



Convention on Biological Diversity

Distr.: General
21 August 2026
English only

**Kunming dialogue on collective progress in the
implementation of the Kunming-Montreal Global
Biodiversity Framework in support of the global review**
Kunming, China, 7–9 September 2026
Item 3 (a) of the provisional agenda*
Group discussions

Scope and coverage

I. Purpose of the session

1. The purpose of the present session is to discuss how the Kunming-Montreal Global Biodiversity Framework has been taken up by Parties and others and what needs to be done to address the gaps in the collective scope and coverage of the national targets and other commitments made to date, as identified in the global report on collective progress in the implementation of the Framework and by the Subsidiary Body on Scientific, Technical and Technological Advice and the Subsidiary Body on Implementation.

II. Introduction

2. The Kunming-Montreal Global Biodiversity Framework was adopted with the aim of catalysing, enabling and galvanizing urgent and transformative action by Governments and all of society to halt and reverse biodiversity loss. However, based on the findings of the global report on collective progress in the implementation of the Framework, uptake of the targets of the Framework by countries and other actors has been uneven. While significant efforts have been made to adopt or set national targets and other commitments to support the implementation of the Framework, their collective scope and coverage do not match the aspirations set out in the Framework. For the targets of the Framework to be met, this misalignment will need to be addressed. For example, the global targets related to restoration, protected areas, subsidy reform and finance will not be met unless efforts are made to scale up the collective scope and coverage of relevant national targets and other commitments. A major issue for the further implementation of the Framework is therefore to identify options for scaling up collective commitments and action.

* [CBD/IMP/OM/2026/1/1](#).

III. Relevant key messages from the global report and links with the seventh meeting of the Subsidiary Body on Implementation

3. The relevant main message¹ from the global report on collective progress in the implementation of the Kunming-Montreal Global Biodiversity Framework is:

Key message 1: scope and coverage

The Framework has garnered strong political will and commitment. However, there are gaps between the collective scope of the national targets and the scope of the global targets of the Framework. Strengthening political will and commitment would enable these gaps in scope and ambition to be addressed and overcome.

4. The recommendation on planning, monitoring, reporting and review: global review of collective progress in the implementation of the Kunming-Montreal Global Biodiversity Framework of the Subsidiary Body on Implementation (to be issued as recommendation 7/1), under the section entitled “scope and coverage” ([CBD/SBI/7/L.10](#), draft decision A, para. 5 (a)), contains text that could help to inform discussions on this topic. For ease of reference, the relevant text is reproduced in annex II.

IV. Guiding questions

5. The guiding questions for the sessions of the dialogue on this topic are:

(a) Question 1: How has your country or organization reflected the targets of the Framework in your national targets, commitments or planning processes and activities, and how were their scope and coverage determined? What are the underlying causes of the gaps in the scope and coverage identified in the global report?

(b) Question 2: What are some approaches for addressing the gaps between the collective scope of the national targets and the scope of the global targets of the Framework identified in the global report? If it is not possible to update national targets, commitments or planning processes to account for these gaps, what other steps could be taken to address them, and how could such efforts be collectively measured or assessed to inform further reviews of progress?

¹ For ease of reference, the complete text of the key message is provided in annex I.

Annex I

Relevant text from the conclusion section of the draft global report on collective progress in the implementation of the Kunming-Montreal Global Biodiversity Framework*

Key message 1: scope and coverage

The Framework has garnered strong political will and commitment. However, there are gaps between the collective scope of the national targets and the scope of the global targets of the Framework. Strengthening political will and commitment would enable these gaps in scope and ambition to be addressed and overcome.

By the time of the preparation of this report, 162 Parties (82 per cent) had set national targets aligned with the Framework, with each Party addressing on average 22 of the 23 global targets. This contrasts strongly with the Aichi Biodiversity Targets: by the time of the final review in 2020, only about half of Parties had set national targets aligned with the global targets (CBD, 2020). Additionally, more than 100 actors other than national Governments submitted commitments through the portal established for this purpose in time for them to be considered in the preparation of this report, and the number of submissions continues to increase.¹ Despite this high level of engagement, many of the key elements making up the global targets are not addressed or are weakly reflected in the national targets submitted by Parties.

National targets aligned with Targets 4, 5, 8, 9, 10 and 11 of the Framework, followed by Targets 2, 3, 6, 7, 12, 13, 17 and 21, were assessed to have the highest coverage of the elements of the global targets. National targets aligned with Targets 1, 14, 15, 16, 18, 19, 20, 22 and 23 of the Framework demonstrate the lowest coverage of the elements of the global targets. The specific coverage of different elements in national targets varies greatly between global targets.

In general, the targets and target elements related to biodiversity conservation and sustainable use are addressed more comprehensively in national targets than those related to the indirect drivers of biodiversity loss. Targets and elements related to mainstreaming biodiversity, sustainable consumption, resource mobilization, incentives and subsidies, participation and participatory processes, equitable governance, land and resource rights, gender responsiveness, policy coherence and means of implementation are less consistently addressed. Marine, coastal and inland water ecosystems are also underrepresented relative to terrestrial ecosystems. Cross-cutting issues, such as the contributions and rights of indigenous peoples and local communities, women and youth; whole-of-government and whole-of-society approaches; human rights-based approaches, gender, intergenerational equity, and other considerations in Section C are often missing in the descriptions included with the national targets, national biodiversity strategies and action plans and national reports.

Possible non-prescriptive approaches

- Without diverting resources from implementation, Parties could adjust targets and strengthen actions to better address specific targets or elements of the global targets that are not fully reflected. National policy could be reviewed and further developed as necessary with reference to the full scope of the associated global targets, to identify potential areas where stronger and more comprehensive national commitments could fill the gaps and overcome challenges in collective implementation and ambition. Different options may be considered depending on national circumstances, for example, Parties that have not yet updated national biodiversity strategies and action plans and/or targets could make greater efforts to align with the scope and ambition of global targets, with adequate means of implementation; Parties could review and

* The full text of the draft global report on collective progress in the implementation of the Kunming-Montreal Global Biodiversity Framework is available in document [CBD/SBSTTA/28/2/Add.1/Rev.1](#), while the summary, conclusions and key messages of the global report are available in document [CBD/SBSTTA/28/2/Add.3-CBD/SBI/7/2/Add.1](#). The final report will be issued as a document of the seventeenth meeting of the Conference of the Parties.

¹ See <https://ort.cbd.int/stakeholders/commitments>.

adjust targets, if this is in accordance with national circumstances, but without taking resources or focus away from implementation; or Parties could keep their already updated targets but strengthen their actions to better address specific targets or target elements where gaps in collective scope and ambition have been identified.

- Multi-stakeholder platforms, coalitions, partnerships, initiatives and other forms of cooperation and collaboration could be scaled up and replicated, to support higher ambition and implementation, sustained engagement, communication, awareness, education and advocacy, thus broadening the commitment to the Framework, in particular for underrepresented targets and elements.
- To support a broader scope in their national strategies and in particular action plans, Parties could focus on addressing key barriers related to the means of implementation, policy coherence and environmental governance, participation and engagement of actors other than national Governments, and data and knowledge gaps.

Annex II

Relevant text from draft decision A on the global review of collective progress in the implementation of the Kunming-Montreal Global Biodiversity Framework, as contained in document [CBD/SBI/7/L.10](#) of the Subsidiary Body on Implementation*

The Conference of the Parties,

...

5. *Highlights* the fact that, as indicated in the global report, the review has revealed both progress and gaps in implementation, in particular:

(a) Scope and coverage

- (i) Parties have collectively set national targets that had a higher level of scope and coverage of Targets 4, 5, 8, 9, 10 and 11 of the Framework, an intermediate level of scope and coverage of Targets 2, 3, 6, 7, 12, 13, 17 and 21 and a lower level of scope and coverage of Targets 1, 14, 15, 16, 18, 19, 20, 22 and 23;
- (ii) The consideration of marine, coastal and inland water ecosystems, issues related to the drivers of biodiversity loss and issues related to [section C of the Framework, in particular] [whole-of-government and whole-of-society approaches, including participation, the engagement of actors other than national Governments, gender responsiveness, equitable governance and mainstreaming], has been less addressed in national biodiversity strategies and action plans, national targets and national reports;

...

Enhancing scope and coverage

20. *Urges* Parties that have not yet done so to finalize and submit their revised or updated national biodiversity strategies and action plans, national targets and seventh national report as soon as possible, noting that the submission of national biodiversity strategies and action plans and national reports are commitments under Articles 6 and 26 of the Convention, and, where relevant and in accordance with national circumstances, priorities and capabilities, take into account the gaps, challenges, barriers and opportunities identified in the global report, in particular those in paragraph 5 of the present decision;

21. *Encourages* Parties who have not already done so, on a voluntary basis, to develop, through inclusive processes, national biodiversity finance plans or similar instruments, capacity-building plans and monitoring plans to guide effective implementation in accordance with national circumstances, priorities and capabilities;

[22. *[Invites][Also encourages][Welcomes]* Parties [that wish to do so], [on a voluntary basis and] in accordance with national circumstances, priorities and capabilities, to strengthen their commitments and the scope and coverage [of their targets][of the targets of the Framework], [including] through their national biodiversity strategy and action plan and/or national targets, as appropriate and where relevant, [noting that the gaps are described in paragraph 5][in particular on Targets 1, 14, 15, 16, 18, 19, 20, 22 and 23, the consideration of marine, coastal and inland water ecosystems, and issues related to the drivers of biodiversity loss and issues related to [section C of the Framework, in particular] [whole-of-government and whole-of-society approaches, including participation, the engagement of actors other than national Governments, gender responsiveness, equitable governance and mainstreaming], as these are noted as gaps in

* The text in the present annex has been lifted from document [CBD/SBI/7/L.10](#), without changes, and will be issued as recommendation 7/1 of the Subsidiary Body on Implementation after formal editing. It is provided for information only and is not for discussion or negotiation during the dialogue. It should also be noted that document [CBD/SBI/7/L.10](#) incorporates the text of recommendation 28/1 of the Subsidiary Body on Scientific, Technical and Technological Advice.

paragraph 5],[while recognizing that the extent and pace at which developing country Parties are able to do so depends[, in part,] on the availability of adequate, predictable, timely and easily accessible means of implementation, and] while ensuring that such development or revision does not divert attention or resources away from actions to implement the Framework;]

[22 Alt. *Recognizes* that Parties that wish to do so, and in accordance with national circumstances, priorities and capabilities, may further strengthen their commitments towards implementation of the Framework through national instruments as appropriate and where relevant, noting the gaps described in paragraph 5 above, while further recognizing that the extent and pace at which developing country Parties are able to do so depends on the availability of adequate, predictable, timely and easily accessible means of implementation, and while ensuring that such development or revision does not divert attention or resources away from actions to implement the Framework;]

...
