The G8, the G20 and Global Governance
University of Toronto, St. George Campus
Fall 2017-Spring 2018

Thursday 10 am -12 noon, Location Larkin Building Room 213 (LA 213)
Course website: <www.g8.utoronto.ca>

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This course examines the development, participants, performance and reform of global summit governance, through a focus on the Group of Eight (G8), now the Group of Seven (G7), and Group of Twenty (G20) as informal “soft law” plurilateral summit institutions (PSIs) and their relationship with the “hard law” multilateral organizations of the United Nations (UN) and Bretton Woods bodies, especially in the intensely interconnected 21st century world. It begins with a review of competing conceptions of global governance, the role of informal international institutions led by the G8 and G20, and their interaction and contrast with other PSIs, such as the BRICS of Brazil, Russia, India, China and South Africa, and formal, legalized, multilateral, intergovernmental organizations. It then assesses the alternative models developed to describe and explain the performance of the G8, G20 and BRICS on key dimensions of global governance, and to evaluate various proposals for improving compliance and broader reform. It next examines the G8 and G20 diplomacy of key members such as Canada, China, Italy, Germany and Argentina. These actors come together in a G7 summit simulation at the end of the first term and a G20 summit simulation at the end of the second term. The second term focuses on how, how well and why the G8 or G20 governs key subjects across the finance-economic, social sustainable development and political-security domains.

The course critically assesses the proposition that the G8 and G20 are together emerging as effective centres of global governance. They could be doing so in competition, cooperation and combination with hegemonic concentrations of state power, emerging non-member countries and groupings, formal multilateral and regional international institutions, globalized markets, other private sector processes and networks, civil society and empowered individuals such as celebrities. Yet the G8 and G20 have moved through different phases of focus, approach and effectiveness, provoked questions about legitimacy and justice and faced ongoing demands for reform. The core task is to explain these variations in order to test and build better theories of PSI performance and international relations and on this basis to offer prescriptions for potentially far-reaching global governance action and change.
The first eight weeks of the course follow a fixed sequence dealing in turn with basic dimensions of global governance, the G8, G20, BRICS, compliance and reform. The next three weeks examine the G8 and G20 diplomacy of key members, with the term culminating with a simulation of the forthcoming G7 summit in Canada in 2018. After the first seminar, students will present and lead the weekly sessions, with the instructor commenting primarily at the end of each seminar. Topics for student’s presentations will be chosen in the first week. During the second term, students will present and lead each week on a selected policy area of G8/20 governance, with a simulation of the forthcoming G20 Summit in Argentina in 2018 at the end.

Requirements

Each student will be responsible for:

1. A critical book review essay of 2,000 words on G20 Governance for a Globalized World (John Kirton 2013) or on The Global Governance of Climate Change: G7, G20 and UN Leadership (John Kirton and Ella Kokotsis 2015) or on China’s G20 Leadership (John Kirton 2016). It is due by 5:00 p.m., December 6, 2017, (the last day of the first term), for 20% of the overall course grade;

2. An assessment of the compliance of the member countries with one recent G7/8 or G20 commitment, delivered to the instructor on paper and electronically. It is due by 10:00 a.m., Thursday, February 15, 2018, (the last class before the spring reading week), for 20% of the overall course grade;

3. Active participation in all seminars, the two simulations, and the presentation and chairing in two seminars (one each term), for 20% of the overall course grade;

4. A major research essay of 5,000 words based on your presentation, due in the instructor’s office in both paper and electronic copy by 4:00 p.m. on Thursday March 29, 2018, for 40% of the course grade.

Late Penalty and Policy

The late penalty is 2% of the assignment grade per calendar day (without eligible cause, as approved by the instructor in advance). Eligible causes for extension are disruptions due to unforeseen medical and dental illness, unexpected non-curricular paid work-responsibilities and significant personal relationship setbacks. Students should keep rough and draft work and hard copies of their essays and assignments before and after handing them in to the instructor, until the marked assignments have been returned and the grades posted. Note: Plagiarism is a serious academic offense and will be dealt with accordingly. For further clarification and information on plagiarism please see Writing at the University of Toronto, at http://www.writing.utoronto.ca/advice/using-sources

Basic Required Texts

During the first few weeks, in addition to the weekly readings, students should buy if possible and read the following required works, available for purchase at the University of Toronto Bookstore and directly from Routledge:

These three books can also be ordered directly from Routledge. Ask the instructor for any applicable discount code.

**Core Monographs on Major Models of G8 Governance**


Bailin, Alison (2005). *From Traditional to Group Hegemony: The G7, the Liberal Economic Order and the Core-Periphery Gap* (Aldershot: Ashgate). (group hegemony)


**Core Books on G20 Governance**

*Monographs:*


Hermawan, Yulius, Wulani Sriyuliani, Getruida and Sylvie Tanaga (2011). The Role of Indonesia in the G-20: Background, Role and Objectives of Indonesia’s Membership, *(Jakarta: Friedrich Ebert Stiftug).*


Cooper, Andrew and Ramesh Thakur (2013). Group of Twenty (G20), (Routledge; London).


*Editions*

Subacchi, Paolo and Andrew Cooper, eds. (2010). “Global Economic Governance in Transition,” Special Issue of International Affairs 86 (May).


Note: Other useful books will become available. Ask the instructor for assistance or consult the G8 Information Centre and G20 Information Centre websites.

**Other Recommended Works on the G8 and G20**

Larionova, Marina and John Kirton, eds. (2015). The G8-G20 Relationship (Farnham: Ashgate). (“Relationship”)


**Core Books on the BRICS**

Weekly Readings

The weekly readings, of manageable length, are listed below. Start with the sections from the course texts, where listed. Publications marked with an asterisk are also required for the presenter. Presenters should avail themselves of further sources from the instructor, those listed in the Hajnal bibliography, the “Papers and Publications” section and the “Latest Citations” feature of the G8 Information Centre, the bibliography at the G20 Information Centre and the most recent journals.

Presenters should consult the instructor at least three weeks before their presentation. **One week before their presentation, they should email to the class the handouts they have prepared for them, to give all a chance to read them before the class.** After the instructors’ announcements, presenters will present in the first 45 minutes and then after a break of ten minutes, lead a class discussion of 35 minutes, leaving 15 minutes for the instructors’ comments at the end.

The weekly readings are on reserve in Trinity College’s John Graham Library, located at the Munk School of Global Affairs at 1 Devonshire Place. Students may by appointment use the G8 Research Room on the second floor of the library. Graduate students can secure access to the G8/G20 archives and artefacts for special projects. Many weekly readings are available on the G8 Information Centre website at http://www.g8.utoronto.ca/scholar (indicated below as “Web”). Some may also be available on the G20 Information Centre website at http://www.g20.utoronto.ca/biblio.

1. **Introduction to the Course (September 7)**

What is global governance and what are the G8/G20 institutions and why study them?

**PART A: GLOBAL GOVERNANCE AND THE G8/G20**

2. **Global Governance: Informal Institutions, Concerts, Clubs and the G8/G20 (September 14)**

What is global governance? How is it created within an “anarchic” international system by the hegemony of a single dominant power or class, balance and concerts among great powers, intergovernmental institutions and legalized organizations, markets, societal processes, civil society actors, multi-stakeholder networks, epistemic communities, dominant ideas and empowered individuals such as celebrities? How much, how and why do international institutions matter under realist, liberal-institutionalist, constructivist and historical materialist theories? How have “soft law” informal institutions, particularly PSIs and concerts, operated since 1648? How have the G8 and G20 developed and performed since 1975 and 1999 respectively?


3. Formal Institutions, Multilateralism and the United Nations (September 21)
How and why have formal intergovernmental institutions, multilateralism and collective security approaches to global governance emerged, notably with the League of Nations and United Nations/Bretton Woods bodies? Are legalized intergovernmental organizations now more prevalent, effective and just as centres of global governance? How much has and can the multilateral intergovernmental system established in the 1940s perform and reform in the 21st century world?

Making, Chapters 1-3, 3-62.

4. G7/8 Governance (September 28)
How, how well and for whom has the G7/8 governed and why? How has the G7/8 summit institutionally developed since its 1975 start? How well does it perform in its domestic political management, deliberation, direction setting, decision making, delivery, the development of global governance institutions, distinctive mission done and deaths
delayed? When and why does it perform well? What are the essential features, strengths, and shortcomings of the ten major models developed to describe and explain G8 performance (listed below).

- the 1987 *American leadership* model of Putnam and Bayne;
- the 1989 *concert equality model* of Kirton and Wallace;
- the 1996 *false new consensus model* of Bergsten and Henning;
- the 1999 *democratic institutionalist model* of Kokotsis and Ikenberry;
- the 1999 *neo-liberal hegemonic consensus model* of Gill and Cox;
- the 1999 *ginger group model* of Hodges and Baker;
- the 2000 *collective management model* of Bayne;
- the 2001 *group hegemony model* of Bailin;
- the 2003 *meta-institution model* of Penttilä; and
- the 2005 *transformational governance model* of Kirton, et al.

*Securing*, Chapter 1, 3-21.

5. G20 Governance (October 5)

How, how well and for whom has the G20 institutionally developed and performed and why? How does it compare with and relate to the G7/8? What are the essential features, strengths and shortcomings of the model of systemic hub governance and what other models are emerging to describe and explain G20 governance?


Cooper, Andrew and Ramesh Thakur (2013). Group of Twenty (G20), (Routledge; London). Introduction.


*Chapters by Kirton, Alexandroff and Kirton, Ikenberry, and Slaughter and Hale.


6. BRICS Governance (October 12)

How, how well and for whom has the BRICS developed and governed and why? How does it compare with and relate to the G7/8 and G20? What are the essential features, strengths, and shortcomings of the models emerging to describe and explain BRICS governance?


7. Compliance and Accountability in Global Summit Governance (October 19)

*How much do G8, G20 and BRICS members and other countries and institutions comply with the collective commitments, mandates, and the principled/normative consensus leaders forge at the summit? How and why does the pattern of compliance vary by time period, participating country and issue area? How have different accountability measures been used and affected compliance and which can be added to increase compliance?*

Kirton, John and Marina Larionova, eds. (under review). Accountability for Effectiveness in Global Summit Governance (Farnham: Routledge). Introduction and select other chapters.


8. Reforming the G8/20 (October 26)

To ensure optimal performance, what frequency, length, location, facilities, format, schedule, membership, participation, agenda, preparatory process, communiqués, institutions, media engagement groups and other civil society and public diplomacy, should the G8 and G20 summits have? Importantly, how do their choices interrelate to affect performance? How can and should the G8/20 reconcile the competing claims of representativeness, inclusiveness, legitimacy, trans-regional cooperation, open democratic values, and timely and effective global governance? What are the various empirical, ideal and prospective configurations of each body as an international institution? What should their relationship with each other and outside institutions be?


*Bradford, Colin and Wonhyuk Lim (2010). Toward the Consolidation of the G20: From Crisis Committee to Global Steering Committee (Seoul and Washington DC: Korea Development Institute and The Brookings Institution).


PART B: G8/G20 DIPLOMACY OF THE MEMBERS

Part B shifts to a comparative foreign policy approach to examine the role of selected participating countries and organizations toward and within the G8/20. How important is the G8/20 to an actor, given the alternative international institutions and instruments available? What roles, issues and functions does the actor emphasize? Who and what are the actor’s characteristic allies, adversaries, coalition strategies and tactics? How and how often does it prevail? Why?

9. Canada (November 2)


10. China (November 16) (Critical Book Review Essay due at start of class)


11. Germany/Argentina (November 23)

Germany


Argentina


12. Simulating Canada’s 2018 G7 Summit (November 30)
To simulate the forthcoming summit in Italy in 2017 students assume the roles of members and participants of the G20. A draft communiqué will be produced in advance by the host leader and Sherpa for consideration, confirmation and revision during the seminar. The student who serves as the host and chair will not need to present another seminar this term. All students will be evaluated as part of their presentation and participation mark. For background reading see Canada above.

PART C: G8/G20 Governance of Individual Issue Areas (Second Term)
Starting on January 4, 2017, topics covered should include global financial crises, macroeconomic policy, climate change, energy, health, gender, terrorism and regional security. Start by reading the relevant chapters in G20 Governance, Securing, Making and New Perspectives. A reading list will be circulated once selections of issue areas have been made.

1. Global Financial Crises. The present or potential financial crises in Greece, Italy, China and Puerto Rico lead many to ask how well have and can the G7 and G20 prevent them from going global or control them if they do given these bodies performance on financial crises in the past.

2. International Financial Institution (IFI) Reform. Why have the G7 and G20 not been able to reform the IMF to give rising powers their fair share of rights and responsibilities?

3. Financial Regulation and Supervision. Has the G20 done enough to produce financial stability to sustain good economic growth after the financial crisis of 2008?

4. Monetary Policy and Exchange Rate Management. With the U.S. now “normalizing” its unprecedented monetary policy easing while Europe, the UK and Japan continue to ease, how well can the G7 and G20 coordinate their efforts and cope with the exchange rate misalignment and volatility that can result?

5. Macroeconomic Policy. How well can the G7 and G20 coordinate their fiscal as well as monetary policy to produce strong, sustainable, balanced and inclusive economic growth?

6. Employment. How can the G7 and G20 create more and better jobs, especially for the long-term unemployed and the young, and unleash the potential of young entrepreneurs?
7. **Social Policy, Education and Gender.** How successful have and will the G7 and G20 be in enhancing women’s place in the workplace, and education for employment in the new economy?

8. **Information Technology and Cyberspace.** How well and why have the G7 and G20 governed cyberspace and digitalization?

9. **Trade.** Why have the G7 and G20 failed to conclude the Doha Development round of multilateral trade liberalization and how well have they prevented protectionism and produced liberalization through other means?

10. **Investment, Competition and Tax Policy, and Intellectual Property.** What advances have the G8 and G20 made in governing these critical components of globalized economic growth?

11. **Development.** How well has the G7 and G20 fostered development, especially as the UN transitions from the old Millennium Development Goals to the new Sustainable Development Goals?

12. **Energy and Nuclear Safety.** How well have the G7 and G20 generated energy security, amidst the major shifts in price, preferred sources, sanctions and the accidents in the past?

13. **Climate Change and the Environment.** Is G7 and G20 leadership necessary to control climate change and bring an effective UN regime to life?

14. **Health.** How well has the G7 governed global health and why was the G20 so late to help, until the Ebola epidemic struck in 2014?

15. **Crime and Corruption.** Can the G7 and G20 effectively control crime and corruption, in a world where the UN lacks a dedicated organization to do this job?

16. **Terrorism.** How, how well and why have the G7/8 and G20 countered terrorism in both its old and new forms, in a world where murderous movements such as Al Qaeda and now Islamic State seem to grow?

17. **Russia.** How should the G7 and G20 deal with Russia after its 2014 invasion and annexation in Ukraine, based on the G7’s success in bringing the democratic revolution to Russia and peacefully ending the cold war from 1975 to 1992?

18. **Weapons of Mass Destruction.** With nuclear proliferation continuing in North Korea if no longer Iran, and chemical weapons used in Syria, what should the G7 and G20 do, given their performance in the past?

19. **Regional Security.** How and why has the G7 dealt with deadly regional security conflicts in the Middle East, Iran, Afghanistan, North Africa, the Balkans and Ukraine
with diplomatic inclusion or suspension, suasion, economic sanctions or military force, and what should it do now?

20. Conflict Prevention and Human Security. How well and why has the G7 prevented deadly conflicts and promoted human security after Kosovo in 1999 and what can it do now?

21. Migration. How, how well and why has the G7 governed migration, refugees and displacements since it started in 1979?

22. Democratization and Human Rights. How, how well and why has the G7 met its foundational mission of promoting democracy and human rights, now with the G20’s help?

23. United Nations Reform. Why have the G7 and G20 done so little to reform the UN, especially in the security field?

**Summit Simulation: G20 Hamburg Summit 2017 (March 30, 2016).** To simulate the forthcoming G20 summit, students assume the roles of members and participants of the G7 (plus guests). A draft communiqué (chair’s statement) will be produced in advance for consideration, confirmation and revision during the seminar. All students will be evaluated on their participation as part of their presentation and participation mark.

**Assignments**

**Critical Analytical Review**

The Critical Analytical Review should follow the general form of book or literature reviews in scholarly journals. The existing reviews of the eligible books (see below) are weaker than what is required here. Your critical review should deal with the book in a balanced fashion but with a clear overall argument. It should address:

1. What is the authors’ stated purpose(s), central thesis, argument, and explicit or underlying analytical or causal model?
2. What is your overall thesis about or evaluation of the book?
3. How logically integrated, consistent and complete is the authors’ argument or model?
4. How well is the argument or model supported by the evidence as assembled and interpreted by the author? What anomalies, puzzles or alternative patterns arise?
5. How well does the argument/model account for other evidence from the same or a subsequent time period, as you know from other readings for the course to date?
6. How does the argument compare, in quality and substance, with alternative explanations you have encountered in your reading for the course to date?
7. How would you refine (if you do not reject) the editor(s)/authors’ argument to better account for the evidence? What are your major criticisms and corrections?
8. How adequate is the author’s argument as a general model of G8/G20 performance? That is, how well does it explain the full range of issue areas, time periods and G8/G20 dimensions of performance?
9. How well does it relate to, draw from or contribute in turn to more general theories of international institutions and global governance?
10. How logically related, practical and appealing are its judgements on the reform and future of the summit process?
11. How prescient have its predictions, projections and prescriptions (proposals) been?
12. How well have the stated purposes of the book been achieved and what is its overall contribution to G8/G20 literature?

You may wish to start by reading the (insufficiently critical) reviews by:

**Compliance Assessment**

The Compliance Assessment begins with the choice of a commitment from a recent G8 or G20 summit that deals with the issue you select for your second-term seminar presentation. A G7/8 commitment prior to 2017 (but not yet done by anyone) will cover the compliance of its members (including the EU) over the subsequent full year. A G20 commitment prior to 2017 (but not yet done by anyone) will cover the compliance of the 20 members (including the EU) over the sometimes shorter period until the subsequent summit was held. Your assessment will follow the framework outlined in the Compliance Coding Manual and the Compliance Reports prepared by the instructor and the G8 Research Group and listed at [www.g8.utoronto.ca/compliance](http://www.g8.utoronto.ca/compliance). Each assessment will cover in turn:

1. The *Commitment*, reproduced in its full text with its year and number;
2. The *Summary Table* reporting the results;
3. The *Background and Context* of the commitment, ie its recent history and context;
4. *Definitions* of key terms in the commitment, from the manual or the dictionary;
5. *General Interpretive Guidelines* (the “law”) from the coding manual that are relevant;
6. *Specific Interpretive Guidelines* that you specify for this commitment (if needed);
7. *Scoring Metric*, specifying what thresholds must be met to assign a -1, 0 or +1 score;
8. An *Analysis* of the patterns in the results, including conjectures about their causes; and
9. An *Annex* of country compliance outlining the evidence and interpretation for the score for each member.

For further guidance see the compliance assessments for over 500 G7/8 commitments and over 200 G20 ones on the G8 and G20 Research Group websites. Should your compliance assessment be of sufficient quality, you will be offered an opportunity to have it published electronically, under your name in whole or part, as is or with revisions, on the website of the G8 Research Group or G20 Research Group.
Major Research Essay

The Major Research Essay of 5,000 words is normally written on the same subject as your second term seminar presentation, using your recent research for, and feedback from your oral presentation. In exceptional circumstances the essay can be written on the topic of your first-term presentation. In either case the essay will cover the entire topic, not just the section you presented in class. In consultation with the instructor, you will deal with the G8 or the G20 (or in rare cases both) in the issue area you select. Your bibliography should have at least 25 scholarly sources. You may exchange ideas and data but not text with your presentation partner(s), to avoid any dangers of plagiarism. Your paper and presentation will address in turn the following questions.

1. Introduction:
   a. What is the global challenge or problem, including past, present and projected death and destruction, and the policy and theoretical significance of this case?
   b. What is the debate among competing schools of thought that describe and explain the G8/20’s role and performance and their causes in this specific issue area (cf. the major causal models that explain G8/20 performance as a whole, and as you identify schools based on but not just reproducing what others have written)?
   c. What unexplained patterns or “puzzles” arise from these existing schools?
   d. What is your thesis/central argument about G8 performance and its key causes?
   e. How do you define the issue area for purposes of this analysis?

2. An Overview of G8/20 Performance Patterns — What is the available systematic, often quantitative, evidence on the overall pattern of G8/20 performance on this issue (following the G8RG’s Summit Performance Manual and updating as necessary the data sets that others have produced? This includes:
   a. Overall achievement (for evidence see, inter alia, Putnam and Bayne (1987); Bayne (2000, p. 195); the G8 Research Group Performance Assessments; the Kokotsis, Kirton, Juricevic scores on significant commitments; G8 Research Group Personal Evaluations and John Kirton’s Summit Success Score);
   b. The eight individual dimensions of performance, as follows:
      i. Domestic political management (Communication);
      ii. Deliberation (Public Conclusions and Private Conversation);
      iii. Direction setting (Consensus on principles and norms);
      iv. Decision making (Commitments);
      v. Delivery (Compliance by members, as assisted by accountability mechanisms);
      vi. Development of global governance inside and outside (Constitutionalization).
      vii. Distinctive mission done.
      viii. Deaths delayed or avoided (as a common metric of success)

   How well has the summit performed on this issue across its various functions at each annual encounter, in hosting cycle or within each phase?

3. Causes of G8/20 Performance: What does the pattern, trend and phases of the performance across these eight dimensions show are the major most salient causes of this performance? In this input-output matching method, show which causes change in the right way, to the right degree at the right time to match, and thus plausibly cause the major changes in performance. How and how well are variations in G8/G20
performance explained by variations in the major causal factors at different levels of analysis, notably:

a. Relative vulnerability, especially as activated by shocks, (global problem/demand, interdependence, connectivity, sensitivity, vulnerability, shocks);

b. Relative international institutional capacity and performance of bodies outside and inside the G8/G20;

c. Relative capability among members and outside actors in the global system;

d. Common principles (charter, identities/values, epistemes, historical lessons);

e. Political cohesion (leaders’ control, capital, continuity, competence, commitment);

f. Constricted, controlled, club participation (membership, outside participation, civil society and summit format);

g. Other factors (especially those offered in the literature beyond those in the concert equality model and systemic hub model) which you must specify and show the impact of.

4. Critical Cases in G8/G20 Diplomacy: What critical cases in G8/20 diplomacy on this issue have produced the peaks, depths and turning points in these patterns of performance and how did the diplomacy and negotiations for and at that summit produce the result? What are the cases at individual summits where the G8/G20 has produced its greatest successes and failures on this issue? In each case (usually between four to six), use the detailed process tracing or historical method, to identify the member’s initiative, alignment, and bargaining or persuasion dynamics that produced high or low performance, in the lead up to and at the summit itself. Focus on who led, supported, resisted, and adjusted to produce the result. Identify what causes, especially in the consciousness of the participating actors, produced the observed results.

5. Conclusion and Recommendations

a. How well do the causes account for the performance, as presented in your opening thesis?

b. What puzzles and suggestions for future research arise?

c. What recommendations would you make for the next summit to adopt? Offer your recommendations as draft text for the communiqué for use in the summit simulation.

Information Sources

All the books and weekly readings are on reserve at Trinity College’s John Graham Library. They are on two-hour in-library reserve for the first copy, but there may be additional copies available for overnight takeout. A collection of published material should also exist in the Robarts Library.

A comprehensive, authoritative and up-to-date source of information and analysis on the G8 is available at the G8 Information Centre at www.g8.utoronto.ca on the G20 at the G20 Information Centre at www.g20.utoronto.ca and on the BRICS at www.brics.utoronto.ca. The first contains extensive bibliography of works on the G8, compiled by Peter Hajnal, plus other publications and citations, together with the full text of some pieces. It also contains the documentation issued by and at the annual G7/8 summit and some ancillary ministerial meetings, a list of delegations, media coverage
and, since 1996, an evaluation of the performance of the annual G8 summit and its participating members. It contains links to other G8 sites.

The physical version of the materials on the G8 Information Centre website, together with additional documentation and audio recording of briefings at the summit, is available at the G8 Research Collection at Trinity’s John Graham Library. Special arrangements are required to access these materials.

For an overview of G7/8 and G20 documentation see the books by Peter Hajnal from Ashgate Publishing.