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Christian Richter

Unacceptable Under Public International Law

An Public International Law Analysis of China's Position in the Taiwan Conflict

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German Institute for Defence and Strategic Studies Bundeswehr Command and Staff College Manteuffelstraße 20 · 22587 Hamburg, Germany Tel.: +49 (0)40 8667 6801 buero@gids-hamburg.de · www.gids-hamburg.de Lieutenant Colonel (Res.) Dr. Christian Richter | German Institute for Defence and Strategic Studies

Unacceptable Under Public International Law

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Introduction

On the flight back from his visit to China in early April 2023, French President Emmanuel Macron declared that the greatest risk Europe faced was getting caught up in crises that were not ours, which prevented it from building its strategic autonomy. Macron also explained that the worst thing would be to think that we Europeans were followers on the Taiwan topic and that we had to take our cue from the U.S. agenda and a Chinese overreaction.

Following these statements, a trip to China only a few days later by the German Foreign Minister Annalena Baerbock attracted special attention when she used very different words to describe Taiwan's case. A violent change to the status quo in the Taiwan conflict "would be unacceptable to us Europeans".

Macron and Baerbock made these statements in response to the current sharp rise in tensions between the People's Republic of China (known as China and abbreviated as PRC) and the Republic of China (Taiwan or ROC for short). In this respect, it is striking that there seems to be a fundamental disagreement between China and various Western states about what the 'One China' policy ultimately means. Beijing uses the political topos of the One China policy as its argument to declare the Taiwan issue an entirely internal matter of China – including the right to use military force to bring Taiwan under its control – and to denounce any comments from other states as unacceptable interference.

Although the EU, the US and Germany fully accept the One China policy⁵ recognising the PRC as the sole legal government of China⁶ – in fact, Minister Baerbock added a declaration to that effect to her comments of April – this does not mean that a violent solution to the Taiwan issue would be accepted. In fact, US President Joe Biden has stated on several occasions that US forces would defend Taiwan in the event of a

¹ Cf. Anderlini/Caulcutt 2023a.

² The German press did not translate the "suivistes" uttered by Macron as "followers" ("Mitläufer" in German) but, perhaps somewhat too pointedly, with "vassals" ("Vasallen" in German). As a key source, cf.: Sturm 2023.

³ Anderlini/Caulcutt 2023b.

⁴ Translated from the German original: FAZ 2023: 1.

⁵ Further references: Wissenschaftliche Dienste des Deutschen Bundestages [Research Services of the German Bundestag] 2022: 4.

⁶ Ibid.

Chinese invasion. The current understanding on the One China policy concept existing between China and various Western states should, therefore, probably be seen as more of a gentlemen's agreement to disagree about this issue.

Against this background, the question arises whether a Chinese military occupation of Taiwan would be contrary to public international law and thus unacceptable as stated by the German Foreign Minister. Having said that, even Beijing's rising threats could be considered problematic under public international law and, last but not least, the Taiwan conflict also poses special economic problems.

Taiwan's Status Under Public International Law and the One China Policy

Historical Developments Reflected by Public International Law

Taiwan's current status under public international law is the result of events in China's recent past, but even before that the history of the island of Taiwan had always been a volatile one. Since the 3rd century, the island had seen several advances from the Chinese mainland, but was never actually occupied by China.⁸ It was only after several colonial powers - first the Portuguese, then the Dutch and later the Spanish - had occupied the island that the Manchu dynasty succeeded in placing Taiwan under Chinese rule for the first time in the late 17th century. 9 Its rule ended with China's defeat in the First Sino-Japanese War in 1895, however, and Taiwan became a Japanese colony. 10

It was not until the defeat of Japan in World War II that the island was returned to China. However, China did not officially acquire title to Taiwan under the two relevant treaties of 1951 and 1952. 11 The reason for this may have been that, by that time, two Chinese governments existed – on the one hand, the Communist government of the PRC under Mao Zedong on the mainland, and the National government of Chiang Kai-shek in Taiwan on the other. Following the victory of Mao's communist forces in the Chinese Civil War, the defeated Kuomintang – under the leadership of Chiang Kai-shek – had fled to the then-called Formosa island in 1949, where, in 1950, he was proclaimed President of the ROC.¹² And with the parties to the conflict thus being divided by territory, the Chinese Civil War was frozen.

Since Chiang Kai-shek had supported the Allies during World War II, it was initially the ROC located on Taiwan that represented China as a permanent member of the United Nations Security Council. In 1971, however, things changed when the UN General Assembly adopted Resolution 2758¹³ with 76 votes in favour, 35 opposed and 17 abstentions, recognising the PRC as the only legitimate representative of China to the United Nations – thus depriving the ROC of its right to represent China in the UN.¹⁴

⁷ Most recently, he did so following the conclusion of the G7 summit in Japan: ntv 2023.

⁸ Palaskas 2018: 15.

⁹ Ibid.: 17.

¹⁰ Ibid.: 26.

¹¹ Stahn 2001: 75.

¹² Ibid.: 76.

¹³ UN General Assembly 1971.

¹⁴ Cf. Fischer 2007; Stahn 2001: 77 f.

And so, even though Resolution 2758 did not specify this, Taiwan *en passant* lost its UN membership, ¹⁵ a decision that was prompted by the Cold War and an increasingly powerful PRC.

Taiwan: A State or de Facto Regime?

At the same time, Taiwan is not a nullity under public international law. If insurgents permanently and effectively exercise power over the territory they occupy, this entity may become a subject of public international law. ¹⁶ Effective control over a territory in itself is sufficient for qualifying as a so-called stabilised *de facto* regime. ¹⁷ It is beyond doubt that the ROC has effectively been in control of Taiwan for more than seven decades. What is more, at no time has the PRC effectively exercised power over the island of Taiwan. The status of a stabilised *de facto* regime thus results in Taiwan being considered a partial subject of public international law, with the respective entities bearing international responsibility and having the capacity to conclude international agreements. In other words, Taiwan is a stabilised *de facto* regime *par excellence*. ¹⁸ Though not recognised as a state, it operates independently in the international community, maintains quasi-diplomatic relations with various states through permanent representations and is even a member of the World Trade Organization. ¹⁹

The view that Taiwan qualifies as a state, however, has few supporters.²⁰ It is undisputed that Taiwan exhibits many, if not all, of the characteristics of statehood as defined by Georg Jellinek's three elements theory (*Drei-Elemente-Lehre* in German).²¹ However, Taiwan is said to be lacking the publicly declared self-image of being a state independent of the PRC.²² Following this reasoning, it would not be right to impose the status of statehood on Taiwan, which does not consider itself a state.²³

For obvious reasons, Taipei has not made a declaration of independence so far. If Taiwan declared its independence, a military invasion by the People's Liberation Army – as regularly threatened by Beijing – would have to be expected immediately. Against this background, it would be reasonable to qualify Taiwan as a state since it seems that the only reason as to why Taipei does not communicate its self-image of being a state to the outside world is, in essence, the military threat from Beijing.

As a matter of fact, however, the prevailing opinion is that the recognition of a state by other subjects of public international law is merely of declaratory value.²⁴ Nevertheless, collective recognition as well as collective non-recognition may at least give some indication of the status of Taiwan's statehood.²⁵ This is probably one of the reasons why over the past decades Beijing has consistently worked on reducing the number of states

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15 Ting-Lun Huang 2003: 55 ff.
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¹⁶ Epping 2018: 446; Kau 2019: 180.

¹⁷ Basic reference on this topic: Frowein 1968.

¹⁸ This seems to be the prevailing opinion, cf. e.g.: Heuser 1980: 67; Verdross/Simma 1984: § 387; Stahn 2001: 87; Epping 2018: 446; von Arnauld 2023: marginal 69; Crawford 2006: 219.

¹⁹ Epping 2018: 446.

²⁰ Cf. Fischer 2007; Zemanek 1955: 308 ff.

²¹ Stahn 2001: 89.

²² Cf. Neukirchen 2005: 50 f.

²³ Verdross/Simma 1984: § 387; similarly Crawford 2006: 219.

²⁴ As a key source, cf.: von Arnauld 2023: marginal 97.

²⁵ Ibid.

that maintain diplomatic relations with Taiwan rather than with China. The last state to break off diplomatic ties with Taiwan was Honduras in March 2023, which then opened an embassy in Beijing in June 2023. Subsequently, at a meeting with the President of Honduras, Xiomara Castro, Xi Jinping immediately declared that China would expand its cooperation with Honduras and "firmly support Honduras' economic and social development." This leaves twelve states and the Holy See still maintaining diplomatic relations with Taiwan. 9

"In between" is the most precise description of Taiwan's international status so far because, on the one hand, Taiwan still belongs to China, but on the other hand, Taiwan is a *de facto* state. ³⁰ Nevertheless, by abandoning its claim to represent China as a whole, including the right to recapture mainland China, Taiwan has probably taken a significant step towards establishing its status as a state.

Protected by the Prohibition of the Use of Force as per Article 2 (4) of the UN Charter

A decisive factor in the Taiwan issue is that stabilised *de facto* regimes are also protected by the prohibition of the use of force as per Article 2 (4) of the UN Charter.³¹ The prohibition of the use of force has become part of customary public international law. Moreover, it is clearly one of the few regulations of public international law which – as *ius cogens* – is a peremptory norm of public international law and thus largely outside the control of states.³² A Chinese military attack on Taiwan would, therefore, undoubtedly be a violation of public international law.³³ The forced integration of Taiwan into the PRC – which, so far, China has only threatened – would be classified as a war of conquest, similar to that in Ukraine. It would be an aggression, a serious breach of the prohibition of the use of force. Consequently, the German Foreign Minister's position that a violent solution to the Taiwan issue would be unacceptable is in line with public international law.

Prohibition of the Use of Force and Unlawful Threats of Violence

Although this matter has not yet received much attention by acknowledged scholars of public international law, the fact remains that Article 2 (4) of the UN Charter does not only prohibit the use of military force but even the mere threat of it: "All members shall

- 26 Tagesspiegel 2023a.
- **27** Translated from the German original: Tagesspiegel 2023b.
- 28 The Holy See as a subject of public international law must be distinguished from the Vatican State; it is the Holy See, not the Vatican State, which maintains diplomatic relations with states, see Verdross/Simma 1984: § 412.
- **29** Liboreiro 2023.
- 30 Stahn 2001: 67.
- **31** Detailed information: Frowein 1968: 35 ff.; Simma/Verdross 1984: § 406; von Arnauld 2023: marginals 69, 1053 and 1134; Bothe 2019: 772.
- 32 Simma/Verdross 1984: § 96; von Arnauld 2023: marginal 290 f.; Vitzthum 2019: 10, footnote 28.
- **33** This has been explicitly discussed by Verdross/Simma 1984: § 406; similarly: von Arnauld 2023: marginal 69.

refrain in their international relations from the threat or use of force". Against this backdrop, the literature on public international law has dubbed the prohibition of the threat of unlawful military force a "blind spot". ³⁴ Furthermore, there have been only very few and rather inconsistent rulings by the International Court of Justice in this respect. ³⁵ According to the majority of scholars, Article 2 (4) of the UN Charter only prohibits direct threats aimed at eliciting a specific reaction from the state concerned ³⁶ and requires an intention to impose coercion in order to impel that state to behave in a certain way. ³⁷ The unlawful nature of such threats results from the fact that the threatened use of force is itself unlawful. ³⁸ Against this background, China's recent behaviour is likely to have violated the prohibition of the threat to use force.

A striking example is the anti-secession law passed by the National People's Congress of China in 2005. According to Article 8, "non-peaceful means" – i.e. military force – are to be employed if secessionist forces cause the fact of Taiwan's secession from China, if major incidents entailing Taiwan's secession from China occur or if possibilities for a "peaceful re-unification" are completely exhausted. Despite the complex language used and the fact that no explicit reference to military force is made, it seems relatively clear that this regulation constitutes an unlawful threat to use military force in the event of a declaration of independence from Taipei. The threat is specifically aimed at compelling Taipei to refrain from any independence efforts that would help Taiwan achieve full status as a state. This is why, when the anti-secession law was passed, it was strongly criticised by several states. Australia, Japan, Belgium, Italy, Sweden, the United Kingdom and the United States all emphasised that the conflict had to be resolved peacefully and underlined their opposition to any use of military force in this matter.

Since 2019, there have been quite specific threats from Beijing towards Taipei again. In January 2019, China's head of state and party leader Xi Jinping declared with a view to Taiwan that China made no promise to renounce the use of force and that it reserved the option of taking all necessary means. He added that China was willing to create broad space for peaceful "reunification", but would leave no room for any form of separatist activities. These threats are also specifically aimed at preventing Taipei from declaring its independence. Beijing's intent to exercise coercion as a necessary element is evident. Chinese threats are regularly supplemented and reinforced by military manoeuvres. After the Chinese Air Force had started to fly regular sorties through

³⁴ Cf. Stürchler 2007: 1; see also Grimal: 2013. Recently, this has been similarly put by: Kleczkowska 2023.

³⁵ Stürchler 2007: 90.

³⁶ Randelzhofer/Dörr 2012: marginal 43.

³⁷ Ibid.

³⁸ Cf. I.C.J. 1996: 246, No. 47.

³⁹ For the English translation of the text, see Henderson 2013: 385.

⁴⁰ Neukirchen 2005: 54; Richter: 2019; a slightly more reserved stance is taken by Henderson 2013: 385

⁴¹ Roscini 2007: 247.

⁴² Kuo 2019.

Taiwan's air defence identification zone (ADIZ)⁴³ in March 2019⁴⁴, extensive manoeuvres took place once again around Taiwan in April of the same year⁴⁵. These combinations of threats and military manoeuvres are also likely to violate the prohibition of the threat of force under public international law. Recently, these combinations of manoeuvres and threats of force have been carried out repeatedly – especially in response to solidarity visits by Western politicians to Taipei.

Most recently, in his speech at the Shangri-La Dialogue in Singapore in 2023, China's former defence minister General Li Shangfu made one thing unmistakably clear: "If anyone dares to separate Taiwan from China, the Chinese military will not hesitate for a second." Right before the beginning of the conference, he had stated just as clearly: "We make no promise to renounce the use of force." 47

Economic Aspects

In the event of a Chinese invasion of Taiwan, it is likely that the US will encourage allied states such as Germany to consider sanctions similar to those imposed on Moscow after the invasion of Ukraine. This alone requires preparing for this scenario from an economic point of view. Germany and China have very close economic ties because of extensive exports and imports on both sides. A trade war with China would lead to a significant loss in added value for Germany's key industries of mechanical and automotive engineering. Moreover, the urgency to take economic policy measures is already evident because of Germany's dependence on China for generic antibiotics and antihypertensive medicine. Almost 80 percent of the active ingredients of antibiotics sold in the EU come from China. Almost 80 percent of the active ingredients of antibiotics produced in Europe contain active ingredients from China.

It is obvious how susceptible to blackmail Germany would be in case of an armed conflict between China and Taiwan. This does not mean, however, that we should "decouple" from China, i.e. that a nearly complete decoupling from the Chinese economy should take place, as some have demanded. It is unclear how this could be achieved in the foreseeable future without causing massive economic damage. What is required is "de-risking", i.e. minimising the risk of strategic dependencies.

Apart from that, with almost half of all container ships worldwide passing through the Taiwan Strait,⁵³ a Chinese military attack on Taiwan would have a direct and

⁴³ This ADIZ is an airspace zone designated by Taiwan in which pilots are supposed to identify their aircraft to Taiwanese authorities. Other states in the region, including China, have also declared an ADIZ. The Taiwanese ADIZ partly extends across the mainland of China. Having an ADIZ, however, does not justify any claims under public international law.

⁴⁴ Hilpert et al. 2022: 5.

⁴⁵ DER STANDARD 2019.

⁴⁶ Translated from the German original: Müller 2023.

⁴⁷ Translated from the German original: DER SPIEGEL 2023.

⁴⁸ Barros 2022: 43.

⁴⁹ Cf. Fuest et al. 2022.

⁵⁰ Osterloh 2022.

⁵¹ Mader/Nabben 2023.

⁵² Kühl 2023.

⁵³ Görlach 2023.

significant impact on the global economy as a whole. An attempt to invade Taiwan would block this transport route. However, a military conflict would have a far more serious impact on the global dependence on microchips since almost 60 percent of the microchips used worldwide are produced in Taiwan.⁵⁴ As for logic chips below ten nanometers, the Taiwan Semiconductor Manufacturing Company (TSMC) accounts for about 92 percent of the world's production, the majority of which is manufactured in Taiwan itself. 55

Conclusion and Outlook

Taiwan is not considered a state under public international law. However, as a stabilised de facto regime it is protected under public international law by the prohibition of the use of force, which includes any Chinese aggression. The compromise found with the West regarding the One China policy allows Beijing to represent Taiwan in the world, but not to "reunify" China and Taiwan by use of force. Accordingly, the position that a violent solution to the Taiwan issue would be unacceptable is in line with public international law. A Chinese aggression against Taiwan would be just as contrary to public international law as Russia's current aggression in Ukraine. The view that the Taiwan issue is not a matter of strategic importance for the EU thus contradicts the EU's declared objective to ensure the primacy of public international law, even in the Indo-Pacific region.⁵⁶ Not to mention the economic implications of a Chinese invasion of Taiwan, which would also directly and severely affect Europe. In view of the above, it is surprising that in Germany's recently published National Security Strategy, China is described not only as a "competitor" and "systemic rival", but also as a "partner".⁵⁷ Apart from the semantic inconsistency, the framing of China as a partner is particularly questionable, given that China seems to have already violated the prohibition of the use of force with its threats towards Taiwan.

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⁵⁴ The Economist 2023.

⁵⁵ zur Nedden 2023.

⁵⁶ Rat der Europäischen Union [Council of the European Union] 2022: 10.

⁵⁷ Cf. Die Bundesregierung [The Federal Government] 2023a: 12 and 23; the later published Federal Government Strategy on China also calls China a "partner, competitor and systemic rival" (cf. Die Bundesregierung 2023b: 10).

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