

**Guernsey's policy on Tax Information Exchange Agreements ("TIEAs")
and Double Taxation Arrangements ("DTAs")**
(Updated to 20 November 2023)

Background

The Government of Guernsey has a long-standing commitment to being a well-regulated, co-operative and transparent international finance centre. In September 2015, Moneyval published its report on Guernsey in which it stated that Guernsey is a major international finance centre with a mature legal and regulatory system. The legislative structure to prosecute money laundering cases reflects the international standards and the legal framework governing confiscation is comprehensive.

Guernsey was included on the first OECD exchange of tax information "White List" established in 2009. In 2010, Guernsey was subject to the first of a two-phase peer review of its tax information exchange frameworks. Phase 2 took place in late 2012. The Report, which was adopted by the Global Forum in April 2013, found Guernsey's legislative and administrative regime to have in place all of the elements necessary for meeting the international standards on transparency and information exchange (with only minor elements needing improvement). As a consequence, in November 2013, the Global Forum rated Guernsey as "Largely Compliant" overall, a rating that it shared with jurisdictions such as the UK and the USA. Guernsey underwent its 2nd round review in August 2017. The 2nd Round Report, which was adopted by the Global Forum in July 2018, continued to find Guernsey's legislative and administrative regime had in place all of the elements necessary for meeting the international standards on transparency and information exchange, and the practice of the actual exchange of information with requesting partner jurisdictions, over the three year review period, demonstrated Guernsey's effectiveness. This resulted in the Global Forum increasing Guernsey's rating to "Compliant" (the highest rating).

Introduction

Guernsey has been fully committed to the OECD Project on Transparency and Exchange of Information for Tax Purposes for many years. Guernsey commenced negotiations on its first TIEA at the end of 2001, gave formal commitment to the OECD process in February 2002 and concluded its first TIEA, with the United States, in September 2002.

In addition to TIEAs and DTAs, Guernsey signed (on 13 December 2013) an Inter-Governmental Agreement with the USA in relation to FATCA, and a similar agreement was signed with the UK on 22 October 2013. Guernsey participated in the process of rolling out such agreements as an international standard (the "Common Reporting Standard" or "CRS") by being a member of the Global Forum Working Group on Automatic Exchange of Information, part of the Early Adopters Initiative for CRS and, in October 2014, by signing a Multilateral Competent Authority Agreement giving a commitment to enter into automatic exchange of information relationships with a significant number of other jurisdictions, the first annual exchange taking place in 2017.

Furthermore, in December 2013, the States of Guernsey agreed that Guernsey should participate in the Convention on Mutual Administrative Assistance in Tax Matters (“the Multilateral Convention”). This became effective from 1 August 2014, and expanded Guernsey’s network of exchange partners considerably beyond those with which it has TIEAs and DTAs. The list of jurisdictions participating in the Multilateral Convention can be accessed at:

http://www.oecd.org/tax/exchange-of-tax-information/Status_of_convention.pdf.

Guernsey has participated in Global Forum meetings on an active basis and has also nominated six Assessors for the first round of the Global Forum Peer Review process. Phase 1, Phase 2 and Supplementary reviews were undertaken on Austria and BVI; Phase 1 and 2 reviews of the Dominican Republic, Grenada, Montserrat and St Kitts and Nevis; a Phase 2 review of Switzerland and a combined Phase 1 and 2 Review has been carried out on Turkey.

Guernsey has also provided Assessors, for the 2nd round of reviews, for Antigua and Barbuda, Aruba, Australia, The Bahamas, Croatia, Ireland, Peru and Singapore. Guernsey has also been allocated as an Assessor for Montenegro (launched second quarter 2023).

Another demonstration of Guernsey’s involvement in the work of the Global Forum is the proposal, made by Guernsey, during the Bermuda Global Forum Meeting, in June 2011, that a separate forum for Competent Authorities should be established. This proposal was adopted by the Global Forum and the inaugural meeting of this body took place during 2012, in Madrid (a second meeting was held in 2013, in the Netherlands, the third in Mexico City, in 2014, the fourth meeting in Rome, in 2015, the fifth in Mauritius, in 2016, the sixth in Panama, in 2017, the seventh in Paris, in 2019, the eighth and ninth meetings were held virtually, in 2021 and 2022 respectively (the 2020 meeting was not held due to the COVID-19 pandemic), and the 10th meeting took place in Tbilisi, Georgia in May 2023.

Policy overview

In summary, therefore, Guernsey has not only committed to the process but has demonstrated that commitment in the years since 2002. As an offshore financial centre, Guernsey is often, unfairly, criticised as facilitating tax evasion and tax avoidance. Guernsey values its international reputation as a financial centre in the premier league of transparency and information exchange. To defend that reputation, Guernsey often finds it appropriate to go one step beyond what may be expected of it in satisfying basic international standards.

The following are quotations from the “Handbook for Peer Reviews 2016-2020”, published by the Global Forum:

“The standard requires that jurisdictions exchange information with all relevant partners, meaning those partners who are interested in entering into an information exchange agreement.”

“Better transparency and information exchange for tax purposes are keys to ensuring that corporate and individual taxpayers have no safe haven to hide their income and assets and that they pay the right amount of tax in the right place.”

Guernsey believes that the concept of “no safe haven” referred to by the Global Forum must, ultimately, envisage a worldwide network, where every territory has a TIEA or DTA, or other form of agreement to exchange tax information on request, with every other territory. Accepting that there may be economic, political or social reasons why success in achieving this should be considered as an aspiration, rather than wholly practical, nevertheless, and for the above reasons, and in order to give substance to Guernsey’s commitment to the process, and to ensure that it safeguards its international reputation, Guernsey has the overall policy of actively negotiating exchange of information agreements with as many “relevant” jurisdictions, as defined in the Handbook, as possible. In doing this, however, Guernsey will take into account available resources and such economic, political and social factors.

Because, in the early years of the OECD process, Guernsey received relatively few requests from OECD Member Countries to negotiate TIEAs or DTAs, Guernsey took the decision to actively approach all OECD, EU and G20 Member Countries, with which it was not already negotiating, in order to request that negotiations commence.

Guernsey’s strategic approach means that it has never prioritised the negotiation of a TIEA or a DTA with a country of no, or little, economic significance over a TIEA or a DTA with a country with which it has substantial relevant economic ties.

Present position

To date, Guernsey has signed 61 **TIEAs** with:

- **Anguilla** on 13 February 2020 (by Guernsey) and 19 February (by Anguilla) (in force with effect from 1 November 2020)
- **Argentina** on 22 July 2011 (by Guernsey) / 28 July 2011 (by Argentina) (in force with effect from 4 January 2012) #
- **Australia** on 7 October 2009 (in force with effect from 27 July 2010) #
- **Austria** on 14 May 2014 (in force with effect from 23 November 2014) *
- **Bahamas** on 29 July 2011 (by Guernsey) / 8 August 2011 (by Bahamas) (in force with effect from 28 March 2012).
- **Belgium** on 24 April 2014 (by Belgium) and 7 May 2014 (by Guernsey) (in force with effect from 10 May 2018). *
- **Bermuda** on 19 September 2013 (by Guernsey) / 23 October 2013 (by Bermuda) (in force with effect from 5 April 2014)
- **Botswana** on 10 May 2013 (in force with effect from 26 July 2019)
- **Brazil** on 6 February 2013 (ratified by Guernsey, but not yet in force) #

- **British Virgin Islands** on 12 April 2013 (by BVI) and 17 April 2013 (by Guernsey)(in force with effect from 11 November 2014). See below re amendments.
- **Bulgaria** on 20 May 2015 (by Bulgaria) and on 11 June 2015 (by Guernsey) (in force with effect from 21 March 2016)*
- **Canada** on 19 January 2011(in force with effect from 18 January 2012)#
- **Cayman Islands** on 29 July 2011 (in force with effect from 5 April 2012). See below re amendment.
- **Chile** on 4 April 2012 (by Guernsey) and 24 September 2012 (by Chile) (in force with effect from 2 August 2016)
- **China** on 27 October 2010 (in force with effect from 17 August 2011)#
- **Costa Rica** on 5 March 2014 (in force with effect from 15 December 2018)
- **Czech Republic** on 15 September 2011(in force with effect from 9 July 2012)*
- **Denmark** on 28 October 2008 (in force with effect from 6 June 2009)*
- **Faroe Islands** on 28 October 2008 (in force with effect from 21 August 2009)
- **Finland** on 28 October 2008 (in force with effect from 5 April 2009)*
- **France** on 24 March 2009 (in force with effect from 4 October 2010)*#
- **Germany** on 26 March 2009 (in force with effect from 22 December 2010)*#
- **Gibraltar** on 22 October 2013 (in force with effect from 12 March 2014). See below re amendment.
- **Greece** on 29 September 2010 (by Greece) / 8 October 2010(by Guernsey) (in force with effect from 7 March 2014)*
- **Greenland** on 28 October 2008 (in force with effect from 25 April 2009)
- **Hungary** on 11 September 2013 (in force with effect from 7 March 2014)*
- **Iceland** on 28 October 2008 (in force with effect from 26 November 2009)
- **India** on 20 December 2011 (in force with effect from 11 June 2012)#
- **Indonesia** on 27 April 2011 (in force with effect from 22 September 2014)#
- **Ireland** on 26 March 2009 (in force with effect from 10 June 2010)*
- **Italy** on 5 September 2012 (in force with effect from 10 June 2015)*#
- **Japan** on 6 December 2011 (in force with effect from 23 August 2013)#
- **Korea (Republic of)#** on 23 September 2015 (in force with effect from 21 December 2016)
- **Latvia** on 5 September 2012 (in force with effect from 4 October 2013)*
- **Lesotho** on 3 July 2013 (in force with effect from 3 January 2015)
- **Lithuania** on 20 June 2013 (in force with effect from 8 March 2014)*
- **Macau** on 3 September 2014 (in force with effect from 26 April 2015)
- **Mauritius** on 6 February 2013 (in force with effect from 5 July 2013)
- **Mexico** on 10 June 2011 (by Mexico)/27 June 2011(by Guernsey) (in force with effect from 24 March 2012)#
- **Montserrat** on 7 April 2014 (by Guernsey)/19 May 2014 (by Montserrat) (in force with effect from 1 November 2016)
- **Netherlands** on 25 April 2008 (in force with effect from 11 April 2009)*
- **New Zealand** on 21 July 2009 (in force with effect from 8 November 2010)
- **Norway** on 28 October 2008 (in force with effect from 8 October 2009)
- **Poland** on 6 December 2011 (in force with effect from 1 November 2012)*
- **Portugal** on 9 July 2010 (in force with effect from 16 March 2018)*
- **Romania** on 12 January 2011 (by Romania)/17 January 2011(by Guernsey) (in force with effect from 22 January 2012)*

- **San Marino** on 29 September 2010 (in force with effect from 16 March 2011). See below re amendment.
- **Seychelles** on 20 December 2011 (in force with effect from 22 July 2012). See below re amendment
- **Slovakia** on 22 October 2013 (in force with effect from 26 January 2015)*
- **Slovenia** on 26 September 2011 (in force with effect from 9 August 2012)*
- **South Africa** on 21 February 2011 (in force with effect from 26 February 2012)#
- **Spain** on 10 November 2015 (ratified by Guernsey, but not yet in force)*
- **St Kitts and Nevis** on 18 January 2012 (by St Kitts and Nevis)/ 7 February 2012 (by Guernsey) (in force with effect from 14 April 2013)
- **Swaziland** on 3 July 2013 (by Guernsey)/30 August 2013 (by Swaziland) (in force with effect from 12 March 2015)
- **Sweden** on 28 October 2008 (in force with effect from 23 December 2009)*
- **Switzerland** on 11 September 2013 (in force with effect from 14 October 2014)
- **Turkey** on 13 March 2012 (in force with effect from 6 October 2017)#
- **Turks and Caicos** on 24 April 2014 (by Guernsey) / 24 July 2014 (by Turks and Caicos) (in force with effect from 17 August 2015). See below re amendment.
- **United Kingdom** on 20 January 2009 (in force with effect from 27 November 2009)*# See below re amendment.
- **United States** on 19 September 2002 (in force with effect from 30 March 2006)#. See below re amendment.
- **Uruguay** on 2 July 2014 (in force with effect from 6 October 2017)

(* Indicates an EU Member State)

(# Indicates a G20 Member)

It can be seen, therefore, that Guernsey's existing TIEAs cover:

- 16 G20 Members
- 23 EU Member States

In addition, the TIEAs with:

- **The Bahamas**, was amended by Protocol (on 12 April 2017, by The Bahamas, and on 16 May 2017, by Guernsey,) to permit the making of arrangements for automatic exchange of information (in force from 9 July 2018).
- **The British Virgin Islands**, was amended by Protocol (on 25 November 2014, by Guernsey, and on 11 December 2014, by BVI) to permit the making of arrangements for automatic exchange of information (in force with effect from 3 September 2015).
- **The British Virgin Islands**, was amended by Protocol (signed on 8 October 2015, by Guernsey, and 5 November 2015 by BVI) to amend Article 11 ("NO PREJUDICIAL OR RESTRICTIVE MEASURES") (in force with effect from 1 July 2020).

- **The Cayman Islands**, was amended by Protocol (on 10 September 2015, by Cayman and on 8 October 2015, by Guernsey,) to permit the making of arrangements for automatic exchange of information (in force with effect from 28 June 2016).
- **Gibraltar**, was amended by Protocol (on 23 March 2015, by Guernsey, and on 6 April 2015, by Gibraltar) to permit the making of arrangements for automatic exchange of information (in force with effect from 7 October 2015).
- **Montserrat**, was amended by Protocol (on 15 September 2023, by Guernsey, and on 19 July 2023, by Montserrat) to permit the making of arrangements for automatic exchange of information (**not yet in force**).
- **San Marino**, was amended by Protocol (signed on 14 December 2017, by San Marino, and 19 December 2017 by Guernsey) to amend Article 12 (“NO PREJUDICIAL OR RESTRICTIVE MEASURES”) (in force with effect from 23 August 2018).
- **Seychelles**, was amended by Protocol (on 12 August 2016, by Seychelles, and on 1 September 2016, by Guernsey) to delete Article 11 (“NO PREJUDICIAL OR RESTRICTIVE MEASURES”) (in force with effect from 14 June 2017).
- **Turks and Caicos**, was amended by Protocol (on 29 June 2016, by Turks and Caicos, and on 15 August 2016, by Guernsey) to permit the making of arrangements for automatic exchange of information and to amend Article 11 (“NO PREJUDICIAL OR RESTRICTIVE MEASURES”) (in force with effect from 23 March 2017).
- **The United Kingdom**, was amended by exchange of letters (on 23 October 2013) to permit the making of arrangements for automatic exchange of information (in force with effect from 29 July 2014).
- **The United States**, was amended by Protocol (on 13 December 2013) to permit the making of arrangements for automatic exchange of information (in force with effect from 26 August 2015).

An Exchange of Letters was made with Bermuda, (by Guernsey on 4 February 2019, replied to by Bermuda on 5 March 2019) to permit the making of arrangements for automatic exchange of information (in force with effect from 6 December 2019).

Ongoing work

N/A

(Negotiations with **Colombia, Dominica, Ghana, Kenya** and **Malaysia** have been suspended as they are now signatories to the Multilateral Convention, and their EOI relationship with Guernsey will be managed through that instrument.

TIEAs negotiated with **Malawi** and **Zambia** are not being pursued due to a lack of progress regarding signature.)

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Guernsey is willing to negotiate DTAs in place of, or in addition to, TIEAs, and it is indeed the policy of some countries to negotiate DTAs in preference to TIEAs.

Partial DTAs (dealing with such issues as personal tax matters, shipping and aircraft and/or mutual agreement procedures) have also been signed with 12 countries:

- **Australia** on 7 October 2009 (in force with effect from 24 August 2011)#
- **Denmark** on 28 October 2008 (in force with effect from 4 November 2009)*
- **Faroës** on 28 October 2008 (in force with effect from 15 January 2010)
- **Finland** on 28 October 2008 (in force with effect from 11 November 2009)*
- **Greenland** on 28 October 2008 (in force with effect from 19 November 2009)
- **Iceland** on 28 October 2008 (in force with effect from 26 November 2009)
- **Ireland** on 26 March 2009 (in force with effect from 10 June 2009)*
- **Japan** (contained in the same agreement as the TIEA) on 6 December 2011 (in force with effect from 23 August 2013)#
- **New Zealand** (contained in the same agreement as the TIEA) on 21 July 2009 (in force with effect from 8 November 2010)
- **Norway** on 28 October 2008 (in force with effect from 5 November 2009)
- **Poland** on 8 October 2013 (in force with effect from 1 October 2014)*
- **Sweden** on 28 October 2008 (in force with effect from 23 December 2009)*

Guernsey has had 2 **comprehensive DTAs** dating from the 1950s (with the United Kingdom and Jersey). Guernsey has more recently signed 14 further comprehensive DTAs with:

- **Cyprus** on 15 July 2014 (by Cyprus) and 29 July 2014 (by Guernsey)(in force with effect from 4 March 2015)*
- **Estonia** on 18 November 2019 (in force with effect from 6 August 2020)*
- **Hong Kong** on 28 March 2013 (by Guernsey) and 22 April 2013 (by Hong Kong) (in force with effect from 5 December 2013)
- **Isle of Man** on 24 January 2013 (in force with effect from 5 July 2013)
- **Jersey** (a revision to Guernsey's DTA with Jersey dating from the 1950s) on 24 January 2013 (in force with effect from 9 July 2013)
- **Liechtenstein** on 5 June 2014 (by Liechtenstein)/11 June 2014 (by Guernsey) (in force with effect from 30 April 2015)
- **Luxembourg** on 10 May 2013 (in force with effect from 8 August 2014)*
- **Malta** on 12 March 2012 (in force with effect from 10 March 2013)*
- **Mauritius** on 17 December 2013 (in force with effect from 30 June 2014)
- **Monaco** on 7 April 2014 (by Guernsey) and 14 April 2014 (by Monaco) (in force with effect from 9 May 2015)
- **Qatar** on 22 February 2013 (in force with effect from 11 July 2013)
- **Seychelles** on 27 January 2014 (in force with effect from 12 October 2016)
- **Singapore** on 6 February 2013 (in force with effect from 26 November 2013)
- **United Kingdom** (a revision to Guernsey's DTA with the United Kingdom dating from the 1950s) on 2 July 2018 (in force with effect from 7 January 2019)

In June 2017, Guernsey signed the Base Erosion and Profits Shifting (BEPS) Multilateral Instrument, which, after ratification by all parties, will revise the majority of Guernsey's comprehensive DTAs, so that they comply with the minimum standards of BEPS, as they relate to DTA issues. The BEPS Multilateral Instrument entered into force for Guernsey on 1 June 2019.

Discussions are being held with DTA partners, to establish which may agree to **bilateral revisions to agreements for BEPS purposes**, if they are not being amended by the Multilateral Instrument:

- **Jersey** has already agreed to revise the existing DTA for BEPS purposes, and finalisation/signature of the amending Protocol is ongoing (as indicated above, this DTA is being amended bilaterally, rather than being a Covered Tax agreement under the BEPS Multilateral Instrument).
- An amending protocol with **New Zealand** (partial DTA) was signed on 16 September 2019 (in force with effect from 30 March 2023).
- An amending protocol with the **Isle of Man** (comprehensive DTA) was signed on 18 October 2019, by the Isle of Man, and on 12 November 2019, by Guernsey (in force with effect from 10 September 2020).
- Amending protocols (3) with **Finland** (partial DTA, and also shipping and aircraft and MAP agreements) were signed on 3 April 2020, by Finland, and on 24 April 2020, by Guernsey (in force with effect from 27 May 2023).
- An amending protocol with **Ireland** (partial DTA) was signed on 8 December 2021 (in force with effect from 19 December 2022).
- An amending protocol with **Poland** (partial DTA) was signed on 19 May 2022 (in force with effect from 31 December 2023).
- An amending protocol with **Qatar** (comprehensive DTA) was signed on 21 June 2022 (in force with effect from 8 March 2023).

The following **comprehensive DTA** negotiations have been completed and arrangements to sign the Agreements are currently being discussed:

- **Bahrain**
- **Gibraltar**
- **United Arab Emirates**

Negotiations with Lebanon are expected to commence in 2023 (deferred due to the COVID-19 pandemic). Discussions on a possible DTA with Argentina have been deferred indefinitely, at Argentina's request.

Discussions with **Panama** and **Thailand** have been terminated, as Panama has signed, and Thailand is considering signing, the Multilateral Convention (which will provide the same exchange of information mechanisms that the DTA would have provided). Discussions with **Bermuda** regarding a DTA have been terminated as an alternative agreement to facilitate the CRS has been signed.

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It should be clear from the above, therefore, that Guernsey has actively sought TIEAs and DTAs with its major “trading partners”. Where negotiated agreements have not yet been signed this is solely due to the fact that the internal requirements necessary for them to move to signature have not yet been completed by both parties. Guernsey has never refused, of its own accord, to negotiate a TIEA or DTA with any territory. As the membership of the Multilateral Convention has expanded considerably in recent years, however, the need/desire by other jurisdictions to negotiate bilateral TIEAs/DTAs, principally for exchange of information purposes, has diminished.

Guernsey imposes income tax and has an active regime of detecting and investigating avoidance and evasion. For that reason, Guernsey has an interest in seeking exchange of information relationships with those territories where experience shows Guernsey residents may conduct transactions.

The future

Guernsey is now in the position where it has an exchange of information relationship with all OECD, G20 and EU economies (with Croatia, Israel and Russia, this is through the Multilateral Convention).

The Global Forum has a priority of tax information exchange with developing countries (and promoting negotiations/instruments for this purpose). Guernsey had already taken the initiative in this regard in relation to some Members of SADC (South African Development Community) as it was the first offshore financial centre to have actively sought negotiations on TIEAs with Members of SADC. In the event that a jurisdiction chose not to sign the Multilateral Convention, Guernsey would be open, therefore, to not only expanding further its bilateral exchange of information agreement network with developing countries within Africa, but also in other continents.

In addition, from time to time, Guernsey will be approached by jurisdictions. As indicated above, the terms of reference for the Peer Review process clearly indicate that:

“The standard requires that jurisdictions exchange information with all relevant partners, meaning those partners who are interested in entering into an information exchange arrangement.”

Where such approaches are made, and the jurisdiction concerned is covered by the existing Letter of Entrustment from the United Kingdom, and with political agreement for it to do so, the Guernsey Revenue Service is prepared to consider entering into negotiations (absent

any overriding reason why that should not be the case, such as political or social turmoil which has occurred since the jurisdiction was white listed). As noted above, however, the recent trend has been for countries to become members of the Multilateral Convention rather than enter into bilateral discussions.

Where such approaches are made by territories which are not covered by the existing Letter of Entrustment, Guernsey would evaluate the approach and if it was considered that negotiations were in the best interests of Guernsey (whether for economic or reputational reasons) the Guernsey Revenue Service would approach the Ministry of Justice in the United Kingdom to make a request for an extension of the Letter of Entrustment.

Summary

- Guernsey is politically and actively committed to the principles of transparency and the exchange of information for tax purposes.
- Guernsey stands ready to sign further TIEAs and DTAs which have already been negotiated, once the other jurisdictions are in a position to do so, and is also participating in the Multilateral Convention.
- Guernsey has never refused to negotiate a TIEA or DTA with any territory.
- Guernsey has never prioritised the negotiation of a TIEA or a DTA with a country of no, or little, economic significance over a TIEA or a DTA with a country with which it has substantial relevant economic ties.

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Revenue Service

20 November 2023

The text of all signed agreements can be accessed at:

<http://www.gov.gg/international-agreements>