

Let's talk Trade.



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Summary

Once Brexit takes place, Jersey's approach to external trade will need to adapt to the new relationships between the UK, the EU and beyond.

Your feedback at this early stage will help inform the Government of Jersey's ongoing engagement with the UK Government and other partners on trade-related matters, including Jersey's involvement in the UK's negotiation of future Free Trade Agreements (FTAs).

It will help inform the principles governing our approach to engagement with the UK on future trade. It will also add to existing efforts to ensure Jersey lays the foundations for long-term increased business flows with global markets.

How to submit comments to the consultation

You can send your comments in the following ways:



Come along to one of our Let's talk Trade workshops on **7 October**



Submit your answers: gov.je/letstalktrade



Email: letstalktrade@gov.je

Deadline for comments is Saturday, 30 November 2019

Introduction

The new UK Government under Boris Johnson is determined to bring the UK out of the EU on 31 October 2019, which would have trading consequences for Jersey; for example, trading arrangements between the UK and the EU could be looser than envisaged in the Political Declaration under Theresa May's government; and, furthermore, the UK Government could speed up its timetable in order to conclude some FTAs shortly after 31 October.

Jersey therefore needs to give clear policy direction to the UK as to how we will relate to the new trading arrangements that the UK will negotiate.

Since 2016, the Government of Jersey has been re-evaluating how we will trade after Brexit, and has been providing feedback to the UK. However, the Government now wishes to refresh its feedback in light of the changed circumstances of Brexit, and is therefore launching a Let's talk Trade campaign on lines similar to the Let's talk Brexit campaign of 2017.

Let's talk Brexit

In May 2017, we asked the public to participate in a survey to tell us their thoughts on Brexit; concerns were raised about the impact on Jersey's economy, some of our industries and our workforce.

Later that year, we carried out a further survey with Jersey businesses, which:

- identified the challenges and opportunities for Island industries as a direct result of Brexit;
- determined the importance of visafree travel, and the reasons to recruit staff from off-Island;
- examined perceptions of EU regulation and legislation, and barriers that currently restrict business growth; and
- determined whether Brexit may result in businesses considering relocation or reduced levels of staffing and investment in Jersey.

The results were published in December 2017 and feedback to both surveys helped inform the Government of Jersey's objectives for Brexit.

Let's talk Trade

The UK's decision to leave the European Union marks a key turning point in this Island's trading relationships. This consultation and supporting workshops seek input from stakeholders to inform the trade priorities for Jersey after Brexit.

With this in mind, this paper describes the structures and rules that govern modern trade that we must now adapt to, and aims to inform stakeholders about the Brexit-related changes to the UK's future international trade policy and what that could mean for Jersey. It also looks for views from stakeholders on:

- the priorities to shape our approach to international trade; and
- the principles-based approach the Government of Jersey is currently taking to external trade (see page 18).

This campaign continues the open, constructive and transparent approach the Government of Jersey has taken to its Brexit engagement, as part of a One Government approach to future trade.

Foreword Let's talk Trade



Foreword

Over the past 40 years, EU Member States have increasingly developed a collective approach to external trade policy, to the extent that the EU's external trade agreements are now exclusively negotiated by the European Commission. Once the UK leaves the EU and the customs union, it will once again be responsible for negotiating its own international trade agreements with the EU and others.

This shift could have a significant impact on Jersey in terms of our trading relationships with the UK, the EU and beyond.

A key instrument in international trade negotiations is a Free Trade Agreement. FTAs are agreements between two or more countries that lower a range of trade barriers.

As discussions on the future partnership between the UK and the EU progress, the UK has entered into negotiations to establish continuity FTAs with existing EU partners, and has begun discussions with further partners with a view to establishing new FTAs.

In addition to governing the direct trading relationship between parties, modern trade agreements impact on a wide range of customs, animal, plant and human health measures, commitments on human rights and social provisions. In many cases they have a direct effect on domestic policy issues. All of these factors must be taken into account when considering how, and to what extent, Jersey wishes to participate in future UK trade agreements. Whilst typically the majority of the provisions in an FTA relate to trade in goods, many FTAs also include important provisions relating to services.

With the recent agreement to form a Crown Dependencies - UK Customs Union, respecting the historical context of the trading relationships of the Island and the Royal Charters granted by successive English (later, British) sovereigns, Jersey has secured continuity in its tariff-free trade with the UK, bringing certainty to the most significant of our trading relationships. Work is continuing to secure extension to Jersey of the UK's membership of the World Trade Organization (WTO), a policy priority for many years.

This has the potential to make trade easier with a large number of countries, enable access to WTO dispute resolution mechanisms and allow Jersey to have a greater presence on the world stage.

Once the UK leaves the EU, Jersey's approach to external trade will need to continue to adapt. 'No change' will not be an option and the island may have difficult choices to make as the negotiations progress.

Jersey's future approach will build upon the Government's existing efforts to position the island as a more influential partner internationally, with maturing commercial and political relationships. This is encapsulated in the Global Market Strategy which outlines our ambition, priorities and approach for engaging with markets outside of the EU.

Your feedback and engagement at this stage will help inform the Government of Jersey's ongoing engagement with the UK Government and other partners on trade-related matters, including Jersey's involvement in the UK's negotiation of future FTAs.

It will help inform the principles governing our approach to engagement with the UK on future trade. It will also add to existing efforts to ensure Jersey lays the foundations for long-term increased business flows with high-growth Global Markets.

We hope that it will also encourage businesses and residents to become engaged in these important trade debates and help ensure that Jersey's future approach to trade is open and inclusive, delivering for all of the Island's businesses and communities.

Senator Ian Gorst Minister for External Relations





Jersey's trade interests

Jersey's status as a Crown Dependency gives the Island constitutional rights of self-government and judicial independence. Whilst the United Kingdom remains responsible for the international relations of the Crown Dependencies as a matter of international law, Jersey can and does represent itself internationally with increasing frequency.

Facilitating trade requires a balance between many factors including:

- the protection of our domestic interests;
- autonomy in our regulatory and fiscal regimes;
- · consumer choice and retail pricing;
- flexibility to respond to external macroeconomic and geo-political events;
- access to business opportunities in external markets;
- our international relationships and identity; and
- other impacts on our economy, society and environment

The island's prosperity depends on a sustainable, vibrant and inclusive economy.

The financial and professional services sector has been the bedrock of our economy over recent decades. We must continue to protect and invest in this sector, while embracing new opportunities in both long-standing and emerging economic sectors.

Jersey also has a rich economic history, based on tourism, fisheries and agriculture. We have successfully maintained all of these sectors within our economy and must recognise their importance in our shared history, culture and prosperity.

Goods

Why is the trade in goods important to Jersey?

Most physical goods that are used or consumed on Jersey are imported and this inward trade is necessary to sustain Jersey's quality of life.

Figures from 2016 show that inward trade was approximately £492 million (excluding hydrocarbons and electricity). Outward trade is worth approximately £157 million.

This export trade remains important because it supports businesses that are traditional to Jersey, such as dairies and fisheries, and small-medium enterprises that provide employment outside the financial and service sectors.

How has this trade in goods been supported and regulated up to now?

The majority of Jersey's trade in goods since 1972/3 has been within the framework of the EU customs union. This is because, by virtue of Protocol 3 to the UK Act of Accession, Jersey is within the European Union's customs union and applies the same external tariffs and quantitative restrictions (i.e. limits or quotas) as the EU.

Protocol 3 has meant that products from Jersey have been exportable with minimal or no trade barriers throughout the EU.

For exports to the rest of the world, the fact that Jersey (i) is within the EU customs union, and (ii) covered by its rules on trade in agricultural products, means that agricultural and food goods originating in Jersey and exported to a third country can be considered to have originated within the European Union, which has allowed Jersey to take advantage of the EU's Free Trade Agreements with third countries.

¹ Source: Jersey Customs and Immigration Service

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Our future relationship with the UK

Post-Brexit, Jersey's trading relationship with the UK will remain substantially unchanged. This is because the new Customs
Arrangement, signed on 26 November 2018, will bring Jersey, Guernsey and the Isle of Man into a new UK-Crown Dependencies Customs Territory and all three Crown Dependencies will apply the same external tariffs and quantitative restrictions as the UK. There will be no tariffs or quantitative restrictions on trade between the UK, Jersey, Guernsey and the Isle of Man.

Jersey will maintain its autonomy over domestic fiscal policy, separate and distinct from that of the UK.

However, the Customs Arrangement with the UK will mean that Jersey will be working even more closely with the UK; this will ensure that Jersey can continue to export to the UK and EU with a minimum of disruption.

To date, the Government of Jersey has emphasised that it is willing and able to implement measures that are relevant to Jersey's trade. We have resisted pressure to introduce measures that are not relevant; two examples of irrelevant areas could be industrial car manufacturing or olive oil production, neither of which take place in Jersey.

Where Jersey does have a trading interest, we could decide to commit for a period to dynamically aligning regulatory standards for particular agricultural goods with those of the UK, just as we currently align with the EU for agricultural goods by virtue of Protocol 3. This would maintain trade in goods in a manner as close to the status quo as possible and prevent avoidable barriers to trade in agriculture and food goods arising between Jersey and the UK. In the longer term, Jersey might want to consider extending this regulatory relationship beyond agriculture and food goods to cover a broader range of goods. However, the Jersey Government's approach to date has been that any such relationship must be appropriate for Jersey and proportionate to the nature and extent of any trade we engage in.

We wish to test the validity of this approach through the questions below.

There has also been public debate in the UK media and in Jersey about the extent to which trade liberalisation could lead to a change in standards, for example could this lead to more trade in genetically modified (GM) crops, or in meat that has been chemically treated (e.g. "chlorinated chicken"). The questions below seek to elicit your views on this, too.

Questions:

- 1. What is your view of Jersey and the UK aligning their regulatory approaches to further support barrier-free trade in goods between Jersey and the UK?
- 2. Under which circumstances should Jersey not mirror the UK's approach to agriculture and food regulation?
- 3. If UK goods regulations are relaxed, what factors should the Government of Jersey consider in its development of the Jersey policy position? Would you support liberalisation of trade in GM foodstuffs, for example?

Our future relationship with the EU

Post Brexit, it is likely that the UK and Jersey will no longer be within the EU customs union. If there is no free trade agreement between the UK and the EU, then the EU will charge tariffs on imports from the UK and Jersey, and the UK and Jersey will charge tariffs on imports from the EU. Jersey would be treated as a third-country by the EU for trade in goods, which could increase bureaucracy and create additional, 'non-tariff' barriers to exports.

A lot will depend on the nature of the post-Brexit relationship that is forged between the UK and the EU. As mentioned, Prime Minister Johnson's policy approach suggests that the relationship with the EU maybe on the level of a Free Trade Agreement. This suggests that ongoing regulatory alignment with the EU, sometimes called a 'common rulebook', is less likely. However, a 'common rulebook' for all goods would be a significantly more expansive requirement than the current requirements on Jersey under Protocol 3. Some may think that it would be a contradictory outcome if Jersey were required to align more with the EU after Brexit than before. The questions below seek to explore your views.

Questions:

- 4. Would you consider the adoption of a 'common rulebook' for Jersey to be an excessive burden?
- 5. When the UK's agriculture or food regulations are different from the EU's and there is pressure to align for trade purposes, should Jersey:
 - · align with the UK?
 - align with the EU?
 - other? (please elaborate)
- 6. What impact would there be for your business if Jersey has the same regulations for all goods (a 'common rulebook') as the UK or EU?



Goods Let's talk Trade

Our future relationship with non-EU markets

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Non-EU markets are increasingly important as engines of growth in the global economy. Rising populations and levels of wealth creation mean that Jersey's trade in both goods and in particular services in non-EU markets is ever more important to the Island's economy.

Jersey's direct goods exports with non-EU markets is valued approximately £2 million, or only 1% of the value of the Island's total goods exports. Goods exported from Jersey have, since the UK joined the EU in 1973, originated from within the EU customs union. This has meant that exports from Jersey to the rest of the world have benefited from the preferential tariffs within EU-third country trade agreements.

The UK is seeking to maintain access to these preferential tariffs through so-called "Continuity Free Trade Agreements" and Jersey will need to consider the benefits of the extension of these agreements — in whole or in part — to the Island, given the potential wide-ranging impacts.

In parallel, the Government of Jersey will continue to develop and implement its Global Markets Strategy to support increased business flows with high growth economies outside the UK and EU.

Questions:

- 7. Are you interested in / already trading with markets outside the EU?
- 8. If yes, how big a share of your business is this, in value or as a percentage
- 9. How essential to your export markets is access to preferential tariffs through Free Trade Agreements?
- 10. Would any of your export markets (i.e. to countries outside the EU where trade agreements currently exist) be threatened if the UK were to lose access to these preferential tariffs?
- 11. Which markets outside
 the EU are the most
 important to you and why?
 (e.g. largest market
 share / highest growth
 potential / importance
 of suppliers etc)



² Source: Jersey Customs and Immigration Service

Services

Why is the services sector important?

In Jersey, the financial services sector plays an important role in the local economy. The sector employs more almost 14,000 people (21.4% of Jersey's employment), and in 2017 accounted for 39.8% of the value created in the Jersey economy.

Financial and legal services provide the greatest proportion of Jersey's trade in services. For example, Jersey's law firms offer legal services to a range of clients from individuals to SMEs, and multinational corporations both on and off the Island, thereby acting as a catalyst for foreign investment

Other services represent a significant part of the local economy and play a key role in ensuring our economy can continue to grow, innovate and diversify.

Jersey has a growing digital sector and creative community, with more than 400 digital businesses, and over 3,000 professionals working in digital roles. This strong network of entrepreneurs and passionate individuals is developing a proactive tech hub enabling new opportunities for businesses growth. Jersey has unparalleled connectivity, a world class network infrastructure and some of the fastest broadband speeds in the world.

Jersey also remains a key destination for tourism and personal relocation, contributing to employment and foreign exchange.

How has the Jersey services sector thrived up to now?

Jersey has developed as an international finance centre without being party to any specific international agreement on the marketing of financial services and largely outside international trade agreements. In all cases, the Island has satisfied the other jurisdiction that it is meeting international standards of financial regulation and tax transparency, as well as more regional requirements in the case of the EU, and can therefore market products across borders. Jersey has always met Anti-Money Laundering and Countering the Financing of Terrorism (AML/CFT) standards.

Jersey has not been in the World Trade Organization (WTO) and has not been party to The General Agreement on Trade in Services (GATS). However, Jersey has a proven track record of active engagement with multilateral bodies that set international standards on tax, transparency and tackling financial crime such as the OECD and Financial Action Task Force (FATF).

³ Source: Statistics Jersey, Jersey Labour Market December 2018

⁴ Source: Statistics Jersey, Measuring Jersey's Economy, GVA and GDP - 2017

Services

Let's talk Trade

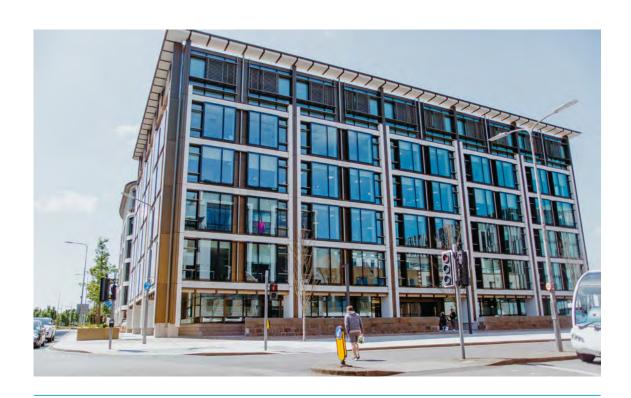
Our future relationship with the UK

Post Brexit the relationship with the UK is expected to remain unchanged with the marketing of financial services in the UK continuing to be dependent solely on meeting the UK regulatory requirements. For example, the Jersey Financial Services Commission (JFSC) has already signed a bilateral agreement with the UK financial regulator to secure continued access for the Island to the UK's funds market, ensuring that Jersey's investment funds industry will be able to market its funds in the UK following Brexit.

It is possible however that, with the UK outside of the EU and free to create trading relationships on a bilateral basis, Jersey could seek to discuss an enhanced relationship (i.e. one not defined at an EU level as it is presently) with the UK. Jersey and the UK could seek to conclude a market access agreement, as the UK has proposed for its future relationship with Gibraltar. Alternatively, Jersey could look to enhance market access on a case-by-case basis.

Questions:

- 12. Do you see benefit in a wide-ranging agreement between Jersey and the UK in financial services, or would the current (case-by-case) approach be preferable?
- 13. In which specific areas would you like to see enhanced market access or trading cooperation between Jersey and UK services?
- 14. Which future servicebased economic trading opportunities do you foresee from Jersey, for example in digital, intellectual property or artificial intelligence?



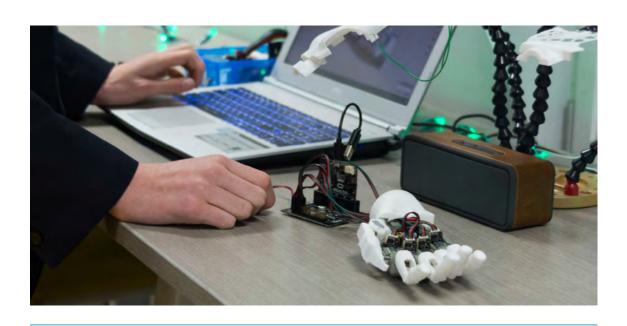
Our future relationship with the EU

Jersey is outside the EU for trade in services and, as such, post-Brexit the relationship with the EU could remain unchanged. The marketing of financial services within the EU would continue to be dependent on Jersey satisfying the EU and member states that it meets the regulatory requirements required of third countries. Approximately 50% of new business attracted to Jersey is from non-EU markets.

However, with the UK becoming a "third country", it is possible that the EU's policy towards third country market access may also tighten, thus affecting Jersey too.

Questions:

- vith the EU, do you think that either option (i) a continuation of the status quo, i.e. case-by-case equivalence decisions and/ or third country access; or (ii) accessing the UK-EU Future Trade Agreement is preferable for Jersey whilst recognising that the shape of the UK-EU Future Trade Agreement is still to be negotiated?
- 16. In which specific areas would you like to see enhanced market access or trading co-operation between Jersey and the EU in financial services? Where possible please refer to specific EU Directives or third country regimes.



Services

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Let's talk Trade

Our future relationship with non-EU markets

The Government of Jersey is committed to facilitating increased trade in services (as it is in goods) in non-EU markets.

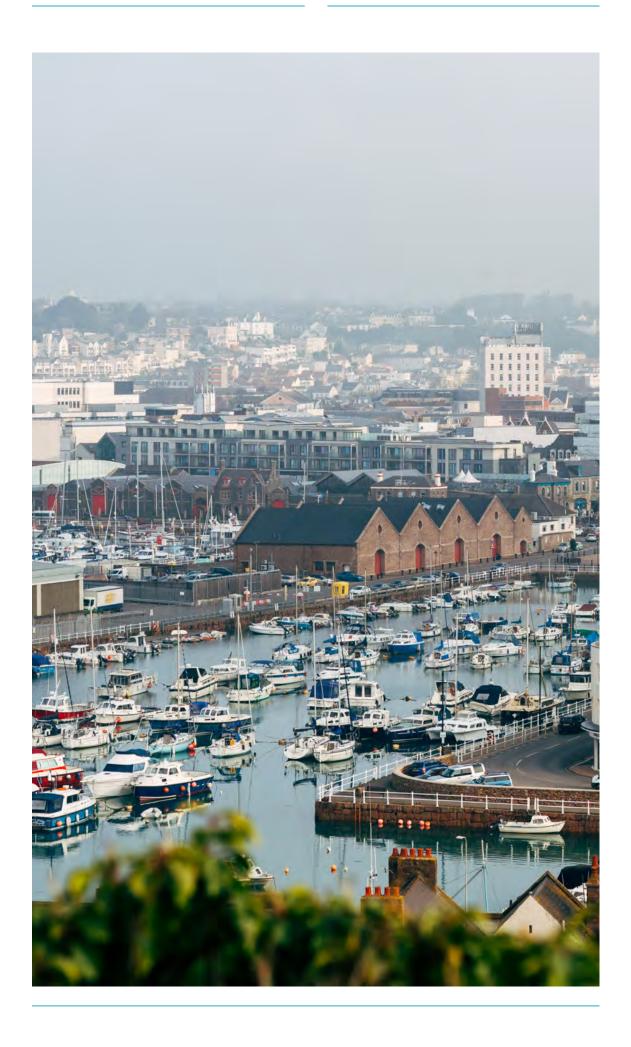
The Global Markets strategy highlights the importance of implementing legislative and treaty frameworks to help underpin trade flows with priority jurisdictions specifically through the negotiation of Double Taxation Agreements (DTAs) and Bilateral Investment Treaties (BITs). Taken together these agreements can provide tax certainty and investor protection, strengthen ties between partner jurisdictions, encourage greater business flows and promote Jersey's reputation. More information on this strategy can be found here.

Typically, trade in financial services has not been a significant feature of FTAs, with the global growth in cross-border financial services largely being driven by the sector's own specific regulation. However, over the last decade, trade negotiators have been increasingly ambitious in regard to facilitating trade in financial services, as well as in services more generally. Recently, the EU-Canada, the EU-Japan and the proposed **EU-US** Transatlantic Trade and Investment Partnership FTAs included significant provision to smooth trade in financial services. As the UK seeks to develop its network of FTAs post-Brexit, access to non-EU markets could be facilitated by having these bilateral agreements extended to Jersey

Alternatively, Jersey could continue to operate on a more independent basis regarding trade in financial services. This would include looking to extend its current network of international agreements, such as BITs and DTAs.

Questions:

- 17. What advantages or disadvantages for financial and other services do you see in Jersey pursuing the possibility of joining the UK's network of FTAs? Please provide specifics if known.
- 18. In which specific areas
 (either sectoral or
 geographical) would you
 like to see enhanced market
 access or trading cooperation between Jersey
 and the rest of the world in
 financial and other services?



Engaging with the UK: Jersey's proposed principles for future trade



The starting point for our ongoing engagement with the UK Government on future trade is the following set of principles:

Seek targeted representation within the UK's future trade policy that brings clear benefit to Jersey.

Maintain the constitutional relationship between Jersey and the UK which respects Jersey's autonomy.

Recognise, promote and protect Jersey's distinct international identity.

Retain and protect as far as possible the free and frictionless trade in goods between Jersey and the UK.

Retain and protect as far as possible the free and relatively frictionless trade in agricultural goods and in foodstuffs between Jersey and the EU.

Adopt measures that are relevant to Jersey's trade, while minimising irrelevant or disproportionate requirements.

Protect and strengthen Jersey's mature and established relationships with significant and longstanding economic partners.

Promote relationships with those third countries that have been identified as having strong potential for growth in our economic relations for key sectors for goods and for services.

Adopt an agile and flexible approach to pursue opportunities with growing and high-potential markets for key sectors for goods and for services.

Work in partnership with businesses and Jersey civil society in the development of the priorities for future trade for Jersey.

Questions:

- 19. Do you agree Jersey should take a principles-based approach to guide current and future Brexit-related work on trade?
 - Yes
 - No

20. Do you agree with the suggested list of principles? If not, which principles should be added, removed or amended?

Next steps

We will analyse the responses to this consultation to inform the Government of Jersey's approach to trade discussions particularly with the UK.

Question:

21. Do you have any additional comments on this consultation, or is there anything you would like to add in terms of key issues and supporting evidence (for example, statistics, research) to inform the Government of Jersey's evolving position on trade?

Submit your answers online: gov.je/letstalktrade

It is the government's intent to consult on wider trade policy as the Post-Brexit trading environment becomes clearer.

The timeline for this work is as follows:







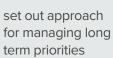


Early Autumn 2019
publish this initial trade

consultation paper and launch campaign

publish responses to consultation

Late Autumn 2019



Winter 2019

Glossary

Bilateral Investment Treaties

A legal instrument and form of international trade agreement between two governments to promote investment flows.

Common rulebook

A term sometimes used to describe the adoption by two areas of common standards on the production and trade in particular products. Adopting a common rulebook can facilitate trade in goods between two countries by reducing the need for either country to check that imported goods meet its local standards (whether at the border or after import).

Continuity Free Trade Agreement

An existing EU-Third Country trade agreement that the UK participates in (as a member of the EU) and will be rolled over in its entirety following Brexit as a standalone jurisdiction.

Customs Arrangement

Name of the agreement which establishes a customs union between Jersey and the UK, where the parties agree not to impose import tariffs for goods passing between themselves and to impose a common external tariff on goods from places outside the customs union.

Customs Union

A type of trade bloc in which the two or more parties decide not to impose tariffs on each other's goods, and agree to impose common external tariffs on goods from countries outside their customs union.

Double Taxation Agreements

Agreements between two states which are designed to protect against the risk of double taxation where the same income is taxable in two states.

Dynamic alignment

The term used to describe the concept of the UK's regulatory standards keeping pace and remaining harmonised with evolving standards across the EU following the UKs departure from the EU.

Equivalence

The determination of whether a third country's regulatory, supervisory and enforcement regime is equivalent to the corresponding EU framework based on the results of the regime.

EU Regulations

A binding legislative act applied in its entirety across the EU.

EU Directives

A legislative act that sets out a goal that all EU countries must achieve. However, it is up to the individual countries to devise their own laws on how to reach these goals.

External tariff

The common tariff of charges imposed by the members of a customs union on imports from non-members

Free Trade Agreement (FTA)

A form agreement between countries that removes tariffs and other restrictions on "substantially all" goods traded between them, but do not adopt the same tariffs on goods imported from other countries.

Frictionless trade

Used in the context of Brexit to describe the elimination of non-tariff barriers for goods crossing the UK-Irish border

Future Partnership

The name given to the proposed economic and security partnership between the UK and the EU following the UK's departure from the EU.

GATT

General Agreement on Tariffs and Trade.

GATS

General Agreement on Trade in Services.

Global Markets Strategy

The Government of Jersey's strategy for engaging with Global Markets outside of the FU.

Level playing field

In the context of Brexit, the name given to commitments from the UK and the EU to maintain open and fair competition through any future partnership agreement, for example relating to state aid, environment, social and employment standards and climate change, competition and consumer protection.

Non-tariff barriers

A non-tariff barrier is any measure, other than a customs tariff that acts as a barrier to international trade, for example rules on labelling, and safety standards on products. Can include regulations, rules of origin and quotas.

OECD

The Organisation for Economic
Co-operation and Development is an
international organisation which works with
governments, policy makers and citizens,
to establish international norms and find
evidence-based solutions to a range of social,
economic and environmental challenges.

Political Declaration

The political declaration is the proposed, non-legally binding agreement on the future relationship of the EU and the UK.

Prohibitions and restrictions

The list of prohibited and restricted goods applied to imports at EU and UK level.

Protocol 3

The name given to Jersey's special relationship with the EU. The formal relationship is set out in Protocol 3 of the UK's 1972 Accession Treaty and confirmed in what is now Article 355 (5) (c) of the European Union Treaties. In simple terms, the Island is treated as part of the EU for the purposes of free trade in goods, but otherwise is not a part of the EU.

Quantitative restrictions

Explicit limits or quotas on the physical amounts of particular commodities imported or exported during a specified time period.

Quotas

Rules that limit the amount of a certain product that can be sold in a market.

Royal Charters

A collection of binding legal instruments, that establish a number of entitlements and freedoms that Jersey residents enjoy. These instruments are foundational for the constitutional relationship between the UK and Jersey and were granted by the Crown in perpetuity.

Rules of origin

The criteria needed to determine the national source of a product.

Tariffs

A tax or duty to be paid on a particular class of imports or exports between sovereign states.

Third country

In the context of this consultation, a country that is not a member of the EU, for example the UK following Brexit.

TRIPS

Trade-Related Aspects of Intellectual Property Rights.

Withdrawal Agreement

Proposed Treaty setting out the arrangements for the withdrawal of the UK from the EU, including terms for financial settlement, protection of citizens' rights and method for avoiding a physical border in Northern Ireland.

WTO

The World Trade Organization (WTO), the global international organization dealing with the rules of trade between nations.

