祖籍地之一。现辖15个镇、1个农场，381个村（居）委会，土地总面积649平方公里。改革开放以来，晋江经济社会持续快速协调发展。1996年全市国民生产总值154.5亿元，工农业总产值273亿元，财政收入6.38亿元，农民人均纯收入4868元，连续三届进入全国综合实力百强县（市）行列，连年为福建省“十强”之首、“十佳”之冠。

至1997年6月底，全市总人口1003842人，人口密度为每平方公里1547人。全市育妇271941人，占总人口27.09%，已婚育妇199755人，占总人口19.90%，其中无孩育妇8964人，占已婚育妇4.49%；一孩育妇38990人，占已婚育妇19.52%，节育35610人，占91.33%；二孩育妇71801人，占已婚育妇35.94%，节育71499人，占99.58%；多孩育妇80000人，占已婚育妇40.05%，节育79948人，占99.94%；一孩上环率81.07%，二孩结扎率94.21%（其中二女结扎率91.05%）。

“八五”期间，我市计划生育工作认真贯彻落实中央、省、市的指示精神，从难入手、从严要求，从快到位，扎实推进，坚持“三不变”，落实“三为主”，推广“三结合”，狠抓计划外生育费征收，突破“二女扎”和计划外怀孕补救

摒弃先进的得筐里,而是扎扎实实地抓好村级管理规范化,推进依法管理和文明执法工作。6月上旬,市计生委成立了由11名业务骨干组成的业务检查指导小组,用半个月时间对各镇计生业务工作进行检查评比,并提出规范整改意见,定期检查督促,有效地推进规范化管理工作。为逐步实现计生信息微机联网管理,进一步建立健全全市的计生信息管理系统,今年来我市投入150多万元,购置微机69台,各镇及52个村(居)也已配备,占全市行政村总数的13.65%,并着手抓好微机人员的培训工作。预计年底前可正常运作。

(四) 采取有力措施, 狠抓工作重点。

一是认真开展“五清理”回头看活动。今年来,各镇(场)全面做好入户清理核对工作。全市共查出漏管育妇4432人,清出漏管育妇195人,补征超2936万元,真正达到了底子清、情况明。二是全面抓好“两查两补”工作。在及时率、到位率、准确率上下功夫,认真抓好漏查对象的个案报告,并切实抓好跟踪管理工作。至10月5日,今年全市已进行了3轮“两查两补”,查环率平均达到99.23%,查孕率平均达到98.39%。三是严格按照规定落实节育措施。1-9月全市已落实“五术”9806例,其中上环5963例,结扎2665例,皮埋37例,人流727例,引产414例。四是认真抓好流动人口计生管理和服务工作。1-9月份,全市为流入人员办理暂住证116672份,落实“四术”972例,为流出人员办理暂住证(或合同书)4802份。6月份以来,计生委先后组织45名干部前往流出人员相对集中的7个省、市,设点开展“两查”服务活动,共落实“两查”400多例;各镇(场)相应派出工作队到外地做好管理和服务工作,既有效杜绝流出人员计划

ATTACHMENT 5

PLANNED-BIRTH PROPAGANDA MATERIAL

DECISIONS ON INTENSIFYING IMPLEMENTATION OF GOALS OF PLANNED-BIRTH WORK

January 1st, 1996

To ensure realization of our town's goals of planned-birth work for the year of 1996, and to make it possible for our town to, abreast with our city, enter the ranks of the nation's advanced units, the town party committee and government have made decisions on intensifying implementation of goals of planned-birth work:

I To resolutely put an end to early marriage and early birth

1. To intensify unmarried young people's pre-marital education and management. All unmarried young men who have attained the age of 18 and all unmarried women who have attained the age of 16 must attend pre-marital education classes. Special registration shall be made for following-up and managing them, the purpose being to put an end to early marriage and early birth. Health examinations shall be made for young women who illegally cohabit with men without marital registration.

2. All women of child-bearing age who marry early shall unexceptionally undergo subcutaneous device insertion surgeries and shall be levied heavy fines.

3. Remedial measures shall be undertaken unexceptionally for all women of child-bearing age who marry early and get pregnant early. They shall undergo subcutaneous device insertion surgeries and shall be levied heavy fines.

4. All those who marry early and give birth early shall unexceptionally undergo sterilization surgeries and shall be levied heavy fines.

II. To resolutely put an end to extra-plan second births

1. All women of child-bearing age who give birth to a first child must undergo intrauterine device insertion surgeries within 2 months. Those who fail to do so for more than 4 months shall unexceptionally be sterilized.

2. A couple who give birth to one boy must formulate "sole-child certificates; those who fail to do so 3 months after the boy's birth shall unexceptionally be sterilized

3. A woman to be followed-up for intrauterine device reliability and pregnancy tests shall be checked 4 times annually, the schedule being January, April, July and October respectively, all women of child-bearing age who fail to present themselves for intrauterine device reliability and pregnancy tests 2 times in succession shall unexceptionally be sterilized

4 To advocate, in an all-round way, sterilization after the first boy is born

III To resolutely put an end to birth of more than one child

Those who give birth to a second child shall unexceptionally be sterilized within one month; for putting off sterilization one day a fine of 00 shall be levied. Those giving birth to multiple children shall, besides sterilization, be levied heavy fines. For women of child-bearing age under the age of 35 who have undergone intrauterine device insertion surgeries after the second child is born, besides those approved by the city planned-birth office in consideration of special circumstances, shall unexceptionally undergo intrauterine device extraction and then sterilization surgeries. Those directly responsible for faked surgeries resulting in extra-plan births, heavy fines shall be levied, and party/administrative disciplinary actions shall be taken against them; should it constitute a crime, criminal responsibility shall be affixed by judiciary organs.

IV To resolutely prohibit sexual selection of fetuses

Pregnant women holding certificates who get pregnant shall not undergo artificial abortion and induced delivery surgeries, otherwise their "planned-birth certificates" shall be provoked, and they shall, in case of first birth, undergo subcutaneous device insertion surgeries and shall not be granted birth quotas within a period of 5 years. In case of second birth they shall no more be permitted further birth and shall be sterilized.

V. MEASURES OF SPECIAL TREATMENT AND ENCOURAGEMENT

1. In rural areas, "twin-all-round insurances" at the sum of 400 (200 paid by the city and by the town respectively) are granted to a one-child family holding a "sole-child certificate."

2. In rural areas, old-age insurance at the sum of 1,000 (500 paid by the city and the town respectively) is granted to couples having one boy; old-age insurance at the sum of 2,000 (1,000 paid by the city and the town respectively) is granted to couples after they give birth to a single girl, go through sterilization surgeries and formulate "sole-child certificates."

Propaganda

Younghe Town Planned-Birth Society

Younghe Town Planned-Birth Office

计生宣传材料

关于强化实现计生工作目标的决定

为确保我镇九六年计生工作目标的实现，与全市同步跨入全国先进行列，镇党委、政府作出关于强化实现计生工作目标的决定：

一、坚决杜绝早婚早育。

(1) 加强未婚青年婚前教育和管理，年满18岁的未婚男青年、16岁的未婚女青年，必须接受婚前教育，并专门登记造册，跟踪管理，杜绝早婚早育。对未经婚姻登记已非法同居的女青年，要进行健康检查。(2) 早婚育妇一律施行皮埋并重罚款。(3) 早婚又早孕育妇一律落实补救措施，施行皮埋并重罚款。(4) 早婚早育一律实行结扎并重罚款。

二、坚决杜绝二胎计划外生育。

(1) 生育一孩的育妇必须二个月内采取上环措施，超过四个月未上环的一律实行结扎。(2) 生育一男的夫妇必须办理《独生子女证》，生育三个月后不办证的一律给予结扎。(3) 查环查孕对象一年必须接受四次检查，(时间分别在1月、4月、7月、10月)两次查环查孕不到位的育妇一律实行结扎。(4) 全面提倡生育一男结扎。

三、坚决杜绝多胎生育。

生育二孩后一律在一个月內结扎，每推迟一天罚款100元，造成多胎生育的，除结扎外，还要加重罚款。对35岁以下生育二孩上环的育妇，除个别特殊情况须经市计生服务站批准外，一律取环结扎。对假手术造成计划外生育的直接责任人，要重罚款并予以党政纪处分，情节严重构成犯罪的，由司法机关追究刑事责任。

四、坚决禁止胎儿性别选择。

持证育妇怀孕后不得施行人流引产，否则吊销《生育计划证》是第一胎给予皮埋，并在五年之内不予安排生育指标；是第二胎的，不再批准其生育并予以结扎。

五、优待、奖励措施。

(1) 农村一孩户领取《独生子女证》的，给予办理独生子女两全保险，保险金额400元(市、镇各付200元)。(2) 农村夫妇生育一男结扎后领取《独生子女证》，给予办理一男夫妇养老保险，保险金额1000元(市、镇各付500元)；生育一女结扎后领取《独生子女证》，给予办理一女夫妇养老保险，保险金额2000元(市、镇各付1000元)。

永和镇计划生育协会
(宣)

永和镇计划生育办公室

一九九六年元月一日

ATTACHMENT 6

**SHANQIAN VILLAGE, YONGHE TOWN
VILLAGE CADRES' LETTER OF RESPONSIBILITY
IN PLANNED-BIRTH WORK FOR 1996**

To conscientiously carry out the system of responsibility for population and planned-birth control, to strengthen the sense of responsibility of cadres of our village's "two communities" in planned-birth work, to ensure that our village will be qualified in planned-birth work in 1996, the village Party branch committee and village committee, their staff members and planned-birth administrators herewith sign the following letter of responsibility

I Indexes of responsibilities

- 1 Village cadres in areas of their responsibility must, directly led by the village Party branch, assisted by cadres sent by the town, in accordance with qualified villages standards "six goods, three no's, four yes's," actively organize, carry out planned-birth work in an all-encompassing way, to ensure that our village will be a "qualified village" in planned-birth work in 1996
- 2 To strengthen pre-pregnancy administration, to curb early marriages, early births, and third (and plus) births in accordance with the law, to ensure that planned birth will attain the annual rate of 95%, that 100% of women of child-bearing age who meet birth requirements have, that 100% of couples with 1 boy receive "sole child certificates," that 100% of women present themselves in a timely fashion for device-reliability and pregnancy tests, to attain the goal of "three completenesses" in implementing birth-control measures, i.e. all women with first boms undergo device insertion surgeries within two months, all women with second boms undergo sterilization surgenes within one month, and to promptly perform artificial abortion and induced delivery surgeries whenever extra-plan pregnancies are discovered.
- 3 To attend routine planned-birth work sessions schedules at 25th of each month, the purpose being to make planned-birth work systematic.
- 4 To perfect planned-birth records within areas of responsibility, to timely and accurately exercise mobile management, to timely submit planned-birth records to village planned-birth leading teams, where they are then itemized.
- 5 To help women of child-bearing age better understand why births can be given only with certificates, to exercise the system that stipulates that in order to have a valid certificate, it must be signed simultaneously by the village cadre stationed in his/her area of responsibility and by a planned-birth administrator. All birth quotas for 1996 must be fixed by March 31st.

II. Measures of checking, encouragement, and punishment:

Each quarter the village planned-birth leading team conducts a check of all major planned-birth indexes within its area of responsibility, which is to be confirmed by the town planned-birth leading team, and conducts an end-of-the-year all-around check. Concrete measures of encouragement and punishment.

(1) Encouragement

Principally, encouragement is identical to qualified villages' "six goods, three no's, four yes's" standards: 100% rate of planned-birth; 100% rate of child-bearing women meet the requirement and go through certificate-handling formalities, 100% rate of twin checks in each term, "three completenesses" in implementing birth-control measures, perfect planned-birth records, their timely submission to village planned-birth leading team for itemization. Y2.00 is granted to each person as "area of responsibility planned-birth subsidiary." Then, at the end of the year, the village planned-birth leading team conducts another comprehensive, item-by-item check. Those who meet the standards for villages qualified in planned-birth work are granted certain encouragement.

(2) Punishment:

1. Village cadres in areas of responsibility which fail to attain 100% planned-birth rate, fail to attain 100% rate of twin checks, where cases of early marriage and early birth are discovered, must explain reasons for failure to village Party secretary and village head, must submit a written self-criticism to the village's two committees, and must improve their performance within a set time.
2. Y100.00 of penalty for each case of extra-plan birth discovered in monthly check (the same applies to women who meet the birth requirements but give birth to a child, or children, without certificates); Y10.00 penalty for each case of a woman failing to present herself for twin checks; Y200.00 penalty for each case of early marriage; Y200.00 penalty for each case of giving birth to 3 or more children.
3. Y100.00 of penalty for each case of concealing an extra-plan birth (the same applies to women who meet the birth requirements but give birth without a certificate)
4. To establish an infant mortality report system. When an infant dies, its family must report to the cadre in his/her area of responsibility within one day. Then the cadre, together with the village Party secretary, village head or two planned-birth administrators, investigates and confirms the death. A penalty of Y1,000.00 is imposed for each case of faking an infant death.

- 5 Village cadres who fail to perform planned-birth work vigorously in the third quarter and cause unfavorable consequences in their areas of responsibility cannot be candidates for next-term village Party branches and village committees. Instead, their cases are to be handled by the town Party committee and government.

III. This area of responsibility includes Shanqian Natural Village, 8th, 9th, 10th villagers groups.

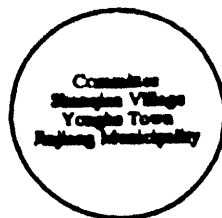
This letter of responsibility is in four copies, to be kept on file by the town cadre residing in the village, by the cadre in the village and the cadre in his/her area of responsibility, and at the planned-birth office.

Implementation of this letter of responsibility starts on February 1st.

Cai Ru Yu, Party Branch Secretary (signed)

Cai Ru Yu; Yao Xiu Lian (signed)
Cadres of Area of Responsibility

Li Ning Jie, Village Head (signed)



永和镇山岭村一九九六年村干部计生工作责任书

为认真贯彻落实人口与计划生育目标管理责任制，增强村“两委”计生工作责任感，确保一九九六年我村计生工作实现“合格村”，村支两委、村妇代会与“两委”成员、计生管理员签订本责任书：

一、责任指标：

1. 责任区内的村干部应在村支两委的直接领导下，在镇下划工作任务的指导下，按照“六好、三无、四有”的合格村标准，积极履职，全面开展计生工作，确保我村一九九六年计生工作实现“合格村”。

2. 严格依法强化孕前管理，坚决杜绝早婚、早育，多胎生育，确保全年应计划生育率达到95%，符合生育条件的育龄办证率达100%，一男独生办证率达到100%，查环查孕到位，及时孕、准确率100%，落实节育措施做到三清（即：生育第一胎一个月内上环清，生育第二胎一个月内结扎清，计划外怀孕人流、引产随报清）。

3. 按时参加每月25日的村计生例会，使计生工作走上经常化、制度化和规范。

4. 健全责任片区内的计生小台帐，做到及时、准确、地录入管理，并按时上报村计生工作领导小组汇总。

5. 提高育龄妇女生育意识，做到办证须由责任片区内的村干部及一名计生管理员共同签名的办证制度，96年度的生育指标应在3月31日前安排完毕。

二、考核与奖惩办法： 季

村计生领导小组每季度组织对各村片区的计生主要指标进行考核，并经镇计生领导小组确认，年终全面考核，具体奖惩办法：

(一)奖励：

原则上按“六好、三元、四有”的合格村标准，计划生育率100%，符合条件的生育育妇办证率100%，每季两查率100%，落实措施做到“三清”，台帐健全并及时上报村计生领导小组汇总，按每个人口2元作为责任片区内的计生工作补贴，年终经上级考核，达到计生合格村标准时，并经村计生领导小组综合考评分类，再给予一定的奖励。

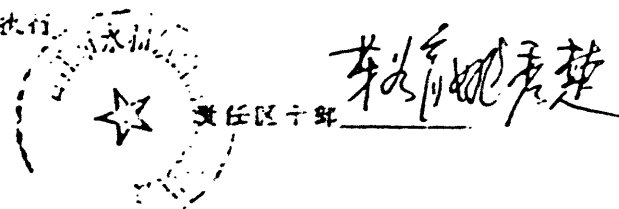
一、处罚

1. 第一季度计划生育率达不到100%，两查率达不到100%，出现孕情，原片的责任区、责任区内的村十部要向村书记、主任说明原因，并向村“两委”写出书面检查，限期改进。
2. 每月逐季考核，出现一例计划外生育罚款100元（符合生育条件无办证生育视同），两查一例没有到没罚款10元，发现一例早婚者罚款200元，发现一例多胎生育者罚款200元。
3. 瞒报一例计划外生育者（符合生育条件无办证生育视同）一例查出，罚款100元。
4. 建立婴儿死亡报告制度，凡出现婴儿死亡现象，家属应在一天内报告责任区内的村干部，由该村干部与村书记、村主任或计生管理站中约二人前往调查取证。若发现瞒报婴儿死亡现象，发现一例罚款1000元。
5. 第三季度，对计生工作不力，造成不良影响的责任区内的村干部，不能作为下届村支部、村委会班子候选人，接受群众监督，政府的处理。

三、本责任区包括山前自然村，第8、9、10村民小组。

本责任书一式四份，镇包村领导、村、责任区干部、计生办各持一份。

本责任书自二月一日起执行。



ATTACHMENT 7

Quanzhou City Planned-birth Leadership Group (revised version)

Quanzhou planned-birth leader [1998] No. 4

February 23, 1998

"Circular Notice on Setting up an Informing System based on Rewards"

To each county (district, city, administrative committee) planned-birth leadership team:

In order to improve the quality of planned-birth statistical work, prevent false reports and failure to report, ensure the accuracy of population statistics, report true figures, encourage honesty, and tell the truth in the spirit of seeking after reality, and establish a strong will to improve our working style in order to elevate planned-birth work in our municipality to higher levels, it was decided to establish an award system for reporting on problems since 1996 of false reporting, and failure to report births, failure to supervise newly wed women and women of child-bearing age, etc. The details are reported as follows:

1. Strengthen leadership and raise awareness. Leaders at each level must become familiar with the reward system in this report, and take it as an important measure for enhancing planned-birth work in our area. Each county (district, city, administrative committee) planned-birth office (committee) must stipulate that one leader be completely responsible for this work and urge him to achieve effective results.
2. Post notices. Publicly post the newly married and birth situation from 1996-1997 of women of child-bearing years at each administrative village (household) committee location, and in the public squares of each natural village. Starting in January of 1998, this information must be updated and posted each month.
3. Establish an informing network. Each township (neighborhood office) planned-birth office, village (household) committee must establish an informing box and informing telephone line to facilitate informants.
4. Investigate and handle cases on a timely basis. Check all the reports since January 1996 for false reporting, failure to report, failure to supervise newly-wed women and women of child-bearing age, and extra-plan births.
5. Intensify security work. Carry out "three don'ts": 1. Don't broaden the scope of those who are informed; 2. Protect the identity of the informant; prevent the report from leaking to the public; 3. When submitting the report to lower levels, be sure to make technical adjustments and re-write the report in an abbreviated manner conveying only concrete elements.
6. Prevent retaliation against informants. Should cases of retaliation against informants be established, it is imperative to seriously handle retaliators in accordance with related regulations.

7. Report on a regular basis. On the first of each month county and village level planned-birth offices must report how many awards were given out in the district to encourage informants.
8. Award method. The system for checking on the veracity of what is reported and awarding those who report
 - (1) Those who report a case of extra-plan pregnancy and carry out remedying measures will be awarded 400 yuan. (Each level health office must continue to operate according to the regulations stipulated in Quanzhou city planned-birth document No. 14 [1996])
 - (2) Those who report a case of false reporting or failure to report a birth since 1996 will be awarded 300 yuan.
 - (3) Those who report a case of fraudulent infant death, fraudulent twins, fraudulent sterilization, etc., will be awarded 300 yuan.
 - (4) Those who report a case of hidden marriage, out-of-wedlock cohabitation, failure to supervise married women of child-bearing age (or women who haven't been inspected for IUDs or pregnancy, or haven't undergone birth control measures since 1996) will be awarded 200 yuan.
 - (5) The award should first be paid by the investigating work unit, and each half year the amount will be reimbursed from fines paid for extra-plan births or from the upper-level office financial disbursements.
9. Receipt of award. The person who reports should write a random five-digit number at the end of their report and remember it, and in the upper right-hand corner of their report draw a clear logo and tear off half of the logo which can be later matched to the other half in order to receive the money. The person who reports should use this logo to receive their award at the investigation unit.

The preceding notification should be immediately sent by each county (district, city, management committee) to each village (household) committee, and should be conscientiously carried out.

Cc: Secretary He, Acting Major Shi, Vice-secretary Xie, Department Chief Hong, Committee Chairman You, Vice-secretary Li, Vice-secretary Huang Shaoping, the planned-birth offices of each county (district, city, administrative committee)

泉州市计划生育领导小组

泉计生领[1998]4号



关于建立有奖举报制度的通知

各县（区、市、管委会）计生领导小组：

为提高计划生育统计工作质量，杜绝计划生育工作中瞒报、漏报等现象，确保人口统计数据的真实性，弘扬摸实情、报实数、讲实话的求实精神，树立正气，切实改进工作作风，推动我市计生工作扎扎实实上新水平。经研究决定，对1996年以来瞒报、漏报出生，初婚及育龄妇女混管等问题，实行有奖举报。现将有关事项通知如下：

一、加强领导，提高认识。各级领导应提高对举报查实有奖制度的认识，并把它作为提高本地区计生工作水平的一项重要措施。各县（区、市、管委会）计生局（委）要指定一名分管领导专门负责这项工作，力求抓出成效。

二、张榜分布。各行政村（居）应把96、97年出生、初婚及育龄妇女情况在村（居）委会所在地、各自然村、村民集中活动场所张榜公布。1998年元月份起要逐月张榜

公布。

三、建立举报网络。各乡镇（街道办事处）计生办、村（居）委会应设立举报箱及举报电话，积极为知情群众踊跃参与提供方便。

四、及时查处。对群众举报1996年元月1日之后瞒报、漏报出生、初婚及育龄妇女漏管，计划外怀孕的，要及时组织力量进行查处。

五、加强保密工作。要做到三个不：一是不宜扩散知情范围；二是确实保护好举报人，防止漏密和对号入座；三是需在转交下级部门办理的署名举报信时，要进行必要的技术处理，将举报的具体内容摘抄移送即可。

六、严禁举报人打击报复。凡对举报人进行打击报复者，一经查实，将对当事人按有关规定进行严肃处理。

七、定期公布。县、乡两级计生部门每月1日必须在办公所在地公布获奖数，奖励举报人。

八、奖励办法。凡对下列情况进行举报者，实行当天有奖制度。

1、举报一例计划外怀孕，并能落实补救措施的，奖励400元。（各级医疗卫生单位仍按泉计生发[1996]14号文件规定执行）

2、举报一例96年以来瞒报、漏报出生的，奖励300元。

3、对假死婴、假双胞胎、假结扎等造假行为的每举报一例，奖励300元。

4. 对举报一例晚婚、妻婚同居、已婚育龄妇女漏管（或1996年以来双查不到位、落实节育措施不到位）者，奖励200元。

5. 奖励费先由查实单位垫付，每半年与被举报人所在的乡、村结帐一次，奖励费从回拨给乡、村征收计划外生育费或计生经费中支付。

九、兑奖方法。举报人在信末自编5位数字，并记下自编的数字，然后在信的右上角做一明显的标志，并撕下部分标志，如撕下部分的标志与信中右上角留下的标志相吻合，即可兑奖，举报人凭举报标志到查实单位领奖。

以上通知，请各县（区、市、管委会）迅速转发到各村（居）委会，并认真遵照执行。

泉州市计划生育领导小组
一九九八年二月二十三日

抄送：何书记、施代市长、薛副书记、洪部长、尤会长、李副市长、黄少萍副市长、各县（区、市、管委会）计生局（委）。

ATTACHMENT 8

L1 Quanzhou City Planned-birth Individual Case Analysis Report

L2 Locale: *Yonghe* Street: *Yingdun* Village (household) committee: Form No.:

L3 Household: 7-69
 Planned-birth couple's names: Husband: *Pan Rongsheng* Birthdates: *3/68*
 Wife: *Wang Luxuan* *9/69*
 Year of First Marriage: *1990*
 Work unit or Village group: *Yingdun Panyu*
 Pregnancy locale: *Xiamen*
 Delivery locale: *Xiamen*

L4 Current children: number: *3* (*1 boys 2 girls*)
 Newborn child: *the 3rd child*
 Newborn child's: Birth month: *3 (3/96)* Sex: *male*
 Measures carried out before the extra-plan birth: Date of IUD insertion: *X*
 Date of sterilization:
 Operating doctor:
 Ultrasound(?) technician:

L5 Reason for extra-plan birth: *The couple wasn't at home for a long period. The couple's father was sent to the township study class for four months since March of 1995, but it was impossible to persuade him. Furthermore, the couple's house was repeatedly vandalized, but this still didn't achieve any results.*

Village committee person responsible: *(illegible)*
 Date: *8/19/96*

L6 Investigation to verify the situation in the village of residence: *After carrying out the investigation the above report is determined to be accurate. The couple has already been sterilized, and has paid the 4,000 yuan extra-birth fee.*

Investigator: *Wu Yuneng*
 Investigative unit: Date: *8/19/96*

L7 Opinions of those in the village of residence:
 Person responsible:
 Unit seal:
 Date:

L8 Opinions of those in the county, district, and city planned-birth offices:
 Person responsible:
 Unit seal:
 Date

泉州市计划生育个案分析报告

207. 73 永和 永和镇 美墩 村居委会 表号

姓名	出生年月	工作单位或村居小组	怀孕地点	分娩地点
7-81 王保生	68.5	泉州 洛江	后门	后门
王丽娟	69.9			
现有子女数 3人 (男2女1)	胎次 第3胎	计划外生育 96.3	计划外生育 是否 漏报 否 是	手术医生 王德安 工作单位
计划外生育原因	夫妇长期不在家中，对象父亲自1995年3月起迁入镇学羽/生达四个多月无法取得联系，对象用避孕套避孕，96年8月19日经调查属实，情况属实，对象已绝育，技术，并缺乏避孕知识。 调查人：美育德 96年8月19日			
所在乡镇调查核实情况	调查人：美育德 96年8月19日			
所在乡镇处理意见	负责人： 单位盖章 年 月 日			
县区市计生委审核意见	负责人： 单位盖章 年 月 日			

注：本表一式三份，村级、乡镇、县级计生部门各存档一份。

ATTACHMENT 9

L1 Extra-plan Birth Individual Case Report

L2 Yonghe Town (Farm) Bantou Village (Household) 17 Group 25 Household number

L3 Couple's names: *Cai Mingxian* Birthdates: *5/68* Date of first marriage: *1/92*
Cai Yingting *9/71*
 Current children: *1 boys* *1 girls*

L4 Person responsible: Name: *Lai Wencheng* Position: *Cadre*

Categorization of planned-birth violations:

Early pregnancy: Violation interval:

Birth over quota: Unmarried birth:

Didn't apply for birth permit: Adoption: (*Took in abandoned child*)

L5 Date and place of child's delivery The woman gave birth on 8/97 in *took in a girl left on their doorstep* (delivery location: clearly write which village, household, or hospital) to her 2nd child (boy/girl *X*), the midwife's name is _____.

L6 Which measures were carried out before extra-plan birth:

Date of IUD insertion: *1/94*

Ultrasound technician:

Date of sterilization:

Operating doctor: *Chen*

Reasons for extra-plan birth (write a check in the column):

- | | |
|--------------------------------------|---|
| 1. No birth-control measures | 2. Twin investigations not carried out |
| 3. Remedies not yet carried out | 4. Not yet under planned-birth management |
| 5. Created false documents | 6. Had another woman use her name for the examination |
| 7. Examination person made a mistake | 8. Other <i>X</i> |

L7 Analysis of reasons for extra-plan birth; Opinions on prevention measures and remedies to problem

It was determined that the couple was married on 11/92, and on 10/93 gave birth to a boy (and applied for a sole-child certificate which has since been repealed). On 8/12/97 they took in a girl left on their doorstep (she was born 8/10/97), therefore they are candidates for extra-plan birth. The woman was already sterilized on 10/97, and will pay an extra-plan birth fee of 20,000 yuan (they have remitted 8,000 yuan for the time-being). From now on we must intensify planned-birth policy education among the people to prevent this sort of thing from happening again, and be sure to retrieve the sole-child certificate.

Person responsible for the village:

Cai Jinkai Village cadre: *Lai Wencheng*

Management officer:

Wang Zhenzhi Date: *11/4/97*

L8 Opinions on handling the matter by those in the village and township:

They should be fined 20,000 yuan and undergo birth control measures. The person responsible for this area should be fined 1,000 yuan.

Secretary:

Branch office manager:

Date: *2/27/97*

L9 Note: Three copies of this form: one copy each to city, town, and village offices.

计划外生育个案报告

永和镇(乡) 坂头 村(组) 17-28 组

家庭编号

夫妻	蔡明贤	出生	68.5	初婚年月	现有子女		计划外生育违反类别							
	蔡银珍		>1.9		92.11	男	女	早育	违反 间隔	超生	非婚 生育	符合条 件但无 办证	抱 养	
姓名	蔡银珍	年月	>1.9		1	1								✓
责任人	姓名: 蔡文成	职务: 干部												
本胎分地 时间地点	该夫妇于97年8月 日在 白溪河口 抱养1女 (分地地点: 精确 到村到户或医院) 生下第 九 胎(男、女) 婴, 接生人员姓名:													
计划外生育前是否落实措施: 上环时间 94.1 8 超报作人 _____ 结扎时间 _____ 手术医生 _____ 计划外生育原因是在(栏目下打“√”) 1. 无节育措施 2. 双查未到位 3. 未落实补救措施 4. 未列入管理 5. 伪造假证明 6. 冒名顶替代查 7. 检查人失职 8. 其它														
处理 意见 及 防 范 措 施	经查该夫妇于92.11结婚, 93.10男1男(办证)已收回 于97.8月12日在白溪河口抱养1女。(正, 生时时间97.8.10日) 造成计 划外生育, 该对象已97年10月进行扎扎, 并处罚计划外生育费 2000元(原交5000元)今后应加强对群众办证已生政策教 育, 防止类似情况发生, 已收回本人出生证及户口 (盖章) 蔡文成 村负责人签名 蔡金开 97年11月4日 村干部签名 蔡文成 管理区主任 王培培													
所在乡 镇 处理 意见	处罚计划外生育费2000元并落实绝育 手术, 绝育责任人经济处罚1000元 书记签名 _____ 分管领导签名 _____ 97年 11月 29日													

注: 本表一式三份, 市、镇、村各一份

ATTACHMENT 10

L1 Extra-plan Birth Individual Case Report

L2 Yonghe Town (Farm) Yingdun Village (Household) 3 Group Household number 98

L3 Couple's names: Cai Jinhou Birthdates: 12/75 Date of first marriage: 3/96
Xu Fengying 11/79
Current children: 1 boys 0 girlsL4 Person responsible: Name: Wang Qingbai Position: Village committee
Categorization of planned-birth violations:
Early pregnancy: X Violation interval:
Birth over quota: Unmarried birth:
Didn't apply for birth permit: Adoption:L5 Date and place of child's delivery: The woman gave birth on 3/6/97 in Jinyang Qingyang Patriotic Building (delivery location: clearly write which village, household, or hospital) to her 1st child (boy X girl), the midwife's name is Zhuang Shuang.L6 Which measures were carried out before extra-plan birth:
Date of IUD insertion: Ultrasound technician:
Date of sterilization: Operating doctor:

Reasons for extra-plan birth (write a check in the column):

- | | | | |
|--------------------------------------|---|---|---|
| 1. No birth-control measures | X | 2. Twin investigations not carried out | |
| 3. Remedies not yet carried out | | 4. Not yet under planned-birth management | X |
| 5. Created false documents | | 6. Had another woman use her name for the examination | |
| 7. Examination person made a mistake | | 8. Other | |

L7 Analysis of reasons for extra-plan birth; Opinions on prevention measures and remedies to problem
*This couple secretly got married and went to Shizi to work. Just before delivery they went to Qingyang. During the investigation the family members said they had gone to Shenzhen to work. The parents told the truth only after they started attending the study classes. This couple secretly married early and gave birth early. Sterilization procedures have already been carried out. The fee is 20,000 yuan.
Later in these early-marriage/birth situations we must intensify our control.*Person responsible for the village: Xu Renxu Village cadre: Dai Qingshan
Management officer: Yang Lina Date: 3/10/97L8 Opinions on handling the matter by those in the village and township:
They should be fined 13,000 yuan for marrying early and giving birth early, and undergo birth control measures. The person responsible for this area should be fined 500 yuan.

Secretary: Yao Jinpang Branch office manager: Liu Binbin Date: 4/30/97

L9 Note: Three copies of this form: one copy each to city, town, and village offices.


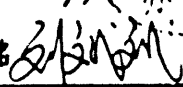
计划外生育个案报告

永和镇(场)

英墩村(居)

3组

家庭编号 98

夫妻	蔡金候	出生	75.12	初婚年月	现有子女	计划外生育违反类别							
姓名	许凤英	年月	79.11		男	女	早育	违反间隔	超生	幸福生育	符合条件但无办证	抱养	
				96.3	1	0							
责任人	姓名:王清白	职务:村委							<input checked="" type="checkbox"/>				
本组分统 时间地点	该夫妇于97年3月6日在 浙江青阳晏国楼 (分统地点: 精确到村到户或医院) 生下第壹胎(男、女)婴, 接生人员姓名: 庄淑卿												
计划外生育前是否落实措施: 上环时间 _____ B超操作人 _____ 结扎时间 _____ 手术医生 _____													
计划外生育原因是在(在栏目下打“√”):													
<input checked="" type="checkbox"/> 无节育措施	<input type="checkbox"/> 2. 双查未到位	<input type="checkbox"/> 3. 未落实补救措施	<input checked="" type="checkbox"/> 未列入管理										
<input type="checkbox"/> 伪造假证明	<input type="checkbox"/> 6. 冒名顶替代查	<input type="checkbox"/> 7. 检查人失职	<input type="checkbox"/> 8. 其它										
处理意见及防范措施	<p>本夫妇暗婚名不副实, 临产时转到青阳, 在追查时家人说到深圳做工后离家进学习班后自觉坦露, 该有夫妇暗婚皆造成早育已于处理结扎, 处理罚款贰万元。</p> <p>今后材料婚龄一定加强管理。</p> <p>村负责人签名 许仁须 驻村干部签名 杨清波 97年3月10日 管理员签名 杨丽卿</p>												
所在乡镇 处理意见	<p>处早婚早育罚款12000元, 并落实节育措施</p> <p>地区责任人 经济罚款500元</p> <p>书记签名  分管领导签名 </p> <p>97年4月20日</p>												

注: 本表一式三份, 市、镇、村各一份


ATTACHMENT 11

- L1 Registration Form for "Five Operations" carried out in Yonghe Township
- L2 Address *Maping Village Group 21 Household number: 19 Registration date: 12/1/97*
- L3 Names Husband *Lin Jiashong Age: 24*
 Wife: *Yang Meigui 24*
 Date of marriage:
 Child situation: Number: *0 boy 0 girl*
 Birthdate of eldest: Sex:
 Birthdate of youngest:
- L4 Which operational procedure is required? *Abortion*
- L5 Opinions of cadre or planned-birth official responsible for the district: *Agree to abortion*
 signed: *Zhu Liuli* date:
- L6 Opinions of township cadre or cadre responsible for the village: *Agree to abortion after*
discovering extra-plan pregnancy during women's health check-up.
 signed: *Huo Shanshan* date: *1/9/98*
- L7 Opinions of township government planned-birth office: *Agree to abortion*
 signed: *Gao Xiaochuan* date: *1/10/98*
- L8 Results of the operation: signed: date:
- L9 Note: What kind of operational procedure is required? Please explain clearly (check IUD, check for pregnancy) artificial abortion, induced delivery, insert IUD, subcutaneous device insertion. Person must bring: the couple's residence permits, marriage permit, birth permit, IUD/pregnancy examination permit, child's birth certificate, residence card, etc.
- L10 Results of the operation: signed: date:

永和镇落实“五术”登记表

住址 马坪村 性别 男 年龄 19

登记日期 97.10.1

称谓	姓名	年龄	婚配情况	现有子女情况	
夫	林加种	24	未婚	0	较大出生年月
妻	杨玫瑰	24	未婚	0	较小出生年月
意向 登记 日期	流产				
村 干部 意见 或 村 主任 意见	 同意 高坑 1998年 月 日				
本人 下 层 组 工 包 户 意见	同意 高坑 1998年 月 日 外 廖学波 廖学波 廖学波				
计生 办 意见 或 办 事 处 意见	同意 高坑 1998年 月 日				
其他 意见 或 注 意 事 项	_____ 签名 _____ 年 _____ 月 _____ 日				

注：落实“五术”登记：清查(查环 查孕) 人流 引产 上环 避孕 结扎
 身份证 结婚证 出生证 独生子女证 户口本 户口本

落实 结果	_____ 签名 _____ 年 _____ 月 _____ 日
----------	----------------------------------

永和镇计生担保书

担保人	出生时间	初婚时间	第一胎出生时间	性别	地址
夫 林荣勇	64.4	93.5.31	94.9	女	永和西坑 20-20
妇 黄应雪	71.7				
计生情况	于93年5月结婚 94年9月28日生第一胎。符合再生育 2004 村委会 村长: 林荣勇 书记: 林荣勇				
户号	担保人 (签名)	愿意承担何责任			
10-26	林文化	林荣勇夫妻实际生育一胎。如无意外, 愿意承担再生育之责			
7-16	林荣勇	林荣勇夫妻实际生育一胎。如无意外, 愿意承担再生育之责			
7-5	林荣勇	林荣勇夫妻实际生育一胎。如无意外, 愿意承担再生育之责			
14-26	林荣勇	林荣勇夫妻实际生育一胎。如无意外, 愿意承担再生育之责			
7-6	林荣勇	林荣勇夫妻实际生育一胎。如无意外, 愿意承担再生育之责			
片区责任人	无				
点长	见				

ATTACHMENT 13

Table of Collected Fines

Yonghe Town

Unit: Yuan

Year	#Fined	#Paid	Total Amt. To be Paid	Amt. Actually paid	Balance Still Owed
	(1)	(2)	(3)	(4)	(5)
89	3665	2672	1800700	232390	1249110
90	874	753	1974600	98310	1754300
91	941	891	1681900	466950	1134550
92	766	739	2998200	867300	1930900
93	723	811	2963000	566800	2098200
94	700	1195	3156300	2622000	332500
95	458	424	4127700	3930800	226300
96	105	95	1620800	3559860	113800
Total	8232	7580	20323200	12343610	8839660

* This chart is from Younghe Town, and represent the amount of money the town has collected from violators of the planned birth policy.

永和镇

征收情况表

金额单位：元

年度	应征人数	已征人数	应征金额	已征金额	特征金额
	(1)	(2)	(3)	(4)	(5)
89年	3665	2672	1800700.	222290.	1249110.
90年	874	757	1974600.	98310.	1754300.
91年	941	891	1681900.	46690.	1134110.
92年	766	739	2998200.	867300.	1920900.
93年	727	811	2967000.	566800.	2098200.
94年	700	1195	3156200.	2622000.	332500.
95年	458	424	4127200.	3930800.	226300.
96年	105	95	1628800.	3559800.	113800.
合计	8232	7580	20723200.	12343610.	8839660.

- 1、本表村级填表，镇级汇总。
- 2、89年栏应填89年及以前年度累计数。
- 3、应征人数：指当年计划外生育人数。同一人超生二次或二次以上按超生年度二人或二人以上统计。
- 4、已征人数：按第一次征收人数统计。如果分期付款的在今后续次征收均不再作为已征人数统计。
- 5、应征金额按征收标准的低档统计。
- 6、表中(1)(2)(3)(4)指当年数，(5)指当年增减后的年末实际数。

VIDEO NARRATION TRANSCRIPT READ BY NICOLE HESS

Let me say, before the video begins, that the women in this video did not have ANY prior knowledge that their interviews would be shown to the Western world. They were under the impression that the man who is interviewing them would report back to the central government on the progress of the planned-birth policy.

1. In this first scene, A sign on the street openly depicts propaganda promoting the Chinese planned-birth policy.
11 secs.
2. The government planned-birth policy, signed by the Yonghe Town People's government, is displayed openly on the street.
28 secs.
3. Mrs. Gao is pictured here walking to work at the planned birth office, where she has worked for the past 14 years. The Yonghe Town PBO is in charge of a population of about 60,000 people.
59 secs.
4. A sign above the door at the entrance to the office says, "No permit, No marriage. No permit, No pregnancy. No permit, No baby."
1:15
5. The Chinese carry out the planned-birth policy with the help of Chinese citizens who inform the planned-birth office of their neighbors violations of the policy. This is the "informer's box," where people in the town who wish to report violations can drop their accusations.
1:30
6. On the first floor of the building is a detention facility, which holds those who are in violation of the government's planned-birth policy. Other family members can be arrested and detained here, if the government cannot apprehend the woman in violation. They can hold these people, without any formal arrest, until the woman surrenders herself to having an abortion or sterilization. Each cell holds 20-25 people.
2:02
7. Mrs. Gao is depicted here doing her daily work of issuing "birth-allowed certificates" and "birth-not-allowed certificates." She can also organize supervision teams, which apprehend policy violators, from here.
2:34
8. Also on the first floor is a computer room which holds the data for every single woman over the age of 16 in the entire town. Each individual woman's information is held on these cards, which contain their birthday, marriage date, menstrual cycle, births, etc.

There is no privacy in this system. Mrs. Gao is showing charts which have all of the information on every procedure each woman has received in the planned-birth office, from intrauterine device insertion to sterilization to abortions.

4:26

9. The second floor holds a surgery room, where women have abortions and are sterilized.

4:41

10. This woman was engaged to her boyfriend, but was only 19, so this kind of arrangement was illegal. She became pregnant, but her pregnancy was not legal according to the government because she did not have a permit. She was nine months pregnant before she was apprehended and brought into the office for an abortion. She describes how if she did not go in to the office to get the abortion, her house and her mother-in-law's house would be destroyed, and she would have to pay a fine. When asked what is done if the baby is still alive when aborted, Mrs. Gao answers that it is given an injection so that it will die. She then goes on to say that even up to a few days before the due date, abortions are still performed. After her abortion, the government inserted an IUD into the girl. She later married, but she is not sure if she will every be able to have children again.

7:04

11. This woman was pregnant, and engaged to her boyfriend. Out of fear of the government's planned birth policy, she went to the hospital and aborted her baby. Later, she was accused of hiding a baby by informers, and the government captured her for sterilization. Before her sterilization surgery, her cousin tried to go back to the hospital to get proof from the doctor who did her abortion that she did not in fact have a child, but when he returned to the planned birth office, it was too late. The girl had already been sterilized. After she was sterilized, her husband rejected her, saying "what good is a chicken who cannot lay an egg?" She was beaten and tortured by him, and has tried repeatedly to commit suicide. But, without government approval, her tubes cannot be reconnected, and she can never have children again.

10:07

11. an aborted 7 1/2 month old fetus.

10:34

12. This is Tianjian's central women's hospital. Every month, more than one hundred abortions are performed here. Ironically, however, it was nominated by the World Health Organization as being a "baby-friendly" hospital.

11:12

THE WALL STREET JOURNAL

© 1985 Dow Jones & Company, Inc. All Rights Reserved

MONDAY, MAY 13, 1985

WHITE OAK, MARYLAND

How China Uses U.N. Aid for Forced Abortions

By Peiking's own calculation, a staggering 53 million abortions have been performed in China over the past five years as part of a rigorous campaign to limit population growth. Through money provided to the United Nations Fund for Population Activities (UNFPA), the U.S. government has supported this campaign.

The Chinese government claims that the guiding principle of this abortion program is "voluntarism," but there was nothing voluntary about the process I observed when living in a Chinese village in 1980. It involved subjecting pregnant women, many very close to term, to ex-

posed full-term unborn children being injected with a Western drug the Chinese called Ruvator, which causes the unborn child's death within 24 to 48 hours and in most cases its post-mortem ejection from the womb.

In other cases the child is killed at the time of parturition, sometimes by using forceps to crush the child's skull when it is still in the birth canal; other times by injecting formaldehyde into the soft spot of the head or by strangling as the child emerges. Since the baby is still partly in the womb at this time, this is not considered to be infanticide but merely abortion. Moreover, late or full-term abortions are carried out despite a regulation forbidding the termination of pregnancy after the sixth month, officials anxious to meet the strict birth quotas set by higher-ups order doctors to ignore this proscription.

The Chinese government has loudly and repeatedly protested that these excesses are not government policy and that those who take part in them will be punished according to law. In fact, however, aside from a handful of halfhearted prosecutions of peasant parents for killing their infant daughters, no official in China to date has been publicly punished for mandating late abortions, for using coercion or for ordering doctors to kill infants at birth.

The only conclusion that can be drawn from these appalling facts is that Peiking's assurances are merely a smoke screen. It is the birth quotas that officials enforce, not the written guideline advising no abortions after six months. And it is this quota the officials are held accountable for, not paper exhortations for "voluntarism." The Chinese officials who say the opposite are, at best, naïve. At worst, they are consciously duplicitous.

To date, UNFPA seems to have taken at face value these Chinese assurances. A recent UNFPA report on its aid quotes official Chinese denials of government coercion and infanticide. Because of the unsat-

isfactory UNFPA response, the U.S. Agency for International Development recently asked Congress to rescind \$10 million of the \$46 million earmarked for that organization this year. The remaining \$36 million would be put in a separate account for projects in other countries.

An investigation is under way in Congress to determine what further action, if any, should be taken. In this review, particular care should be given to examining UNFPA's admission that the bulk of our program is provided for inputs requiring foreign currency and the provision of modern technology. Clearly among the inputs requiring foreign currency would be drugs such as Ruvator and the latest in abortion technology.

It is of course highly unlikely that any investigation would be able to uncover evidence that U.S. funds were or are being used for infanticide and forced abortions in China. Nor should this be made a precondition of further cutting back of aid. Not only has UNFPA admitted that it has been instrumental in setting up the infrastructure of the Chinese program, it has unconditionally committed \$50 million in aid over the next four years to the program's continuance. The fact that U.S. aid continues to go to an organization that supports a program so tainted with abuses makes Americans silent accomplices to that program. The U.S. ought to distance itself from forced abortion and infanticide completely, morally and monetarily.

A total cutoff of indirect U.S. aid would not end the Chinese population-control program. But there is a good chance such a move would goad Peiking into correcting the worst abuses of its program.

Mr. Mosher, who spent a year doing research in a rural Chinese village in 1980, is the author of the forthcoming "Journey Into the Forbidden China" (The Free Press, 1985).

Asia

by Stephen W. Mosher

haunting morning-to-night study sessions," levying heavy penalties on them and their families, and the actual incarceration of those who still proved recalcitrant. Nor does the description "voluntary" adequately encompass the reports that have come out of China in the years since then of pregnant women being handcuffed, thrown into hog cages and taken to the operating tables of rural clinics.

I estimate that 80% of the abortions performed in China are forced upon women who, if they were truly free to choose, would bear the children. Under the "one child per family" law, abortion in China is for all practical purposes mandatory for women who become pregnant outside the state-assigned quota. Not only are the pregnancies of married women who already have one child terminated under this law, so are the pregnancies of many who do not yet have a child.

Many of these abortions are done late in term and in a way that can only be described as brutal. Induced stillbirth and murders of newborns are common. I ob-

The Washington Post

MONDAY, JANUARY 7, 1985

Abortion Policy Tears at China's Society

By Michael Weiskopf
Washington Post Foreign Service

DONGGUAN COUNTY, China—No government program has cut so deeply into Chinese society nor inspired such strong resistance in 35 years of Communist rule as the struggle to trim China's population.

Chinese leaders consider their policy of "one couple, one child" a fight for national survival, the chief prerequisite of modernization. Publicly, they claim to rely on the powers of persuasion and education, exercising a policy of voluntary consent. They point to declining birth rates and happy one-child couples as symbols of success worthy of the United Nations' first family planning award given jointly to China and India in 1983.

But a closer and longer look reveals a very different picture. China, to be sure, is curbing its population growth, but its success is rooted in widespread coercion, mass abortion and intrusion by the state into the most intimate of human affairs.

"The size of a family is too important to be left to the personal decision of a couple," Minister of Family Planning Qian Xinhong explained before resigning last year.

"Births are a matter of state planning, just like other economic and social activities, because they are a matter of strategic concern," he said. "A couple cannot have a baby just because it wants to. That cannot be allowed if China is to stabilize its population and keep it from doubling and redoubling as it might."

The one-child policy was launched in 1979 as the centerpiece of an ambitious plan to contain China's population at 1.2 billion by the year 2000. China now has a population estimated at 1,038,000,000—22 percent of humanity—and has just 7 percent of the world's arable land.

Loosely enforced at first, the policy was tightened in 1982 after population growth rates began to climb. Since then, the state has strictly required intrauterine devices for all women with one child and sterilizations for one member of every couple with two or more children.

Cutting the growth rate of 1.15 percent in 1983—less than half the 1970 level—these regulations are credited officially with preventing millions of births yearly.

For all its statistical gains, however, the one-child policy is piling up heavy costs in broken lives and is tearing at the fabric of Chinese society.

China is a society dominated by peasants who live off the land and strive for big families as a matter of economic necessity—the more children, the more hands to till the soil. To them, birth



Birth control worker stands at factory monitor of menstrual cycles.

control is a threat, which many actively counter. They hide pregnant women. They secretly remove IUDs. They falsify sterilization certificates. And they physically attack officials.

Every year, millions of Chinese defy authority and have more children despite jolting penalties—heavy fines, dismissal from

ONE COUPLE, ONE CHILD

Second of Three Articles

jobs and loss of farmland, housing and economic benefits—that leave them farther behind in China's march to modernization. Yet at least one-quarter of the 15 million to 20 million babies born in China every year are unapproved.

Faced with strong popular resistance, Peking resorts to even

See CHINA, A30, Col. 1

stronger measures. To this struggle, it brings the full powers of a totalitarian state operating without fear of political opposition. There is no check in official circles, no outlet for human rights complaints and no forum for public debate of the policy.

What emerges from more than 200 interviews spaced over three years with officials, doctors, peasants and workers in almost two-thirds of China's 29 main subdivisions is the story of an all-out government surge against ancient family traditions and the reproductive habits of a billion people.

The story offers a glimpse of China usually hidden from foreigners but painfully familiar to most Chinese—a world of government-sanctioned infanticide, of stringent sterilizations and of abortions performed at a rate as high as 800,000 a year in a single province.

It is a harsh milieu, in which houses are ransacked and valuables seized as the penalty for birth control violations, in which women are forced to wear contraceptive devices as the price of compliance.

While the policy works smoothly in many parts of China, local officials eager to please the central government often resort to excess.

The Dark Side of Family Planning

Nowhere is the dark side of family planning more evident than in Dongguan, a bustling port of Guangdong Province in southern China. Here, abortion clinics scoured the countryside in the spring of 1961, rounding up women in rice paddies and thatched-roof houses. Expectant mothers, including many in their last trimester, were trussed, handcuffed, herded into hog cages and delivered by the truckload to the operating tables of rural clinics, according to eyewitness accounts.

Dongguan had been engulfed by an intense birth control campaign known as "high tide," organized by local officials to bring birth control offenders in line with the one-child policy.

In 50 days, 10,000 abortions were performed—almost as many as the county's live births in all of 1961.

Dongguan's "high tide"—details were confirmed in interviews here after initial reports in Hong Kong—was among the least cited but most frequently observed forms of birth control in China.

Any mother who becomes pregnant again without receiving official authorization after having one child is required to have an abortion, and the incidence of such operations is staggering—63 million from 1979 to 1984, according to the Ministry of Public Health—50-year abortion count approximately equal to the population of France.

In 1983 alone, the number of abortions nationwide—14.4 million—exceeded the combined populations of the District of Columbia, Maryland, Virginia, West Virginia and Delaware.

Visits to rural south China produced evidence of more than five abortions for every birth in places such as Duan Fei communes of Guangdong Province.

Although abortion was criminally punishable as murder in China as late as the 1950s, it is dispensed today without debate over moral questions.

"It's more humane to kill children before they are born than to bring them into a society of too many people," said Xu Fangling, a birth control official who helped direct the Dongguan campaign. "If you consider the serious difficulties overpopulation creates for people living today, the moral problem of abortion isn't too serious."

Nor is the timing of abortion usually a factor. Many are performed in the last trimester of pregnancy—100,000 in Guangdong last year, or 20 percent of the province's total abortions—and some as late as the ninth month. Officials say it often takes that long to get reluctant women to clinics.

Doctors normally terminate late-term pregnancies by injecting an herbal drug into the womb, killing the fetus and inducing labor—a kind of induced stillbirth. The dead fetus is usually expelled in 24 hours.

In the inner Mongolian capital of Hohhot, however, hospital doctors practice what amounts to infanticide by a different name, according to a Hohhot surgeon, who would not allow his name to be used for fear of reprisal. After inducing labor, he revealed, doctors routinely smash the baby's skull with forceps as it emerges from the womb.

In some cases, he added, newborns are killed by injecting formaldehyde into the soft spot of the head.

"If you kill the baby while it's still partly in the womb, it's considered an abortion," explained the 33-year-old surgeon. "If you do it after birth, it's murder."

He said the practice began in 1961 after hospitals in Hohhot passed a new regulation banning births of second children except in the case of ethnic Mongolians, who are treated more leniently under a national minorities policy. For everyone else, he said, "the second child cannot come out alive. The doctor has the obligation to prevent it."

A doctor who ignores the regulation risks losing his job, he said. He estimated that hundreds of babies die this way in his hospital every year.

"You get used to it," said the surgeon, explaining how doctors react. Sitting at the corner of a coffee shop during the interview, he lifted a cup and said, "It's like drinking coffee. At first, it's bitter. But after a while you don't notice the taste.

"I've done it myself."

Similar practices have been reported from other urban centers. A former hospital patient in the north-west city of Urumqi said that she saw women in labor being wheeled into a large room marked "abortion ward."

A medical student in Canton who worked in a hospital gynecology ward in 1972 told foreign visitors that pregnant women were required to present birth authorization cards before admittance to the delivery room. He said doctors who were under orders to abort all unauthorized pregnancies often strangled or smothered newborns.

While abortion is justified officially as a necessary expedient, its high incidence is considered an embarrassing breakdown of a system carefully crafted to prevent unplanned pregnancies.

China's family planning work is backed by the full or quasi-full might of the Communist Party, which extends its influence to every factory, neighborhood and village. Every Chinese belongs to a "unit"—workplace or rural governing body—and every unit has a birth control committee headed by party officials. These officials have enormous power over the lives of their charges. Almost all decisions require their approval—who earns bonuses, who gets housing space, who grows cash crops, who has a chance to study, who marries and who has children.

When Peking gave local party chiefs responsibility for family planning, it added a powerful lever to assure compliance. Then, to fortify the resolve of these officials, it added financial incentive. In most parts of China, local officials earn cash bonuses only if their units observe birth control limits.

With a financial stake in low births, officials put a high premium on prevention. They carefully plan new births for their unit, requiring written applications from any couple wanting to have a child and matching requests with quotas that trickle down from Peking.

The primary target of their work, however, is couples who already have two or more children. At least one parent is required by the state to undergo sterilization, and local officials use methods ranging from cash rewards to coercion to get those eligible to the operating table. Almost always the woman bears the responsibility.

Official statistics show a high level of success: 31 million women and 9.3 million men were sterilized between 1979 and 1984, totaling almost one-third of all married, productive couples in China.

A national sterilization drive last winter boosted annual sterilizations for 1983 to an extraordinary 16.4 million for women and 4.4 million for men, according to the Public Health Ministry—exceeding the total number of such procedures in the previous five years.

Most sterilizations in rural areas are done collectively in "high tides" organized by local officials to coincide with the visit of touring surgical teams who operate in improvised facilities or cold, austere clinics equipped with little more than board and bucket.

A roundup in rugged northern China near the Mongolian border illustrates how the process works.

The campaign, which was described by a participating doctor, began in November 1983, when officials from every commune in the county searched their records for women under the age of 45 who had two or more children. Then they broadcast their names over public loudspeakers and set dates by which each had to report to the clinic for surgery.

There was a warning to potential evaders: a loss of half of their state land allotment, a fine of \$200—equal to about a year's income—and a late fee of \$10 for every day they failed to report.

Several couples initially defied the warning but were quickly brought into line. Officials went to their homes, confiscated valuables, such as sewing machines and building materials, and threatened to sell them within three days unless they submitted to the operation.

The surgical teams left in early January after completing as goal of 16,000 sterilizations in two months, according to the doctor.

It was an unusually successful campaign considering the intensity of opposition to sterilization. The very mention of a "high tide" has sent whole villages of eligible women into hiding. To head off a mass exodus last year to coastal Fujian Province, Fujian County officials reportedly organized late-night "surprise attacks," luring sleeping women from their beds to 24-hour sterilization clinics.

Another popular dodge is phony sterilization certificates. Couples buy falsified or perjured forms at high prices. When the woman gets pregnant, she pleads for leniency, claiming she was a victim of faulty surgery.

As resistance stiffens, however, so does the penalty for evasion.

When women in a Yellow River community of Henan Province fled in advance of a "high tide" last spring, Xarwa County officials tore off roofs of their homes and knocked down walls with tractors, according to a Chinese medical staffer who witnessed the wrecking.

Female workers in the sleepy southern port city of Zhanjiang were docked their wages until they reported for sterilization surgery, according to factory heads there. Although 30 women at one candy plant stood their ground and were fired, most gave in to the financial pressure.

"Who dares to oppose the regulations?" asked a 34-year-old mother who had an operation she did not want. "I have three children. Can I afford to feed them without a job?"

Officials are no less forceful in dealing with one-child mothers. They are required by national regulations to have IUDs inserted after their first child is born and strictly forbidden to remove the stainless steel loops.

Other forms of contraception are permitted, including birth control pills and condoms, but statistics reflect the official preference for easier and more reliable IUDs. Of 134 million married women using birth control, 55 percent wear IUDs—48 million, which exceeds the total number of IUD users in the rest of the world combined.

Automatic IUD implants

In some city hospitals, doctors automatically implant the device immediately after a woman gives birth, often without informing the woman or seeking prior consent, according to a Peking gynecologist.

Official prodding substitutes for hospital efficiency in most places, however. Family-planning authorities call on new mothers to stress the need for contraception. There are follow-up visits to "educate" the woman and she possesses an IUD certificate, for which she gets a cash bonus and time off work.

Little choice is given in places such as rural Fujian, where women who refuse IUDs lose their right to grain rations and medical benefits for their first child, according to an overseas Chinese visitor.

Women fitted with IUDs in most of China regularly are shepherded into clinics for X-rays to make sure of proper placing. Up to six times a year, they are stood before decade-old equipment to endure the kind of fluoroscopic examination discouraged in the West for fear of causing radiation damage to ovaries or fetuses. Frequent X-ray exams are considered necessary because of the high failure rate of IUDs, which are often inserted in factory-line fashion without concern for using.

Of greater concern to authorities is the problem of surreptitious removal. Women who had submitted reluctantly to IUD insertions pay charlatan doctors to extract them with homemade metal hooks. It is a common occurrence in rural areas, where the so-called "hook wielders" charge as much as \$25 for a home "operation," often ending the family planning work of an entire village in a few days' time.

These "hook wielders" remain popular despite their record of disasters—hundreds of deaths and injuries reportedly caused by penetration of the uterus and intestines with unsterilized bicycle spokes or bamboo sticks.

For local officials who claim to run voluntary IUD campaigns, the reported incidence of such drastic behavior is contradictorily high: 80 percent of IUD users in some parts of Fujian had their loops removed in 1981; 18,000 extractions were reported in a single county of Sichuan Province between 1980 and 1983.

"These so-called doctors are scoundrels who take advantage of the backward desire of peasants to have more children," said Sun Guosheng, vice chief of Sichuan's birth control office.

"There are women who were less than willing in the beginning to have the IUDs put in," he said. "Others who have been willing at first but changed their minds after the scoundrels told them the loops would make them sterile." In case of contraceptive failure or abuse, however, there are other controls built into the system.

Few unauthorized pregnancies can elude the tight supervision of birth control activists, a phalanx of female members of the party, Communist Youth League and Women's Federation who are deputized by local officials to monitor the reproductive lives of Chinese couples.

These activists, who often are referred to derogatorily as "mothers-in-law" for their meddling ways, each focus on a few couples in every factory, neighborhood and rural hamlet.

They know everyone's contraceptive method. They make daily house calls to remind birth control pill users to take their pills. They issue condoms on request, giving repeated instructions and insisting they be used "two at a time" or be infused first to test for leaks.

The activists closely watch for signs of pregnancy—morning sickness, craving for sour food or swollen breasts—and cultivate informers to report on their neighbors or coworkers.

They keep detailed records of every woman's menstrual cycle, checking to make sure of regularity.

"If it is late, we wait four days," said Ye Caifan, an activist in Zhou Nan County of Shandong Province. "If the woman's period still doesn't come, we take her for a checkup."

Monitoring Contraception in the Work Place

Many factories around the country hang up blackboards listing each female worker's contraceptive measure and the day her period arrives. The women are required to place a check mark next to their names after menstruation begins every month. If she fails to report on schedule, her boss will be asked why. The woman is then ordered to take a pregnancy test.

A positive test spells trouble for any woman who already has a child. She is urged to have an abortion, offered a cash bonus and time off from work as a reward. If she refuses, the pressure mounts.

This is where China's family-planning apparatus comes down with its force. It also is the breaking point for many Chinese.

First come the tactics of persuasion played out in what is known euphemistically as "heart-to-heart chats." Several activists visit the pregnant woman at home to explain the need for population control. She is urged to have an abortion for the good of her nation, her community and her family. Husbands and mothers-in-law are recruited for the talks because they often prove the biggest obstacle to abortion.

If she holds her ground, the talks intensify. More officials enter the list, sometimes eight or 10 at a time. They come for hours every day lecturing, cajoling, pleading. Eventually, the local party chief joins in and the tactic changes. Now the pregnant woman is criticized for resisting and warned of the penalty for unauthorized birth, which varies from place to place but can include loss of farmland, fines of up to \$1,000, firing from factory jobs, public censure and the denial of land, medical benefits, grain rations and educational opportunities for the unborn child.

To increase the pressure for speedy abortion, the woman is charged a penalty, called a "talking fee," of \$2 per day in the rural suburbs of Qingdao in east China, according to peasants there.

In coastal Jiangsu Province, she is required to sign a "guarantee" promising to pay any penalty, according to family planning officials there.

Fines begin in the fourth month of pregnancy in factories of Shaanxi in east Guangdong, where both husband and wife lose 50 percent of their monthly wage—to be refunded if the family has an abortion.

Party chief Huang Zhiguo of Double Bridge Village in the southwestern province of Sichuan acknowledged the practice of "helping" pregnant women to the clinic if they refuse to go on their own.

As an example, he cited the story of a 32-year-old woman named Li who had a baby girl and became pregnant again in the hope of having a boy. After numerous visits to her home by "persuasion groups" proved unsuccessful, eight activists appeared at her doorstep one morning and told Li, then four months pregnant, "If you don't go to the clinic willingly, we'll take you," according to Huang.

"The woman struggled and started crying when they started taking her by the arm," recalled Huang. "She was dragged about 50 yards and finally gave in."

Activist Zhang Xuejun, who was among those "helping" Li, said, "It took all of us to get her to the clinic."

Huang justified the episode as a necessary "administrative measure." He said Li and another woman who met a similar fate complained that they had been taken against their will, but "they were told there was no way out because they rejected our advice to go willingly."

The large number of Chinese who reject such advice every year indicates less aggressive enforcement or stronger resistance elsewhere.

Many pregnant women hide in the mountains or flee to a relative's village to escape official harassment, practicing what is colloquially known as "childbirth on the run." So many runaways reached the remote, northwestern province of Gansu that a regulation was passed directing local officials to terminate within a limited time all unplanned pregnancies of women not in their home residential area," according to an internal document.

Those who stay home simply resent the official lecturing, usually passively. In numerous cases, however, the pressure becomes too much and explodes into violence. There have been attacks against the private gardens of activists in Sichuan and Anhui provinces. And there have been physical attacks against officials themselves—stabbing, chubbings and beatings, according to official news reports.

A Guangdong peasant named Wu Jingye, who had two children, personally pulled out his wife's IUD and got her pregnant. When the deputy party secretary of his commune visited the couple and pressed the woman to have an abortion, Wu reportedly hacked him to death with a meat cleaver. Wu was executed.

A Shandong activist was hospitalized for two months after she was lashed in the groin and beaten with wooden staves by a man who objected to her using a pregnancy test for his wife.

"Some peasants accept the idea of birth control easily and some don't," said vice chief Sun of Sichuan. "The activists have to do their work, and the peasants want more children. There are inevitable clashes."

For many peasants who are just starting to prosper under today's flexible economic policies and want more farm hands, the prospect of being fined for having children seems unjust. For local officials, however, the only way to stop unplanned births is to make them prohibitively costly.

At the Double Bridge commune, Huang decided to make a "negative example" of a 29-year-old woman named Meng who had 200 miles to have her second child at an aunt's home. Huang, who lost his home because of Meng's clandestine delivery, took revenge when she returned. He stripped her family of half of the land given by the state for farming, fined her \$400—almost twice her annual income—and denied her the right to grain and cloth rations for the second child.

To sharpen the sting, Meng was forced to make a self-criticism at a mass meeting. Standing before 100 peasants who sat on stools in the village war house, she endured what in Chinese terms is a painful loss of face.

"Since then, we haven't had an unplanned second birth," said Huang.

The New York Times

Copyright © 1993 The New York Times

NEW YORK, SUNDAY, APRIL 25, 1993

China's Crackdown on Births: A Stunning, and Harsh, Success Draconian Steps Cut Fertility Rate to Lowest Ever

By NICHOLAS D. KRISTOF

Special to The New York Times

BEIJING, April 24 — She should be taking her two-month-old baby out around the village now, proudly nursing him and teaching him about life. Instead, her baby is buried under a mound of dirt, and Li Quliang spends her time lying in bed, emotionally crushed and physically crippled.

The baby died because under China's complex quota system for births, local family planning officials wanted Ms. Li to give birth in 1992 rather than 1993. So on Dec. 26, when she was seven months pregnant, they took her to an unsanitary first-aid station and ordered the doctor to induce early labor.

Ms. Li's family pleaded. The doctor protested. But the family planning workers insisted. The result: The baby died after nine hours, and 23-year-old Ms. Li is incapacitated.

Lowest Fertility Ever

This episode in Hunan Province, described in a classified Government report and confirmed by the local authorities, is one outgrowth of a major nationwide crackdown by the Chinese family planning authorities. While the crackdown has been under way for two years, information about it is only now emerging as the authorities release population statistics showing a stunning decline in the birth rate.

The latest data suggest that through compulsory sterilization and other measures, China has lowered fertility to by far its lowest level ever here. The statistics for 1992 — showing many fewer babies even than during the harsh crackdowns of the early 1980's — amazed population experts, for the family planners achieved targets that they had not expected to reach until the year 2010.

Problem for Clinton

Ms. Li's persecutors had a reason for going to such extremes to enforce population quotas: they were protecting themselves under a new "responsibility system" that the Government has introduced as the mechanism for the crackdown. Under this system, central leaders hold local officials personally responsible for reducing births in their jurisdictions, and punish them for failing to do so.

The evidence of a far-reaching crackdown presents a direct challenge to the Clinton Administration. President Reagan had cut off United States financing of the United Nations Population Fund because of concerns that its work was intertwined with a coercive family planning program in China, but President Clinton announced last month that he would end the boycott.

Now the new evidence of a crackdown is likely to embarrass Mr. Clinton as he tries to restore funds to the United Nations program. Moreover, criticisms in the United States about forced sterilization in China are likely in turn to inflame Chinese sensitivities and could create new tensions in Chinese-American relations.

To be sure, some Chinese — particularly city-dwellers — support a tough family planning policy. They say the drop in fertility is helping to produce a historic economic boom and a rise in the nation's education and health standards.

By restricting couples to one or two children each, they say, the Government is helping to lead China out of poverty and into a modern, industrialized future. They note that one reason why China's long-term development prospects may be better than Bangladesh's or Kenya's is that Beijing appears to have defused its population bomb.

Peng Peiyuan, the 64-year-old minister of the State Family Planning Commission, acknowledged in a rare news conference on Wednesday that it was mainly Government efforts that had brought down the birth rate.

"Why did fertility drop so drastically?" asked Mr. Peng, who two years ago convinced the Politburo to order the crackdown. "Above all, because party and Government officials at all levels paid greater attention to family planning and adopted more effective measures."

The indications of a drop in fertility came in a raft of statistics announced by Mr. Peng, printed in the official Population News or disclosed by Chinese officials. Among the figures are these:

• The birth rate dropped to 18.2 per 1,000 population in 1992, down from 21.1 in 1990 and 23.33 in 1987.

• Based on last year's birth data, each Chinese woman can expect to have an average of 1.3 or 1.9 children in her lifetime — about the same as in the United States or Britain. China's total fertility rate, as this statistic is known, was 2.3 in 1990 and had never before dipped below 2. In contrast, the average Indian woman has four children.

• Only 9.6 percent of all births in 1992 were third, fourth or subsequent children. In 1988, the figure was 15.4 percent.

• The proportion of couples of child-bearing age who are sterilized or use contraception rose to 83.4 percent in 1992, up from 71.1 percent in 1988.

"It's what would be called saturation contraception in any other country," said Judith Banister, a specialist on China's population at the United States Bureau of the Census. "You can't get much higher than that."

China's Birth-Control Crackdown Produces a Stunning, and Harsh, Success

The Methods

Sterilization Made Efficient

China already has 1.1 billion inhabitants, 20 percent of the world's population on 7 percent of its arable land. Even at present fertility levels, the Chinese population will continue to soar because the age structure is very young and many Chinese have yet to enter their child-bearing years.

Some experts believe China's population will peak at almost 1.9 billion in the first half of the next century before stabilizing and then gradually declining again.

To Chinese peasants who account for nearly one person in five on the planet, almost nothing is so important as bearing children, particularly sons. Many peasant couples feel that they have failed in life's mission, that they have dishonored their ancestors if they do not extend the male line.

In the early 1960's there was a storm of international protest when it became clear that the local authorities sometimes dragged women to abortion clinics if they did not have permission to become pregnant. Interviews in a dozen provinces in the last few years suggest that such use of physical force is now less common.

Instead, the focus of the crackdown has shifted to the more efficient method of compulsory, organized sterilization, so that women do not have the option of becoming pregnant again.

Typically, local cadres swoop down on each village once or twice a year, taking all the women who have already had children to a nearby clinic. There they are fitted with IUD's or else undergo sterilization.

Some women manage to get pregnant again before they are sterilized, others flee the village on the day they are supposed to go to the clinic. When the authorities discover an unauthorized pregnancy, they normally apply a daily dose of threats and brow-beating.

Some women buckle and accept an abortion, while many others simply flee to a relative's village, returning only after the child is born. In such cases, fines equivalent to hundreds or even thousands of dollars — per capita income in the countryside last year was \$135 — are imposed. Peasants in many different provinces say homes are routinely knocked down if the fine is not paid.

Worst-Case Abuse

Local Officials Get Carried Away

The report about Ms. Li, who is crippled after the induced labor, is an example of how local officials became carried away in the current crackdown. The three-page account, classified "secret," describes how Ningxiang County decreed in September that women should normally be allowed to give birth only after reaching the age of 24.

The problem for local authorities was that they had already given some women "pregnancy permits" even though they were under 24. Some of these women were pregnant. Nine of them — including Ms. Li — would not give birth until 1993, the first full year in which the new age limit took effect.

Some district and township officials feared that they would be fined for not meeting the family planning targets, or would not receive their bonuses," the report declares.

So at the end of December the family planning officials formed an "early birth shock brigade" to round up all nine women so labor could be induced. When the team showed up at Ms. Li's home, her mother-in-law pleaded with the officials.

"My daughter-in-law's health isn't good and she may not be able to get pregnant again," the report quotes the woman as saying. "So let her have one baby, someone to look after her and my son when they grow old. It doesn't matter if it's a boy or a girl. After it's born, she'll go get sterilized."

The officials rejected the plea. And at the first aid station, when the doctor said Ms. Li was too frail to undergo induced labor, they swept his protests aside and ordered him to proceed. She bled severely, fell unconscious and almost died along with the baby.

Her family took her to the township clinic, which saved her life. Now she has returned home, but the report says she is crippled, without specifying the nature of her injuries.

The report deplors the actions of the local officials and calls for Ms. Li to be compensated for her medical expenses. But a county officer, reached by telephone, said that no further action had been done, except that the officials responsible for the "early birth shock brigade" have been summoned to a meeting and told not to induce labor in the future.

The Motivations

Insistence On Meeting Targets

In retrospect, it is now possible to piece together from the crackdown came about. Interviews with Chinese and foreign specialists and extensive use of materials published in China indicate that Mr. Peng and other senior officials became increasingly concerned in the late 1980s that enforcement was growing lax and that China would miss its targets.

In early 1991, Mr. Peng convinced Prime Minister Li Peng and the Communist Party General Secretary Jiang Zemin that the matter was urgent. The standing committee of the Politburo, the highest decision-making body, unanimously resolved to tighten family planning work.

Most important, the new "responsibility system" galvanized provincial leaders to pass warnings all the way down the chain of command. Family planning targets had to be met. Otherwise, those in charge of the area would be fined or even dismissed.

A result was a 25 percent surge in the number of people sterilized in 1991, to 175 million. The number declined in 1992 to 65 million, apparently because most women of child-bearing age already had been sterilized by then.

The scope of the crackdown became visible only after the State Family Planning Commission released data from a sample survey conducted in October. The data for 1992 started almost everywhere.

"We were very surprised by these numbers," said Sieting D. Scraggs, the China director of the United Nations Population Fund. "We didn't expect statistics approaching these levels for several more years."

Western diplomats said they believed that a crackdown was the only plausible explanation for the new statistics. They said Mr. Peng himself seems willing to take credit for the drop in the birth rate.

The Missing Girls

Some Newborns Seem to Vanish

One prime concern among demographers is that hundreds of thousands of newborn Chinese girls seem to vanish from the statistics each year. Biology dictates that for every hundred female births there should be about 105 or 100 male births. But in 1989 for every 100 reported girl births, there were 113.8 births of boys.

That ratio implies that about 8 percent of newborn girls appear to have vanished from the statistics. In China that amounts to 800,000 missing girls each year.

Mr. Peng refused to release the sex ratio in 1991. An aide in charge of statistics, Zhang Fik, said the 1992 survey did not collect such information.

In fact, experts say the survey did gather the data and found a sex ratio of 118.5. But the sample size was small and the margin of error very high, so it is not clear how meaningful the difference is.

Zeng Yi, a leading Chinese demographer, said that the problem of the missing girls is very serious but that most of them are probably alive and never reported to the authorities. Parents who are allowed only one or two children may not want to use up their limitation on a girl, instead they do not report the birth and try again.

A second factor, according to Mr. Zeng and many other experts, is the growing use of ultrasound equipment in Chinese hospitals. Physicians find out from the doctor — usually with a small tube — whether a fetus is male or female. If it is female, they get an abortion and start all over.

A final factor, which Mr. Zeng argues is much rarer, is simply infanticide. On instructions from the parents, the midwife keeps a bucket of water beside her, and if a girl emerges, she drowns the baby immediately. It is reported as a stillbirth.

Mr. Zeng and other Chinese experts deplore all such practices. But ultrasound equipment is spreading rapidly, and so many specialists fear that the sex ratio is likely to become increasingly skewed.

Mr. Zeng cautioned that part of the apparent decline in fertility may simply be the result of under-reporting, particularly of girls. The figures were already adjusted upward by 7 percent to compensate for under-reporting, but Mr. Zeng believes that may not have been enough.

To some diplomats, what the new statistics underscore above all else is how little is known of what happens in the Chinese countryside.

"We had almost no idea that this was going on," a Western diplomat said, shaking his head in perplexity. "Even those who follow these things just had no clue."

The hut above in Guiyang was rebuilt after officials tore it down because the family did not wait four years before having a second child.

Births Punished by Fine, Beating or Ruined Home

By SHIYI WU/INNN

GUIYANG, China, April 24 — Four days after the birth, a brigade of 10 men and women came from the township to equal the celebration.

They demolished the parents' hut, strewing stones and straw all over the place. Then they demanded the couple a fine of 245, and when the family could not pay, they smashed the couple's chest drawers — their only furniture aside from a bed.

"Then they took away our family cow," said Peng Dugui, a 60-year-old peasant who is the grandfather of the baby here. "I wouldn't let the cow out of my sight. I followed it all the way to the township and pleaded with the officials there. But they didn't care."

The Peng family had the misfortune to be caught up last year in a nationwide crackdown by the family planning authorities. The baby was a second child, a boy, and the parents did not wait the full four years before a second child is allowed in this area.

Instead, the baby was born five months before it would have been permitted, and so the local authorities destroyed the home and took the cow. And that was not the end of it.

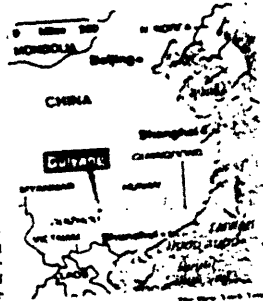
A Forced Sterilization

Three months after the birth, two dozen officials appeared in the village, in southern China's Guizhou Province, to take the baby's mother, Wang Zhengmei, 27, to the clinic to be sterilized. Ms. Wang did not dare refuse, and in any case, she was told that she would get 23.50 if she had the operation.

She had a tubal ligation, but the officials never gave her the money, she said.

At least rebuilding a home in some respects is a bit easier in a poor Chinese village than in a big city: the father, Peng Fagang, rebuilt the hut in a month from stones and dry grass collected in the fields.

The only salary the Pengs had was that they were not allowed to have



A family in Guiyang paid a high price for an unauthorized birth.

had done the same thing in another family in the same village, located on a hilly region outside Guiyang, more than 1,100 miles southwest of Beijing.

The same plight has befallen many of China's 800 million peasants in villages across the country. Some of the victims are educated, some are illiterate, some have small businesses, and some have barely enough to eat.

Peasants Often Intimidated

From visits to rural villages in many areas of China, a picture emerges of a family planning policy that sometimes seems administered with capriciousness. The victims, mostly peasants, often seem intimidated, angry, bewildered and confused.

"Please, can you tell me, ultimately, what is the nation's family planning policy?" a 45-year-old grade school teacher surreptitiously asked a visitor in his village.

In 1983, he and his wife had a second child, three years after they had their first. He thought this was permissible, but the policy had apparently changed, he said, and so officials found him 27,456, about 17 times his annual salary

at that time. Since he did not have the money, they deducted it from his salary, deducting about 80 percent of his wages for a decade, until the end of last year, when he finally got a vacation. Such laws, by an installment plan seem common in the villages — perhaps because otherwise nobody could pay them.

Fines Seem Arbitrary

What puzzles the peasants is that the fines often seem arbitrary set at will by local officials. Some families seem to be able to have three or four babies, others are punished for having two.

Wang says that if they cannot pay the fines, the family planning officials can take or household belongings like furniture or a television. Sometimes they simply smash the items, and often they knock down the house as well.

In another village, Liu Wanyun said the authorities had somehow agreed to let his wife have a third child. This let his wife have a third child. This seems a bit unlikely, but Mr. Liu, 28, has only a first grade education, and it may have been a misunderstanding.

In any case, after the baby came a brigade from the township knocked down his house. The team also ransacked his wooden thrasher used to prepare the rice after it is harvested. Mr. Liu said his family had to live in the hills until they could borrow straw to rebuild the house.

"They often take things, your furniture, your cow, your pig, your chickens, your harvested meat," said a 25-year-old woman in another Guizhou Province village. "If you get sterilized, they take your stuff and if you don't get sterilized, they beat you."

"Some people have been beaten badly, family members and women," she added. "They take electric bicycles and they hit whomever they see."

Coffin Is Confiscated

She and other villagers were gathered in the home of Huang Guohua, a 37-year-old peasant who has two children, six years apart. For some reason,

he never got a marriage license when he married 11 years ago.

Because he had no license, the peasants said, a brigade of 10 people, wielding sticks and screwdrivers, came to his house last year at 1 o'clock in the morning and took away his wash basin and black-and-white television. What upset Mr. Huang even more was that they confiscated the coffin and funeral clothes he had prepared for his aged mother, to be used when she dies.

"Why didn't he resist?" Mr. Huang explained. "If you don't let them take your things, you'll just get beaten." To the rest in Guizhou Province, peasants tend to be much richer and can often afford to pay the fines to have more children. Some of them manage to defile the authorities.

In Shunshan, a hamlet in Taishan County, Wu "taoism" said he and his wife, 22, had for several months while she was pregnant with their third child. She finally gave birth in February 1982 to the son they had always wanted.

"We kept moving around from village to village," Mr. Wu said. "It was very hard, and I was scared."

Frantic Attempts to Escape

Wu Xinhua, a 20-year-old peasant whose dream was to have a son, thought she too could escape the policy. She has two daughters, and so the authorities insisted that she be sterilized.

When the family planning authorities swept into her village a year ago, preparing to take her and other women to the hospital for a tubal ligation, Ms. Wu fled to Shunshan, where she grew up.

She stayed with her parents, planning to meet her husband secretly and become pregnant. But the authorities discovered her whereabouts and sent two dozen officials to take her to a hospital for her tubal ligation. She said she did not dare refuse.

"I have no idea how they found out I was here," Ms. Wu said as she carried her younger daughter on a visit to her parents in Shunshan. She added wistfully, "I really wanted a boy."



The Executive Director

UNFPA
United Nations
Population Fund

7 January 1998

Dear Mr. Ambassador,

I am writing to provide you with information in response to the questions and concerns raised by your Government in your letter of 2 December regarding the UNFPA Programme of Assistance to China, which will be presented to the UNDP/UNFPA Executive Board at this month's session.

Your questions with our responses are attached. We hope that this information will answer the queries to your satisfaction. We shall stay in close contact with you and your staff in preparation for the Executive Board, and remain available to answering further questions you may have.

I remain, dear Mr. Ambassador,
Yours sincerely,

Nafis Sadik
Under Secretary General

His Excellency
Mr. Bill Richardson
Ambassador Extraordinary and Plenipotentiary
Permanent Representative of the
United States of America to the United Nations
United States Mission to the United Nations
799 United Nations Plaza
New York, N.Y. 10017-3505

Responses to Questions raised by U.S. Government on the UNFPA Programme of Assistance to the Government of the People's Republic of China (1998-2000)

1. Which counties will be included in the program? What is their population and how do they compare to national averages on ICPD threshold indicators? How did UNFPA ascertain the commitment of local authorities to ICPD goals and principles?

Below is a list of the counties to be included under the program. The UNFPA field office in Beijing is in the process of preparing a detailed profile of all 32 counties. The most important input into these profiles, however, will be a baseline study which will be carried out in February 1998 with the technical assistance of an expert from Tulane University, USA. Unfortunately, it was not possible to carry out this baseline survey ahead of time owing to the fact that no UNFPA funding was available to be spent in China in 1996 and 1997. This survey will provide a clear picture of the RH situation prevailing in selected counties.

ICPD indicators, while available nationally are not broken down to the county level. This is because the sources of data are sample surveys which may not be representative at the county level. The counties were selected based on criteria agreed to with the Government, the commitment of local authorities to the projects and to the principles of the ICPD and the availability and commitment to a minimum of counterpart funding toward project activities, the existence of a good working relationship between State Family Planning Commission and the Ministry of Health at the county level; counties were selected where we are optimistic that results can be obtained within the three year time frame. Hence counties that are too poor, too remote, or too lacking in counterpart funding and enlightened leadership were not chosen. For the same reason the selection process also tried to include a cross section of counties from different regions of the country.

UNFPA worked with the national Government to ensure that local authorities possessed a commitment to the ICPD, political will and the availability of counterpart resources.

County	Province
Fengnin	Hebei
Luanxian	Hebei
Wenshui	Shanxi
Aohanqi	Inner Mongolia
Guichi	Ahui
Xuanzho	Ahui
Jianou	Fujian
Yushui	Jiangxi
Dongmi	Shandong

Xinyang	Henan
Mengzh	Henan
Yingsha	Hubei
Qianjian	Hubei
Linwu	Hunan
Youxian	Hunan
Sihu	Guangdong
Lipu	Guangxi
Longan	Guangxi
Wencha	Hainan
Bazhong	Sichuan
Yilong	Sichuan
Pingba	Guizhou
Zhenfen	Guizhou
Xinping	Yunnan
Xiangyu	Yunnan
Luonan	Shaanxi
Xixiang	Shaanxi
Yuzhong	Gansu
Datong	Qinghai
Pingluo	Ningxia
Kuerle	Xinjiang
Rongcha	Chongqing

2. Will birth quotas remain in effect in these counties, and will women face sanctions if they become pregnant or bear a child outside the quota?

No birth quotas or targets will be applied in the counties participating in the project. Funds will be released only after the UNFPA field office has received official written commitment from the provincial authorities that quotas and targets have been removed in each of the participating counties.

In the project counties couples will be allowed to have as many children as they want, whenever they want, without requiring birth permits or being subject to quotas; however, they may still be subject to a "social compensation fee" if they decide to have more children than recommended by the policy. State Family Planning Commission has indicated that it is the Government's intention to gradually eliminate incentives and disincentives from the family planning programme.

3. *Will foreign observers, including NGOs and diplomatic personnel, have access to project counties and to relevant county officials?*

It has been agreed with the Chinese Government that the project will follow all UNFPA procedures for monitoring and evaluation. In addition, the Government has agreed that the project counties will be open to monitoring and evaluation visits by foreigners and that county officials would be available to talk to foreign delegations.

As evidence to this openness it should be noted that recently (28 November-3 December 1997) a delegation of foreign diplomats representing 17 countries on the UNFPA Executive Board participated in a field visit to project counties to gain a better understanding of the prevailing situation in the field and of the proposed project activities. The delegation which included 6 ambassadors was composed of representatives from Argentina, Brazil, Canada, the Czech Republic, France, Ghana, India, Ireland, the Republic of Korea, Libya, Malaysia, Norway, Romania, Tanzania, Thailand, , Ukraine and the U.S.A.

4. *What procedures will be in place to see that there are no coercive practices in the counties assisted by UNFPA?*

Frequent and rigorous monitoring visits and activities will undertaken by UNFPA and independent consultants as part of the project work plan, which includes inter-alia, surveying client satisfaction, surveying FP service provider skills, and qualitative and quantitative assessment of progress made under the project.

The first important crucial step is the written commitment of the local Government authorities to the principles of ICPD, and specifically to ensuring that no coercion takes place in the selected counties. As mentioned earlier, no funds will be released until written commitment has been received from each from the local authorities of all the participating Provinces

5. *What will be the role of the Chinese government? What will be the role of UNFPA?*

The Chinese Government at the central and provincial levels will be in charge of coordination, internal monitoring, guidance and evaluation, all of which will be conducted in accordance to ICPD principles. The local government will be in charge of the actual implementation of project activities at the county level.

UNFPA's role will include monitoring and evaluation at the county level (as discussed above).

The projects will be executed by UN agencies and international NGOs.

6. *What procedures would UNFPA follow and what recourse is available if physical,*

psychological or economic coercion is reported in project areas? Under what circumstances would UNFPA consider termination of all or part of its program?

If UNFPA finds that there have been violations of the project guidelines in any county UNFPA will suspend operations of the project activities until the situation has been corrected.

If the situation is not corrected it will be reported to the Executive Board.

Please check against delivery

STATEMENT BY

**MS. KERSTIN TRONE
DEPUTY EXECUTIVE DIRECTOR (PROGRAMME)
UNITED NATIONS POPULATION FUND**

**UNDP/UNFPA EXECUTIVE BOARD
FIRST REGULAR SESSION 1998**

**UNITED NATIONS
NEW YORK**

Mr. President
Members of the Board

I am pleased to introduce to the Executive Board the requests for approval of six new country programmes. These programmes clearly reflect the broad range and diversity of population situations in three different regions of the world. They also reflect how UNFPA is responding to national priorities, within its mandate and the current resource allocation system. However, before I present a short overview of the country programmes, I would like to inform you of some relevant developments within the Fund itself.

Last year, I mentioned to you that UNFPA was involved in revising its internal policies and procedures. I am pleased to inform you that the core programme guidelines have now been completed. This has been a rigorous process, involving both field and headquarters staff, the establishment of a task force and several working groups, and entailing a series of consultations. An effort has been made to ensure that the new guidelines respond to the increased decentralized authority provided to the field offices, promote efficiency and flexibility, and take into account UN-systemwide initiatives. Many of our UNFPA staff have already been trained on the new guidelines, including on the application of the logical framework techniques. We expect that you will see further improvements in future country programme proposals to the Executive Board, resulting from broad-based nationally-driven processes for assessing past programme achievements and for developing new programmes. In line with the Executive Board decision 97/12, UNFPA will share the recommendations of the PRSD exercise, now recast as the Country Population Assessment (CPA) process, with the Executive Board and other UNFPA member states, and the Fund will take into account any views received during the finalization of the country programmes.

I would now like to turn to the six country programmes before you. As you will note, all the programmes emphasize providing assistance to Governments in strengthening reproductive health, including family planning services and in promoting a better understanding of the reproductive health approach, the gender dimension, and overall population concerns, in line with the principles of ICPD.

In the Asia and Pacific region, the proposed programme for China is unique and represents a departure from previous programmes. With the largest population in the world, China has attained the threshold levels for all seven ICPD indicators. The rapid pace at which major demographic and social transformations have taken place within the country are notable. However, national averages mask regional disparities in terms of income and access to social services including health care, particularly reproductive health care. China has acquired a considerable degree of technical expertise in such areas as data collection, population research, and contraceptive production, and it has established the capacity to deliver basic health services to the majority of the population. Despite these advances, the concept of reproductive health is still relatively new, and the quality of services needs to be upgraded. The Government of China is keen to move away from its administrative approach to family planning to an integrated, client-centred reproductive health approach, based on the principles of free and voluntary choice, in the spirit of ICPD. The proposed programme will seek to assist the Government in developing a comprehensive reproductive health programme by focusing interventions in selected counties, from which lessons can then be drawn for application nationally. The programme will aim to improve quality and choice, by introducing new components into existing services and testing innovative approaches. These efforts will be complemented by activities aimed at creating an enabling environment for the empowerment of women.

The Pacific subregion, exhibits great diversity among the fourteen countries covered by the programme, demanding a variety of approaches to address country-specific as well as regional needs. Health indicators vary throughout the region, with the Melanesian group (except for Fiji) showing high rates of maternal mortality, teenage pregnancies and population growth. The majority of women in most of the subregion face a number of common concerns, including lack of access to adequate health care, higher education and employment opportunities. The proposed programme will adopt a two-track strategy to address these challenges, whereby country-specific activities will be developed mostly for "A" category countries, and subregional interventions will be supported in such cross-cutting areas as training, research, IEC and advocacy, as well as in areas that warrant economies of scale.

In the Arab world, Egypt is the most populous country. Although Egypt has been successful in reducing population growth, serious challenges remain. Only two of the ICPD indicators have been met: access to health services and female enrolment at the primary level. Maternal mortality remains high and health care facilities are under-utilized. The proposed programme will assist the Government to provide high quality reproductive health and family planning services, with special attention to the needs of women and youth. The programme will focus interventions in priority districts where indicators are significantly below national averages, while developing activities at the national level in IEC and advocacy to promote reproductive health and rights and to enhance the status of women. In Algeria, despite notable progress reflected in declining fertility levels and increasing use of contraceptives, maternal mortality remains high and reproductive health services are limited in under-privileged areas. The proposed programme will aim to improve access to integrated reproductive health services and to strengthen national capacities to manage reproductive health programmes. This will be achieved through broadening the scope of services, providing training, and expanding the mix of contraceptive methods. A communication strategy that targets women of reproductive age, men in rural areas and youth will also be supported.

In the Latin America and Caribbean region, Nicaragua is the second poorest country, with one of the highest population growth rates in the region, as well as high levels of maternal mortality, adolescent fertility and abortion, all the result of limited access to reproductive health information and services. The proposed programme will aim to increase the utilization of reproductive health services in impoverished areas and to improve the capacity for integrating population issues in poverty alleviation and sustainable development efforts. One of the major priorities of the programme will be to address the reproductive health needs of adolescents. In Paraguay, the focus of assistance will be on improving the two ICPD indicators that have not yet been reached: contraceptive prevalence and maternal mortality. Although contraceptive prevalence has increased in the last decade, the use of unreliable methods is high, contributing to high rates of abortion. The proposed programme will aim to build national capacities to deliver quality reproductive health services, particularly for adolescents. Major components of the programme include sex education; male involvement through new partnerships with the armed forces, organized labour and the private sector; and support for the private sector in the provision of contraceptive supplies. Efforts to promote the incorporation of population issues into the national development agenda and advocacy activities to create awareness of population concerns will also be supported.

I have briefly mentioned the key issues and the focus of each of the proposed programmes. I would now like to invite your questions and comments regarding these programmes. My colleagues from UNFPA's respective Geographic Divisions and I will be happy to respond.

MR. PRESIDENT,

AS MANY DELEGATIONS ARE AWARE, MY GOVERNMENT LONG OPPOSED PLANS FOR A NEW UNFPA PROGRAM OF ASSISTANCE TO THE PEOPLE'S REPUBLIC OF CHINA, AND CURRENT U.S. LAW REQUIRES US TO REDUCE OUR VOLUNTARY CONTRIBUTION TO UNFPA IF A PROGRAM PROCEEDS. WE DO NOT DISPUTE THAT CHINA FACES A SERIOUS POPULATION PROBLEM, NOR THE IMPORTANCE OF FAMILY PLANNING TO CHINA'S DEVELOPMENT. WE RECOGNIZE THAT CHINA HAS MADE GREAT PROGRESS IN IMPROVING EDUCATION, MATERNAL AND CHILD HEALTH, AND REPRODUCTIVE HEALTH SERVICES. BUT WE CONTINUE TO HAVE DEEP CONCERNS OVER ELEMENTS OF CHINA'S FAMILY PLANNING POLICY WHICH ARE ANTITHETICAL TO THE CONSENSUS ACHIEVED AT CAIRO, IN PARTICULAR THOSE THAT MAY LEAD TO COERCED STERILIZATIONS OR ABORTIONS.

IN THIS CONTEXT, WE HAVE REVIEWED IN DETAIL THE PROPOSED PROGRAM BEFORE US TODAY AND HAVE FOLLOWED CLOSELY THE LENGTHY NEGOTIATIONS BETWEEN THE CHINESE GOVERNMENT AND UNFPA LEADING UP TO THIS DISCUSSION.

THIS PROGRAM CARRIES GREAT SIGNIFICANCE TO MY DELEGATION, AS IT IS THE FIRST UNFPA PROGRAM IN CHINA SINCE THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT. IN CAIRO JUST OVER THREE YEARS AGO, WE, THE

MEMBERS OF THE INTERNATIONAL COMMUNITY, AGREED ON A SET OF BASIC PRINCIPLES TO GUIDE THE RELATIONSHIP BETWEEN NATIONAL POPULATION AND DEVELOPMENT GOALS ON THE ONE HAND, AND THE REPRODUCTIVE RIGHTS OF COUPLES AND INDIVIDUALS ON THE OTHER. KEY AMONG THESE PRINCIPLES IS THE BASIC RIGHT OF ALL COUPLES AND INDIVIDUALS TO DECIDE FREELY AND RESPONSIBLY THE NUMBER AND SPACING OF THEIR CHILDREN. THE ICPD PRINCIPLES DO NOT LEAVE THE DOOR OPEN TO COERCIVE MEASURES IN NATIONAL FAMILY PLANNING PRACTICES.

CONSEQUENTLY, WE ASK THE EXECUTIVE DIRECTOR TO CONFIRM OUR UNDERSTANDING OF THE PROGRAM ON A NUMBER OF POINTS.

FIRST, THAT THE PROJECT COUNTIES WERE SELECTED ON THE BASIS OF THE COMMITMENT OF THE LEADERSHIP IN THOSE COUNTIES TO THE PRINCIPLES OF THE ICPD, AND THAT THIS COMMITMENT WILL BE OBTAINED IN WRITING.

SECOND, THAT UNFPA WILL DISBURSE PROGRAM FUNDS CONTINGENT ON THE REMOVAL OR SUSPENSION OF BIRTH QUOTAS AND TARGETS IN PROJECT COUNTIES. WE WOULD ALSO RECOMMEND APPLYING THAT PRINCIPLE TO PROJECT COUNTIES IN WHICH LEGAL OR ADMINISTRATIVE PENALTIES BASED ON FAMILY PLANNING REGULATIONS REMAIN IN EFFECT.

- 3 -

THIRD, THAT MECHANISMS WILL BE IN PLACE TO PREVENT OR DETECT COERCIVE PRACTICES IN COUNTIES RECEIVING UNFPA ASSISTANCE. SPECIFICALLY, WE UNDERSTAND THAT PROJECT COUNTIES WILL BE REQUIRED TO SUBMIT REGULAR REPORTS ON PROGRAM IMPLEMENTATION AND THAT BOTH UNFPA AND INDEPENDENT CONSULTANTS WILL UNDERTAKE FREQUENT AND RIGOROUS MONITORING VISITS TO THESE COUNTIES.

FOURTH, THAT ALL PROJECT COUNTIES WILL BE OPEN TO MONITORING AND EVALUATION VISITS BY REPRESENTATIVES OF THE EXECUTIVE BOARD MEMBER COUNTRIES. WE COMMEND UNFPA FOR ORGANIZING THE FIELD VISIT TO TWO PROSPECTIVE PROJECT COUNTIES IN CHINA IN NOVEMBER. WE HOPE AND EXPECT THAT REQUESTS TO VISIT ANY OTHER PROJECT AREAS WILL ALSO BE APPROVED.

FIFTH, THAT UNFPA WILL SUSPEND OPERATIONS IN PROJECT COUNTIES FOUND TO BE IN VIOLATION OF PROGRAM GUIDELINES, AND WILL REPORT SUCH VIOLATIONS TO THE EXECUTIVE BOARD IF THEY ARE NOT CORRECTED.

WITH THESE ASSURANCES, WE BELIEVE THAT THIS PROGRAM MAY HAVE THE POTENTIAL TO DEMONSTRATE CLEARLY THE EFFICACY AND SUSTAINABILITY OF VOLUNTEER, NON-COERCIVE FAMILY

PLANNING. DUE DILIGENCE MUST BE EXERCISED TO GUARANTEE THAT THE PRINCIPLES OF THE ICPD ARE FAITHFULLY FOLLOWED IN PROJECT AREAS. WITH THIS IN MIND, WE WOULD WELCOME A DECISION OF THIS BOARD REQUESTING REGULAR REPORTING BY THE EXECUTIVE DIRECTOR.

UNCLASSIFIED

Printed By: MARGARET J. POLLACK

ORIGIN 10-00

INFO LOG-00 EAP-01 UTEG-00 TEDE-00 ADS-00 OIC-02 PRM-10
SAS-00 /013RDRAFTED BY: 10/D:RALPH E BRESLER
APPROVED BY: 10/D:RALPH E BRESLER
PRM:MPOLLACK

.....17C142 0500272 /69

R 042341Z FEB 98
FM SECSTATE WASHDC
INFO AMCONSUL SHANGHAI
AMCONSUL SHENYANG
AMCONSUL GUANGZHOU
AMCONSUL HONG KONG
AIT TAIPEI 0000
AMEMBASSY BEIJING

UNCLAS STATE 020488

BEIJING PLEASE PASS CHENGDU

FOLLOWING USUN NEW YORK 00202 DTD 27 JAN 98 SENT ACTION SECSTATE,
INFO BEIJING, GENEVA. BEING REPEATED FOR YOUR INFO.
QUOTE:

UNCLAS EFTO USUN NEW YORK 000202

SENSITIVE
NOFORNDEPARTMENT FOR PRM, EAP, 10/D
GENEVA FOR POLE.O.12958: N/A
TAGS: EAID, PREL, SOCI, CH, UNFPA
SUBJECT: UNDP/UNFPA EXECUTIVE BOARD ADOPTS NEW
UNFPA PROGRAM FOR CHINAREFS: A) STATE 9905
B) 97 STATE 225459
C) SADIK/RICHARDSON LETTER OF 1/7/98

1. (SBU) SUMMARY: ON JANUARY 19, THE UNDP/UNFPA EXECUTIVE BOARD (EXBD) ADOPTED A NEW FOUR-YEAR PROGRAM FOR CHINA. COMMENTS REFLECTED BY UNFPA STAFF, CHINESE GOVERNMENT OFFICIALS, AND OTHER EXBD MEMBERS, INCLUDING THE U.S., EMPHASIZED THE NEW PROGRAM'S ADHERENCE TO THE PRINCIPLES OF VOLUNTARISM AND NON-COERCION (A RADICAL DEPARTURE FROM CHINA'S STATED FAMILY PLANNING POLICIES) AND THE NEED FOR CLOSE MONITORING, EVALUATION AND REPORTING OF IMPLEMENTATION EFFORTS. USDEL DELIVERED STATEMENT (REFTEL A), WHICH WAS ECHOED IN SUBSTANCE IF NOT TONE BY OTHER DONOR AND RECIPIENT COUNTRIES ALIKE. UNFPA EXECUTIVE DIRECTOR SADIK ADEQUATELY ADDRESSED USG CONCERNS AND UNDERSTANDINGS IN HER RESPONSE TO EXBD STATEMENTS. THE DECISION ADOPTED BY THE EXBD REFLECTS USG INSISTENCE ON REGULAR REPORTING ON IMPLEMENTATION OF THE PROGRAM, INCLUDING THE PROGRAM'S ADHERENCE TO THE PRINCIPLES OF THE 1994 INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT (ICPD). END SUMMARY.

THE NEW UNFPA PROGRAM

2. (U) AS PART OF ITS FIRST SESSION OF 1998, THE UNDP/UNFPA EXECUTIVE BOARD TOOK UP THE NEW COUNTRY

UNCLASSIFIED

UNCLASSIFIED

Printed By: MARGARET J. POLLACK

PROGRAM FOR CHINA. CHINA HAS BEEN WITHOUT A UNFPA PROGRAM SINCE DECEMBER 1995. THE NEW PROGRAM IS THE OUTCOME OF MORE THAN TWO YEARS OF INTENSIVE AND PRINCIPLED NEGOTIATIONS BETWEEN UNFPA AND CHINESE GOVERNMENT OFFICIALS.

3. (SBU) A KEY ELEMENT OF THE NEW PROGRAM IS THE SUSPENSION OR REMOVAL OF BIRTH QUOTAS AND TARGETS IN THE 32 COUNTIES IN WHICH THE PROGRAM WILL OPERATE. MOST NOTABLY, THE PROGRAM ENCOURAGES CHINA TO ADOPT A VOLUNTARY APPROACH TO FAMILY PLANNING THAT IS CONSISTENT WITH U.S. INTERNATIONAL POPULATION POLICIES AND THE PRINCIPLES OF VOLUNTARISM AND NON-COERCION AGREED TO BY THE INTERNATIONAL COMMUNITY IN THE 1994 INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT (ICPD) PROGRAM OF ACTION. CENTRAL AMONG THESE PRINCIPLES IS "THE BASIC RIGHT OF ALL COUPLES AND INDIVIDUALS TO DECIDE FREELY AND RESPONSIBLY THE NUMBER AND SPACING OF THEIR CHILDREN." THIS APPROACH, IF SUCCESSFULLY IMPLEMENTED, COULD LEAD TO A FUNDAMENTAL CHANGE IN CHINA'S COERCIVE FAMILY PRACTICES WITH IMPACT BEYOND PROJECT COUNTIES.

4. (SBU) THE SELECTED COUNTIES REPRESENT A BROAD GEOGRAPHIC AND SOCIO-ECONOMIC SPECTRUM OF CHINESE SOCIETY, ALTHOUGH THE BULK REPRESENT RURAL, UNDER-SERVED POPULATIONS. THEY WERE SELECTED JOINTLY BY UNFPA AND CHINESE GOVERNMENT OFFICIALS, AND, AS REPORTED BY UNFPA EXECUTIVE DIRECTOR DR. NAJIS SADIK IN HER JANUARY 7, 1998, WRITTEN RESPONSE TO A LETTER SUBMITTED BY U.S. AMBASSADOR BILL RICHARDSON (REFS 0 2 2 1 C) AND TO THE EXBD ON JANUARY 19, ARE BASED ON THE COMMITMENT OF LOCAL AUTHORITIES TO THE PRINCIPLES OF THE ICPD. DR. SADIK ALSO ASSURED THE EXBD THAT THESE COMMITMENTS ARE BEING PROVIDED IN WRITING AND ARE REFLECTED IN THE SPECIFIC PROJECT DOCUMENTS.

5. (SBU) DR. SADIK ALSO TOLD THE EXBD THAT ALL THE PROJECT COUNTIES HAVE AGREED TO REMOVE OR SUSPEND BIRTH QUOTAS AND TARGETS AND THAT SHE WILL "TAKE UNDER CONSIDERATION" THE U.S. RECOMMENDATION THAT THIS PRINCIPLE BE APPLIED TO PROJECT COUNTIES IN WHICH LEGAL OR ADMINISTRATIVE PENALTIES BASED ON FAMILY PLANNING REGULATIONS REMAIN IN EFFECT. ON THIS LATTER POINT, DR. SADIK ASSURED THE EXBD THAT DISCUSSION ON THIS ISSUE IS CURRENTLY ON GOING BETWEEN UNFPA AND CHINESE OFFICIALS, AND THAT THIS DISCUSSION IS CENTERED ON MOVING CHINA TO A STANDARD TAXATION REGIME FOR THE PROVISION OF SOCIAL SERVICES (REGARDLESS OF FAMILY SIZE) SIMILAR TO THOSE IN A NUMBER OF COUNTRIES AROUND THE WORLD.

THE EXECUTIVE BOARD DEBATE

.....

6. (U) KERSTIN TRONE, UNFPA DEPUTY EXECUTIVE DIRECTOR FOR PROGRAMS, INTRODUCED THE CHINA PROGRAM. TRONE TOLD THE EXBD THAT THE PROGRAM "IS UNIQUE AND REPRESENTS A DEPARTURE FROM PREVIOUS PROGRAMMES", AND THAT "CHINA IS KEEN TO MOVE AWAY FROM ITS ADMINISTRATIVE APPROACH TO FAMILY PLANNING TO AN INTEGRATED, CLIENT-CENTERED REPRODUCTIVE HEALTH APPROACH, BASED ON THE PRINCIPLES OF FREE AND VOLUNTARY CHOICE, IN THE SPIRIT OF THE ICPD." SHE CONCLUDED HER INTRODUCTION BY SAYING THE "PROGRAM WILL SEEK TO ASSIST THE GOVERNMENT IN DEVELOPING A COMPREHENSIVE REPRODUCTIVE HEALTH PROGRAM . . . FROM WHICH LESSONS CAN BE DRAWN FOR APPLICATION NATIONALLY. THE PROGRAM WILL AIM TO IMPROVE QUALITY AND CHOICE."

7. (U) MADAME ZHU WEN, DIRECTOR-GENERAL OF THE

UNCLASSIFIED

UNCLASSIFIED

Printed by: MARGARET J. POLLACK

DEPARTMENT OF INTERNATIONAL TRADE AND ECONOMIC AFFAIRS IN CHINA'S MINISTRY OF FOREIGN TRADE AND ECONOMIC COOPERATION AND HEAD OF CHINA'S DELEGATION, LED OFF THE EXBO DISCUSSION BY ASSURING MEMBERS THAT THE PROGRAM IS "IN LINE WITH THE PRINCIPLES OF THE ICPD PROGRAM OF ACTION." SHE SAID, IN WHAT WAS VIEWED BY MANY BOARD MEMBERS AS A POSITIVE STATEMENT OUTLINING BOTH THE SERIOUS NATURE OF THE NEGOTIATIONS WITH UNFPA AND SOME OF THE FUNDAMENTAL CHANGES GOING ON IN CHINA, THAT "THE CHINESE PEOPLE WHO LIVE IN THE PROJECT AREAS WILL ENJOY RIGHTS TO VARIOUS PROGRAMS AND SERVICES." (FYI BEIJING: A COPY OF THE CHINESE DELEGATION STATEMENT WILL BE FAXED ATTN: POLOFF WEN LEE.)

8. (U) OTHER DELEGATIONS WHICH INTERVENED ON THIS ISSUE ALL SPOKE, FIRST AND FOREMOST, OF THEIR DESIRE TO APPROVE THE PROGRAM. THE UK DELEGATION CALLED THE PROGRAM "A BOLD ATTEMPT" TO TURN THE PRINCIPLES OF VOLUNTARISM INTO REALITY. THEY EMPHASIZED MOST EXPLICITLY THE NEED TO "CAREFULLY MONITOR AND EVALUATE" THE PROGRAM, AND SAID THAT THE APPROACH OUTLINED IN THE PROGRAM DOCUMENTS IS A "SENSIBLE" ONE. THEY CHALLENGED UNFPA, IN REPORTING TO THE EXBO ON IMPLEMENTATION OF THE PROGRAM, TO CLEARLY ARTICULATE HOW THE PROGRAM IS BRINGING ABOUT "REAL CHANGE" IN CHINA'S ATTITUDES AND POLICIES.

9. (U) THE CANADIAN DELEGATION, PERHAPS MOST IN STEP WITH THE USDEL STATEMENT, SPOKE OF THE "CRUCIAL IMPORTANCE" OF THE COMMITMENT OF LOCAL AUTHORITIES TO THE GOALS OF THE PROGRAM IF IT'S TO BE SUCCESSFUL. CITING CANADA'S OWN EXPERIENCE IN A CANADIAN-SUPPORTED POPULATION PROGRAM IN YUAN PROVINCE. CANADA ASKED THE EXDIR FOR REASSURANCES OF THIS COMMITMENT. CANADA ALSO EMPHASIZED THE IMPORTANCE OF THIS PROGRAM BEING ABOUT "FREE AND RESPONSIBLE CHOICE" AND SUPPORTED THE CALL BY THE USDEL (AND ASSURED BY BOTH UNFPA AND CHINA) FOR "INDEPENDENT" EVALUATIONS. CANADA CONCLUDED ITS REMARKS BY GIVING ITS SUPPORT TO THE NEW PROGRAM "WITH DUE CONSIDERATION BEING GIVEN (BY UNFPA) TO BOARD COMMENTS DURING THE DEBATE."

10. (U) DENMARK, SPEAKING ON BEHALF OF THE NETHERLANDS AND SWEDEN AS WELL, SAID IT WAS "PLEASED BY THE AGREEMENT REACHED" BETWEEN UNFPA AND CHINA AND WITH THE SUBSTANCE OF THE PROGRAM. DENMARK SAID THE PROGRAM IS THE RESULT OF "LANDMARK AGREEMENTS ON CHOICE AND REPRODUCTIVE RIGHTS," AND EXPRESSED ITS HOPE THAT THE PROGRAM WOULD "PLAY A CATALYTIC ROLE FOR OTHER ACTORS IN CHINA AND IN OTHER REGIONS."

11. (U) FRANCE, SPEAKING ON BEHALF OF THEMSELVES AND SWITZERLAND, CALLED THE PROGRAM "EXEMPLARY." FRANCE NOTED THAT THE PROGRAM IS BASED ON VOLUNTARY CHOICE, AND EXPRESSED ITS PLEASURE THAT WOMEN WERE INVOLVED BOTH IN THE DESIGN OF PROGRAM AND WILL BE THE MAJOR BENEFICIARIES OF PROGRAM SERVICES. FRANCE STRESSED THAT THE PROGRAM "REQUIRES THE ADMINISTRATIVE AND MANAGERIAL COMMITMENT BY ALL GOVERNMENT OFFICIALS IN CHINA." FRANCE, LIKE THE U.S., ALSO EXPRESSED HOPE THAT THE FIELD VISITS BY EXRD WOULD BE A REGULAR PART OF THE MONITORING AND EVALUATION PROCESS. IRELAND ECHOED OTHER DELEGATIONS' COMMENTS, NOTING THAT THE PROGRAM WAS CONSISTENT WITH THE ICPD PRINCIPLES OF VOLUNTARISM AND NON-COERCION, STRESSING THE NEED FOR "SYSTEMATIC MONITORING AND REPORTING"; AND EXPRESSING THE HOPE THAT LESSONS WILL BE DRAWN FROM THIS PROGRAM FOR BROADER "APPLICATION TO POLICIES NATIONALLY." NORWAY ALSO

UNCLASSIFIED

UNCLASSIFIED

Printed By: MARGARET J. POLLACK

STRESSED THE IMPORTANCE OF MONITORING AND EVALUATION, EXPRESSING THE HOPE THAT SUCH EFFORTS WOULD PAVE THE WAY FOR FURTHER EXPANSION OF THE PROGRAM'S PRINCIPLES OF VOLUNTARISM AND NON-COERCION TO OTHER PARTS OF CHINA. INDIA STRESSED THE IMPORTANCE OF THE PROGRAM'S EMPHASIS ON "FREE REPRODUCTIVE CHOICE."

12. (U) AUSTRALIA, IN ECHOING COMMENTS MADE BY OTHERS, SAID THEY WELCOMED A "BROAD DECISION" BY THE EXBD WHICH CALLED ON THE EXDIR TO REPORT REGULARLY ON THE IMPLEMENTATION OF SIGNIFICANT ELEMENTS OF THE PROGRAM, INCLUDING PROGRESS IN MEETING THE PRINCIPLES AND GOALS OF THE ICPD PROGRAM OF ACTION.

THE EXECUTIVE DIRECTOR'S RESPONSE
.....

13. (U) EXDIR SADIK, IN RESPONDING TO THE QUESTIONS AND POINTS MADE BY EXBD MEMBERS, ASSURED DELEGATES THAT THE PROPOSED PROGRAM "FULLY INCORPORATES THE PRINCIPLES OF THE ICPD." SHE SAID THAT SHE HAS RECEIVED ASSURANCES FROM PROVINCIAL AND LOCAL LEADERS IN PROGRAM COUNTRIES THAT BIRTH QUOTAS AND TARGETS WILL BE REMOVED. AS MENTIONED ABOVE (PARA 5), EXDIR SADIK TOOK NOTE OF THE U.S. RECOMMENDATION THAT UNFPA DISBURSEMENT OF PROGRAM FUNDS BE CONTINGENT ON THE SUSPENSION OR REMOVAL OF LEGAL OR ADMINISTRATIVE PENALTIES. SHE ALSO REITERATED HER COMMITMENT TO CLOSE MONITORING AND EVALUATION, AND REAFFIRMED THAT INDEPENDENT EVALUATIONS WILL BE PART OF THE OVERALL UNFPA EVALUATION EFFORT. IN THIS REGARD, SHE REASSURED EXBD MEMBERS OF HER COMMITMENT AND THAT OF THE CHINESE GOVERNMENT TO ENCOURAGING REGULAR FIELD VISITS BY EXBD MEMBERS. SHE EXPRESSED GREAT INTEREST AND COMMITMENT TO REPORTING REGULARLY TO THE EXBD ON THE IMPLEMENTATION OF SIGNIFICANT ELEMENTS OF THE PROGRAM, INCLUDING PROGRESS IN MEETING THE PRINCIPLES AND GOALS OF THE ICPD PROGRAM OF ACTION. SHE CONCLUDED HER REMARKS BY COMMENDING THE CHINESE GOVERNMENT'S COMMITMENT TO THE PROGRAM AND THE PRINCIPLES OF THE ICPD.

THE EXECUTIVE BOARD DECISION
.....

14. (U) THE EXECUTIVE BOARD ADOPTED A DECISION ON JANUARY 19 WHICH STATES THE FOLLOWING:

"THE EXECUTIVE BOARD,

1. APPROVES THE FOLLOWING COUNTRY PROGRAMS:

PARAGUAY (DP/FPA/CP/195)
CHINA (DP/FPA/CP/196)
NICARAGUA (DP/FPA/CP/197)
EGYPT (DP/FPA/CP/198)
ALGERIA (DP/FPA/CP/199)
PACIFIC SUBREGION (DP/FPA/CP/200)

2. REQUESTS THE EXECUTIVE DIRECTOR TO REPORT REGULARLY TO THE EXECUTIVE BOARD ON THE IMPLEMENTATION OF SIGNIFICANT ELEMENTS OF THE PROGRAM, INCLUDING PROGRESS IN MEETING THE PRINCIPLES AND GOALS OF THE ICPD PROGRAM OF ACTION."

15. (SBU) THIS DECISION WAS CAREFULLY CRAFTED TO TAKE INTO ACCOUNT CHINESE INSISTENCE (AND BROAD EXBD SUPPORT) NOT TO HAVE A SEPARATE DECISION ON THE CHINA PROGRAM CONSISTENT WITH THE STANDARD PROCEEDINGS OF EXBD ACTION ON COUNTRY PROGRAM APPROVALS. IT ENSURES REGULAR PUBLIC REPORTING BY THE EXECUTIVE DIRECTOR ON EFFORTS TO

UNCLASSIFIED

UNCLASSIFIED

Printed By: MARGARET J. POLLACK

IMPLEMENT THE PROGRAM. THIS REPORTING, ALONG WITH ASSURANCES FROM UNFPA THAT IF THEY "FIND THAT THERE HAVE BEEN VIOLATIONS OF THE PROJECT GUIDELINES IN ANY COUNTRY, UNFPA WILL SUSPEND OPERATIONS OF THE PROJECT ACTIVITIES UNTIL THE SITUATION HAS BEEN CORRECTED...(AND) IF THE SITUATION IS NOT CORRECTED IT WILL BE REPORTED TO THE EXECUTIVE BOARD" (REF C) AS WELL AS OTHER ASSURANCES FROM UNFPA BOTH IN WRITING AND ORALLY REGARDING MONITORING AND EVALUATION, LED THE EXDO TO THINK THAT THIS PROGRAM MAY HAVE THE POTENTIAL TO DEMONSTRATE CLEARLY THE EFFICACY AND SUSTAINABILITY OF VOLUNTARY, NON-COERCIVE PLANNING. THESE ASSURANCES WILL BE REFLECTED IN THE FORMAL REPORT OF THE EXDO SESSION.

RICHARDSON
UNQUOTE: ALBRIGHT

UNCLASSIFIED

**UNITED
NATIONS**

DP



**Executive Board
of the
United Nations
Development Programme
and of the
United Nations
Population Fund**

Distr.
GENERAL

DP/FPA/CP/196
8 July 1997

ORIGINAL: English

Third regular session 1997
15 - 19 September 1997
Item 9 of the provisional agenda
UNFPA

**UNITED NATIONS POPULATION FUND
PROPOSED PROJECTS AND PROGRAMMES**

Recommendation by the Executive Director
Assistance to the Government of China

Proposed UNFPA assistance: \$20 million from regular resources
Programme period: 4 years (1997-2000)
Cycle of assistance: Fourth
Category per decision 96/15: C
Proposed assistance by core programme areas (in millions of \$):

	Regular resources	Other	Total
Reproductive health	20	--	20

CHINA

INDICATORS RELATED TO ICPO GOALS⁶

		Thresholds ⁶
Births attended by health professional (%) ¹	95.0	≥60
Contraceptive prevalence rate (15-44) (%) ²	83.0	≥55
Access to basic health services (%) ³	90.0	≥60
Infant mortality rate (/1000) ⁴	44.0	≤50
Maternal mortality rate (/100,000) ⁵	95.0	≤100
Gross female enrolment rate at primary level (%) ⁶	80.7	≥75
Adult female literacy rate (%) ⁷	68.1	≥50

⁶ AS CONTAINED IN DOCUMENT DP/FPA/1996/15 AND APPROVED BY THE EXECUTIVE BOARD IN DECISION 96/15.

¹ WHO, *Coverage of Maternal Care*, 3rd ed., 1993. Data cover the period 1983-1993.

² United Nations Population Division, *World Contraceptive Use 1994*, ST/ESA/SER.A/143. Data cover the period 1986-1993.

³ UNICEF, *The State of the World's Children 1993*. Data cover the period 1985-1993.

⁴ United Nations Population Division, *World Population Prospects Database 1950-2050, 1994 Revision*. Data are for 1992.

⁵ UNICEF, *The State of the World's Children 1993*, which is based on data compiled by WHO. Data cover the period 1980-1992.

⁶ United Nations Statistical Division, *Women's Indicators and Statistics Database, Version 3 (CD-ROM)*, 1994, which is based on data compiled by UNESCO.

⁷ UNESCO, 1996, *Education for All: Achieving the Goal: Statistical Document*. Two dashes (-) indicate that data are not available.

Demographic Facts

Population (000) in 1995	1,220,224	Annual population growth rate (%)	0.90
Population in year 2000 (000)	1,276,301	Urban	3.45
Sex ratio (/100 females)	106.3	Rural	-3.2
Per cent urban	31.0	Crude birth rate (/1000)	16.2
Age distribution (%)		Crude death rate (/1000)	7.1
Ages 0-14	26.3	Net migration rate (/1000)	-0.1
Youth (15-24)	18.1	Total fertility rate (woman)	1.80
Ages 60+	9.3	Life expectancy at birth (years)	
Percentage of women aged 15-49	56.6	Males	68.2
Median age (years)	27.6	Females	71.7
Population density (/sq. km.)	127	Both sexes	69.9
		GNP per capita (U.S. dollars, 1994)	530

Sources: Data are from the Population Division, Department of Economic and Social Information and Policy Analysis (DESIPA) of the United Nations, *World Population Prospects: the 1996 Revision*; Annual population growth, including urban and rural data are from DESIPA, *World Urbanization Prospects: the 1996 Revision*. GNP per capita is from UNDP. Two dashes (-) indicate that data are not available.

DP/FPA/CP/196
English
Page 2

CHINA
INDICATORS RELATED TO ICPD GOALS^a

		Thresholds^a
Births attended by health professional (%) ¹	95.0	≥ 60
Contraceptive prevalence rate (15-44) (%) ²	83.0	≥ 55
Access to basic health services (%) ³	90.0	≥ 60
Infant mortality rate (/1000) ⁴	44.0	≤ 50
Maternal mortality rate (/100,000) ⁵	95.0	≤ 100
Gross female enrolment rate at primary level (%) ⁶	80.7	≥ 75
Adult female literacy rate (%) ⁷	68.1	≥ 50

^a AS CONTAINED IN DOCUMENT DP/FPA/1996/15 AND APPROVED BY THE EXECUTIVE BOARD IN DECISION 96/15.

¹ WHO, *Coverage of Maternal Care*, 3rd ed., 1993. Data cover the period 1983-1993.

² United Nations Population Division, *World Contraceptive Use 1994*, ST/ESA/SER/A/143. Data cover the period 1986-1993.

³ UNICEF, *The State of the World's Children 1995*. Data cover the period 1985-1993.

⁴ United Nations Population Division, *World Population Prospects Database 1950-2030, 1994 Revision*. Data are for 1992.

⁵ UNICEF, *The State of the World's Children 1995*, which is based on data compiled by WHO. Data cover the period 1980-1992.

⁶ United Nations Statistical Division, *Women's Indicators and Statistics Database, Version 3 (CD-ROM)*, 1994, which is based on data compiled by UNESCO.

⁷ UNESCO, 1996, *Education for All: Achieving the Goal: Statistical Document*. Two dashes (-) indicate that data are not available.

Demographic Facts

Population (000) in 1995	1,220,224	Annual population growth rate (%)	0.90
Population in year 2000 (000)	1,276,301	Urban	3.45
Sex ratio (/100 females)	106.3	Rural	-3.2
Per cent urban	31.0	Crude birth rate (/1000)	16.2
Age distribution (%)		Crude death rate (/1000)	7.1
Ages 0-14	26.3	Net migration rate (/1000)	-0.1
Youth (15-24)	18.1	Total fertility rate (women)	1.80
Ages 60+	9.3	Life expectancy at birth (years)	
Percentage of women aged 15-49	56.6	Males	68.2
Median age (years)	27.6	Females	71.7
Population density (/sq. km.)	127	Both sexes	69.9
		GNP per capita (U.S. dollars, 1994)	530

Sources: Data are from the Population Division, Department of Economic and Social Information and Policy Analysis (DESIPA) of the United Nations, *World Population Prospects: the 1996 Revision*; Annual population growth, including urban and rural data are from DESIPA, *World Urbanisation Prospects: the 1996 Revision*. GNP per capita is from UNDP. Two dashes (-) indicate that data are not available.

1. The United Nations Population Fund (UNFPA) proposes to support the People's Republic of China through a four-year programme of assistance (1997-2000). The main focus will be on reproductive health, including family planning and sexual health, hereafter referred to as reproductive health. An amount of \$20 million is proposed from UNFPA's regular resources to the extent such resources are available. The proposed programme is concurrent with the ninth five-year plan for socio-economic development of the Government of China and will be synchronized with the sixth five-year programme of UNICEF and the fifth programme of UNDP.

2. This will be UNFPA's fourth programme of assistance to China, and it has been designed in close consultation with the Government of China. The experiences of other United Nations organizations (UNDP, UNICEF, WHO, UNESCO and WFP), bilateral and multilateral donors, as well as several national and international non-governmental organizations (NGOs) operating in China, have been reviewed and taken into account in the proposed programme. A number of technical consultations have been undertaken in connection with the development of the programme including missions from UNFPA headquarters and UNFPA Country Support Teams. The proposed programme takes into account the Programme of Action of the International Conference on Population and Development (ICPD), as well as lessons learned during UNFPA's experience in China.

3. In the past two decades China has considerably reduced population growth through its national family planning programme and other development efforts. Population issues have been accorded high political commitment and resources at all levels and continue to be a priority for the Government. Today, China appears to have met the threshold levels for all the ICPD indicators outlined in Executive Board decision 96/15 governing the allocation of UNFPA resources; it is therefore classified as a group "C" country. Within China, however, there are great socio-economic disparities, especially between urban and rural areas in terms of income and access to and availability of social services including health care, particularly reproductive health care. The proposed programme of UNFPA cooperation with China will seek to assist the Government in addressing these challenges.

4. The purpose of the programme is to implement the people-centred approach agreed to at ICPD by assisting in making quality client-oriented services available to Chinese men and women on a voluntary basis; specifically, the four-year programme will develop client-oriented reproductive health service delivery modalities in selected counties from which lessons can be drawn for application at the national level. These efforts will be reinforced and complemented by programmatic activities aimed at creating an enabling environment in terms of women's empowerment, advocacy and South-South collaboration in reproductive health.

5. All activities under the proposed programme, as in all UNFPA-assisted activities, will be undertaken in accordance with the principles and objectives of the Programme of Action of the ICPD, which was endorsed by the General Assembly through its resolution 49/128.

DP/FPA/CP/196

English

Page 4

Background

6. China's annual population growth rate declined from 2.2 per cent in the early 1970s to 1.1 per cent for the period 1990-1995. In the same period the total fertility rate fell from nearly 4.8 to around 2.0 (just below replacement level). Still, roughly 13 million people are added to China's population every year. The population is expected to stabilize at around 1.6 billion people by the middle of the next century provided the efforts of China's population programme are maintained.

7. In the period since the national family planning programme was first implemented in 1979, the contraceptive prevalence rate has been reported to have reached as high as 83 per cent. Long-term and irreversible methods are predominant, e.g., intra-uterine devices (IUDs) account for 33 per cent and female sterilization accounts for 34 per cent of contraceptive usage. The onus of contraceptive use, as in many other places, falls largely on women.

8. Population factors have been integrated into socio-economic development planning in China, stemming from the Government's conviction that economic growth, population growth and sustainable development are closely linked. Since the early 1980s, the tenets of the national population policy have been delayed marriage, fewer births and longer spacing between births. The goal of the policy is keeping the annual population growth rate below 1.25 per cent per year for the period 1995-2000 and maintaining the total fertility rate at replacement level, in line with the recommendations from the Bali Regional Conference on Population and Development.

9. Economic reforms in China over the last two decades have resulted in rapid economic growth. Nonetheless, more than 65 million Chinese continue to live in poverty (mainly people living in remote and inaccessible areas). Some regional disparities have been exacerbated by social and economic reforms. Development in rural areas has been lagging behind that of urban areas and the eastern provinces. Agricultural reforms have released a great labour surplus, estimated to be as many as 150 million people. A large number of these people, up to 100 million, have migrated to cities or the eastern provinces seeking employment opportunities.

10. Economic reform has been coupled with the decentralization of the provision of social welfare services including health care. Local and provincial governments are now responsible for funding health care to a greater extent than in the past. As a result, reproductive health is under-funded in some regions. This means that reproductive health services are limited in the less developed areas of the country. Improving the role and status of women has made less progress in these areas, and typically women do not have equal access to education, employment, health care and other social benefits. In major cities, the maternal mortality rate is comparable to those of developed countries, whereas in some rural areas it is reportedly as high as 400 to 700 deaths per 100,000 live births. There are insufficient data, however, to get a clear overall picture of maternal mortality and morbidity as well as of the presence of sexually transmitted diseases (STDs) and reproductive tract infections (RTIs). There are indications that the prevalence rates of RTIs are very high and that STD

DP/FPA/CP/196

English

Page 4

Background

6. China's annual population growth rate declined from 2.2 per cent in the early 1970s to 1.1 per cent for the period 1990-1995. In the same period the total fertility rate fell from nearly 4.8 to around 2.0 (just below replacement level). Still, roughly 13 million people are added to China's population every year. The population is expected to stabilize at around 1.6 billion people by the middle of the next century provided the efforts of China's population programme are maintained.
7. In the period since the national family planning programme was first implemented in 1979, the contraceptive prevalence rate has been reported to have reached as high as 83 per cent. Long-term and irreversible methods are predominant, e.g., intra-uterine devices (IUDs) account for 33 per cent and female sterilization accounts for 34 per cent of contraceptive usage. The onus of contraceptive use, as in many other places, falls largely on women.
8. Population factors have been integrated into socio-economic development planning in China, stemming from the Government's conviction that economic growth, population growth and sustainable development are closely linked. Since the early 1980s, the tenets of the national population policy have been delayed marriage, fewer births and longer spacing between births. The goal of the policy is keeping the annual population growth rate below 1.25 per cent per year for the period 1995-2000 and maintaining the total fertility rate at replacement level, in line with the recommendations from the Bali Regional Conference on Population and Development.
9. Economic reforms in China over the last two decades have resulted in rapid economic growth. Nonetheless, more than 65 million Chinese continue to live in poverty (mainly people living in remote and inaccessible areas). Some regional disparities have been exacerbated by social and economic reforms. Development in rural areas has been lagging behind that of urban areas and the eastern provinces. Agricultural reforms have released a great labour surplus, estimated to be as many as 150 million people. A large number of these people, up to 100 million, have migrated to cities or the eastern provinces seeking employment opportunities.
10. Economic reform has been coupled with the decentralization of the provision of social welfare services including health care. Local and provincial governments are now responsible for funding health care to a greater extent than in the past. As a result, reproductive health is under-funded in some regions. This means that reproductive health services are limited in the less developed areas of the country. Improving the role and status of women has made less progress in these areas, and typically women do not have equal access to education, employment, health care and other social benefits. In major cities, the maternal mortality rate is comparable to those of developed countries, whereas in some rural areas it is reportedly as high as 400 to 700 deaths per 100,000 live births. There are insufficient data, however, to get a clear overall picture of maternal mortality and morbidity as well as of the presence of sexually transmitted diseases (STDs) and reproductive tract infections (RTIs). There are indications that the prevalence rates of RTIs are very high and that STD

prevalence has also increased in recent years. Awareness of STDs and RTIs as a health problem is low, and China is facing the risk of the extensive spread of HIV/AIDS, although HIV infection is not widespread at present. Furthermore, up to now, reproductive health services are not readily available for adolescents.

11. Changes are gradually taking place in the organization and modes in which family planning services are provided reflecting the aforementioned economic and social changes. Emphasis has been given to the integration of family planning with women's empowerment and family livelihood projects, and such schemes are now being promoted nation-wide. Despite these advances, the concepts of reproductive health and quality of care are still relatively new in China. Improving client-oriented reproductive health services presents a major challenge to the Government since it requires profound changes in management, training, service delivery systems, monitoring and evaluation.

Previous UNFPA assistance

12. UNFPA's collaboration in China started in 1979. The first country programme (1981-1984) and second country programme (1985-1989) were each in the amount of \$50 million. The third programme (1990-1995) was in the amount of \$57 million. UNFPA's presence in China has contributed positively to the quality of services and women's health, and facilitated contacts and exchange with other countries and international expertise. The choice and quality of contraceptives has improved; research has confirmed the economic and health benefits of converting to copper IUDs and a policy decision to stop production of the common stainless steel rings; gender and population development projects have empowered women and contributed to present policies in integrating the family planning programme with socio-economic empowerment of women; integrated MCH/FP projects have contributed to a reduction in maternal mortality and abortion; and demographic training of Chinese abroad and the establishment and strengthening of demographic training and research centres at 22 universities have improved national capacity and helped in stimulating scientific discussions on policy options.

13. In its third programme of assistance to China from 1990 to 1995, UNFPA provided \$57 million to support a broad range of population activities. Given UNFPA's relatively small contribution in the context of China's total programme, UNFPA assistance focused on capacity-building and on innovative interventions with clear demonstration effects. Models developed by UNFPA are now in use across China. A key component of the programme was strengthening MCH/FP services at the grass-roots level in 305 poor counties. This was carried out jointly with UNICEF, integrating family planning with MCH services, backstopped by WHO. Due to its success in the integration of these services, the World Bank adopted the model and expanded it to 285 additional counties.

14. Women, population and development schemes were also supported in 38 counties. These projects, in addition to promoting the status of women, promoted health, literacy, family planning and

DP/FPA/CP/196

English

Page 6

community participation by women. In the women, population and development (WPD) projects, it was found that horizontal project coordinating bodies, circumventing several layers of bureaucracy, increased the relevance and responsiveness of the projects.

15. In its past programmes, the Fund provided assistance for increasing the production capacity and quality of contraceptives, which, coupled with research, contributed to the phasing out of the steel-ring IUD for the safer copper-T IUD and the expansion of contraceptive choice. The Fund continued its support to family planning research institutes in collaboration with WHO. Support was also provided for capacity-building in national demographic institutes and for increasing the capabilities of national demographic research institutes. Both types of institutions have now reached a maturity that will make them useful adjuncts to the proposed programme. Previous UNFPA assistance also supported information, education and communication (IEC) activities, especially those aimed at improving the counseling skills and knowledge of village workers on contraceptive methods and usage. This contributed significantly to improving the quality of services. UNFPA's projects (with UNESCO's technical collaboration) also pioneered population education in rural or remote areas. In view of their success, these activities have been replicated far beyond the original schools, and sex education has been instituted by the Chinese in many schools.

16. The commitment of the county governments, community involvement and coordination were found to be key factors in the successful implementation of project activities at county level. An important element of this approach included focused and participatory training for governors and vice-governors. An innovative feature that was also adopted was an inter-county evaluation mechanism, whereby county governors evaluated each other's project performance according to pre-determined performance criteria. This mechanism encouraged the replication and expansion of successful activities to neighbouring areas. Most provinces would subsequently use their own funds to replicate key activities in non-project counties thus indicating that the intended demonstration effects had been achieved.

17. Another lesson learned from the previous programme of assistance was that enhancing the interpersonal communication skills of service providers was a key input to successful service delivery, building trust between provider and client. The experiences gained in the training of grass-roots family planning workers in these skills should be utilized in the new programme, particularly with respect to quality-of-care issues.

18. Advanced training programmes by leading Chinese institutions could have been utilized to a greater extent in providing efficient and cost-effective training and in encouraging technical cooperation between developing countries (South-South cooperation). Chinese NGOs, such as the China Family Planning Association (CFPA) and the All China Women's Federation, through their experience in reproductive health and women's issues respectively, can play an instrumental role in project implementation, monitoring and evaluation. Similarly, some women's NGOs have developed experience in action-oriented research and awareness creation in areas relevant to the programme.

DP/FPA/CP/196

English

Page 6

community participation by women. In the women, population and development (WPD) projects, it was found that horizontal project coordinating bodies, circumventing several layers of bureaucracy, increased the relevance and responsiveness of the projects

15. In its past programmes, the Fund provided assistance for increasing the production capacity and quality of contraceptives, which, coupled with research, contributed to the phasing out of the steel-ring IUD for the safer copper-T IUD and the expansion of contraceptive choice. The Fund continued its support to family planning research institutes in collaboration with WHO. Support was also provided for capacity-building in national demographic institutes and for increasing the capabilities of national demographic research institutes. Both types of institutions have now reached a maturity that will make them useful adjuncts to the proposed programme. Previous UNFPA assistance also supported information, education and communication (IEC) activities, especially those aimed at improving the counseling skills and knowledge of village workers on contraceptive methods and usage. This contributed significantly to improving the quality of services. UNFPA's projects (with UNESCO's technical collaboration) also pioneered population education in rural or remote areas. In view of their success, these activities have been replicated far beyond the original schools, and sex education has been instituted by the Chinese in many schools.

16. The commitment of the county governments, community involvement and coordination were found to be key factors in the successful implementation of project activities at county level. An important element of this approach included focused and participatory training for governors and vice-governors. An innovative feature that was also adopted was an inter-county evaluation mechanism, whereby county governors evaluated each other's project performance according to pre-determined performance criteria. This mechanism encouraged the replication and expansion of successful activities to neighbouring areas. Most provinces would subsequently use their own funds to replicate key activities in non-project counties thus indicating that the intended demonstration effects had been achieved.

17. Another lesson learned from the previous programme of assistance was that enhancing the interpersonal communication skills of service providers was a key input to successful service delivery, building trust between provider and client. The experiences gained in the training of grass-roots family planning workers in these skills should be utilized in the new programme, particularly with respect to quality-of-care issues.

18. Advanced training programmes by leading Chinese institutions could have been utilized to a greater extent in providing efficient and cost-effective training and in encouraging technical cooperation between developing countries (South-South cooperation). Chinese NGOs, such as the China Family Planning Association (CFPA) and the All China Women's Federation, through their experience in reproductive health and women's issues respectively, can play an instrumental role in project implementation, monitoring and evaluation. Similarly, some women's NGOs have developed experience in action-oriented research and awareness creation in areas relevant to the programme.

Other external assistance

19. The World Bank currently has seven major on-going projects in the health sector in China totaling \$700 million. These include a project financing the expansion of MCH services to an additional 282 counties, based on the model supported by UNFPA/UNICEF in 305 counties. A new World Bank project for \$70 million, for the provision of basic health services in poor rural areas, has an MCH component. A UNAIDS office was established in Beijing in 1997. The United Nations and the Government will organize a conference in 1997 to raise financial and technical support for the Chinese HIV/AIDS control programme. Donors, including UNDP, WHO, UNICEF, the World Bank and the European Union, have committed \$17.4 million to support Chinese efforts to address the HIV/AIDS problem. UNDP's fifth Country Cooperation Framework for China (1996-2000), approved in September 1996, includes components to improve basic education and health, address women's issues and promote sustainable development. The resource mobilization target for this period is \$197 million.

20. Some bilateral donors, notably Canada and Australia, support MCH/FP in a small number of counties. Some international NGOs (The Ford Foundation, International Planned Parenthood Federation, the Japanese Organization for International Cooperation in Family Planning, Inc., Medecins Sans Frontières, Save the Children and The Rockefeller Foundation) are active at the county level, either in service provision, IBC, or in research and training. Based on the idea of complementarity and the notion that health issues, and particularly reproductive health issues, do not exist in isolation from the larger context of development, UNFPA will strive to ensure coordination of reproductive health activities with ongoing and planned social sector initiatives, especially those in the areas of poverty alleviation and women's empowerment.

Proposed programme

21. The overall goal of the proposed programme is to assist the Government of China in implementing the ICPD Programme of Action in the area of reproductive health and women's empowerment, specifically to meet the unmet needs for comprehensive and integrated client-centred reproductive health services. The long-term objective is thus to contribute to making comprehensive quality reproductive health services available to Chinese men and women on a voluntary basis and in line with the principles, approaches and recommendations of the ICPD Programme of Action.

22. During its four-year period, the proposed programme aims to develop comprehensive client-centred reproductive health service delivery modalities in selected counties from which lessons can be drawn for application at the national level. The programme strategy will be an incremental one in the sense that it will concentrate on strengthening and refocusing the service delivery programmes of existing institutions and service delivery points towards the provision of broader and more-client

DP/FPA/CP/196

English

Page 8

centred reproductive health services based on the principle of free and responsible choice. This will be accomplished by building on the experience of previous programmes, enhancing institutional cooperation, improving quality and choice by adding new components to existing services. The new components will be in such areas as interpersonal counseling on the benefits and side effects of different contraceptive methods; availability of a broad range of family planning methods; informed consent; prevention, diagnosis and treatment of RTIs and STDs; and improvement of infection control in all reproductive health procedures. This main programme strategy of strengthening reproductive health service delivery will be reinforced and complemented by activities aimed at creating an enabling environment towards achieving reproductive health goals, namely: (a) women's empowerment, (b) advocacy and (c) South-South collaboration in reproductive health. These interrelated programme areas are described below.

23. Thirty-two counties have hence been selected for UNFPA activities during the proposed programme. They have been chosen on the basis of unmet reproductive health needs, commitment of local authorities to the implementation of the ICPD Programme of Action, agreement to provide adequate institutional support including finance and services, as well as on their broad representation of various cultural, socio-economic and geographical areas of China.

24. In addition to working directly at the county level, the programme will provide support at the central level to the State Family Planning Commission (SFPC) and the Ministry of Health for the development and revision of standard service delivery protocols for a broad range of reproductive health services as well as for the revision, modification and development of in-service training materials designed to improve clinical and interpersonal counseling skills and basic IEC materials. Technical assistance will also be given to the State Pharmaceutical Administration (SPAC) for improved contraceptive quality assurance management.

25. At county level the proposed programme will work with the existing reproductive health service delivery institutions at the field level – SFPC, Ministry of Health and CFPA – by training field staff health professionals in technical and clinical skills, counseling and management. The status of equipment, drugs and contraceptives that are required to provide a broader range of reproductive health services will be assessed in accordance with the requirements of the new standard service delivery protocols, and necessary requirements will be provided for through the programme. Strengthening reproductive health management capacity at the county, township and village level is pivotal for the improved delivery of client-oriented services. To achieve this goal, training and workshops will be supported to introduce up-to-date management techniques and concepts. Support will be provided to develop indicators and monitoring mechanisms to assess quality-of-care and to improve the current management information and supervisory systems. The programme will also provide support for the revision and modification of IEC materials so that they address broad reproductive health aspects through a client-centred approach.

26. The revision of IEC materials will include design and implementation of programmes for

DP/FPA/CP/196

English

Page 8

centred reproductive health services based on the principle of free and responsible choice. This will be accomplished by building on the experience of previous programmes, enhancing institutional cooperation, improving quality and choice by adding new components to existing services. The new components will be in such areas as interpersonal counseling on the benefits and side effects of different contraceptive methods; availability of a broad range of family planning methods; informed consent; prevention, diagnosis and treatment of RTIs and STDs; and improvement of infection control in all reproductive health procedures. This main programme strategy of strengthening reproductive health service delivery will be reinforced and complemented by activities aimed at creating an enabling environment towards achieving reproductive health goals, namely: (a) women's empowerment, (b) advocacy and (c) South-South collaboration in reproductive health. These interrelated programme areas are described below.

23. Thirty-two counties have hence been selected for UNFPA activities during the proposed programme. They have been chosen on the basis of unmet reproductive health needs, commitment of local authorities to the implementation of the ICPD Programme of Action, agreement to provide adequate institutional support including finance and services, as well as on their broad representation of various cultural, socio-economic and geographical areas of China.
24. In addition to working directly at the county level, the programme will provide support at the central level to the State Family Planning Commission (SFPC) and the Ministry of Health for the development and revision of standard service delivery protocols for a broad range of reproductive health services as well as for the revision, modification and development of in-service training materials designed to improve clinical and interpersonal counseling skills and basic IEC materials. Technical assistance will also be given to the State Pharmaceutical Administration (SPAC) for improved contraceptive quality assurance management.
25. At county level the proposed programme will work with the existing reproductive health service delivery institutions at the field level – SFPC, Ministry of Health and CFPA – by training field staff health professionals in technical and clinical skills, counseling and management. The status of equipment, drugs and contraceptives that are required to provide a broader range of reproductive health services will be assessed in accordance with the requirements of the new standard service delivery protocols, and necessary requirements will be provided for through the programme. Strengthening reproductive health management capacity at the county, township and village level is pivotal for the improved delivery of client-oriented services. To achieve this goal, training and workshops will be supported to introduce up-to-date management techniques and concepts. Support will be provided to develop indicators and monitoring mechanisms to assess quality-of-care and to improve the current management information and supervisory systems. The programme will also provide support for the revision and modification of IEC materials so that they address broad reproductive health aspects through a client-centred approach.
26. The revision of IEC materials will include design and implementation of programmes for

adolescents to help them understand their sexuality and promote responsible reproductive behaviour. In addition, the programme will attempt to improve reproductive health through introducing approaches that are innovative in the Chinese context. This will include establishing, on a pilot basis, service delivery of reproductive health in cities specifically designed for urban adolescents. IEC materials will also be developed for this audience. Another innovation, not specifically addressed to adolescents, will be the social marketing of contraceptives, especially condoms in urban areas.

27. Gauging the reproductive health status of the 32 selected counties and monitoring demand and use of services and improvements in health status will be the key to assessing the impact of the programme as well as drawing lessons that can be used in refocusing and improving service delivery on a national level. This will be done through conducting a baseline and end-of project reproductive health study (including a survey as well as studies to obtain information on the prevalence rates of STDs. In addition, knowledge, attitude, practice (KAP) surveys, action-oriented research and rapid assessment procedures will be carried out in selected counties.

28. Seventy percent of the programme resources will be allocated to a reproductive health service delivery component project covering the improvement of reproductive health service delivery in the selected counties as well as the above-mentioned national-level activities. The remaining 30 per cent will be devoted to complementary activities in the areas of advocacy, the empowerment of women and South-South collaboration, which will be carried out in order to create an enabling environment for achieving the reproductive health goals. These three complementary component projects are described below.

29. **Advocacy.** Support will be provided to assist the Government in undertaking advocacy on reproductive health and women's empowerment issues among various ministries at the central level as well as policy makers at the local level (province, county, etc.). This will include field observation visits by decision makers to pilot counties, in-country, regional and international seminars and workshops as well as exchange visits to countries that have adopted successful client-centred reproductive health programmes. In addition, support will be provided for the development, production and distribution of advocacy materials at the central and local levels. Advocacy will mainly be centred on the benefits and content of client-centred reproductive health services. Other issues to be addressed include advocacy to increase public awareness of the value of the girl-child and to contribute to strengthening the self-esteem of women and girls. Advocacy will also focus on increasing male involvement in all aspects of reproductive health, in child-rearing and in sharing household work responsibilities.

30. **Women's empowerment.** In recognition of the linkages that exist between women's status and their decision-making abilities in all aspects of their lives including reproductive health, community-based interventions and research will be supported under the proposed programme. This includes leadership skills training and activities aimed at ensuring access to livelihood skills and credit, as well as research on the effects that increased income have on the status of women and on issues

DP/FPA/CP/196

English

Page 10

such as son preference, health, contraceptive choice and desired fertility levels. Baseline studies including data collection and analysis will be conducted to examine changes in the status of women and girls in order to compare them with the results shown by evaluations at the end of the programme in the 32 selected counties. The lessons learned from these interventions will be analysed and complemented with the lessons learned in service delivery for use in future programme strategies.

31. South-South collaboration. Support will be given to help promote the sharing of experiences in operationalizing post-ICPD concepts and approaches in reproductive health among Chinese officials and their counterparts in other countries and also for enhancing national capacity through South-South cooperation. This will include field observation visits, training, promoting the use of Chinese expertise, and facilitating Chinese participation in exchanges through the establishment of a database on national experts and institutions in the area of reproductive health.

Programme implementation, management and coordination.

32. As the government counterpart agency to UNFPA, the Department of International Relations of the Ministry of Foreign Trade and Economic Cooperation will have overall responsibility for coordination of UNFPA's assistance and will be responsible for overseeing programme implementation. Projects will be executed by Government, WHO, UNICEF and other United Nations agencies. Reproductive health projects, or project components, will be mainly implemented by the State Family Planning Commission and the Ministry of Health. In addition, the State Pharmaceutical Administration of China, China Family Planning Association and women's NGOs will implement activities in their respective areas of expertise. In the area of women's empowerment, the main responsibility for implementation will be the county governments. In the area of South-South cooperation, activities will be coordinated by the Department of International Relations of the Ministry of Foreign Trade and Economic Cooperation. At county level, "leading groups" will be established for reproductive health activities and for women's income-generation activities. These will be headed by county vice-governors or county governors. Provincial and central authorities will give county governors the administrative and financial support necessary to ensure effective project implementation. Project activities will be implemented by local staff, including some of those staff trained under projects in the previous programme cycle. National and international experts will assist in designing and preparing project documents, monitoring and evaluation, and in other activities when and where appropriate.

33. In accordance with UNFPA monitoring requirements, the proposed programme will have a mid-term review in 1999 and an end-of-programme evaluation. In addition, annual review meetings will be conducted to review the progress and experiences gained from the projects. These reviews will include the submission of annual project reports prior to the review meetings. Monitoring and financial reporting at county level will provide a regular source of information on programme progress. Progress of implementation and impact will be assessed via the collection of baseline and end-of-project data, the monitoring of the actual process of reproductive health service delivery, and

DP/FPA/CP/196

English

Page 10

such as son preference, health, contraceptive choice and desired fertility levels. Baseline studies including data collection and analysis will be conducted to examine changes in the status of women and girls in order to compare them with the results shown by evaluations at the end of the programme in the 32 selected counties. The lessons learned from these interventions will be analysed and complemented with the lessons learned in service delivery for use in future programme strategies.

31. South-South collaboration. Support will be given to help promote the sharing of experiences in operationalizing post-ICPD concepts and approaches in reproductive health among Chinese officials and their counterparts in other countries and also for enhancing national capacity through South-South cooperation. This will include field observation visits, training, promoting the use of Chinese expertise, and facilitating Chinese participation in exchanges through the establishment of a database on national experts and institutions in the area of reproductive health.

Programme implementation, management and coordination.

32. As the government counterpart agency to UNFPA, the Department of International Relations of the Ministry of Foreign Trade and Economic Cooperation will have overall responsibility for coordination of UNFPA's assistance and will be responsible for overseeing programme implementation. Projects will be executed by Government, WHO, UNICEF and other United Nations agencies. Reproductive health projects, or project components, will be mainly implemented by the State Family Planning Commission and the Ministry of Health. In addition, the State Pharmaceutical Administration of China, China Family Planning Association and women's NGOs will implement activities in their respective areas of expertise. In the area of women's empowerment, the main responsibility for implementation will be the county governments. In the area of South-South cooperation, activities will be coordinated by the Department of International Relations of the Ministry of Foreign Trade and Economic Cooperation. At county level, "leading groups" will be established for reproductive health activities and for women's income-generation activities. These will be headed by county vice-governors or county governors. Provincial and central authorities will give county governors the administrative and financial support necessary to ensure effective project implementation. Project activities will be implemented by local staff, including some of those staff trained under projects in the previous programme cycle. National and international experts will assist in designing and preparing project documents, monitoring and evaluation, and in other activities when and where appropriate.

33. In accordance with UNFPA monitoring requirements, the proposed programme will have a mid-term review in 1999 and an end-of-programme evaluation. In addition, annual review meetings will be conducted to review the progress and experiences gained from the projects. These reviews will include the submission of annual project reports prior to the review meetings. Monitoring and financial reporting at county level will provide a regular source of information on programme progress. Progress of implementation and impact will be assessed via the collection of baseline and end-of-project data, the monitoring of the actual process of reproductive health service delivery, and

the definition and utilization of specific indicators as measures of the achievement of project objectives. Hence, though quantitative data will be collected that are indicative of progress in achieving reproductive health goals, qualitative methods of data collection and analysis -- such as rapid assessment procedures -- will be emphasized in the formulation, monitoring and evaluation of projects and will be promoted as tools to guide management decisions. Such methods may provide data in greater depth, at lower cost and more quickly than the more commonly used quantitative methods and could be particularly useful when examining quality of care, assessing client needs and user satisfaction, measuring aspects of women's empowerment and acquiring data for tailoring IEC messages to particular target groups.

34. The UNFPA country office in Beijing is staffed by two international staff: a Representative, a Deputy Representative, and two national professional staff and several General Service support staff. In addition, a Junior Professional Officer (JPO) is being sought for the period 1997-1999.

Recommendation

35. The Executive Director recommends that the Executive Board approve the programme of assistance to the People's Republic of China, as presented, in the amount of \$20 million from UNFPA's regular resources over the period 1997-2000 to the extent such resources are available, consistent with Executive Board decision 96/15 on the allocation of UNFPA resources.

