POPULATION CONTROL

Findings

• The Chinese Communist Party (CCP or "Party") and PRC government continued to implement population planning policies that violate international standards by seeking to control family size, including the application of the three-child policy, which permits and seeks to incentivize families to have up to but no more than three children.

• The National Bureau of Statistics of China's 2024 data revealed that, while the total number of births in China increased for the first time in eight years, likely due to the auspicious "Year of the Dragon," the overall population declined for the third consecutive year. Marriage rates also fell to the lowest

rate since public records began in 1986.

• PRC central authorities announced a variety of pro-natal initiatives this year, including a survey to identify family and childbearing attitudes, increased support for infrastructure related to childrearing, and a proposed national childcare subsidy. Local authorities also attempted to boost birth rates through financial incentives, pro-natal messaging, and calling young women to ask about their family planning and menstrual cycles.

• The Commission observed reports of the discriminatory effects of centrally led family planning policies, including the likely continuation of birth suppression of Uyghurs in the Xinjiang

Üyghur Autonomous Region.

• The legacy of the one-child policy (1980 to 2015) continues to have an impact on Chinese society, including the continued sex ratio imbalance and increased socio-economic precarity for

China's elderly population.

• In September 2024, the PRC announced the end of international adoptions originating in China, to which the one-child policy era's social engineering abuses had often been linked. The sudden decision included the halting of hundreds of cases of families who had already been matched and had communicated with a child and spurred particular concern for the thousands of children remaining in Chinese orphanages, often with disabilities.

POPULATION CONTROL

Introduction

The Chinese Communist Party (CCP) and PRC government continued to implement population planning policies that violate international standards. The one-child policy, in force from 1980 through 2015, restricted most couples to one child, with exceptions permitted in some cases, most commonly for those in rural areas or for ethnic minority groups.² Enforcement of the one-child policy included the use of birth permits and fines to punish couples for exceeding birth limits, intrusive monitoring of women's fertility, and coercive measures such as forced placement of intrauterine devices, forced sterilizations, and forced abortions.3 In December 2015, due to weak population growth, the PRC government modified the birth limit policy to allow all couples to have two children.⁴ In subsequent years, however, PRC authorities intensified measures such as forced abortion and sterilization to significantly decrease the fertility of ethnic minority women in the Xinjiang Uyghur Autonomous Region (XUAR).⁵ [For more information on human rights abuses in the XUAR, see Chapter 15—Xinjiang Uyghur Autonomous Region.]

To address the "great challenge" of the PRC's aging population and decreasing fertility rate, the National People's Congress Standing Committee adopted a policy in August 2021, allowing couples to have up to three children ("three-child policy").6 The previous use of fines for exceeding birth limits was also abolished.7 The shift to the two- and now three-child policy, however, did not alter the basic premise of PRC authorities' "claim [of] sovereignty over childbearing" of Chinese citizens, as observed by political scientist Tyrene White.8 In a comprehensive report on the PRC's various population planning policies published this past year, one civil society organization stated, "Whether China implements the one-child policy or the three-child policy, it is 'national family planning' led and controlled by the government, and the question of how many children are allowed to be born is [thus] . . . not a decision made within the family."9

INTERNATIONAL STANDARDS

Attempting to control family size, both through the official threechild limit and by coercing women to bear more children, violates standards set forth in the Universal Declaration of Human Rights and the 1994 Programme of Action of the Cairo International Conference on Population and Development.¹⁰ Harsh measures taken against ethnic minority groups to reduce their population size contravene the Universal Declaration of Human Rights, International Covenant on Civil and Political Rights, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, and the Genocide Convention.¹¹

Population Decline and Official Responses

In January 2025, the National Bureau of Statistics of China announced that in 2024, China's overall population continued to decline 12 —the third year in a row of officially reported population

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decline in China.¹³ Births, however, increased for the first time in eight years.¹⁴ Some attributed the rise in births to 2024 being the auspicious "Year of the Dragon" in the lunar calendar,¹⁵ with observers noting that this rise likely will not be a continuing trend.¹⁶ Also in 2024, marriages fell to the lowest number since public records

began in 1986.17

Throughout the past year, the CCP and PRC government discussed and introduced several new policy measures in an attempt to boost the birth rate. In October 2024, official media announced the launch of a national survey to identify public attitudes towards childbearing in order to address reluctance through new policies. 18 In the same month, the State Council General Office issued Several Measures to Accelerate the Improvement of the Fertility Support Policy System and Promote the Construction of a Fertility-Friendly Society, which include 13 measures aimed at increasing nationwide support for maternity, childbirth, and childcare services, as well as for general public services such as education, housing, and employment. 19 Additionally, Chinese People's Political Consultative Conference (CPPCC) members offered proposals related to marriage and childbearing at the annual meeting of the CPPCC in March 2025.20 These included proposals to eliminate the current three-child limit, mandate paternity leave of at least 30 days to encourage shared childcare responsibilities, and increase work recruitment events for mothers, and one especially controversial proposal to lower the legal marriage age from 22 for men and 20 for women to 18 to "unleash reproductive potential." 21 Premier Li Qiang also proposed a national childcare subsidy at the March 2025 National People's Congress (NPC) meeting, and the National Health Commission later confirmed that it was drafting detailed plans for the policy and conducting research on similar measures.²²

Several other government entities implemented policies this past year aimed at boosting China's birth rate. Examples include:

• Local financial incentives. Local governments continued to offer financial incentives to promote births, 23 such as monthly cash payouts during infancy, childcare subsidies, and covering medical expenses for childbirth.²⁴ The government of Tianmen city, Hubei province, caught the attention of national officials, boasting a 17 percent increase in births in 2024, one year after introducing some of the highest subsidies nationwide for second and third children.²⁵ Officials visited Tianmen to study its "fertility secret" for national replication, while state media praised the Tianmen government for its subsidies and pro-natal propaganda led from "high levels." 26 When interviewed, however, Tianmen residents who planned to have two or three children stated that, while helpful, the local subsidies were not the deciding factor for their family's size.²⁷ Observers noted that most babies born in Tianmen in 2024 were conceived before authorities announced the cash incentives, and that the share of childbearing-aged citizens in the city recently increased due to young workers moving from more expensive cities.²⁸ Experts continued to debate such incentives' efficacy more broadly, as research suggests that while some state investments in maternity and child subsidies are linked to modest increases in birth rates, such effects appear temporary or too small to change an entire population's demographic trajectory.²⁹ Large cash incentives in other localities, such as Hohhot municipality, Inner Mongolia Autonomous Region, have not appeared effective in boosting birth rates.³⁰

- Government employees. A leaked draft policy document from the Quanzhou municipality, Fujian province Municipal Health Commission revealed internal discussions about encouraging Party members and government employees to "take the lead" in implementing the three-child policy by having three children themselves.³¹ Online observers drew parallels between the memo and a famous open letter from PRC central authorities that launched the one-child policy in 1980, calling on Party members to "take the lead" in having one child.³²
- Calling women. Young women across China received calls from local government officials asking them if they were pregnant, whether they planned to have children, and for details about their menstrual cycle.³³ Most calls came from local family planning associations, which report to the central government and previously enforced the one-child policy.³⁴ While some women reported appreciating the support, many took to social media to complain about the "invasive" questioning.³⁵
- Pro-natal messaging. Party and government officials continued to push pro-natal messaging ³⁶ through essays, banners, publicity campaigns, and public artwork, promoting "positive perspectives on marriage, childbirth, and family." Such efforts are often carried out by local family planning associations, although central government entities such as the National Health Commission also announced more focused efforts on advocating for marriage and childbirth. Central authorities also suppressed viewpoints counter to official pro-natal messaging, censoring netizens "deliberately playing up anti-marriage and anti-fertility topics." [For more information on the PRC's control of messaging and the media, see Chapter 1—Freedom of Expression.]

Discriminatory Effects

FORCED POPULATION CONTROL OF UYGHURS AND OTHER ETHNIC MINORITIES

The Commission observed reports of discriminatory effects of centrally led family planning policies. PRC leader Xi Jinping's rhetoric this past year calling for "high-quality population development" implies the existence and judgment of a "low-quality" counterpart, as argued by one Chinese economist. Observers expressed concern with regard to population control policies directed at Uyghurs and other ethnic minorities in the Xinjiang Uyghur Autonomous Region (XUAR), where authorities have long sought to lower high growth rates, particularly since 2017, while at the same time the central government has sought to boost the birth rate of the majority Han population. Since 2020, the PRC has suppressed local-level population data in the XUAR, limiting researchers' ability to estimate population growth rates. The most recent available data, the 2023

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XUAR birth and death rates, indicate severely diminished population growth rates; Turkic minority birth rates used to be some of the highest in China but now approach a growth rate of zero.⁴³ According to one Uyghur history scholar, "the state likely continues to achieve its goals of birth suppression among minorities in the XUAR." ⁴⁴ [For more information on population control measures directed against Uyghur women, see Chapter 15—Xinjiang Uyghur Autonomous Region.]

WORKPLACE DISCRIMINATION

Without direct clarification from authorities, the tone of pronatalism set at top levels of the Party-state apparatus can lead to workplace discrimination, as seen this past year. In a January 2025 notice widely shared on social media, Shuntian Chemical Group in Shandong province instructed unmarried employees between the ages of 28 and 58 to get married and start families by September 30, or else face termination.⁴⁵ After online backlash, local government officials intervened, and Shuntian Chemical Group withdrew the announcement.⁴⁶ Lu Pin, a Chinese feminist scholar and activist, suggested that the company likely "thought the orders would be well received," given the PRC government's promotion of a broader pro-natal atmosphere.⁴⁷

Continuing Effects of the One-Child Policy

The legacy of the one-child policy continues to have an impact on Chinese society and beyond.⁴⁸ Multiple news stories this year highlighted the "collective trauma" of the one-child policy, including the grief and fear of parents who desired, and in some cases bore, additional "illegal" children, and the painful memories of hiding unauthorized children from authorities.⁴⁹ Reports linked this trauma to young people's reluctance to have children of their own, citing deep fear and distrust of government family planning policies.⁵⁰ Other lingering effects of the one-child policy include:

- **Sex imbalance.** Throughout the one-child policy era, due to the combination of the cultural preference for sons, and couples only being allowed to have one child, a surge in sex-selective abortions led China's population to suffer "the worst imbalance in its sex ratio at birth" compared to other countries. ⁵¹ The National Bureau of Statistics of China reported in January 2025 that in 2024, there were 29.9 million more males than females in China, with a sex ratio of 104.34 males to 100 females. ⁵² Observers link this sex imbalance to human trafficking, as the struggle of young men to find spouses in China leads to the "importing" of foreign women into the country for marriage. ⁵³ [For more information on human trafficking in China, see Chapter 9—Human Trafficking.]
- **Abandoned disabled children.** The one-child policy prompted many families in China to put children up for adoption, especially girls and children with disabilities.⁵⁴ Chinese orphanages heavily relied on international adoptions due to overwhelming capacity, granting overseas adoptions of more than 160,000 Chinese children since 1992.⁵⁵ As of 2022, reportedly more than 50,000 children remain in Chinese state orphan-

ages, with approximately 98 percent of them living with severe illnesses or disabilities. 56 In August 2024, however, the PRC Ministry of Civil Affairs suddenly announced the end of China's international adoption program.⁵⁷ The policy shift halted the majority of international adoptions in progress, including those of hundreds of families who had already been matched and had established relationships with a child.⁵⁸ Observers expressed particular concern for Chinese children with disabilities who now may not be adopted at all, as international families have been the most likely to adopt these children.⁵⁹ The PRC government offered a vague explanation for ending the program.⁶⁰ Observers speculated that the adoption suspension may be due to the slowing birth rate, nationalistic pride, deteriorating relations with Western countries, concerns about systemic abuse within the international adoption system, or following the global trend of ceasing international adoptions.⁶¹

• Pressures on the elderly. Chinese authorities' enforcement of population control policies has contributed to increasing socio-economic precarity for China's elderly population. In particular, as China faces an increasingly aging population due to the effects of the one-child policy, 62 the elderly struggle to find sufficient healthcare, especially in rural areas. 63 Structural changes to families, propelled by the one-child policy, also weaken the traditional reliance on adult children to care for elderly parents. 64 Chinese lawmakers addressed some related challenges of the rapidly aging population this past year, including by pledging to raise old age benefits and expand elderly care services, and implementing a decision to gradually increase the statutory retirement age, despite vocal disapproval from the citizenry. 65 [For more information on changes to the retirement

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