



**VII
2022**

BILLET D'ÉTAT

WEDNESDAY, 30th MARCH, 2022

BUSINESS OF THE MEETING

1. Policy & Resources Committee - States of Deliberation's response to the Russian Federation's invasion of Ukraine, P.2022/24

BILLET D'ÉTAT

TO
THE MEMBERS OF THE STATES
OF THE ISLAND OF GUERNSEY

I hereby give notice pursuant to the provisions of Rule 2(4) of the Rules of Procedure of the States of Deliberation and their Committees that at the Meeting of the States of Deliberation to be held at **THE ROYAL COURT HOUSE**, on **WEDNESDAY**, the **30th March, 2022** the item listed in this Billet d'État is submitted for debate.

R. J. McMAHON
Bailiff and Presiding Officer

The Royal Court House
Guernsey

23rd March, 2022

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

POLICY & RESOURCES COMMITTEE

**STATES OF DELIBERATION'S RESPONSE TO THE RUSSIAN FEDERATION'S INVASION OF
UKRAINE**

The States are asked to decide:-

Whether, after consideration of the Policy Letter entitled "States of Deliberation's response to the Russian Federation's invasion of Ukraine" dated 22nd March, 2022, they are of the opinion:-

1. To affirm that the States of Guernsey stands with other democratic parliaments, and governments, in condemning the unwarranted and unjust acts of aggression of the Russian Federation against the sovereign state of Ukraine and its people and that the States of Guernsey supports the government and people of Ukraine in their valiant struggle to remain free to determine their own future.

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

POLICY & RESOURCES COMMITTEE

STATES OF DELIBERATION'S RESPONSE TO THE RUSSIAN FEDERATION'S INVASION OF
UKRAINE

The Presiding Officer
States of Guernsey
Royal Court House
St Peter Port
Guernsey

22nd March, 2022

Dear Sir

1 Executive Summary

- 1.1 Following the Russian Federation's full-scale invasion of Ukraine which commenced on 24th February 2022, governments and parliaments around the world have reacted to condemn the actions of President Vladimir Putin and the Russian state, to try to hasten the end of the war, to support Ukraine and its people and to respond to the humanitarian crisis. The Bailiwick of Guernsey is playing its own part in that international reaction to the war.
- 1.2 Due to its role in regard to international relations, the Policy & Resources Committee has prepared this Policy Letter on the war in Ukraine. This Policy Letter is intended to enable the States of Deliberation to express its view on the Russian Federation's invasion of Ukraine at the next scheduled States Meeting. A Proposition has been drafted about the affront to democracy and self-determination that is taking place. Its adoption by the States of Deliberation would also be an act of solidarity with Ukraine and the international community. The Committee urges all members of the States to agree with the Proposition so that it can be part of the historical record of this parliament's decisions.
- 1.3 The Policy Letter does not outline all of the topics on which the States of Guernsey is engaged in responding to the war in Ukraine. Due to the rapidly changing situation, it is intended that updates on this work will be provided during the debate.

2 Invasion of Ukraine

- 2.1 On Thursday 24th February 2022, the Russian Federation led by its President, Vladimir Putin, committed an act of aggression against the sovereign state of Ukraine by invading and starting a war in that country. It followed aggressive rhetoric from President Putin and the Russian state over the preceding months, as well as Russian aggression towards Ukraine over a number of years including the annexation of Crimea in 2014.
- 2.2 The invasion has met with strong and determined resistance by the Ukraine government and the people of that country. In addition to the trained military, people with peaceful occupations have armed themselves to join the fight for their country's continued freedoms.

3 Response of the rest of the world

- 3.1 The response of the rest of the world has been strong and swift. Governments and parliaments around the world have condemned the actions of the Russian Federation. Sanctions have been applied to put pressure on the Russian Federation. The range of sanction measures applied, to date, restrict the financial activities of the Russian government and state companies, inflict damage on the Russian economy and freeze the assets of close supporters of President Putin. This is one part of the international response to increase pressure to hasten the end to the war. Governments and international companies have declared their intentions to withdraw products and services from Russia and to stop sourcing gas, oil and other commodities from there.
- 3.2 On Wednesday 2nd March 2022, the UN General Assembly adopted a Resolution¹ deploring the aggression against Ukraine in the strongest terms and demanding that the Russian Federation immediately end the illegal use of force in Ukraine and withdraw all its troops. It has also, "demanded that the Russian Federation refrain from any further threat or use of force against any United Nations Member State"². The UN General Assembly has also deplored, "Belarus' involvement in the illegal action" and strongly, "urged the immediate peaceful resolution of the conflict".

¹ The measure was adopted by a vote of 141 in favour to 5 against with 35 abstentions. The UN has 193 members. The measure was adopted by a very large majority, but some countries did not denounce the Russian Federation's actions in the terms of the UN General Assembly's Resolution.

² United Nations Meetings Coverage – General Assembly Plenary – Eleventh Emergency Special Session, 5th & 6th meetings (am and pm), 2nd March 2022 "General Assembly Overwhelmingly Adopts Resolution Demanding Russian Federation Immediately End Illegal Use of Force in Ukraine, Withdraw All Troops" <https://www.un.org/press/en/2022/ga12407.doc.htm>

4 Casualties of war – humanitarian crisis

4.1 Many people have been killed and injured already by the war. More people are fleeing the country or are subject to internal displacement. There are reports and images of properties and neighbourhoods which have been destroyed. A humanitarian crisis has arisen – at the time of writing, the UNHCR³ estimates that more than 3.5 million refugees have left Ukraine, at least 1.85 million people⁴ have been displaced within the country and around 13 million people have been affected in the areas hardest hit by the war within Ukraine and are in need of humanitarian and protection assistance⁵. The UN General Assembly has, “demanded that all parties allow safe and unfettered passage to destinations outside of Ukraine, facilitate rapid and unhindered access to those in need of assistance inside the country, and protect civilians and medical and humanitarian workers.”

5 Address of the President of Ukraine to members of the House of Commons and House of Lords

5.1 On Tuesday 8th March, the President of Ukraine, Volodymyr Zelenskyy, addressed the UK’s House of Commons by video link⁶. The chamber and the gallery were packed with MPs and members of the House of Lords. It was the first time that a foreign head of state had spoken to UK parliamentarians in that way within that chamber. President Zelenskyy said that Ukraine had not asked for the war, but pledged that it would neither give up nor lose. He said that Ukraine was, “looking for help from civilised countries, and we are thankful for this help.”

6 Parliamentary condemnation in other jurisdictions of President Putin regime’s act of aggression against Ukraine

6.1 Jurisdictions around the world have responded to the Russian Federation’s act of aggression against Ukraine. In this Policy Letter, the parliamentary responses of the United Kingdom, Jersey and the Isle of Man are outlined. As in paragraph 7.1, due to the historic constitutional relationship (through the Crown), the Bailiwick follows and acts in line with the UK’s foreign policy. As fellow Crown Dependencies, it is thought that the parliamentary responses of Jersey and the Isle of Man are also relevant.

³ UNHCR The United Nations Refugee Agency

⁴ Figures taken from the [UNHCR – Ukraine emergency](#) website, as at 22nd March 2022

⁵ Figure set out in summary of statement by UNHCR spokesperson Matthew Saltmarsh at a press briefing at the Palais des Nations in Geneva on 18th March 2022: [UNHCR - UNHCR warns of rising needs in Ukraine and neighbouring countries, calls for cessation of hostilities](#)

⁶ There is a media release on the UK Parliament website, ‘Speaker Hoyle invites “courageous” Ukrainian President to give Commons address’ <https://www.parliament.uk/business/news/2022/march-2022/speaker-hoyle-invites-courageous-ukrainian-president-to-give-commons-address/>

United Kingdom

- 6.2 On 24th February 2022, the day that the Russian Federation invaded Ukraine, the UK's Prime Minister made a statement in the House of Commons in which he outlined the UK's immediate response to, "President Putin's onslaught against a free and sovereign European nation."⁷ He said he was proud that, "Britain did everything within our power to help Ukraine prepare for this onslaught and we will do our utmost to offer more help as our brave friends defend their homeland". The Prime Minister also talked about the UK's "clear mission" for President Putin's "hideous and barbaric venture" to "end in failure". He outlined economic measures and trade restrictions, talked about delivering measures in concert with other jurisdictions, about using, "Britain's position in every international forum to condemn the onslaught against Ukraine" and about countering, "the Kremlin's blizzard of lies and disinformation by telling the truth about Putin's war of choice and war of aggression." The Labour Party, SNP and Liberal Democrat leaders each responded with statements of support for Ukraine and its people, condemning the actions of President Putin and supporting the UK government's stance⁸.

Jersey

- 6.3 On 1st March 2022, Jersey's External Relations Minister made a statement⁹ condemning the actions of Russia against Ukraine and the Ukrainian people, pledging the community's support for Ukraine and its people and setting out the government's actions to introduce measures in line with the UK's. On 3rd March 2022, following an emergency debate in the States of Jersey assembly (at a regular scheduled meeting of that parliament), Members present unanimously approved a proposition¹⁰ condemning the invasion of Ukraine by Russia, pledging support for the people of Ukraine and requesting that the Council of Ministers report on the steps taken by the Government of Jersey to provide support and

⁷ The UK Prime Minister went on to say, "In fact, he [Putin] is hurling the might of his military machine against a free and peaceful neighbour, in breach of his own explicit pledge and every principle of civilised behaviour between states, spurning the best efforts of this country and our allies to avoid bloodshed. For that, Putin will stand condemned in the eyes of the world and of history."

⁸ Prime Minister's statement to the House of Commons on Ukraine (24th February 2022)

<https://www.gov.uk/government/speeches/pm-statement-to-the-house-of-commons-on-ukraine-24-february-2022>

Hansard report of debate in the House of Commons, 24th February 2022

<https://hansard.parliament.uk/commons/2022-02-24/debates/A76282B2-C1F4-4D00-B5E8-A8A0F2476FBB/Ukraine>

⁹ Jersey Minister for External Relations' statement on Ukraine (1st March 2022)

<https://www.gov.je/News/2022/Pages/ExternalRelationsMinisterUkraineUpdate01March.aspx>

¹⁰ Proposition and Report lodged by Deputy Higgins of St Helier on 28th February 2022

<https://statesassembly.gov.je/AssemblyPropositions/2022/P.36-2022.pdf> .

The States Assembly agreed to reduce the minimum lodging time for Deputy Higgins' proposition and that it could be debated first in the meeting of 1st March.

deliver aid to Ukraine at the next States Meeting. The States of Jersey also agreed to ascertain from the UK the relevant definition of ‘relatives’ for the immigration of displaced Ukrainian people and to work with UK authorities to arrange for the longer-term settlement of Ukrainians.¹¹

Isle of Man

- 6.4 On 1st March 2022, the Isle of Man’s Chief Minister made a statement¹² in the House of Keys (at a regular scheduled meeting of the lower house of the island’s parliament, Tynwald) condemning the Russian invasion of Ukraine, stating their solidarity with the people of Ukraine, and supporting the actions by other jurisdictions to introduce sanctions against Russia. Due to the Isle of Man’s constitutional relationship with the UK and the UK’s responsibility for the island’s international relations, the island confirmed its alignment with UK’s foreign policy and its decision to introduce similar measures and in continuing to work with the UK government to respond to the developing events in Ukraine and to provide appropriate support for the Ukrainian people. Then, on 15th March 2022, Tynwald debated¹³ a motion from the Deputy Chief Minister which reaffirmed the Isle of Man’s stance on supporting Ukrainian sovereignty, democracy, independence and territorial integrity, condemning the Russian invasion of Ukraine and supporting humanitarian efforts. The motion was unanimously carried as a resolution of the parliament.

7 Guernsey’s (and the wider Bailiwick’s) response to the war in Ukraine

- 7.1 Owing to the historic and special constitutional relationship with the UK (through the Crown), the UK is responsible for the Bailiwick’s formal international relations and defence. That includes representing the Bailiwick’s interests internationally (as determined by Guernsey, Alderney and Sark for all matters within their own domestic competence). In accordance with our constitutional relationship, Guernsey follows and acts in line with the UK’s foreign policy. The Bailiwick remains in lockstep with the UK’s response to the war in Ukraine, as part of the globally coordinated response. For example, as general policy and in this instance, the Bailiwick automatically applies and implements UK sanctions¹⁴.

- 7.2 The role that Guernsey plays as part of the international community is by being

¹¹ States of Jersey Meeting Summary 1st-3rd March 2022 -

<https://statesassembly.gov.je/news/pages/States-Meeting-summary-1-3-March.aspx>

¹² Isle of Man Chief Minister’s statement on Ukraine (1st March 2022)

<https://www.gov.im/news/2022/mar/01/chief-ministers-statement-on-ukraine/>

¹³ Isle of Man Deputy Chief Minister’s motion on Ukraine (15th March 2022)

<https://www.gov.im/news/2022/mar/15/deputy-chief-minister-motion-on-ukraine/>

¹⁴ In certain instances, Regulations are also required to be made in Guernsey to ensure that the sanctions are adapted for the Bailiwick’s domestic context. Such Regulations are made in a coordinated way with the UK.

aligned with the UK's response to Ukraine, Russia, Belarus and other nations as appropriate. The response of various nations is being coordinated internationally, including through the G7, with the EU and through NATO.

- 7.3 The alignment with the UK on the response is also important when it comes to the practicalities of the administration of the response. The islands are reliant on the UK government (which has defence forces and intelligence agencies) for identification of specific risks. The islands are an integral part of the long-standing Common Travel Area (CTA)¹⁵ which enables British and Irish citizens to move freely and reside in the UK, Ireland and the Crown Dependencies. The Bailiwick's immigration regime protects the Bailiwick's interests whilst ensuring that our participation in the CTA continues. The islands' relationship with the UNHCR (the UN Refugee Agency) is through the UK. The UNHCR is coordinating the humanitarian response and assisting refugees who have fled the Ukraine into the EU.
- 7.4 Committees of the States are doing all that they can to support Ukraine and its people and to help the international effort to apply pressure on President Putin's regime and the Russian Federation. The governmental and community response includes (but is not necessarily limited to): donations to assist in the response to the humanitarian crisis; applying the same Ukrainian family visa as the UK and considering whether and how to offer a 'homes for Ukraine' schemes as the UK; and the imposition of sanctions on certain Russian activities, businesses and individuals. The States of Guernsey response also includes monitoring of, and preparation for, potential local effects which include: the impact on supply chains and pricing of certain goods (in particular, essential foods and fuel); impacts on the finance sector and general economic impact; and increased risk of cyber attacks. States Members received briefings on these elements on 9th March and 21st March and a media release¹⁶ was issued to inform the public on 11th March 2022.
- 7.5 Political representatives from Guernsey, Alderney and Sark have discussed the Bailiwick's response to the war in Ukraine. For example, at a Bailiwick Council meeting on 9th March those present observed that the Bailiwick acted together as one for the sanctions applied and felt as one for the humanitarian crisis that

¹⁵ The Common Travel Area (CTA) is a long-standing arrangement between the UK, the Crown Dependencies (Bailiwick of Jersey, Bailiwick of Guernsey and the Isle of Man) and Ireland that pre-dates both British and Irish membership of the EU and is not dependent on it. Under the CTA, British and Irish citizens can move freely and reside in either jurisdiction and enjoy associated rights and privileges, including the right to work, study and vote in certain elections, as well as to access social welfare benefits and health services. The UK and Irish governments signed a Memorandum of Understanding (MoU) in May 2019 reaffirming their commitment to maintain the CTA, and the associated rights and privileges, in all circumstances. (taken from <https://www.gov.uk/government/publications/common-travel-area-guidance>)

¹⁶ <https://gov.gg/article/188407/States-of-Guernsey-provides-overview-of-steps-taken-to-date-in-response-to-war-in-Ukraine>

was developing. It has been publicly stated that Guernsey, Alderney and Sark are all determined to play whatever part they can to support Ukraine and its people.

7.6 There are members of the Bailiwick community who are having a difficult time as a result of the war – many with direct personal connections to people caught up in the situation. That includes islanders with family links to Ukraine or Russia. The Committee calls on everyone within the Bailiwick community to continue to support each other.

7.7 There has been a strong community response to the humanitarian crisis and many local businesses, established and registered charities, community groups and individuals have donated or have developed initiatives to show support for the Ukrainian people on behalf of the Bailiwick.

8 Policy Letter – States of Deliberation’s response to the Russian Federation’s invasion of Ukraine

8.1 Due to its role in regard to international relations and constitutional affairs, the Policy & Resources Committee has prepared this Policy Letter on the war in Ukraine. The purpose is to enable the parliament to consider a Proposition which would, in effect, denounce the act of aggression by the Russian Federation. The Proposition is meant to be Guernsey’s parliamentary response and also intended as an act of solidarity with Ukraine and the international community. It gives the States of Deliberation an opportunity to express its view and for that to be formally recorded.

8.2 Due to the fast-moving nature of events, the Policy Letter itself is only a short summary of events as at the time of writing. The purpose of the Policy Letter and the parliamentary debate is not to go into detail of the States of Guernsey response (or that of the island or Bailiwick as a whole) but to express a more fundamental point on the affront to democracy and self-determination that is taking place.

8.3 The Committee has drafted a Proposition to enable the States of Deliberation to express its view on the Russian Federation’s invasion of Ukraine. The Committee urges all members of the States to agree with the Proposition so that it can be part of the historical record of this parliament’s decisions. The debate will enable the States of Deliberation to voice its strength of feeling about the war.

8.4 It is not necessary to include a specific direction for the Committee or the wider States of Guernsey to act to do all that it can to contribute to the international effort to end the war in Ukraine or to support the people of Ukraine because that is already being undertaken with vigour, speed and determination, by all politicians and officials involved in any policy areas which are or might be

affected, under their existing mandates and legislation and within the constitutional relationship with the UK (through the Crown). If the States agrees with the Proposition, it will provide evidence of the weight of additional political support for Guernsey's government to continue to take such actions.

- 8.5 The Proposition for the States to consider is whether it is of the opinion, "To affirm that the States of Guernsey stands with other democratic parliaments, and governments, in condemning the unwarranted and unjust acts of aggression of the Russian Federation against the sovereign state of Ukraine and its people and that the States of Guernsey supports the government and people of Ukraine in their valiant struggle to remain free to determine their own future."

9 Compliance with Rule 4

- 9.1 Rule 4 of the Rules of Procedure of the States of Deliberation and their Committees sets out the information which must be included in, or appended to, motions laid before the States.

- 9.2 In accordance with Rule 4(1)(a), the parliamentary statement proposed within this Policy Letter contributes to States objectives and policy plans by supporting one of the four main priorities identified within Stage 1 of the Government Work Plan¹⁷, "Managing the effects of Brexit and our international obligations", which includes the continuing development of Guernsey's international identity and meeting international standards. In the circumstances, that is by being part of the international community's response to the war in Ukraine. Workstreams were identified within Stage 2 of the Government Work Plan¹⁸ to support this priority area of work, including by ensuring compliance with agreed international agreements and standards while "ensuring protection in an ever changing world with complex relationships"¹⁹.

- 9.3 In regard to Rule 4(1)(b), and due to the extremely limited time available to prepare this Policy Letter, the Committee has not had an opportunity to consult fully with other parties in the usual way. However, the Committee arranged briefings on Wednesday 9th March and Monday 21st March 2022 for States Members regarding the situation in Ukraine and Guernsey's government response and that event was well attended. The Committee informed the Committee *for* Home Affairs and the Committee *for* Economic Development of its intention to prepare and submit this Policy Letter and later advised all States Members that a Policy Letter was being prepared.

- 9.4 Close cross-Committee work has also taken place at officer level to ensure that

¹⁷ Government Work Plan – Stage 1, [Billet d'État VI, 2021](#) and [Resolutions](#) of 26th March, 2021.

¹⁸ Government Work Plan – Stage 2, [Billet d'État XV, 2021](#) and [Resolutions](#) of 23rd July, 2021.

¹⁹ Paragraph 5.13 on page 20 of Government Work Plan - Stage 2.

the operational response has been rapid, coordinated and effective to date.

- 9.5 The Committee and other Principal Committees have worked closely with various UK Government Departments and alongside the Crown Dependencies of Jersey and the Isle of Man in response to the war in Ukraine. The response has been provided Bailiwick wide, with close working taking place with Alderney and Sark as required both at political and officer level.
- 9.6 The Committee is grateful to the Presiding Officer for permitting this Policy Letter to be published as a late item for inclusion in the States Meeting already scheduled to be held on 30th March 2022 (in accordance with Rule 2(4) of the Rules of Procedure).
- 9.7 In accordance with Rule 4(1)(c), the Proposition has been submitted to Her Majesty's Procureur for advice on any legal or constitutional implications.
- 9.8 In regard to Rule 4(1)(d), there are no additional resources required to fulfil the Proposition of this Policy Letter. It is intended as a statement of the view of the parliament of Guernsey on the Russian Federation's invasion of Ukraine; to be part of the historical record of this parliament's decisions. Officers working for the various Principal Committees with relevant mandates have provided, and will continue to provide, support to the political response to the war in Ukraine and have delivered the swift operational actions required to date.
- 9.9 On 2nd March, the Policy & Resources Committee announced that it had decided to make a donation of £500,000 to support the people of Ukraine. The donation on behalf of the people of Guernsey and Alderney reflects the strength of local feeling and solidarity for Ukraine and its people²⁰. The donation has been split equally between two organisations, the British Red Cross and UK for UNHCR. The Committee used the budget reserve²¹ to fund the donation.
- 9.10 In accordance with Rule 4(2)(a), the Proposition relates to the duties of the Policy & Resources Committee because its mandate includes responsibilities to, "advise the States and to develop and implement policies and programmes relating to: (a) leadership and co-ordination of the work of the States" and "(c) external relations and international and constitutional affairs, which includes: 2. relations with the United Kingdom and other jurisdictions; 1. the island's constitutional position and the relationship with the Crown; and 7. the policy framework regarding overseas aid and development".

²⁰ The States of Alderney decided that it would match community contributions to a local appeal for Alderney's islanders to support Ukraine's people – that funding was up to a maximum of £15,000.

²¹ As part of the budget setting process each year, the States allocates an amount of money (the budget reserve) to cover budget contingencies, deal with any one-off or unexpected expenditure or manage any in-year cost pressures.

9.11 In accordance with Rule 4(2)(b), it is confirmed that the Proposition has the unanimous support of the Committee.

Yours faithfully

Policy & Resources Committee

P T R Ferbrache
President

H J Soulsby
Vice-President

M A J Helyar
J P Le Tocq
D J Mahoney