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**The Family Planning Policy and Population Development  
in Tashikuergan Tajik Autonomous County(TTAC) of Xinjiang, China**

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***Origin***

This article is based on some data of the fieldwork and research in Project of *"The Comprehensive Survey of Tajik Economic and Social Development in TTAC of Xinjiang, China"*, that the author participated, it is sub-project of the Special Authorized Project (SAP) of the National Social Science Fund of China (NSSFC) & Innovation Major Projects (IMP) of Chinese Academy of Social Sciences (CASS), and SAP & IMP were undertaken by The Institute of Ethnology and Anthropology(IEA) of CASS, named *"The Early 21st Century China Ethnic Minority Areas Economic and Social Development of Comprehensive Survey"* (No.13@ZH001). The "SAP of NSSFC & IMP of CASS" was launched in 2013 by IEA of CASS, SAP is currently China's largest philosophy and social sciences research project, and than SAP has selected 60 to 70 ethnic areas, from politics, economy, culture, education, science and technology, health, etc. fields, to take a full investigation of all ethnic groups in the profound change of the life since the 21st century; and summed up the experiences about China's solve the problem of development in national regions, ethnic relations, and promote the national common prosperity development. At the same time, it could accurate and timely reflect the existing problems and difficulties in ethnic minority areas. The SAP plan to take 4 to 5 years to complete, it will finish nearly one hundred of Fieldwork Survey Reports, Policy Recommendations, and more than 50 Ethnography Monographs. The sub-project group carried on fieldwork survey to TTAC between July and August in 2013, and got a lot of first-hand truthful and accurate data.<sup>1</sup>

In the TTAC during the research, we get about the Family Planning Policy(FPP) and the population development in relevant data analysis found that the local region's population and FPP in the implementation and large areas in mainland China before "one-child" policy has great different, namely the TTAC to carry out special local is known as the "1234" FPP. As China's population and FPP has now make a major

adjustment, and the universal speed up urbanization process, domestic transportation, economy, culture and society of rapid improvement, in order to make the ethnic minority areas as soon as possible to follow up the development, and prosperity and stability in frontier areas. For this purpose, the author wrote this article to provide a valuable reference for relevant policy in future and asks for advice from experts.

### ***The profile about TTAC***

TTAC is located in the southwest of Xinjiang, it is in the Tucker DuiBa Pamir of the eastern Pamir Plateau, namely it is in the connection place of the Karakoram Mountains, the Hindu Kush Mountains, and the Alay Mountains, and meanwhile it located the eastern slope of Roof of World. Geographical coordinates: the northern latitude is 35 ° 37 '- 38 ° 40', the east longitude is 71 ° 20 '- 77 ° 01'. In the territory of TTAC, ravines crossbar, with an average altitude above 4,000 meters, the terrain tilts from west to east, high in the south and low in the north. From east to west is 484 km, from north to south is 329 km, with a total area of 25,000 km<sup>2</sup>, it accounts for 3.3% of the area of Xinjiang.<sup>2</sup>

TTAC is located in the hinterland of Eurasia, belongs to the plateau alpine-cold arid and semiarid climate, long and cold in winter, drought less rain; short, windy and small amount of rain in spring & autumn; no obviously summer. Roughly it can be divided into two seasons: cold and warm. Annual precipitation is 69 mm only, evaporation capacity is reach up to 2,300 mm, the air is dry, annual average relative humidity is 30-35%. There is thin and clean air, low air pressure, air oxygen content is only 63% of the plains, the boiling point of water is about 78°C. The characters of weather are low temperature, short frost-free period (70-120 days), and big temperature difference at day and night, the annual average temperature here is about 3.3 °C, the extreme minimum temperature is -43 °C, and the extreme maximum temperature is 32.5 °C. Prevailing northwest wind throughout the year and the wind in west are greater than the east; the average annual wind speed is 2.1 m/s, the maximum wind speed is 20 m/s.<sup>3</sup>

### ***The population development and FPP status in TTAC***

In 1949, TTAC population was 8486 people. In 1953, the census for the first time, TTAC population was 9091 people; The county rural population of 8711 people, 95.82% of the county's population; Urban population 380 people, accounting for 4.18%.The second census in 1964, a population was 12015 people, up 32.16% from 1953; The rural population was 10286 people, 85.61% of the county's population; Urban population was 1729 people, accounting for 14.39%.The third population census in 1982, a population was 20153 people, up 67.73% from 1964. The fourth census in 1990, there were 3666 households, a population of 24618 people, more than in 1982, an increase of 22.16%.The fifth population census in 2000, there were 5126 households, a

population of 30449 people, more than in 1990, an increase of 23.69%.

In 1975-1984, the FPP is propagandized, the government encouraged late marry and late childbirth, advocated prepotency and eugenics in TTAC. There are special FPP, the "1234" policy, means that one couple of Han allowed to have 2 children, one urban minority couple allowed to have 3 children, one rural minority couple allowed to have 4 children in TTAC. <sup>4</sup>

The Leading Group of Family Planning (LGFP) of TTAC was founded in 1976. Later, the Family Planning Commission (FPC) of TTAC was established in June 1981, there is 2 staff. After 1982, on February-March each year, the activities of Family Planning Month were carried out. On September 25, 1982, the conference was held for commemoration "*the public letter about control population growth to all members of the Communist Party of China (CPC) and all members of the Communist Youth League (CYL) given by the Central Committee of the Communist Party of China (CPC)*", at same time, commended and rewarded for family planning advanced units and individuals. On January 14, 1983, "*the provisions of the several problems about the family planning work*" are issued by the government of TTAC. On November 22, 1984, the Population and Family Planning Committee (PFPC) in TTAC was established. In August 1986, each county in TTAC is equipped with a Family Planning Assistant (FPA). That same year, "*the Provisional Regulations on Family Planning*" was issued. On September 30, 1988, the Family Planning Publicity and Guiding Office (FPPGO) was established, there was 6 staff.<sup>5</sup>

In February 1990, there add a Family Planning Guiding Office (FPGO), it charged all TTAC family planning publicity and training work, etc. To 2005, the Family Planning Guiding Office (FPGO) in the country has add to 7 staff. In April 2-4, 1991, a meeting of family planning works was held. In 1999, the Public Health Bureau (PHB) and the Family Planning Commission (FPC) were combined, the new organization called Health and Family Planning Bureau (HFPB).<sup>6</sup>

Since the 21<sup>st</sup> New Century, family planning work carried out in accordance with the law. In August 2002, HFPB was divided into two units; one was Family Planning Bureau (FPB), another was PHB. By 2004, 128 households in TTAC had received "two certificates" (One-child Certificate, Honor Certificate for Family Planning) and the reward of Family Support Fund (FSF) 100,000 RMB, the other 109 households received the reward of Families Planning and Assistance Fund (FPAF) 65,400 RMB. The married women that taken various kinds of birth control measures reached 11,300 person-times, including sterilization operation (ligation) 6,541 persons, IUD insertion 2,474 persons, the rate of using long-acting contraceptive was 73%.<sup>7</sup>

In 2005, the FPB of TTAC had 13 staff, villages and towns had all 22 FPA, and 47 dispensing members for Family Planning Drugs (FPD). In the same year, the Fertility Rate (FR) in TTAC was 16.63 ‰; it was declined 2.76‰ than 19‰ that was assigned

by superior. As of 2005, the FPB have had organized 600 training courses for all Family Planning Cadres in TTAC, and trained about 15,000 persons. Because of violation rules of FPP, eight units were canceled the evaluation qualification and fined up to 16,000 RMB; some meet the target units rewarded 22,000 RMB by the Discipline Inspection Commission (DIC) & People's Government of TTAC. The FPGO sent total 750 person-times technical staff for years, especially, about 160 times, they went deep into remote mountains, villages, to publicize family planning and carry on technical services.<sup>8</sup>

In 2006, the FR was 9.4‰, the Population Death Rate (PDR) was 3.03‰, the Natural Population Growth Rate (NPGR) was 6.38 ‰ in TTAC.<sup>9</sup>

In December 2007, the FPB renamed as the PFPC, in the same year, the FR was 22.07‰, the PDR was 4.72‰, the NPGR was 17.35‰.<sup>10</sup>

In 2008, the FR was 18.42‰, the PDR was 6.89‰, the NPGR was 11.53‰.<sup>11</sup>

In 2009, the FR was 24.17‰, the PDR was 4.29‰, the NPGR was 19.87‰.<sup>12</sup>

In 2010, the Government of TTAC allocated 1.4 million RMB to the FPGO for construction cost, 350,000 RMB for medical equipment purchasing cost. The PFPC gave totally 1.18332 million RMB bonuses to 802 reward households, and gave 113,760 RMB bonuses to 158 reward rural family planning households.<sup>13</sup>

Until September 30, 2011, the total population of TTAC was 36413, hereinto, married women of reproductive age were 7757, the comprehensive contraception rate was 78%, the rate of using long-acting contraceptive was 63%, the NPGR was 12.13 ‰, and the FR was 17.65‰, the coincidence rate of FPP: 99.68% of minority nationalities, 100% of Han nationality.<sup>14</sup>

In early 2011, the government of TTAC issued "*Technology Resources Integration Scheme for FPGO of County, Township and Village in TTAC with County Hospital(CH) and Health Center(HC)*", and established the LGFP by the secretary of the CH as LGFP leader. Throughout the year, there were 707 women of reproductive age get free chance to check their disease, 265 persons IUD insertion or takeoff, the female sterilization operation (3 cases), and 53 cases medical abortion, 23 cases midtrimester induction of labor. The follow-up service rate for sterilization operation was above 85%, free basic family planning service rate was 85%, and the implementation rate of preferential policy for family planning was above 98%. In this year, there were 1,914 households received "two certificates" (One-child Certificate (OC), Honor Certificate for Family Planning (HCFP)). The personnel of reward support for family planning in 2011 was verified, which add 13 persons, including 7 persons received the reward for one-children death and disability pension, 106 families in three regions of south Xinjiang, then completely finished the annual data entry online. The fund in 2010 about 105,840 RMB for 145 persons, and 1.18362 million RMB for 806 households in three regions

of south Xinjiang, 870,000 RMB of 399 households for one side in countryside of a family and had gotten the HCFP, 45,000 RMB for 15 households of urban resident were all paid.<sup>15</sup>

In 2011, the Party Committee and Government of TTAC allocated 48,000 RMB special funds to the PFPC and special funds 130,000 RMB to Population Information System (PIS). Totally 14 villages and towns equipped computers for PIS. All fees and funds for population and family planning were full and sufficient. Population information of 36130 people was entry into PIS, the population information complete rate was 98.82%, and the information accuracy rate was 98%. At same time, *"The Floating Population Family Planning Management and Implementation Plan in TTAC"* had been issued, the departments of industry and commerce, public security, and public health were jointed together to check and register the floating population about 1,782 persons, and provide the leaflets and contraceptives of family planning to the floating population.<sup>16</sup>

In early 2012, the PFPC of TTAC checked "Birth License" (BL) issued between 2010-2011 in village and town, and found out 214 cases irregularities of "BL". Subsequently, PFPC strictly regulated the examination and approval procedure for issuing "BL", "HCFP", "the Floating Population Marriage and Childbirth Certificate" and the documents. As of July 2013, PFPC had signed and issued 309 "BL" and 13 "HCFP". In TTAC, there were 4 cases illegal childbirth to be investigated and punished, and fines 48,000 RMB for "Social Maintenance Fees" (SMF) were levied by PFPC. According to *"the Implementation Opinions on Further Strengthening New-born Infant Autonym Registration and Management"*, the new-born infant must be autonym reporting. There was 296 newborns autonym declared to be accept, and checked out 47 persons the unplanned childbirth and should be settled but without.<sup>17</sup>

Up to March 31, 2012, the total population of TTAC was 36876 persons, including 7982 married women of reproductive age, 631 new childbirths. the number of death people were 183, the FR was 17.21‰, the NPGR was 12.22‰.The comprehensive contraception rate was 69.31%, the rate of using long-acting contraceptive was 60.95%; In the county, the fertility rate of conforming to family planning policy was 100%, the number of having Child Procreation Certificate was 2013 person, the rate that had gotten the "CL" was 25%; the coincidence rate of FPP: 100% of minority nationalities, 100% of Han.<sup>18</sup>

In early 2012, the government of TTAC hosted a meeting about family planning work, during this meeting, they summarized works in 2011, and given rewards to six advanced collective units and individual, after the meeting, a document *"the objective to population and family planning in TTAC evaluation scheme"* has been issued.

Since January 2012, the 51 family planning propagandists' allowance has been from 250 RMB to increase additional 300 RMB for each month in villages of TTAC, after

this adjustment, every propagandist has 6600 RMB annual allowance.

The FPGO had given out 3000 publicity materials throughout this year, and went to the countryside to free checking and consulting serves for women of childbearing age more than 2000 person and 100 times; given free medical technical service 1351 cases (checking pregnancy of 546 cases, checking 381 cases IUD, 261 cases IUD insertion, 85 cases IUD takeoff, 48 cases medical abortion, 2 cases midtrimester induction of labor, 22 cases induced labor, 4 cases sterilization operation).<sup>19</sup>

All the reward support personnel of family planning were verified in 2012, which add 1 person in rural part, 61 families in three regions of south Xinjiang, and 21 people belong to “fewer children then faster prosperity”. The fund about 1,258,380 RMB (992,880 RMB for family planning households and 103,500 RMB for fewer children then faster prosperity households in three regions of south Xinjiang, 104,400 RMB for family planning households and 57600 RMB for family planning special supporting bonus in village) was all paid. <sup>20</sup>

On March 12, 2012, the PFPC held the family planning work of standardization training in two levels of country and village, about 100 persons from 13 townships in TTAC attended this training, they were the leadership of each township (town), family planning assistants, propagandists, etc. It also held two PIS training classes, totally 167 persons trained. According to the “*the notice of whole information system data about population and family planning all should need to check and fill any vacancy*”, all the PIS data had verified again, more than 5000 pieces’ information had been supplement, leak information about 354 persons had been found out, the floating personnel information about 1767 persons had been recorded.<sup>21</sup>

There had total 2,205,300 RMB of supporting fund that shared by 1074 households in TTAC this year.<sup>22</sup>

January - March, 2013, there finished to verify 2012-2013 annual new reward support object of family planning, added 8 families. Check and issued 244 “BL”. There were 472 persons added in PIS this year, 144 persons’ new population information entered PIS too.<sup>23</sup>

In the first half of 2013, almost 1988 households in TTAC had received "two certificates" (One-child Certificate, HCFP), the rate of having certificate was 24.4%, and added 25 households’ new families of having certificate were.<sup>24</sup>

In the first half of 2013, the total population of TTAC was 37047. There were 311 new childbirths, the FR was 8.41‰; the NPGR was 6.30‰, the fertility rate of conforming to family planning policy was 100%. The number of married women of reproductive age was 8138, including 6021 had adopted birth control measures, the comprehensive contraception rate was 73.9%; there were 5181 persons that had adopted

long-term measures of contraception, the rate of using long-acting contraceptive was 63.6%; the accuracy rate of birth population statistics was 98.45%; In the first half of this year, 969 cases family planning operation had been completed, it increased 154 cases than the same period last year (including: 546 cases ligations, 271 cases IUD insertion, 70 cases IUD takeoff, 66 cases induced labor).<sup>25</sup>

Up to March 31, 2013, the family planning reward support personnel had been entry online and passed verifies. There were 767 households in three regions of south Xinjiang, 137 persons in village; 48 persons received the reward for death and disability pension; New added 35 persons (two persons received the reward for one-child death and disability pension, and 33 households rewarded support bonus). The fund in 2012 about 3,433,260 RMB for 1028 persons (households) was all paid. Especially for 48 persons that were special supported objects, they got 77,760 RMB; 767 households in three regions of south Xinjiang, they got 1.8408 million RMB; 32 persons in urban got 48000 RMB.<sup>26</sup>

About the floating population management, PIS was used fully. At present, the population of TTAC was 36695 persons in PIS; including about 4000 recurrent populations.<sup>27</sup>

### ***Family planning management organization***

The authorized strength of the PFPC was 16 persons; the PFPC had 6 divisions, as follows: Administrating Office, Recurrent Population Management Office, Statistical Office, Policies and Regulations Office, Propaganda Office, Financial Office.

Sub-organization of PFPC: the FPGO and Family Planning Association (FPA)

The authorized strength of the FPGO was 8 staff, there are 1 administrator, 5 technical personnel, 2 doctors, 1 nurse, 1 propagandist, 2 logistics personnel.

The authorized strength of the FPA was 4 staff, all of them were administrators.<sup>28</sup>

### ***Present situation and problems of the FPP***

1. It is appearing financial difficulties in family planning works, the FPGO in all townships and villages have not been constructed, the work condition is simply and crude, family planning technical service function is not strong, the technical force needs to be strengthened.
2. There is only 2 full-time staff in FPGO, the staff is seriously inadequate.
3. The newborn gender ratio is relatively high, the violation of FPP is often

happened; the penalties are small; “SMF” levy is very hardly and delay.

Although the above data on PFPC problems was very difficult to make early raw data, however, since the 21st century, it has a clear path to follow, especial recently electronic data trend, computer also can be widely used on data statistics and report by the county organizations in TTAC, all above these information is helpful for us to estimate the new situation. In such a remote isolated county, the effect of PFPC seems hard to see great changes from the data; however, PFPC should be having great social influence. According to officials of large and personnel growth gradually, and all kinds of administrative fees also has a larger increase. New situation is, with the 2016 open second child of FPP, it can be presumed that the "1234" policy carried on in TTAC, so the influence of the new FPP should be minimal. Although we still lack of relevant data to support this theory, but from existing other region in China, the new two-child FPP was in the early after heated discussion, the declare boom and newborn boom that had been expected were not appear. Maybe still needs time to observe or even another fieldwork research to uncover the answer to this question.

### ***Conclusion***

It is well known that the border areas, especially the frontier stability, prosperity and development of the national minority community, depends on the development of the transportation, economy, culture, is also dependent on the increase of quantity and quality of the population, and harmony between religious groups. Only in terms of population development, and it should be the difference between these areas in the inland of China, this policy in the past have corresponding different embodiment. Should also be considered, but is that the local pressure such as land, property, environment, climate is not very large, and the condition of sustainable development, when not too much to restrict the growth of the local population. Especially the place of high altitude, the inland population moved to, even if soon are likely to have a flexibility, strength, health, fertility and other aspects of the adaptation process.

Because of this, and if the proper development of the local population (And who lived through the local environment people have to adapt to the local environment, when there is a reliable ability of population growth), may be a more appropriate way. This is a point of view of this article, and hope to counsel.

### **Notes**

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<sup>1</sup> Please refer to the article at the back of the appendix “The Letter of Appointment” .

<sup>2</sup> The Local Chronicles Compilation Committee (Yao Kaiming Ed.), *Tashikuergan tajike zizhixianzhi* [The TTAC County Annals], (Wulumuqi: Xinjiang People's Press, 2009), p.2.

<sup>3</sup> Xiren • Kurban etc., “zhongguo tajike zu ” [China Tajik], (Yinchuang: Ningxia People's Press, 2012), p.46.



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- <sup>4</sup> The Local Chronicles Compilation Committee (Yao Kaiming Ed.), *Tashikuergan tajike zizhixianzhi* [The TTAC County Annals], (Wulumuqi: Xinjiang People's Press, 2009), P.109.
- <sup>5</sup> The Local Chronicles Compilation Committee (Yao Kaiming Ed.), *Tashikuergan tajike zizhixianzhi* [The TTAC County Annals], (Wulumuqi: Xinjiang People's Press, 2009), P.107, p.109, p.110.
- <sup>6</sup> The Local Chronicles Compilation Committee (Yao Kaiming Ed.), *Tashikuergan tajike zizhixianzhi* [The TTAC County Annals], (Wulumuqi: Xinjiang People's Press, 2009), P.578.
- <sup>7</sup> The Local Chronicles Compilation Committee (Yao Kaiming Ed.), *Tashikuergan tajike zizhixianzhi* [The TTAC County Annals], (Wulumuqi: Xinjiang People's Press, 2009), P.110.
- <sup>8</sup> The Local Chronicles Compilation Committee (Yao Kaiming Ed.), *Tashikuergan tajike zizhixianzhi* [The TTAC County Annals], (Wulumuqi: Xinjiang People's Press, 2009), P.107.
- <sup>9</sup> The Internal Data obtained (2006) of TTAC by author investigation in 2013.
- <sup>10</sup> The Internal Data obtained (2007) of TTAC by author investigation in 2013.
- <sup>11</sup> The Internal Data obtained (2008) of TTAC by author investigation in 2013.
- <sup>12</sup> The Internal Data obtained (2009) of TTAC by author investigation in 2013.
- <sup>13</sup> The Internal Data obtained (2010) of TTAC by author investigation in 2013.
- <sup>14</sup> The Internal Data obtained (2011) of TTAC by author investigation in 2013.
- <sup>15</sup> The Internal Data obtained (2011) of TTAC by author investigation in 2013.
- <sup>16</sup> The Internal Data obtained (2011) of TTAC by author investigation in 2013.
- <sup>17</sup> The Local Chronicles Office of Tashikuergan Tajik Autonomous County (Chen Xiuliang Ed.) *Tashikuergan nianjian(2013 chuangkanhao)*, [Tashikuergan Yearbook] (2013 First Issue), (Kashgar: Kashgar Uyghur Press, 2013), p,108.
- <sup>18</sup> The Internal Data obtained (2012) of TTAC by author investigation in 2013.
- <sup>19</sup> The Internal Data obtained (2012) of TTAC by author investigation in 2013.
- <sup>20</sup> The Internal Data obtained (2012) of TTAC by author investigation in 2013.
- <sup>21</sup> The Internal Data obtained (2012) of TTAC by author investigation in 2013.
- <sup>22</sup> The Internal Data obtained (2012) of TTAC by author investigation in 2013.
- <sup>23</sup> The Internal Data obtained (2013) of TTAC by author investigation in 2013.
- <sup>24</sup> The Internal Data obtained (2013) of TTAC by author investigation in 2013.
- <sup>25</sup> The Internal Data obtained (2013) of TTAC by author investigation in 2013.
- <sup>26</sup> The Internal Data obtained (2013) of TTAC by author investigation in 2013.
- <sup>27</sup> The Internal Data obtained (2013) of TTAC by author investigation in 2013.
- <sup>28</sup> The Local Chronicles Office of Tashikuergan Tajik Autonomous County (Chen Xiuliang Ed.) *Tashikuergan nianjian(2013 chuangkanhao)*, [Tashikuergan Yearbook] (2013 First Issue), (Kashgar: Kashgar Uyghur Press, 2013), p,108.