The New Politics of Beijing–Hong Kong Relations

Ideological Conflicts and Factionalism

Sonny Shiu-Hing Lo



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Introduction

Since the publication of my earlier book on Beijing-Hong Kong relations in 2008, political transformations in both the People's Republic of China (PRC) and the Hong Kong Special Administrative Region (HKSAR) have necessitated a reassessment of their historical interactions and the rapidly changing external political environment.¹ As such, this book adopts a different approach to understanding Beijing-Hong Kong relations by focusing on the ideological conflicts and factional politics on both sides. Since July 1, 1997, when the sovereignty of Hong Kong reverted from Britain to China, ideological conflicts have increasingly become prominent in Beijing-Hong Kong relations, especially after the mass protests against the Tung Chee-hwa government on July 1, 2003. From 2003 to 2019, as this book will discuss, such ideological clashes became far more serious than ever before—a process complicated by the evolution of different factional politics in both the mainland and the HKSAR. The ideological and power struggles between some Hong Kong people and the PRC resulted in Beijing's deeper and swift intervention in Hong Kong matters after the end of 2019, leading to the victory of the central authorities over the local resistance movement.

This book argues that the promulgation of the national security law by the Standing Committee of the National People's Congress (SCNPC) for Hong Kong on June 30, 2020, was a watershed in Hong Kong's political history. It was arguably both dependent and independent variables in Hong Kong's turbulent political development. The national security law was an outcome of the severe ideological conflicts between the PRC authorities on the one hand and some pro-democracy elites and radical populists in Hong Kong on the other hand, as this book will show. The national security law was also a causal event that ushered

^{1.} Sonny Shiu-Hing Lo, *The Dynamics of Beijing–Hong Kong Relations: A Model for Taiwan* (Hong Kong: Hong Kong University Press, 2008).

in the new politics of Beijing-Hong Kong relations, changing the Hong Kong political system from patron-client pluralism to patron-client and paternalistic authoritarianism. By patron-client pluralism, I refer to it as a phenomenon in which Hong Kong's polity from 1997 to late 2019 was marked by the proliferation of the clientelist groups and individuals, who sought political influence from the politically powerful patron, namely Beijing authorities responsible for Hong Kong affairs.² However, the rise of a localist movement in Hong Kong's pluralistic polity, including democratic populism and its radical faction, challenged the legitimacy of the HKSAR authorities and the central government in Beijing continuously from 2003 to 2019, leading to the PRC's decision to intervene in Hong Kong affairs by imposing the national security law onto the HKSAR and turning the "one country, two systems" into a PRC-led political system. The imposition of the national security law represented a conservative nationalistic and hardline move made by the central authorities-a hardline action that filtered downward to a forceful implementation of the law by the HKSAR authorities. The effect was to establish a patron-client and paternalistic authoritarian system; it was patronclientelist because Beijing, as the powerful patron, can select who are the "patriotic" elites governing Hong Kong and who should be excluded from the political system. The political system of Hong Kong is increasingly paternalistic because the central government sees itself like a strict father ruling the Hong Kong son, who was politically "naughty" and behaviorally "rebellious" from 2003 to 2019. The Hong Kong polity is partially "populist" in the sense that the pro-Beijing "patriotic" groups have become the most powerful populist sector directly replacing the democrats and shaping the policy-making process and legislative politics. Yet, compared with the democratic populists in Hong Kong before the promulgation of the national security law in late June 2020, the pro-Beijing and nationalistic populists are now electorally much weaker, although they have been empowered to dominate the entire polity through the top-down control of the electoral system by the central authorities.

Factional politics in the HKSAR was complicated by a temporary alliance between the radical democrats, who sought to lobby the Western democratic states against the implementation of the extradition bill in the latter half of 2019, and some Western democracies like the United States (US) and United Kingdom (UK). The PRC perceived such a temporary alliance as a "conspiracy" by the Western states and some local democrats to "subvert" the political system of Hong Kong, thereby enhancing its determination to impose the national security law on the HKSAR in mid-2020.

The new political system in Hong Kong has been characterized by the official preoccupation with the protection of national security, the arrest and

^{2.} For patron-client pluralism, see Lo, The Dynamics of Beijing-Hong Kong Relations.

prosecutions of the offenders concerned, a much stronger executive-led branch vis-à-vis a relatively weak but "patriotic" legislature, the elevation of the political influence of pro-Beijing and nationalistic populists, and the exclusion of moderate, radical, and confrontational populists from the Legislative Council (LegCo) since December 2022 and District Councils since December 2023. In short, the SCNPC's promulgation of the national security law for Hong Kong on June 30, 2020, transformed the political system from patron-client pluralism to both patron-client and populist authoritarianism. Patron-client politics are proliferating and deepening in Hong Kong where the new electoral system estab-lished a 1,500-member Election Committee in which *guanxi* political among the patriotic elites have become inevitable. Beijing as the most powerful political patron could decide who became the political kingmakers in the 1,500-member Election Committee, which was responsible for not only choosing forty out of ninety LegCo members in December 2021 but also for selecting the Chief Executive in March 2022.

In September 1982, the concept of "one country, two systems" was proposed by the late PRC leader, Deng Xiaoping, to the late British Prime Minister Margaret Thatcher to deal with the question of Hong Kong's future.³ China would resume its sovereignty over Hong Kong on July 1, 1997, but the promise of "one country, two systems" would be implemented in the HKSAR, whose economic system and lifestyle would remain unchanged for fifty years. In June 1983, when Deng met with Winston L. Y. Yang from Seton Hall University, the former said that

after the reunification of the motherland, the Taiwan Special Administrative Region can have its own independence, practice a system different from that of the mainland, and its independent judiciary and right of final judgment need not reside in Beijing. Taiwan can retain its army so long as it does not constitute a threat to the mainland. The mainland will station neither troops nor administrative personnel in Taiwan. Taiwan's party, government and army departments are managed by Taiwan itself. The central government will reserve some seats for Taiwan . . . The systems can be different, but only the PRC can represent China in international affairs.⁴

Wen Qing, "One Country, Two Systems': The Best Way to Peaceful Reunification," *Beijing Review*, May 26, 2009, accessed March 24, 2021, http://www.bjreview.com.cn/nation/txt/2009-05/26/ content_197568.htm.

^{4.} Wen Qing, "One Country, Two Systems." See also Edward A. Gargan, "Taiwan Could Buy Arms Abroad after Reunification, Deng Asserts," *New York Times*, August 21, 1983, accessed March 24, 2021, https://www.nytimes.com/1983/08/21/world/taiwan-could-buy-arms-abroad-after-reunification-deng-asserts.html.

Obviously, Deng Xiaoping wanted to use the "one country, two systems" to settle the future of Hong Kong and Macau first and to cope with Taiwan's future in the long run.⁵

However, Deng passed away in February 1997 and could not witness the handover ceremony of Hong Kong from Britain to the PRC. Nor could he envisage the turbulent relations between the HKSAR and the PRC after the retrocession period. From the national security perspective of the central government in Beijing, it had to intervene in Hong Kong affairs in view of the increasingly anti-PRC activities in the HKSAR, ranging from the occurrence of the anti–national education campaign in the HKSAR during the summer of 2012 to the Occupy Central Movement from September to December 2014, from the Mong Kok riots in early 2016 to the oath-taking controversies of two young legislators-elect (Yau Wai-ching and Baggio Leung) in October 2016, and from the socio-political movement to oppose the extradition bill in May–December 2019 to the holding of so-called "primary elections" by the local democrats in July 2020.

The crux of the problem is that the more Beijing intervenes in Hong Kong matters, the more resistant the Taiwanese regime and its people become to the concept of "one country, two systems." From the PRC perspective, the central government's intervention in the matters of Hong Kong is undoubtedly positive, as Deng Xiaoping had long remarked. However, from the vantage point of many Taiwanese people, the political development of Hong Kong has provided them a significant lesson for Taiwan, which to them should not and cannot be another HKSAR where the central authorities' intervention has been perceived by the Taiwanese as "negative" rather than positive.

The sudden visit of US House Speaker Nancy Pelosi to Taiwan on August 2, 2022, aroused the tensions between the mainland and Taiwan. The PLA conducted military exercises around the island of Taiwan. Following the military drills that tested the capacity of Taiwan's military to deal with a possible partial military and economic blockade by the PRC, the State Council published a *White Paper on the Taiwan Question and China's Reunification*. The document did not mention that the PLA would not be stationed in Taiwan, reserving the right of the PRC to send the PLA to deal with any "separatists" in Taiwan in case of any military action to recover China's sovereignty over the island. Deng Xiaoping's remark in June 1983 that China would not send military personnel to Taiwan was no longer mentioned in the white paper—an indication that the PRC has silently become more hardline toward Taiwan since Pelosi's highly provocative visit to Taipei.

This book will show that ideological conflicts and factional struggles between some Hong Kong democrats and the HKSAR government and pro-Beijing

^{5.} Macau was returned from Portugal to the PRC on December 20, 1999.

forces on the one hand, and between the radical democrats and PRC authorities on the other hand, have triggered far more intervention from the central government in Hong Kong's political development than ever before. Arguably, this result stems partly from the underestimation and miscalculation of most Hong Kong democrats about the nature of the PRC regime and partly from the increasingly dominance of a conservative nationalistic faction in the mainland. The underestimation of many Hong Kong democrats originated from a batch of young and radical localists who were imbued with a very strong sense of Hong Kong identity but who were lacking a profound knowledge of how the mainland's Marxist-Leninist political ideology operates. They participated in peaceful and violent protests in such an intertwined manner that the PRC authorities were angered and forced to intervene as a politically powerful patron. From the Marxist-Leninist perspective, the "one country, two systems" in Hong Kong must respect the Chinese Communist Party (CCP) in the HKSAR and the mainland. Unfortunately, some radical protestors in the 2019 anti-extradition movement disrespected the CCP and the mainland's state-owned enterprises in Hong Kong, utilizing violent activities to plunge the legitimacy of the HKSAR government into an unprecedented crisis. Some of them even went so far as to desecrate China's national flags and attack the Liaison Office's headquarters, seriously challenging the legitimacy of the central government in the HKSAR. On the other hand, the moderate democrats totally miscalculated the intention of the PRC authorities, except for the unprecedented 2010 political compromise between them regarding the ways in which LegCo elections should be designed. The 2010 political compromise came at a time when the PRC side was dominated and ruled by liberal nationalists, notably the former President Hu Jintao, and when the HKSAR side was characterized by not only the split between radical and moderate democrats but also the desire of moderates to negotiate with PRC officials. However, after the summer of 2010, the moderate democrats turned more receptive to the radical faction of the democrats, including the participation in the 2014 Occupy Central movement, and their failure to denounce and abandon violence in the 2019 anti-extradition protests. The result was the intertwined relations between some moderate and radical democrats, whose future would be easily cracked down on by the national security law enacted in June 2020.

Chapter 1 will focus on the literature on the PRC's political development and assess how the features of mainland Chinese politics can be applied to our deeper understanding of Beijing–Hong Kong relations. Chapter 2 will focus on the emergence of various factions inside Hong Kong, ranging from prodemocracy and pro-establishment forces, and inside the PRC, including the gradual shift from the relatively liberal nationalistic faction during the Hu Jintao era to the conservative nationalistic faction in the Xi Jinping era. Chapter 3 will show how Beijing responded to the rapid emergence of radical and localist populism in the HKSAR and how the elections held for the LegCo in December 2022 and those held for District Councils in December 2023 established the foundation of "patriotic" elites ruling Hong Kong—a process paving the way for the implementation of Beijing's "comprehensive jurisdiction" over the HKSAR. The concept of "comprehensive jurisdiction" was first mentioned by Beijing in its white paper on the implementation of the Basic Law of Hong Kong in mid-2014, but it took nine years for its realization through a series of measures, including the imposition of the national security law in mid-2020, the chief executive election in March 2022, the LegCo elections in December 2022, the District Council elections in December 2023, and the scheduled legislation on Article 23 of the Basic Law in 2024.

In the process of implementing the "one country, two systems," there are considerable tensions in the interactions of the two systems, politically speaking. First, while many Hong Kong people and foreign states, especially Western democracies, see the HKSAR as an international city, the PRC authorities have increasingly seen Hong Kong as a mainland Chinese city where its political development should not be shaped and manipulated by external forces. In short, the vision of a cosmopolitan and an international Hong Kong has been clashing with the mainland conception of a Hong Kong whose sovereignty is possessed exclusively by the PRC. From the Western point of view, the Sino-British Joint Declaration that was reached in September 1984 provided the fundamental safeguards for Hong Kong's autonomy vis-à-vis the PRC, and it protects the rights and freedom of the Hong Kong people. As such, it has been argued that China's imposition of the national security law on Hong Kong "violated" the Joint Declaration.⁶ However, the PRC Foreign Ministry argued that national security is China's internal affairs and that it does not allow foreign intervention; moreover, "the basic policies regarding Hong Kong declared by China in the Joint Declaration are China's statement of policies, not commitment to the UK or an international obligation as some claim."7 The tensions in the interactions of the "one country, two systems" are shown in how Western countries and some Hong Kong democrats, especially the young ones, have perceived the importance of "two systems" as opposed to "one country," which, however, has become the constant emphasis of PRC authorities who handle Hong Kong matters.

Second, the identity clashes between Hong Kong as a city with its strong local identity and Hong Kong as a mainland borderland that should have a

See "Foreign Secretary Declares Breach of Sino-British Joint Declaration," November 12, 2020, accessed January 1, 2024, https://www.gov.uk/government/news/foreign-secretary-declaresbreach-of-sino-british-joint-declaration.

 [&]quot;Foreign Ministry spokesman Zhao Lijian's Regular Press Conference on June 3, 2020," June 3, 2020, accessed January 1, 2024, http://mw.china-embassy.gov.cn/eng/fyrth/202006/t20200603_5808452. htm.

stronger sense of mainland Chinese national identity have become increasingly prominent. Those who support the persistence of local identity saw Hong Kong's integration into mainland China as "unnecessary" and having "negative" impacts on its society and economy, making the HKSAR more economically dependent on the mainland. But those who champion the mainland Chinese national identity have contended that the Hong Kong people should become more politically "patriotic" and more supportive of the city's socio-economic integration with the mainland, especially the Greater Bay Area.

Third, the clashes between the upsurge in Hong Kong's localism and the rising mainland Chinese assertive nationalism were prominent from 2014 to 2020, leading to (1) the SCNPC action of interpreting the Basic Law on the proper behavior of legislators to take their oath in November 2016, (2) the enactment of the national security law for Hong Kong in June 2020, (3) the SCNPC decision on the allegiance requirements of LegCo members in November 2020, and (4) the SCNPC revamp of Hong Kong's electoral system in March 2021. Such assertive Chinese nationalism became obvious in not only the remarks made by PRC authorities on Hong Kong but also in the ways in which the SCNPC has been intervening in Hong Kong's matters.

Fourth, the tensions between democratic change and national security have become apparent. While many local democrats have seen democratization as natural, inevitable, and negotiable, PRC authorities have regarded democratization as a ploy used by local democrats in collaboration with foreign forces to foster a "color revolution" in Hong Kong and to undermine China's national security.

Fifth, the tensions between the Western conception of democracy and the Chinese notion of democracy have become prominent. Prior to mid-2020, many Hong Kong people yearned for a Western-style democracy in which the entire LegCo should be directly elected and the Chief Executive should be directly elected from universal suffrage without political control from the central authorities. To PRC leaders, the HKSAR should develop its Hong Kong–style democracy instead of copying directly from Western-style democracies. Most importantly, PRC authorities are determined to retain their say and veto over the candidates of chief executive elections. On December 20, 2021, the State Council published a *White Paper on Hong Kong's Democratic Development*, emphasizing that democracy was absent in Hong Kong under British colonial rule and that national security is a prerequisite for democracy in the HKSAR.⁸ Without

 [&]quot;White Paper on Hong Kong's Democratic Development," the State Council's Information Office, December 20, 2021, accessed September 11, 2022, https://www.chinadailyhk.com/ article/252582#Full-text:-White-paper-on-Hong-Kong's-democratic-development.

national security, democratic development in Hong Kong is vulnerable to external influences—a situation disallowed by the central authorities in Beijing.

Sixth, while the people of Hong Kong have gotten used to living in a relatively pluralistic political system, such pluralism clashes with the mainland Chinese political culture of paternalism in which the state is like a parent protective of the interests of the children. Before the promulgation of the national security law in June 2020, many Hong Kong people were imbued with a Western concept of human rights, believing that human rights were universal and natural. But to the PRC, the rights enjoyed by the people of Hong Kong Basic Law. From the PRC perspective, the rights of the people of Hong Kong, such as freedom of speech, of the press, and of association, have their limits in that they have to observe and protect China's sovereignty and national security.

Seventh, the tensions between some Hongkongers' political culture tolerant of protests and dissent and a mainland Chinese elite disposition relatively intolerant of political dissident persist. In the latter half of 2019, some local democrats argued for the establishment of a social reconciliation committee to investigate the anti–extradition bill movement, but the HKSAR government and PRC authorities rejected such a move. After the implementation of the national security law in mid-2020, public protests have almost disappeared, except for a notable exception of a protest by one hundred citizens against a land reclamation plan in Tseung Kwan O district in March 2023, when they were asked to wear numbered tags under tight police surveillance.⁹

Eighth, there were tensions between a mass culture of adopting an open but confrontational approach on the one hand and the PRC political culture of giving face (*mianzi*) to authorities and emphasizing harmony between the state and society on the other. The contentious state-society relations in Hong Kong from 2003 to 2019 made it difficult for PRC authorities to accept politically a weak state vis-à-vis a strong society, especially as the mainland Chinese state has traditionally dominated the society. Ninth, there are contradictions between the Chinese legalism that has been adopted by PRC officials on Hong Kong matters and a more lenient approach advocated by some liberal democrats on how local protestors in 2019 should be handled. Tenth, while PRC authorities attach immense importance to the executive-legislative relation in which the LegCo could effectively check the power of the executive branch of the government.

 [&]quot;Hong Kong police make protesters wear numbered tags, carry own cordon line, 100 people maximum, mask free," March 23, 2023, *Hong Kong Free Press*, accessed January 1, 2024, https:// hongkongfp.com/2023/03/27/hong-kong-police-make-protesters-wear-numbered-tags-carryown-cordon-line-100-people-max-mask-free/.

While the democrats went so far as to advocate and support a system with a separation of powers, the mainland authorities have rejected the notion of the separation of powers. To PRC authorities, the Hong Kong polity is characterized by an executive-led system, and there should be "harmony" between the executive, the legislature, and the judiciary.

All these ten contradictions have proven to be increasingly prominent in Beijing–Hong Kong relations since the outbreak of mass protests against the Tung Chee-hwa government on July 1, 2003. All these contradictions were fully illustrated in the clashes between two political systems, one far more pluralistic and tolerant than the other. In a sense, the power struggles between the local democrats and the HKSAR government on the one hand and the radical localists and PRC authorities on the other were ferocious, leading to the final decision of Beijing to intervene in Hong Kong's political development and to defeat its political enemies and factional opponents in the HKSAR.

Many Hong Kong people underestimated the possibility that the PRC's authoritarian political system could be transferred or diffused to the HKSAR across the border easily. Many assumed naively and wrongly that since the PRC treated Hong Kong as a golden goose that can lay eggs, Beijing would not have cracked down on political dissidents in the HKSAR. However, treating Hong Kong as a golden goose laying eggs is one thing, but protecting China's sovereignty, national security, territorial integrity, and national dignity is another issue. In the eyes of the PRC authorities handling Hong Kong matters, the antiextradition bill movement went beyond their bottom line of political tolerance as it plunged the HKSAR into political chaos, violence, terrorism, and "subversion." The PRC's perception that the 2019 anti-extradition bill movement was mingled with foreign forces was a testimony to the belief held firmly by the ruling CCP that a "color revolution" was emerging in the HKSAR. Hong Kong was perceived as a Trojan horse for foreign countries to "subvert" Hong Kong first and then influence the mainland's political system. As a result, the PRC had to intervene decisively and comprehensively to restore political and social stability. In short, some Hong Kong people have neglected the likelihood of authoritarian diffusion from the PRC to the HKSAR, especially as some of them participated in political activities that went beyond the political red lines tolerated by Beijing.

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