The G7 Research Group at the Munk School of Global Affairs and Public Policy at Trinity College in the University of Toronto presents the

2019 G7 Biarritz Summit Interim Report
27 August 2019 — 20 December 2019

Prepared by Meagan Byrd and Ivan Hsieh and the G7 Research Group

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www.g7.utoronto.ca

g7@utoronto.ca
@g7_rg

“...We have meanwhile set up a process and there are also independent institutions monitoring which objectives of our G7 meetings we actually achieve. When it comes to these goals we have a compliance rate of about 80%, according to the University of Toronto. Germany, with its 87%, comes off pretty well. That means that next year too, under the Japanese G7 presidency, we are going to check where we stand in comparison to what we have discussed with each other now. So a lot of what we have resolved to do here together is something that we are going to have to work very hard at over the next few months. But I think that it has become apparent that we, as the G7, want to assume responsibility far beyond the prosperity in our own countries. That’s why today’s outreach meetings, that is the meetings with our guests, were also of great importance.”

Chancellor Angela Merkel, Schloss Elmau, 8 June 2015

G7 summits are a moment for people to judge whether aspirational intent is met by concrete commitments. The G7 Research Group provides a report card on the implementation of G7 and G20 commitments. It is a good moment for the public to interact with leaders and say, you took a leadership position on these issues — a year later, or three years later, what have you accomplished?

Achim Steiner, Administrator, United Nations Development Programme, in G7 Canada: The 2018 Charlevoix Summit
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“As the G7, we will work with the United Nations and INTERPOL in order to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.”

Sahel Partnership Action Plan

Assessment

<table>
<thead>
<tr>
<th></th>
<th>No Compliance</th>
<th>Partial Compliance</th>
<th>Full Compliance</th>
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<tbody>
<tr>
<td>Canada</td>
<td>−1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>France</td>
<td></td>
<td>+1</td>
<td></td>
</tr>
<tr>
<td>Germany</td>
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<tr>
<td>Italy</td>
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<td>Japan</td>
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<td>United Kingdom</td>
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<tr>
<td>United States</td>
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<td>+1</td>
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<tr>
<td>European Union</td>
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<td></td>
<td>+1</td>
</tr>
<tr>
<td>Average</td>
<td></td>
<td></td>
<td>+0.75 (88%)</td>
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Background

On 16 February 2014, the leaders of Burkina Faso, Mali, Mauritania, Niger, and Chad met in Nouakchott, Mauritania to create the G5 Sahel, in order to improve cooperation, security, and development in the Sahel region of Africa. The goals of the G5 Sahel group are to:

- Guarantee the conditions required for economic development and peace in the Sahel Region
- Provide a framework for strategic intervention for improving living conditions in the region
- Combine development with security through democracy and good governance, while promoting regional and international cooperation
- Promote inclusive and sustainable development in the Sahel Region

On 1 August 2014, France launched Operation Barkhane, a counter-terrorism operation focused on fighting and neutralizing jihadist organizations operating in the Sahel region, deploying 3000 soldiers to the region to support the G5 Sahel countries.

On 5 June 2017, the European Union pledged EUR50 million for the creation of a larger, multinational joint Sahel task force, merging the French soldiers from the prior Operation Barkhane with soldiers from various other countries, totaling a force of 10,000 soldiers.

With one of the major themes of the Biarritz Summit focusing on cooperation with Africa, the Sahel region was brought forward as a significant discussion point for the first time. In the Sahel

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Partnership Action Plan, G7 leaders outlined the major issues facing the region, and how the G7 and G5 Sahel can work together to improve the pace at which the G5 Sahel group reaches its goals. A major focus was the security aspect of the G5 Sahel goals, with the G7 calling for international cooperation between the G7 and G5 Sahel, as well as the United Nations as INTERPOL.

Commitment Features
While the goals of the G5 Sahel group focus on both security and development, the commitment text focuses on specifically bolstering the G5 Sahel police and defence capabilities. As such, for all aspects of this commitment only actions that address security issues will be considered for compliance.

The primary measure of compliance for this commitment will be cooperation with the aim of improving regional security in the Sahel. Compliance will be split into two sections; the first type of compliance will be G7-to-G5 Sahel cooperation to address security issues, and the second type of compliance will be cooperation with UN and/or INTERPOL to address security issues in the Sahel region. Examples of the first type of compliance include, but are not limited to, bilateral cooperation to specifically address security issues, funding provisions for security issues, and bolstering of the G5 Sahel joint security force through military or financial contributions. Examples of the second type of compliance include, but are not limited to, cooperation with UN and/or INTERPOL to directly target and neutralize threats from Sahel region jihadist groups, financial support of or participation in multinational UN security operations in the Sahel region, and cooperation with INTERPOL in providing key information that would aid in counter-terrorism operations in the Sahel region.

In order to achieve a full compliance score, a G7 member must take actions of both the first and second aspect. In order to achieve a partial compliance score, a G7 member must take actions of either the first or second aspect. A G7 member who does not take action in either area will receive a score of no compliance.

Scoring Guidelines

<table>
<thead>
<tr>
<th>Score</th>
<th>Description</th>
</tr>
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<tbody>
<tr>
<td>-1</td>
<td>The G7 member has not cooperated with G5 Sahel countries NOR with UN and/or INTERPOL to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.</td>
</tr>
<tr>
<td>0</td>
<td>The G7 member has cooperated with G5 Sahel countries OR with UN and/or INTERPOL to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.</td>
</tr>
<tr>
<td>+1</td>
<td>The G7 member has cooperated with G5 Sahel countries AND with UN and/or INTERPOL to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.</td>
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Canada: −1
Canada has not complied with its commitment to work with the United Nations and INTERPOL in order to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.

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On 1 September 2019, Canada ended its peacekeeping mission in Mali that was a part of the United Nations Multidimensional Integrated Stabilization Mission (MINUSMA).\(^{923}\) Only “a small number of CAF members will remain in the region” until January 2020.\(^{924}\) There is no indication that Operation PRESENCE-Mali would resume at a later date.\(^{925}\) However, Canada will continue to provide financial, military personnel, military training, and civilian police officers in Mali through the Peace and Stabilization Operations Program and Canadian Policy Arrangements.\(^{926}\)

Canada has decreased its support for the G5 Sahel group by not extending its pivotal PRESENCE-Mali mission despite an increase in extremist attacks in the region.

Thus, Canada receives a score of −1.

**Analyst: Nicholas Lovrics**

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**France: +1**

France has fully complied with its commitment to work with the United Nations and INTERPOL in order to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.

Between 20 and 25 September 2019, the French Operation Barkhane force provided support through aerial reconnaissance, at the request of the Burkinabe authorities, in strengthening the Burkina Faso armed forces stationed in Soum.\(^{927}\)

Between 29 September and 7 October 2019, French soldiers of the “Belleface” Desert Tactical Group led a major operation, which mobilized about 200 men and 40 vehicles, to establish zone control in the three-border area of the Liptako region and to strengthen the Operational Military Partnership with the Malian Armed Forces in the area.\(^{928}\) The operation led to the improvement and reinforcement of passive defense points in the cities and the Malian military camps, with the aim of preventing the armed terrorist groups from operating in the region.\(^{929}\)

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On 3 October 2019, the French Barkhane force participated in the operational coordination committee of the G5 Sahel member countries, organized by the General Staff of the Armies of Chad, which aimed to increase cooperation between the forces.930

On 10 October 2019, the G5 Sahel Joint Force, backed by the French-led Operation Barkhane force, completed a “major arms seizure” following a 10-day military counter-terrorism operation in northern Niger, during which the French force carried out airdrops and ISR (Intelligence, Surveillance, Reconnaissance) flights.931

Between 1-17 November 2019, the G5 Sahel Join Force, in cooperation with the armies of Burkina Faso, Mali and Niger, and with support from the Barkhane force, carried out operation Bourgou IV which aimed to disrupt the activity of armed terrorist groups in the in the “three borders” Sahel region.932 The operation mobilized over 1,400 soldiers, with 600 of them French.933 Bourgou IV succeeded in the coordination of all the troops and resulted in 25 terrorists neutralized or captured, 64 vehicles destroyed, a large quantity of ammunition seized, over 100 phones recovered, and a fuel depot and an IED manufacturing workshop destroyed.934

On 20 November 2019, Permanent Representative to the United Nations Nicolas de Riviere affirmed that France supports “the G-5 countries’ requests for increased multilateral support.”935 Riviere announced that a European special forces unit named Takuba will be deployed as part of Operation Barkhane in Mali starting in 2020 to support them on their path to autonomy.936

On 19 December 2019, President Emmanuel Macron delivered a speech in Niamey, Niger following an attack on a military camp in Niger that killed 71 soldiers. Macron vowed to keep fighting extremism in the region, noting that the Sahel is at a “turning point” in the war, and emphasized the need to redefine and clarify military and political objectives at the upcoming summit on 13 January 2020 with the Sahel G5 leaders in Pau, France.937

On 20 December 2019, Operation Barkhane forces killed 33 Islamist militants in Mali near the Mauritanian border where a “group linked to Al Qaeda operates,” utilizing helicopters, ground troops, and a drone.\(^{938}\) The operation also included a seizure of four equipped trucks, four motorcycles, and a large volume of armaments including heavy machine guns, as well as a release of two Malian hostage gendarmes.\(^{939}\)

Between 27-29 December 2019, the G5 Sahel Joint Force Staff met with representatives of the Sahel national armies and the Barkhane Force at the Niamey command post. General Facon, Commander of the Barkhane, “stressed that all the conditions are met for increased cooperation in the fight” and reaffirmed the need to continue strengthening the joint operationalization between the partner forces in the region.\(^{940}\)

France has demonstrated efforts to counter terrorism and provide appropriate support to G5 countries through the work of the Operation Barkhane forces, which have collaborated with the G5 Sahel Joint Force to neutralize jihadist groups and stifle militant operations in all five countries, and through its leadership role in the United Nations in advocating for increased multilateral support for the G5.

Thus, France receives a score of +1.

**Analyst:** Mascha Kopytina

**Germany: +1**

Germany has fully complied with its commitment to work with the United Nations and INTERPOL in order to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.

On 24 September 2019, Foreign Minister Heiko Maas stated that as a non-permanent member of the Security Council, Germany will focus on “peaceful cooperation and de-escalation” of conflicts in Syria, Gulf states, Yemen, Sahel region and Sudan.\(^{941}\)

On 16 October 2019, at the Franco-German Defense and Security Council, Germany reaffirmed its commitment to “securing, stabilizing and developing the Sahel region.”\(^{942}\) Germany also committed

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to working with France and the European Union on “the launch and implementation of the Partnership for Security and Stability in the Sahel (P3S).”

In December 2019, the German Defense Ministry rejected for the second time a French request to dispatch “European special forces to tackle Mali’s dangerous security situation.” Germany also “turned down the request” to create a Combined Joint Special Operations Task Force.

On 29 December 2019, Defense Minister Annegret Kramp-Karrenbauer stated that “Germany should consider expanding its troop mandate” in Sahel region. Currently, 1100 Bundeswehr soldiers are “taking part in a UN mission in the region, as well as an EU military training mission,” however, the German mandate “does not cover taking part in counter-terrorism operations.”

While Germany rejected the creation of the Combined Joint Special Operations Task Force, it has demonstrated commitment to work with the United Nations, other institutions, and G5 Sahel countries to build more efficient police and defense capabilities. Germany has also signaled readiness to expand its mission in the Sahel region.

Thus, Germany receives a score of +1.

Analyst: Shamshir Malik

Italy: +1

Italy has partially complied with its commitment to work with the United Nations and INTERPOL in order to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.

On 29 August 2019, the Italian Army team, as part of the Bilateral Support Mission in Niger (MISIN), concluded its two-week Improvised Explosive Device (IED) threat awareness course at the Niamey training center. The course taught the Nigerian Security Forces the procedures of combatting fundamentalist terrorism attacks caused by explosive devices through lessons on the characteristics of the IEDs and their effects.

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On 13 September 2019, the Mobile Training Team (MTT) of the Carabinieri, the Italian military force, concluded the final exercise of a forest combat techniques course as part of MISIN.951 The course trained the Nigerian military forces on the proper defensive conduct in wooded areas, including specific techniques of concealment, “hand strike,” and ambush.952

On 27 September 2019, the MTT of the Carabinieri concluded the final exercise of a two-part Operative Intervention Techniques course as part of MISIN.953 The course trained the National Guard of Niger and the Gendarmes in theoretical and practical skills of engagement in territorial control and police operations, and sought to develop the Nigerian forces’ knowledge of criminal law and procedure, the “jus in bello,” and the skills of carrying out immediate relief.954

On 25 September 2019, at the 74th United Nations General Assembly, Prime Minister Giuseppe Conte declared Italy’s “strong commitment to face the Sahel crisis” and his desire to “play a high-profile role” on the African continent.955

On 4 October 2019, Brigade General Claudio Dei of MISIN and Permanent Secretary Maman Sambo Sidikou of the G5 Sahel signed a military cooperation agreement for the training of personnel at the G5 Sahel Defense College in Nouakchott, Mauritania.956 As part of the agreement, Italy committed to sending two MISIN officers to teach and train at the college.957

On 14 October 2019, the Ministry of Defense, with the aid of resources from the National Africa Fund and as part of the MISIN commitment, donated ten ambulances and three military tanks to the Government of Niger in a handover ceremony in Niamey.958


On 4 December 2019, Deputy Permanent Representative to the United Nations Stefano Stefanile outlined the Italian efforts to “support the G5 Sahel Joint Force both financially and through capacity building activities” and confirmed Italy’s “strong commitment to the stabilization of the Sahel” in a statement at the Peacebuilding Commission Session.\textsuperscript{599}

On 14 December 2019, the MTT, as part of the training of the Nigerian military forces, completed the advanced course “Special Medical Combat Responder,” which dealt with first-aid in hostile environments.\textsuperscript{600}

On 22 December 2019, the MTT, under the command of the MISIN Brigadier General Claudio Dei, completed the training of the Paratrooper Battalion of Niger in a launch of 150 paratroopers.\textsuperscript{601} The training team included three instructors from the Pisa Parachuting Training Center in Italy, who carried out the 21-week course.\textsuperscript{602}

Italy has demonstrated efforts to train and contribute to the defense of the security forces in Niger through the assistance initiative MISIN.

Thus, Italy receives a score of +1.

\textit{Analyst: Mascha Kopytina}

**Japan: +1**

Japan has fully complied with its commitment to work with the United Nations and INTERPOL in order to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.

On 28 August 2019, Japan co-hosted the seventh Tokyo International Conference on African Development (TICAD 7) with the United Nations, United Nations development Programme (UNDP), World Bank and African Union Commission (AUC).\textsuperscript{603} The Government of Japan and the African Union also co-organized the Special Conference on Peace and Stability in the Sahel region, which occurred on the margins of TICAD 7.\textsuperscript{604} The participants renewed their commitment to further enhancing peace and stability in the Sahel region and strengthening the coordination of their efforts.


On 30 August 2019, the Ministry of Foreign Affairs released the Yokohama Declaration 2019, endorsing the theme of TICAD 7, “Advancing Africa’s Development through People, Technology and Innovation.” The Yokohama Plan of Actions 2019, which accompanies the Declaration, lists actions expected to be implemented by the TICAD partners in order to promote focus areas of the three main pillars of the Yokohama Declaration 2019 adopted at TICAD 7. These actions include Japan’s “New Approach for Peace and Stability in Africa” (NAPSA). Japan has committed to train 60,000 people in the areas of justice, police, security maintenance and others, as well as provide states with border control equipment. Japan has also committed to strengthen capacity-building through supporting 15 African Peacekeeping Operations (PKO) Training Centers and enhance capability development through the UN Triangular Partnership Project for Rapid Deployment of Enabling Capabilities.

Japan’s efforts to engage with G5 Sahel Countries and the United Nations are evidence of its commitment to build more efficient policing and defence capabilities.

Thus, Japan receives a score of +1.

**United Kingdom: +1**

The United Kingdom has fully complied with its commitment to work with the United Nations and INTERPOL in order to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.

On 20 November 2019, Deputy Permanent Representative to the UN Jonathan Allen stated that the United Kingdom “commend and support the continued efforts of the G5 and the broader region to combat instability.” Representative Allen underlined that the UK “is scaling up its own effort in the region to address instability including” deploying forces as a part of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) in 2020. In addition to the funds the UK “provided through multilateral organizations,” the United Kingdom contributed over USD20 million “through European Union and bilateral funds to the G5 Sahel Force,” as well as USD116 million through “bilateral development funding.”

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The United Kingdom announced scaling up of its effort to support security in the Sahel region in cooperation with the UN as well as through bilateral programs.

Thus, the United Kingdom receives a score of +1.

Analyst: Bogdan Stovba

United States: +1

The United States has fully complied with its commitment to work with the United Nations and INTERPOL in order to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.

On 18 September 2019, United States Africa Command (AFRICOM) commander Stephen Townsend met with the G5 Sahel joint force heads. The meeting was held to “get a better understanding of defence and security-related issues in the region” as well as to “ensure ... future cooperation is understood and well-coordinated.” Commander Townsend confirmed US continuous support of “international effort taking place in Burkina Faso” aiming to contain “the spread of terrorism.”

On 30 September 2019, the United States delivered the “second tranche of equipment to Chadian G5 Sahel security forces.” The equipment includes “vehicle, communications gear, and other related support material” worth of US$15 million and will “help Chad’s military and police forces fight terrorism and insecurity in the region.”

On 17 October 2019, AFRICOM hosted a “high level discussions on G5 Sahel region.” The meeting was attended by the representatives of the US, Burkina Faso, Mauritania, Niger, Chad, as well as Germany, France, Italy, Spain, and the United Kingdom.

On 11 November 2019, the UN Secretary-General delivered a report to the UN Security Council on the Joint Force of the Group of Five for the Sahel. The report states that the United States provided US$15 million worth of equipment to Chad, US$15 million to Mauritania, US$21 million to Niger. The US also provided “training to troops operating under the Joint Force.”

The efforts of the United States to engage with G5 Sahel Countries, in partnership with the United Nations, are evidence of its commitment to build more efficient police and defence capabilities.

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Thus, the United States receive a score of +1.

**European Union: +1**

The European Union has fully complied with its commitment to work with the United Nations and INTERPOL in order to provide appropriate support to G5 countries in building more efficient G5 Sahel police and defence capabilities.

On 17-18 October 2019, EU representatives met with researchers, Sahel experts, and representatives from other Sahel partner members to share security and stability analyses for the Sahel region. Representatives also discussed the difficulty of border management and possible solutions.

On 12 November 2019, High Representative for Foreign Affairs and Security Policy Federica Mogherini spoke at a conference after a meeting of the Foreign Affairs Council in Defense Formation. She announced that the EU decided to increase its presence and support given to Sahel partners in fighting terrorism and organized crime, especially Mali, through the support of security forces and diplomatic efforts.

On 12 November 2019, the European Council formally adopted 13 new projects under the Permanent Structured Cooperation on Defence and Security (PESCO), including a new EUR10.5 billion “peace facility” proposed by Representative Mogherini. The purpose of the facility would be to pay for military equipment, including lethal weaponry, for crisis zones such as the Sahel region.

On 25 November 2019, the Vice President of the Economic Community of West African States (ECOWAS) and the EU Special Representative Ambassador met in Nigeria to discuss regional security in West Africa. Parties discussed the importance of signing a Memorandum of Understanding to promote cooperation on G5 Sahel, especially protecting citizens living in areas affected by terrorism.

The EU has demonstrated efforts to support G5 members through funding and cooperation, as well as UN initiatives to counteract terrorism.

Thus, the EU receives a score of +1.

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