“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
Contents

Preface ........................................................................................................................................... 3
   Research Team ............................................................................................................................. 4
   Analysts ......................................................................................................................................... 4
Executive Summary ......................................................................................................................... 5
   The Final Compliance Score ........................................................................................................ 5
   Compliance by Member ................................................................................................................ 5
   Compliance by Commitment ......................................................................................................... 5
   The Compliance Gap Between Members ..................................................................................... 5
Future Research and Reports ........................................................................................................... 5
   Table A: 2015 Priority Commitments Selected for Assessment .................................................. 6
   Table B: 2015 G7 Schloss Elmau Final Compliance Scores ......................................................... 8
   Table C: 2015 G7 Schloss Elmau Final Compliance Scores by Country ...................................... 9
   Table D: 2015 G7 Schloss Elmau Final Compliance Scores by Commitment ............................. 10
1. Macroeconomic Policy: Foster Growth ....................................................................................... 11
2. Macroeconomic Policy: Fiscal Flexibility ................................................................................... 19
3. Infrastructure: Infrastructure Investment .................................................................................... 31
4. Gender: Supporting Women Entrepreneurs .............................................................................. 39
5. Financial Regulation: Automatic Exchange of Tax Information ............................................... 47
6. Financial Regulation: Tax Agenda ............................................................................................ 53
7. Terrorism: Terrorists’ Assets ...................................................................................................... 61
8. Nonproliferation: Arms Trade .................................................................................................... 70
9. Regional Security: Ukraine ......................................................................................................... 76
10. Regional Security: Maritime ...................................................................................................... 84
11. Human Rights: Migrants ........................................................................................................... 94
12. Development: Refugee Crisis ................................................................................................... 103
13. Health: Coordinated Rapid Deployment .................................................................................. 135
15. Health: Vaccines ....................................................................................................................... 155
16. Climate Change: Growth Agenda ............................................................................................ 163
17. Climate Change: Low-Carbon Strategies ............................................................................... 172
18. Climate Change: Copenhagen Accord ..................................................................................... 183
19. Climate Change: Vulnerable Countries ................................................................................... 192
20. Energy: Liberalizing Systems .................................................................................................... 203
9. Regional Security: Ukraine

“We reiterate our full support for the efforts to find a diplomatic solution to the conflict in eastern Ukraine, particularly in the framework of the Normandy format and the Trilateral Contact Group”

G7 Schloss Elmau Summit Declaration

Assessment

<table>
<thead>
<tr>
<th>Country</th>
<th>Lack of Compliance</th>
<th>Work in Progress</th>
<th>Full Compliance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Canada</td>
<td>0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>France</td>
<td></td>
<td>+1</td>
<td></td>
</tr>
<tr>
<td>Germany</td>
<td></td>
<td>+1</td>
<td></td>
</tr>
<tr>
<td>Italy</td>
<td>0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Japan</td>
<td></td>
<td>+1</td>
<td></td>
</tr>
<tr>
<td>United Kingdom</td>
<td></td>
<td>+1</td>
<td></td>
</tr>
<tr>
<td>United States</td>
<td></td>
<td>+1</td>
<td></td>
</tr>
<tr>
<td>European Union</td>
<td></td>
<td>+1</td>
<td></td>
</tr>
<tr>
<td>Average</td>
<td>+0.75</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Background

After the failure of the Minsk ceasefire agreements of 5 and 19 September 2014 to curtail fighting in southeastern Ukraine between Ukrainian forces and Pro-Russian Rebels, the leaders of Germany, France, Ukraine and Russia (the meetings of whom are those referred to as occurring in the “Normandy Format”) met again in Minsk on 11 and 12 February 2015 to prescribe an additional set of measures for the implementation of the Minsk agreements.363,364

On 8 September 2015, the Trilateral Contact Group (TCG), which consists of Ukraine, Russia and the Organization for Security and Co-operation in Europe (OSCE), reported that a meeting had taken place between the constituents of the TCG to “[enhance] the implementation of the Minsk agreements of September 2014 and February 2015.” 365 According to the reports of representatives of the affected areas of Ukraine, both Russia and Ukraine had thus far complied with the terms of the ceasefire.366 The TCG called upon the Special Monitoring Mission of the OSCE to confirm that both concerned parties met the conditions of the ceasefire.

With respect to the 12 February 2015 agreement itself, the means for implementing the ceasefire and bringing about, in the words of Ukrainian President Petro Poroshenko, a “swift and unconditional ceasefire [in eastern Ukraine]” include measures concerning the withdrawal of artillery, constitutional, governmental and electoral reform in affected areas, unfettered humanitarian aid (as supervised by the international community, namely G7) and pardoning of leaders of the belligerents.367,368

---

In their 2015 declaration G7 leaders “welcome[d] the [efforts of the] OSCE … in finding a peaceful solution [to the conflict in Ukraine],” and reiterated their aims concerning the continued sanctions on Russia until such a time as Russia implements the terms of the Minsk agreement and desists from its encroachment upon Ukrainian territory. 369 Further, the G7 called upon their ambassadors in Ukraine to form a “Ukraine support group … to advance Ukraine’s economic reform process through coordinated advice and assistance.”370

**Commitment Features**

As per the Leaders’ Declaration of the 2015 Elmau Summit, the G7 members are committed to upholding the regional security of southeastern Ukraine. This includes, firstly, that a compliant member promotes the efforts of the OSCE in brokering arrangements for peace between Ukraine and Russia (i.e., in the context of the TCG). Any action that contradicts the work or aims of the OSCE constitutes noncompliance.

Furthermore, promotion of the OSCE per se is insufficient for a rating of full compliance. In order to be fully compliant, a member must take concrete steps (where concrete steps are understood to be firm, tangible actions, which may act by way of new initiatives or the furtherance of old ones) towards bolstering of regional security in Ukraine.

With this in mind, it should be noted that the G7 urges its members to uphold economic sanctions on Russia until such a time as it fully complies with the terms of the Minsk agreements. Any withdrawal of sanctions prior to such a time constitutes noncompliance. In this regard, it is also stated in the Elmau Leaders’ Declaration that the G7 calls upon its members to ‘stand ready to take further restrictive measures in order to increase cost on Russia should its actions so require.’371 While appropriate and timely sanctioning in the event of further Russian aggression is a necessary condition for full compliance, failing to fully satisfy this aspect is not necessarily grounds for noncompliance (i.e., a 0 may be permissible depending upon other factors).

As stated, the G7 leaders called upon their ambassadors in Kiev to form a support group dedicated to expediting the economic reform in Ukraine through “coordinated advice and assistance.”372 Concrete steps in this vein are important factors to look for when considering assigning a rating of full compliance.

**Scoring Guidelines**

<table>
<thead>
<tr>
<th>Score</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>-1</td>
<td>G7 member takes concrete steps that contradict the aims of the OSCE OR reneges on Russian sanctions prior to Russia’s compliance with the terms of the Minsk agreements AND/OR takes no concrete steps to the furtherance of the Ukraine support group in Kiev.</td>
</tr>
<tr>
<td>0</td>
<td>G7 member promotes the aims of the OSCE AND upholds Russian sanctions as long as necessary, BUT does not appropriately modify Russian sanctions in response to aggression OR takes no concrete steps to the furtherance of the Ukraine support group in Kiev.</td>
</tr>
<tr>
<td>+1</td>
<td>G7 member promotes the aims of the OSCE AND/OR takes concrete measures to facilitate its aims, AND appropriately upholds Russian sanctions where AND to what degree necessary, AND takes concrete steps to develop the Ukraine support group in Kiev.</td>
</tr>
</tbody>
</table>

**Canada: 0**

Canada has partially complied with its commitment to pursue a diplomatic solution in Eastern Ukraine.

---

Since September 2015, Canada has committed 200 troops to Starachi, Ukraine, in an advisory and educational capacity. These troops have been tasked with training the Ukrainian army in the use of small arms and detecting improvised explosive devices (IED). Since January 2014, Canada has also supplied the Ukrainian Military with CAD3.5 million of counter-IED equipment.\(^{373}\)

Although Canada has enacted sanctions against Russia, it has potentially contributed to the fighting in Eastern Ukraine by committing soldiers to train the Ukrainian army. As such, Canada earns a score of 0.

** Analyst: David Browne  

**France: +1**

France has fully complied with its commitment to find a diplomatic solution to the conflict in eastern Ukraine, particularly in the framework of the Normandy format and the Trilateral Contact Group.

In February of 2015, France signed the second Minsk agreement in Minsk, Belarus, along with the leaders of Germany, Ukraine and Russia (the Normandy Format). These agreements called for a ceasefire in the war between pro-Russian separatists and the Ukrainian military, and called for the creation of a buffer zone, a withdrawal of all foreign armed groups, a ceasefire between all forces, and constitutional reform within the Ukrainian government.\(^{374}\)

In late December of 2015, the Normandy Format convened in order to acknowledge that the ceasefire would not be fully carried out by its 31 December deadline. The four leaders joined with Ukrainian President Petro Poroshenko in an attempt to ensure that the Minsk Peace agreement in was upheld in full during 2016.\(^{375}\)

France’s participation in the Minsk agreements, and its committed efforts to make sure that the agreements are followed, have earned France a score of +1.

** Analyst: David Browne  

**Germany: +1**

Germany has fully complied with its commitments to promote the aims of the Organization for Security and Co-operation in Europe (OSCE) in order to uphold the regional security of southeast Ukraine and to support sanctions on Russia to curb its encroachment upon Ukrainian soil.

Since the 2015 Elmau Summit, Germany has been consistent in its efforts to reverse Russian adventurism in the region.\(^{376}\) On 15 October 2015, Merkel reminded the international community that the economic sanctions imposed on Russia would only be removed once Russia has fully complied with the peace plan that was created on 11 and 12 February 2015 in Minsk, Belarus.\(^{377}\) In January 2016, the German government reaffirmed that resolving the Russo-Ukrainian conflict was the key to creating a stable and secure environment in Eastern Europe.\(^{378}\)

---

373 'Quite a formidable foe' Ukraine facing: Canadian training commander, CBC, 7 January 2016. Access date: 21 January 2016.  
In addition to maintaining its clear stance on sanctions, Germany has demonstrated its support for the OSCE’s aims there. In a meeting with the OSCE Permanent Council on 2 July 2015, Foreign Minister Walter Steinmeier informed the council “Germany would focus on the fight against common threats such as terrorism, radicalization, drug trafficking and the abuse of cyberspace.” The German foreign minister also drew attention to the fact that “Russia’s annexation of Crimea violated international law and a fundamental principle of Europe’s security order.”

On 16 October 2015, German Chancellor Angela Merkel announced that Germany would invest in Ukraine, provided the Ukrainian government “tackles corruption and pares down the influence of oligarchs.” Merkel aims to stimulate action within the Ukrainian government in an attempt to stabilize the country amid the country’s conflict with pro-Russian rebels. Merkel claimed that “Ukraine still has a lot to do to attract business and need[s] to take steps to improve its legal framework.” However, she stated that there is a “glimmer of hope” for a diplomatic conclusion to the Ukraine crisis. Merkel’s conditional promise to invest in Ukraine demonstrates Germany’s efforts to support the Ukrainian people in parallel with the G7 members’ economic sanctions to disincentivise Russia’s support for rebel movements in Ukraine.

Germany has committed to upholding harsh economic sanctions on Russia, taken leadership of the OSCE, and provided an economic incentive to the Ukrainian government to develop security within Ukrainian society. Germany has thus demonstrated full compliance with the G7 agreement to uphold security within southeast Ukraine. Therefore, Germany earns a score of +1.

**Analyst: Tyler Rogerson**

**Italy: 0**

Italy has partially complied with its commitment to uphold regional security in Ukraine and support efforts to achieve a diplomatic solution to border conflicts with the Russian Federation.

In November 2015, Italian Prime Minister Matteo Renzi was among several European leaders at the G20 Antalya Summit in Turkey who secured an informal agreement to extend economic sanctions against Russia. Despite Renzi’s subsequent call for the expansion of dialog with the Russian Federation and opposition to a rubber-stamping of sanctions extensions, Italy assented to such extensions at a December meeting of EU members.

Italy has made no concrete new steps towards furthering the goals of the Kiev support group. Its willingness to invest in Ukrainian economic stability is stunted by the significance of Italy’s own large trading relationship with the Russian Federation and the salience of foregone trade gains from sanctions. As Europe’s second largest manufacturer, emerging only recently from recession, Italy has been reluctant to anger one of its largest trade partners.

---

384 Italy seeks further EU discussion on extending sanctions against Russia, Reuters (Brussels) 9 December 2015. Access date: 9 February 2016. www.reuters.com/article/us-ukraine-crisis-sanctions-idUSKBNOTS21I20151209
Italy has complied with its commitment to support sanctions as necessary, but has done little to further the goals of internal security in Ukraine. Thus, Italy has been awarded a score of 0.

*Analyst: Jerome Newton*

**Japan: +1**

Japan has fully complied with its commitments towards Ukrainian security, with respect both to sanctions and to the pursuit of Ukrainian internal stability.

On 17 January 2016, Japanese Prime Minister Shinzo Abe affirmed Japan’s commitment to new diplomatic avenues for resolving the Ukraine crisis, stating, “I need to seek solutions regarding the stability of the region … I believe appropriate dialogue with Russia, appropriate dialogue with [Russian President Vladimir] Putin is very important.” 386 In addition to seeking new strategies such as renewed dialogue, Japan has maintained the sanctions it imposed against Russia in 2014 and early 2015. 387

Japan has also supported the aims of the Organization for Security and Co-operation in Europe (OSCE) in Ukraine. On 30 July 2015, Japan announced the dispatch of personnel to participate in the OSCE Special Monitoring Mission in the country from August 2015 until March 2016. 388

Japan has fulfilled both elements of the commitments made at the 2015 G7 Summit, and has therefore been awarded a compliance score of +1.

*Analyst: Jerome Newton*

**United Kingdom: +1**

The United Kingdom has fully complied with its commitment to uphold the regional security of southeastern Ukraine, as well as its commitment to support the continued peace-brokering efforts of the Organization for Security and Co-operation in Europe (OSCE) and economic reform in Kiev.

On 5 September 2015 at a meeting of European Union foreign ministers in Luxembourg, British Minister for Europe David Lidington voiced British support for the work of the OSCE monitoring mission, urging elections in separatist-held areas of Donbas to be “held in line with Ukrainian legislation and in line with OSCE standards and with OSCE/ODIHR [Office for Democratic Institutions and Human Rights] observation, as set out in the Minsk agreement.” 389 Lidington went on to reiterate the need for actors in the region to follow protocols set out by the OSCE and the Minsk agreement in order to guarantee regional stability, before urging “all sides to engage constructively in the Trilateral Contact Group to ensure progress on the ground.” 390

The United Kingdom has frequently stressed the need for OSCE monitors in Ukraine to be given secure, unfettered access to the conflict zone in order to properly carry out their function. However, reports from the OSCE dated as recently as 22 January 2016 continue to show mobility impediments to be hindering the

---

386 Japan’s Abe calls for Russia to be brought in from the Cold, Financial Times (London) 17 January 2016. Access date: 8 February 2016. http://www.ft.com/cms/s/0/988d04c2-bc0d-11e5-846f-79b0e3d20eaf.html#axzz3zdYMCreDO
387 Japan’s Abe calls for Russia to be brought in from the Cold, Financial Times (London) 17 January 2016. Access date: 8 February 2016. http://www.ft.com/cms/s/0/988d04c2-bc0d-11e5-846f-79b0e3d20eaf.html#axzz3zdYMCreDO
ability of the organization’s Special Monitoring Mission (SMM) to fulfill its mandate. As of yet, no concrete plan of action has been put forth in order to improve the mobility situation facing SMM units.

With regards to its commitments to regional security in Ukraine, the United Kingdom has taken several steps to bolster the capability of Ukrainian and peacekeeping forces operating in the disputed regions. In July 2015, the United Kingdom dispatched soldiers to Ukraine in order to participate in the Rapid Trident 2015 training exercises with troops from other partner countries in order to “strengthen Ukraine’s defensive capacity,” and “improve the ability of Ukraine and partner nations to conduct joint operations” among other objectives. The United Kingdom has also been instrumental in providing vital support equipment to Ukrainian troops, including First Aid kits, night vision goggles, GPS units, hardened laptops, and Mk6 helmets. In total, the United Kingdom has gifted the Ukraine Armed Forces about GBP1.5 million worth of non-lethal equipment.

On 17 August 2015, the government of the United Kingdom reiterated its commitment to economic reform in Ukraine with the publication of two-page document outlining the various efforts by which the “UK-UA: Reform Assistance Programme” hopes to aid economic development, and thus political stability in Ukraine. Such efforts are in direct compliance with the G7’s recommendation for the establishment of an economic “support group” in Kiev.

The United Kingdom also remains committed to sanctions against Russia. During his visit to Moscow in December 2015, Minister of State for Europe David Lidington expressed Britain’s commitment to maintaining economic sanctions against Russia until Russia fulfills its obligations under the Minsk agreements. He stated that “while the Minsk agreements remain unfulfilled the UK-Russia relationship would not be able to deliver on its full potential.”

The United Kingdom has shown active commitment to the aims of the G7 in Ukraine by providing unwavering support to economic reform and regional security in Ukraine, in addition to maintaining sanction against Russia and promoting the efforts of the OSCE. Thus, the United Kingdom earns a score of +1.

**Analyst: Joseph Ramlochand**

**United States: +1**

The United States has fully complied with its commitment to uphold the regional security of southeastern Ukraine and support the Organization for Security and Co-operation in Europe (OSCE) and economic reform in Kiev.

The United States has committed to give approximately USD190 million to Ukraine in support of Ukraine’s reform agenda, targeted at government transparency, promoting economic growth, and foreign direct investment. The funds also support the OSCE Special Monitoring Mission.

---

In light of Russia’s failure to implement the terms of the Minsk agreements, the United States has continued to sanction Russian enterprises and Russian individuals since December 2015. The sanctions that have already been imposed remain in place.\(^{398}\)

The United has reiterated its commitment to defending Ukraine and strengthening its political and economic position. It has fulfilled each element of its commitment, and has thus been awarded a score of +1.

*Analyst: Friederike Wilke*

**European Union: +1**

The European Union has fully complied with the commitment to uphold the regional security of southeastern Ukraine and support the Organization for Security and Co-operation in Europe (OSCE) and economic reform in Kiev.

In July 2015, the EU gave EUR15 million to Ukraine for humanitarian assistance to boost ongoing aid operations. The EU and its members have sent EUR223 million to those affected since early 2014.\(^{399}\)

The EU has made numerous efforts to strengthen Ukraine’s economy. In May 2015, the EU and its members agreed on a large loan to Ukraine to help implement economic reforms.\(^{400}\) Under the Memorandum of Understanding, the EU is providing an assistance package to Ukraine amounting worth EUR1.8 billion.\(^{401}\)

In July 2015, the EU Commission disbursed the first payment of EUR600 million in assistance to Ukraine to help cover for urgent financial needs and to build a solid economic foundation for further economic interaction with between the EU and Ukraine.\(^{402}\) Additionally, the EU provided Ukraine with EUR55 million for the program EU Support to Ukraine to Re-launch the Economy (EU SURE).\(^{403}\)

Since 1 January 2016, the terms outlined in the Association Agreement between the European Union and Ukraine have been fully implemented. The agreement, signed in 2014, includes several new economic rules that will benefit Ukraine. Part of this agreement is the Deep and Comprehensive Free Trade Area, which will create necessary conditions to align key sectors of the Ukrainian economy to EU standards.\(^{404}\) This free trade agreement abolishes the restricted customs duty and will grant Ukrainian firms preferred access to the European market.\(^{405}\)

---


In December 2015, the EU extended the economic sanctions imposed on Russia by six months until 31 July 2016 in light of Russia’s failure to implement the terms of the Minsk Agreement.406

The European Union has committed to fostering Ukraine’s political and economic stability. The EU has also upheld the sanctions against Russia. Thus, the European Union has received a compliance score of +1.

*Analyst: Friederike Wilke*

---