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The U.S. and China's Attitude and Policy to the Iranian Nuclear Ouestion

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Article info Abstract; Given its geopolitical significance, the Middle East has always been the Received dominant concern in world politics and foreign policy of major world 02 September 2021 powers. The region has witnessed foreign powers' intervention for decades. Accepted Both American and Chinese relations to the region are long-standing. Policy 29 April 2022 requirements of the Second World War and the Cold War necessitated superpowers' engagement and involvement in regional affairs, such as the Keyword: U.S. However, the U.S. restraining influence in the Middle East has paved The U.S: the way for other foreign powers to increase their engagement and seek a China more prominent role. Therefore, China's growing economic presence and Iran involvement in the region has intensified in the last decade. The PRC seeks Nuclear to recruit regional allies and extend its sphere of influence abroad. After the programme disclosure of Iran's suspected nuclear programme, the U.S. and China have **Policies** adopted different approaches and policies to the Iranian nuclear controversy. This work seeks to analyse the U.S. and China's attitudes regarding the nuclear crisis. It examines the nature of the U.S. and China's approaches and policies to the nuclear issue. It also endeavours to provide an understanding of the push factors and objectives of their policies toward Iran.







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1. Introduction

The end of the Second World War marked the U.S. first engagement in Iran. Iran's strategic location along with oil resources were the pull factors behind the American involvement in the Persian Gulf region.¹ The U.S. has been dependent on oil imported from this strategically critical region. The need to maintain the flow of petroleum resources and to preserve Israel's security has been the top priority in the U.S. foreign and defence policy imperatives.² Since the U.S. first engagement in the Middle East, Tehran and Washington had enjoyed strong ties and cooperated in many fields. However, the Islamic revolution was a watershed event in their relations that have dramatically deteriorated. The U.S.-Iranian rivalry aggravated as Washington depicted Tehran as a security concern and a sponsor of terrorism that sought to acquire nuclear capabilities while Tehran opposed American interventions and sought to curb its influence in the Middle East.³

2. The Nuclear Question

Iran's suspected nuclear programme has exacerbated tensions between Iran and America. Washington charges Iran with secretly pursuing a nuclear programme that seeks nuclear weapon capabilities.⁴ Although Iranian leaders have repeatedly announced the peaceful nature of their

nuclear enrichment and even most experts assume that Iran is not going to acquire a nuclear weapon soon, the U.S. has pursued several policies to prevent a Nuclear-Armed Iran. However, Iran claims that it has the right to peaceful pursuit of a nuclear energy programme under Article IV of the Non Proliferation Treaty⁵ (NPT).⁶

2.1 Iran's Motives for Acquiring Nuclear Weapons

Iran's emphasis on developing nuclear weapons is deeply rooted in its defensive including motives, preserving independence and survival of the Revolutionary Regime, preventing and withstanding external threat, pressure from foreign powers, mainly the U.S., which is Iran's major adversary. Most importantly, Iranian leaders believe that acquiring a nuclear weapon would enable them to achieve their aspirations and objectives. Given the U.S. conventional military superiority, American military presence in the Middle East region has jeopardised Iran's national security needs. Iran is seeking Weapons of Destruction (WMD) as a means enhancing its conventional military and deterrent capabilities.⁷

2.2. Iran's Nuclear Policy Choices

The future of Iran's nuclear programme is influenced by three critical determinants, such as Iran's external threat perception,

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domestic political factors, and technical and material capabilities. Iran is unconcerned with technical and material constraints since it could secure the required resources for its programme. The U.S. and its Western allies will be unable to deny the Iranian regime quest for acquiring a nuclear weapon. The choices of Iranian elites and their critical role in internal politics deeply shape the nuclear decision making process. The decision process over the nuclear issue has been a protracted controversy among Iranian elites. Iran's Nuclear Policymaking Process is heavily dependent on "external security environment, technical capabilities and resources, and domestic politics." These factors are interrelated and their effects on one another are uncertain 8.

3. 3.The U.S. Approach to the Nuclear Issue

The U.S. has sought to address the Iranian nuclear challenge through several means, including negotiations diplomacy, imposing economic sanctions, restricting foreign trade and investment in the energy sector, promoting regime change, and increasing Iran's political and economic isolation. Furthermore, Washington has also sought other countries' support for the UN Security Council⁹ and its unilateral sanctions to curb Iran's nuclear enrichment activities.¹⁰

For more than 30 years, the U.S. has imposed sanctions on Iran. Sanctions are intended to increase its political and economic isolation and thus prevent it from acquiring nuclear weapon capabilities. Sanctions are imposed by the U.N Security Council, the U.S., the European Union¹¹

(EU), and others. 12 The U.S. has pursued a policy of trade and financial sanctions against Iran to prevent foreign firms from having economic ties to Iran.¹³ Sanctions are planned to exercise influence over Iranian decision-makers, ban imports of materials. resources. assistance. and finances required to Iran's nuclear objectives, and encourage regime change in Iran. Economic sanctions serve as a means for raising the of Iran's costs noncompliance with international demands.¹⁴ However, the U.S. three decades of sanctions against Iran have yielded inconsiderable progress. Under the Reagan¹⁵ administration, the U.S. adopted tougher financial and trade sanctions against Iran that banned arms sales and foreign aids. By 1997, the U.S. restricted all with economic activity the Islamic Republic.

Since 1979, containment has been the policy.¹⁶ pillar of the U.S. main Washington's policy of Dual Containment had been futile and did not reach the intended objective. On the one hand, Tehran restored its political and economic ties with European countries, especially attempts to improve its records on Human Rights issues. On the other hand, it enhanced its relations with hostile Arab neighbours.¹⁷

Between 2006 and 2010, the United Nations Security Council had implemented four tougher multilateral sanctions resolutions against Iran: Resolutions 1737, 1747, 1803, and 1929. Several rounds of diplomatic proposals were issued between 2005 and 2013 to prevent a nuclear-armed Iran. On 9th May 2003, the U.S. Congress

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passed an Iran Democracy Act that aimed at supporting opponents of the government to encourage regime change.²⁰ In October 2003, under great pressure from the International Atomic Energy Agency²¹ (IAEA) and the West, Iran was forced to sign the Additional Protocol (AP) to the Non-Proliferation **Treaty** (NPT) necessitated Iran's cessation of its nuclear programme at Natanz and compliance with the International Atomic Energy Agency (IAEA's) inspectors and commitments. In exchange, the E-3 (France, Germany, and Britain) accepted to resume negotiations with Iran.²² As Iran refused to adhere to the resolution, the Security Council issued the first UN Security Council resolution on Iran.²³

In July 2008, the U.S. joined multilateral talks with the UN Security Council's five permanent members China, France, Russia, the United Kingdom, and the United States; plus Germany (P5+1) in Geneva as well as in October 2009. Talks underscored

incentives that could dissuade Iran from going nuclear. More (P5+1) negotiations emphasised on *fuel swaps* and inspections but reached a deadlock. The U.S. and Iran missed several opportunities at direct dialogue due to domestic political constraints, scepticism, and conflict. After the attacks of 11 September, U.S. diplomats and Iranian officials had engaged in direct talks under the United Nations (UN)sponsored Bonn conference²⁴ that aimed at creating a new government in Afghanistan preserve regional stability. and Nevertheless. Washington was not concerned with the Iranian willingness to expand cooperation. During the second term of George W. Bush,²⁵ a report issued by the Iraq Study Group promoted U.S. engagement with Iran. May and July 2007 marked an official direct contact between the U.S. Ambassador to Iraq, Ryan Crocker,²⁶ and his Iranian counterpart, in Baghdad. Despite the restrictions and the heated debate of these talks, they reduced the risk of military conflict escalation.

Table 1: Economic Sanctions on Iran

Sanctions	The United Nations	The United States
	Ban the transfer of nuclear,	Sanctions on companies and
Counter- nuclear	missile,	individuals selling WMD
	and dual-use items (UNSCR 1737)	technology (Intelligence Services
weapons	Prevent provision of financial	Act of 1996)
	services that contribute to Iran's	Prevents supplier of advanced
	proliferation-sensitive activities	technology to Iran (Executive
	(UNSCR 1929) Vigilance in	Order 13382)
	transactions involving Iranian	Sanctions on foreign individuals
	shipping lines (UNSCR 1929)	and corporations that assist Iran's
		WMD program (Public Law 106-178)
		Opposes U.S. nuclear agreements
		with countries supplying nuclear

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to deliver gasoline, or supplying equipment to Iran or performing construction on its oil refineries (Comprehensive Iran Sanctions Act of 2010) Broad-based financi Restraint in international lending (UNSCR 1747) Vigilance in Iran (EO 12959)	Į.		technology to Iran (Public Law
Broad-based energy investment in Iran (Intelligence Services Act of 1996) Bans sale of refined gasoline, shipping insurance or other services to deliver gasoline, or supplying equipment to Iran or performing construction on its oil refineries (Comprehensive Iran Sanctions Act of 2010) Broad-based financi Restraint in international lending (UNSCR 1747) Vigilance in Iran (EO 12959)			109-293)
Broad-based energy investment in Iran (Intelligence Services Act of 1996) Bans sale of refined gasoline, shipping insurance or other services to deliver gasoline, or supplying equipment to Iran or performing construction on its oil refineries (Comprehensive Iran Sanctions Act of 2010) Broad-based financi Restraint in international lending (UNSCR 1747) Vigilance in Iran (EO 12959)			
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equipment to Iran or performing construction on its oil refineries (Comprehensive Iran Sanctions Act of 2010) Broad-based financi Restraint in international lending (UNSCR 1747) Vigilance in Iran (EO 12959)			shipping insurance or other services
construction on its oil refineries (Comprehensive Iran Sanctions Act of 2010) Broad-based financi Restraint in international lending (UNSCR 1747) Vigilance in Iran (EO 12959)			to deliver gasoline, or supplying
Broad-based financi Restraint in international lending (UNSCR 1747) Vigilance in refineries (Comprehensive Iran Sanctions Act of 2010) Bans U.S. trade and investment in Iran (EO 12959)			equipment to Iran or performing
Broad-based financi Restraint in international lending (UNSCR 1747) Vigilance in Iran (EO 12959)			construction on its oil
Broad-based financi Restraint in international lending (UNSCR 1747) Vigilance in Iran (EO 12959)			refineries (Comprehensive Iran
(UNSCR 1747) Vigilance in Iran (EO 12959)			Sanctions Act of 2010)
	based financi R	Restraint in international lending	Bans U.S. trade and investment in
transactions involving Iranian Bans banks from handling any	(1	(UNSCR 1747) Vigilance in	Iran (EO 12959)
	tra	ransactions involving Iranian	Bans banks from handling any
Central Bank (UNSCR 1803) indirect transactions (2006 U.S.	C	Central Bank (UNSCR 1803)	indirect transactions (2006 U.S.
Vigilance with respect to foreign Treasury Department restriction)	V	igilance with respect to foreign	Treasury Department restriction)
activities of all Iranian banks Bans on foreign aid and a	ac	ctivities of all Iranian banks	Bans on foreign aid and a
(UNSCR 1803) vote against international loans (bas	J)	UNSCR 1803)	vote against international loans (based
on Iran's designation as a sponsor of			on Iran's designation as a sponsor of
terrorism)			
Targeting Revolutio Freeze assets of 40 named Iranian Sanctions Iranian officials who	ing Revolutio F1	Preeze assets of 40 named Iranian	Sanctions Iranian officials who
Guards persons and entities (UNSCRs are Human Rights abusers			are Human Rights abusers
Guarus	18	·	(Comprehensive Iran Sanctions Act
Restraint with respect to travel of 2010)	R	Restraint with respect to travel	_
of 35 named Iranians and the ban	of	of 35 named Iranians and the ban	
on travel of 5 others (UNSCRs			
1737, 1747, and 1803)		, ·	
Freeze assets of 41 additional		, ,	
Iranian firms, including 15	Ir	ranian firms, including 15	
linked to the Islamic	1	_	
Revolutionary Guards	lir		
(UNSCR 1929)			

Source: Lynn E. Davis. Martini Jeffrey, Alireza Nader, Dalia Dassa Kaye, James T. Quinlivan, and Paul Steinberg. Iran's Nuclear Future: Critical U.S. Policy Choices. 2011. P23.

During his campaign, President Obama²⁷ supported further dialogue with Iran, aspiring substantive and sustained

U.S.-Iranian engagement. In 2008, Iran's Supreme Leader advocated engagement with the United States that would better serve Iranian interests. Early in his



administration, Obama sought to engage with the Iranians without preconditions. In March 2009 multilateral meeting in Afghanistan, in which Iran was invited by Washington, President Obama claimed that his administration sought an enhanced relationship, not regime change. However, his endeavour to approach Iran declined as a result of the Iranian domestic political trends.²⁸

Indeed, tighter economic sanctions had influenced the Iranians' way of dealing with the United States and other powers during the negotiations while direct talks and diplomacy prevented direct military conflict. During the talks in Istanbul, the Americans realised Iranian that negotiators became more flexible and willing to resolve the crisis even though no agreement was reached other than to talk again, in Baghdad next month.²⁹ On 24th November 2014, the five permanent members of the Security Council plus Germany and Iran had made three sessions of talks in Geneva, seeking a far-reaching deal.30

After years of several multilateral negotiations between Iran and E3/EU + 3 (China, France, Germany, the Russian Federation, the United Kingdom and the United States and the high representative of the European Union for Foreign Affairs and Security Policy), a nuclear deal was signed on 14th July 2015.³¹ After 18 days of negotiations in Vienna, Iran and six world powers; the United States, Britain, France, Germany, Russia and China, had finally reached the intended goal in July 2015.³² The agreement respects Iran's legitimate right to peaceful nuclear

technology. Under the deal, "Iran accepts to reduce its uranium enrichment to 3.67% in the next 15 years, to decrease the current number of its uranium enrichment centrifuges by about two-thirds to 6,104 for 10 years, not to build new enrichment facilities; and to assure that its heavywater reactor will not be used for military purposes."33 Iran also promotes further International Atomic Energy Agency's safeguards and inspections of its nuclear facilities.³⁴ In return, the United States and Europe cancelled all economic sanctions imposed on Iran. Furthermore, The U.N. Security Council also removed its sanctions resolutions. However, they maintained an arms embargo on Iran and restrictions on its ballistic development. In case Iran endeavoured to breach the deal, it would face sanctions again. Economic sanctions relief was expected to increase Irna's oil production and exports, Rouhani said: "If this deal is implemented correctly... We can gradually eliminate distrust" with the international community."35

4. The Sino-Iranian Relations in the Context of History and China's Policy to the nuclear crisis

It is assumed that there is no historical or long-standing relationship between the People's Republic of China (PRC) and the Middle East. China's approach to the Middle East is widely determined by its great Muslim population. China's foreign policy towards the Islamic world influences China's Muslims. The Middle East has been a critical area for China's strategic interests. Its historical relations to the region are not long-standing but its



cooperative relations are prosperous, particularly in trade, investment, Geographical energy. proximity common religious and cultural values have strengthened these relations. Relations between both regions trace back to the sixth century. The existence of Arab traders and diplomats dates to (618-907) in the port cities of the southeastern coast, in particular Quanzhou, Changzhou and Guangzhou (Canton) that were known as important commercial centres.³⁶

The Sino-Iranian relations and cooperation date back to the 1970s. Several factors have contributed to both nation's rapprochement, including the Sino-Soviet split in the 1960s and the Shah's fear of Soviet penetration in Iran and the Gulf. The Sino-Iranian partnership shapes the regional security of East Asia and the Middle East. China has become the world second-largest economy, highlighting the need to secure its energy supply in the light of the U.S. dominance of energy resources in the Middle East. Therefore, China had to cultivate close ties with regional powers, namely Iran to preserve its interests.

Iran has been a priority in China's foreign policy and a critical ally in the Middle East. China's approach to the Iranian nuclear issue is driven by preserving its strategic interests in the region.³⁷ Two critical factors have formed the basis of the Sino-Iranian relationship, China's economic interest and its growing rivalry with the U.S.³⁸ Energy supply is the main pillar of the Sino-Iranian partnership that prevents China from approving economic sanctions on Iran's nuclear

programme. For China, economic growth and energy security are the cornerstone of its legitimacy. China's quest for energy security requires the PRC to cultivate and maintain friendly relations with the Middle East Islamic states. Beijing has to pursue its national interests in the region by preventing conflict over Iran's nuclear programme.³⁹

During the 1980s, Beijing had provided nuclear assistance to Iran and built a research and uranium reactor a hexafluoride enrichment plant. However, international inspections compelled China to cease its assistance to Iran while some companies had maintained their support Iran with provided restricted materials.40 The PRC had assisted Iran's nuclear programme by sending entire factories for producing chemicals, providing support to Iran's chemical weapons programme, and transferring nuclear technology and know-how to Iran's civilian nuclear programmes. 41

The Chinese leadership has never been concerned with the spread of nuclear or Weapons of Mass Destruction WMD. In 1982. China started to advocate the principles of nuclear non-proliferation. Nevertheless, it maintained its assistance to nuclear programmes in Pakistan, Algeria, and Iran during the 1980s. However, Nuclear weapons tests in May 1998 by India and Pakistan heightened China's concerns over the implications of nuclear proliferation, particularly among China's regional rivals such as Korea, Japan, or Taiwan. Therefore, the PRC adopted a more assertive policy toward the proliferation of chemical and biological

weapons and restrained chemical exports. Since 1992, China adhered to major nonproliferation regimes. In 1997, the U.S. sanctioned two private Chinese companies for exporting chemicals and equipment that could contribute to the development of Iran's chemical weapons programme. ⁴² In 2014, the U.S. sanctioned a Chinese businessman, Li Fangwei, also known as "Karl Lee, ⁴³ for providing financial support for Iran. ⁴⁴

In 1997, China refrained from assisting Iran's nuclear programme seeking rapprochement with the U.S. and support for its civilian nuclear programme. This stance had deeply affected the Sino-Iranian relations.⁴⁵ Although China has assisted Iran's missile systems and nuclear reactors, it has warned against military use of its nuclear programme.46 In 2012 and 2013, China adopted a harsh stance against Iran at the International Atomic Energy Agency (IAEA) and the United Nations Security Council (UNSC) and cut its oil imports from Iran. Furthermore, three Chinese national oil companies- China National Petroleum Corporation (CNPC), Petroleum and Chemical China and Corporation (Sinopec), China Offshore National Oil Corporation (CNOOC) reconsidered their dealings with the Iranian energy sector.⁴⁷ The Chinese were concerned with Iran's pursuit of nuclear capabilities despite their economic cooperation. Major strong Chinese firms, such as CNPC, Sinopec, CNOOC, and Zhenrong relinquished their commitments to Iran.⁴⁸

Despite Western countries', particularly the United States, endeavours

to impose increasingly comprehensive and tough sanctions against Iran over its suspected nuclear programme, China has sought to strengthen its energy ties with Iran during the 2000s. Western powers sought, in 2002 and in 2012, to increase political isolation but China Iran's maintained its ties to Tehran exchanged official visits between leaders of both countries. Economically, the Sion-Iranian cooperation in the energy sector had increased despite Western sanctions. In 2012, China emerged as Iran's major trading partner and a key player in Iran's energy sector. In 2003, after the exposure of Iran's nuclear programme, Washington sought China's cooperation at the IAEA to refer to the Iranian nuclear question to the UNSC but China rejected U.S. demands. Beijing underscored resolving the nuclear issue through negotiations and political discussions. China disapproved the IAEA resolutions against the Iranian nuclear issue.

However, China supported sanctions and resolutions at the IAEA and the UNSC against Iran since 2005, including the resolution of February 4, 2006. Moreover, Beijing along with other permanent members of the UNSC advocated several rounds of sanctions against Iran. Chinese leaders denounced Tehran's nuclear aspirations and sought to dissuade Iran from going nuclear and adhere to International Community requirements. In addition, Beijing restricted its energy ties with Iran.

China's changing attitudes towards Iran is deeply rooted in the U.S. pressure on Beijing regarding the nuclear issue. On





^{31st} July, China voted for UNSC Resolution 1696, the first resolution adopted by the Security Council on the Iranian nuclear issue. The resolution stipulated Iran's suspension of its uranium enrichment by August 31, 2006. In case it refused, more economic and political sanctions would be imposed on Iran (UNSC 2006). On November 27, 2009, China voted for the IAEA resolution on "censuring Iran's nuclear enrichment facility at Qom." US officials regarded that vote as "a direct result" of Obama's visit. In June 2010, China voted for UNSC Resolution 1929 that authorized the UNSC to impose a fourth round of sanctions against Iran over weapons its suspected nuclear programme.49

Iran's suspected nuclear programme has been deemed the major security concern to the U.S. interests in the Middle East. Therefore, Washington has sought to prevent a nuclear-armed Iran by adopting several policies. The main pillar of the U.S. approach to the Iranian nuclear controversy has been international sanctions and diplomatic engagement. The strong cooperative relationship between the People's Republic of China and the Islamic Republic of Iran has thwarted the U.S. endeavours and policies to dissuade and influence Tehran. The U.S. has sought to exercise some leverage on China and gain its cooperation on imposing sanctions on Iran so that its policy could be productive.⁵⁰ Although sanctions aimed at isolating Iran and halting trade and economic ties between Iran and other countries, China has maintained its investment in Iran's energy sector. Furthermore, Iranian and Chinese banks

have preserved their ties.⁵¹ China took advantage of sanctions on Iran by securing access to its abundant energy resources and being its major economic partner.

The ailing Iranian economy has suffered from the deep impact of the four of UN Security rounds Council. international sanctions, and unilateral U.S. sanctions. China's support has eased Iran's political and economic international isolation. China has increasingly boosted its economic cooperation with Iran after three rounds of UN Security Council sanctions preceding UN Security Council Resolution 1929 as an endeavour to moderate its effect on Iran. Some Chinese foreign policy analysts perceived China's strategy as an attempt to gain leverage on Tehran and to stand for international pressure on Beijing to approve sanctions on Iran. China's assistance has influenced the implementation of the 2011 legislation passed by the U.S. Congress against Iran's Central Bank and lessened the effect of Iran's isolation from the global financial system.⁵² After two years of several diplomatic proposals and negotiations between the five permanent members of the UN Security Council--the United States, Britain, China, France and Russia--plus Germany (P5+1) and Iran, the Joint Comprehensive Plan of Action (JCPOA) was endorsed to prevent Iran from joining the nuclear club and dismantle its nuclear activities.53

5. Conclusion:

To understand the policies of the U.S. and China toward the Iranian nuclear controversy, one needs to examine the

historical background of their relationship, geopolitical and strategic interests, and objectives. The U.S. policy choices to the crisis are influenced by its endeavours to secure its regional interests from the political and security threat that emanated from a nuclear-armed Iran. The rivalry and competitive relationship between Tehran and Washington stem from conflicting interests in the region. Iran's quest for dominance has challenged the U.S. undisputed leadership in the region. Since the revelation of Iran's suspected nuclear programme, the U.S. has pursued several policies to prevent the military dimension of Iran's nuclear programme. Economic sanctions have been backbone of the American policy. Washington has sought to contain Iran at the economic and political level while preventing foreign commercial political ties with the Islamic Republic. Sanctions have severely affected the Iranian economy and influenced decision making.

China has also been an active participant and retained a role in this issue. The PRC is deemed Iran's top trading partner and a critical ally. China's economic growth and geostrategic interests have strengthened the Sino-Iranian ties. China seeks to secure vast oil and energy resources vital to its growing economic strength. Therefore, it has provided support for Iran's nuclear programme. Furthermore, relations with China have also alleviated the impact of sanctions. The PRC has advocated diplomacy and negotiations to reach a peaceful solution to the nuclear issue.

As an endeavour to curb Iran's nuclear programme and prevent it from acquiring a nuclear weapon, the U.S. has exerted influence on China to refrain from supporting Iran. Moreover, the U.S. has sanctioned several companies to halt their dealings with the Islamic Republic. Therefore, the steady pressure forced China to approve many sanctions against Iran at the UNSC and restrain its economic dealings. Nevertheless, the strategic value of the region urged the PRC to keep Iran as a reliable ally and source of energy. Despite the U.S. pressure and influence on the bilateral relationship, China maintains its commitments and obligations toward its critical ally. Indeed, the Iranian and Chinese mutual interests and constructive partnership endure the U.S. influence.

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