



Convention on Biological Diversity

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**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 (d) of the provisional agenda*
Group discussions

Whole-of-government and whole-of-society approaches

I. Purpose of the session

1. The purpose of the present session is to better understand how to promote whole-of-government and whole-of-society approaches in the implementation of the Kunming-Montreal Global Biodiversity Framework, including through the strengthening of environmental governance and the engagement of indigenous people and local communities and other stakeholders.

II. Introduction

2. The effective implementation of the Kunming-Montreal Global Biodiversity Framework requires the use of whole-of-government and whole-of-society approaches. However, in the global report on collective progress in the implementation of the Framework, challenges were identified in this regard, including uneven and insufficient progress in policy coherence across government ministries and sectors and limited recognition of and support for the efforts of actors other than national Governments. For example, the commitments and actions of indigenous peoples and local communities, women and youth and many civil society organizations working on biodiversity issues are often unknown. Better monitoring and recognition of existing actions and stronger alignment of priorities and actions within national Governments and among Parties and stakeholders will be essential to the effective implementation of the Framework. The discussion will help to identify ways to enhance coordination, collaboration, communication and information-sharing mechanisms across government and society and to determine the resources and mechanisms required to do so.

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

3. The relevant main messages¹ from the global report on collective progress in the implementation of the Kunming-Montreal Global Biodiversity Framework are:

Key message 4: whole-of-government approaches

While many Parties report actions to strengthen environmental governance, advance the mainstreaming of biodiversity and its multiple values and improve policy coherence,

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

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

progress remains uneven and insufficient. The targets of the Framework include aspects related to economic development plans and other sectors, including food systems, health, infrastructure, trade, fiscal policy, finance and other national priorities, such as improving integration and mainstreaming of biodiversity across government in order to implement the Framework and to avoid or minimize trade-offs, reduce duplication and streamline domestic resource allocation.

Key message 5: whole of society

The Framework cannot be achieved without engaging actors other than national Governments. The whole-of-society approach can be a very effective, inclusive and cost-efficient pathway to strengthening implementation. The impacts and reliance of different actors on biodiversity, the participation, rights and resource needs of indigenous peoples and local communities, women, youth and other actors and the contributions that different actors are making or could make towards the Framework are not yet being fully realized, accounted for and supported, or consistently reflected in planning, monitoring and reporting.

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 sections entitled “whole-of-government approaches” and “whole of society” ([CBD/SBI/7/L.10](#), draft decision A, paras. 5 (d) and (e)), 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: What mechanisms or processes could strengthen coordination, information-sharing and alignment among Parties and stakeholders, while respecting their respective governance structures and priorities?
 - (b) Question 2: How can the commitments and contributions of stakeholders be better recognized, accounted for, supported and integrated into the implementation of the Framework? What processes and resources are needed to do so, and how could these resources be generated?

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 4: whole-of-government approaches

While many Parties report actions to strengthen environmental governance, advance the mainstreaming of biodiversity and its multiple values and improve policy coherence, progress remains uneven and insufficient. The targets of the Framework include aspects related to economic development plans and other sectors, including food systems, health, infrastructure, trade, fiscal policy, finance and other national priorities, such as improving integration and mainstreaming of biodiversity across government in order to implement the Framework and to avoid or minimize trade-offs, reduce duplication and streamline domestic resource allocation.

Among the policy actions described in the national reports, Parties report progress in developing legislation and engaging ministries beyond the environmental sector, involving subnational authorities and developing biodiversity-inclusive spatial planning and effective management processes. The ministries most commonly reported in such engagement include agriculture, fisheries and finance. Many Parties have reflected the Rio conventions and other multilateral environmental agreements in their national biodiversity strategies and action plans, and numerous international agreements and initiatives are mentioned across the national targets and national reports. Several Parties provided examples of integrated planning across biodiversity and climate, food, water, health, land-use and/or other development objectives. However, engaging ministries beyond the environmental sector is often described in general terms, without including information on coordinated implementation across sectors.

Target 1 and Target 14 of the Framework, which most directly relate to whole-of-government approaches through integrated planning and mainstreaming, respectively, have shown limited progress. This is especially evident in relation to integrated spatial planning, integrating biodiversity and its multiple values into policies, regulations, planning and development processes, and ensuring integration across all levels of government and sectors.

Possible non-prescriptive approaches

- Strengthening implementation through better legislative and policy frameworks, stronger coordination mechanisms and improved collaboration across sectors and levels of government is imperative for ensuring effective and integrated planning and implementation.
- Improving integrated planning, monitoring and implementation across processes, including the Rio conventions, biodiversity-related or other multilateral environmental agreements or other international, regional and subregional agreements and processes, including those related to finance and/or socioeconomic and development objectives, through improved mainstreaming could improve efficiency, reduce duplication and strengthen policy and action coherence and improve domestic resource allocation.
- Improving institutional understanding of the Framework and its related processes across ministries beyond the ministry of environment could foster more coordinated and complementary action across government institutions and sectors.
- Investing in participatory, integrated and biodiversity-inclusive spatial planning, as addressed in Target 1, and assessing the value of biodiversity and its multiple values, as addressed in Target 14, could

* 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.

improve implementation across the targets of the Framework, building also on the traditional knowledge and practices of indigenous peoples and local communities, women and youth.

Key message 5: whole of society

The Framework cannot be achieved without engaging actors other than national Governments. The whole-of-society approach can be a very effective, inclusive and cost-efficient pathway to strengthening implementation. The impacts and reliance of different actors on biodiversity, the participation, rights and resource needs of indigenous peoples and local communities, women, youth and other actors and the contributions that different actors are making or could make towards the Framework are not yet being fully realized, accounted for and supported, or consistently reflected in planning, monitoring and reporting.

Many actors other than national Governments, including indigenous peoples and local communities, subnational governments, cities and other local authorities, intergovernmental organizations, non-governmental organizations, women, youth, research organizations, the business and finance community and representatives of sectors related to or dependent on biodiversity, are currently supporting the implementation of the Framework. Many national biodiversity strategies and action plans describe the participation of different actors in national planning processes to varying degree, and more than 100 actors other than national Governments have made commitments in support of the Framework, through the portal launched for this purpose. There is uneven progress on issues related to rights and equity, equitable governance and participation of rights holders and other actors, the actions of businesses and in coordinating and engaging actors other than national Governments in implementation. While many Parties reported progress towards some elements of Targets 22 and 23, such as involving to a varying degree indigenous peoples and local communities, women and youth and other actors in biodiversity-related decision-making, there was less coverage in the national targets of access to information and justice, rights over lands, territories, resources and traditional knowledge, or gender-responsive biodiversity governance. As reflected in the assessment of Target 15, progress has been limited in reducing the negative impacts of businesses on biodiversity, increasing positive impacts, reducing biodiversity-related risks to business and financial institutions, promoting actions to ensure sustainable and equitable patterns of production and consumption, and developing corporate disclosure and reporting frameworks.

Many Parties reported challenges in coordinating and tracking the contributions of actors other than national Governments towards their national targets. There is limited information on the contributions of different actors or on the financial capacity and other means of implementation available to these actors. Additionally, in the case of indigenous peoples and local communities, women, youth and subnational governments, there is limited information on the gaps in means of implementation which would be required for supporting or scaling up their contributions to the implementation of the Framework. Note that the reason for this lack of information may be that the portal for collecting information from these actors was only launched a few months before this report.

Possible non-prescriptive approaches

- Improving mechanisms for communication, coordination, tracking and co-implementation of actions with actors other than national Governments, including through multi-stakeholder platforms, could improve and ensure coherent and inclusive planning, implementation, monitoring, reporting and review processes.
- Mechanisms for better tracking, at the national level, the commitments and the progress towards commitments by actors other than national Governments could improve transparency and coordination, and integration. This could also include tracking the means of implementation that different actors have available or the means of implementation needs of specific actors, such as indigenous peoples and local communities, women, youth and subnational governments.
- Strengthening the enabling environment for action by and accountability of businesses and financial actors could support implementation of the Framework. This could include developing and enforcing relevant policies, laws and regulations, promoting biodiversity-related disclosure and reporting, integrating

biodiversity considerations into business and financial decision-making and encouraging action across sectors and value chains that have significant impacts and dependencies on biodiversity.

- Further developing inclusive, rights-based and youth- and gender-responsive approaches could support more effective implementation of the Framework. This includes recognizing rights holders as partners in implementation and promoting the full, equitable, inclusive, effective and gender-responsive participation and representation of indigenous peoples and local communities, women, youth, persons with disabilities and other relevant stakeholders in biodiversity-related policy and decision-making.

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:

...

(d) Whole-of-government approaches

(i) Parties have made progress in strengthening environmental governance, including by engaging all levels of government and all sectors; however, gaps remain with regard to policy coherence, mainstreaming biodiversity and its multiple values into national policy and engaging ministries beyond the environmental sector in implementation;

(ii) Gaps remain with regard to progress towards Targets 1 and 14 of the Framework, which relate to integrated planning and mainstreaming and are most directly related to whole-of-government approaches, especially in relation to integrated spatial planning, integrating biodiversity and its multiple values into policies, regulations, planning and development processes and ensuring integration across all levels of government and sectors;

(e) Whole of society

(i) Actors other than national Governments are actively supporting the implementation of the Framework, but indigenous peoples and local communities, women, youth and persons with disabilities face challenges related to limited resources, technical capacities, access to information and knowledge, effective participation and coordination mechanisms;

(ii) Collectively, Parties have made progress in engaging actors other than national Governments in planning and implementation; however, many Parties reported challenges in accounting for the contributions of those actors in national implementation efforts;

(iii) While many Parties reported progress towards some elements of Targets 22 and 23 of the Framework, such as involving to a varying degree indigenous peoples and local communities, women and youth, persons with disabilities and other actors defined in those targets in biodiversity-related decision-making, issues related to the following were less well reflected in national targets: access to information and justice, rights over lands, territories, resources and traditional knowledge, and the protection of environmental human rights defenders or gender-responsive biodiversity governance;

...

* 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.

Engaging whole of Government

31. *Invites* Parties, subject to their national circumstances and priorities, to strengthen the whole-of-government approach to implementation including by strengthening institutional, [interministerial,] policy, legal, fiscal, budgetary and regulatory coordination mechanisms, integrated planning, monitoring and reporting processes, and mainstreaming biodiversity and its multiple values across and within sectors;

32. *Encourages* Parties, subject to their national circumstances and priorities, to promote policy coherence across biodiversity and other areas, including but not limited to, climate, food, water, health, land-use and sustainable development, including in the implementation of national strategies and policies developed under the Rio conventions and other biodiversity-related multilateral environment agreements;

33. *Invites* Parties to integrate commitments and actions in support of the implementation of the Framework from subnational and local Governments and different sectors of Government in their national biodiversity strategies and action plans and/or national targets and national reports, as appropriate and where relevant;

Engaging whole of society

34. *Emphasizes* that action from [actors other than national Governments], [in accordance with national biodiversity strategies and action plans] [in addition to][complements] the actions of Parties, [may] contribute[s] to the implementation of the Framework and that more effective use of the contributions, knowledge, expertise and initiatives of [actors other than national Governments], [where applicable][may]represent[s] a significant opportunity to accelerate the implementation of the Kunming-Montreal Global Biodiversity Framework;

35. [*Urges*][*Encourages*] Parties to strengthen the engagement of all [actors other than national Governments] [in particular by, enabling the full and effective, equitable, inclusive and gender-responsive participation and engagement of indigenous peoples and local communities, women and youth,] in order to ensure that these actors are involved in consultation processes, planning and implementation [in line with Targets 22 and 23 of the Framework][in accordance with national legislation];

36. *Invites* [actors other than national Governments][indigenous peoples and local communities, women and youth] to share information with Parties on their actions in relation to the implementation of the Framework [including traditional knowledge of indigenous peoples and local communities with [their] free prior and informed consent¹ [in line with national legislation [and [relevant] international obligations]]];

37. *Invites* Parties, [in line with their national circumstances and priorities,] to reflect commitments and actions in support of the implementation of the Framework by [actors other than national Governments,][including indigenous peoples and local communities, women, [and] youth] [and other stakeholders] in their national biodiversity strategies and action plans and/or national targets and national reports, as appropriate and where relevant;

...

¹ Free, prior and informed consent refers to the tripartite terminology of “prior and informed consent” or “free, prior and informed consent” or “approval and involvement”.