



PBL Netherlands Environmental
Assessment Agency

IDDRI

SUSTAINABLE DEVELOPMENT &
INTERNATIONAL RELATIONS

Understanding CBD ‘Planning, Monitoring, Reporting and Review mechanisms’: what’s at stake?

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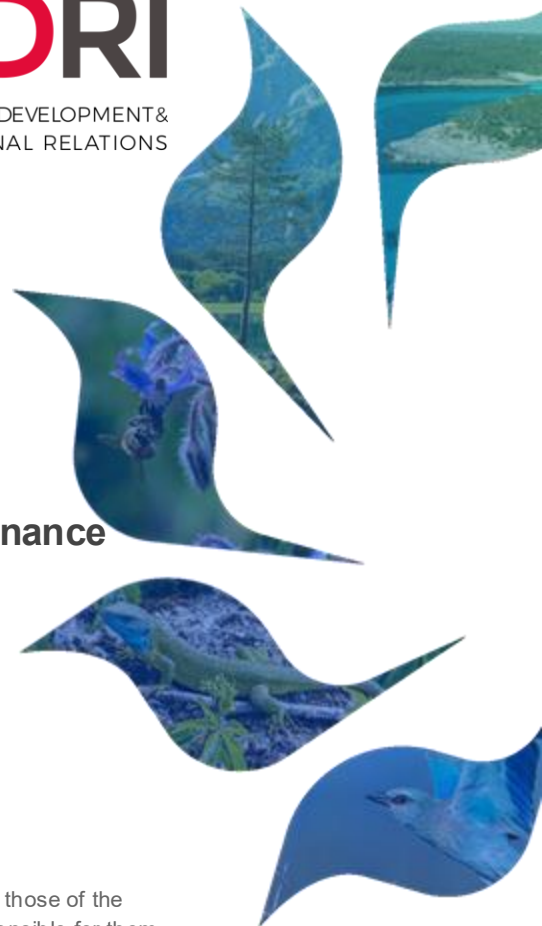
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The Netherlands Environmental Assessment Agency (PBL)

Training session / September 3rd 2025 / Online



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Since 1992...



Key milestones

- 1992 - CBD adopted, with obligation to submit national reports (Article 26) and national biodiversity strategies and action plans (considered as the key mechanism to implement the CBD)
- 2002 - 2010 Biodiversity Target failed
- 2010 - Aichi Targets: no accountability framework, progress insufficient
- 2022 - Kunming-Montreal GBF: adoption of an enhanced transparency and accountability framework

Why this matters?



- The “**implementation gap**” has been a persistent issue in the CBD as ambitious global targets were not matched by national action and implementation (Maljean-Dubois et al., 2022; Friedman et al., 2022; Petersson & Stoett, 2022; Smallwood et al., 2022).
- Failure of the Aichi Targets: despite global progress reports (GBO-4; Secretariat of the CBD, 2014; Tittensor et al., 2014), no mechanisms or dialogues existed to trigger course corrections
- **Accountability is not an end in itself**: review processes must help understand problems, identify solutions, and support strategy choices (Kramarz & Park, 2016)
- A **purpose-oriented review** enables learning, course correction and a “ratcheting effect” to accelerate action while remaining facilitative and non-punitive (Landry et al., 2024)
- Integrating diverse knowledge and actors into review processes enhances credibility, inclusivity, and the legitimacy of CBD governance (Tengö et al., 2014; Pascual et al., 2021).
- **Without robust accountability, ambitious biodiversity goals risk becoming aspirational only.**

An enhanced accountability and transparency framework for the GBF



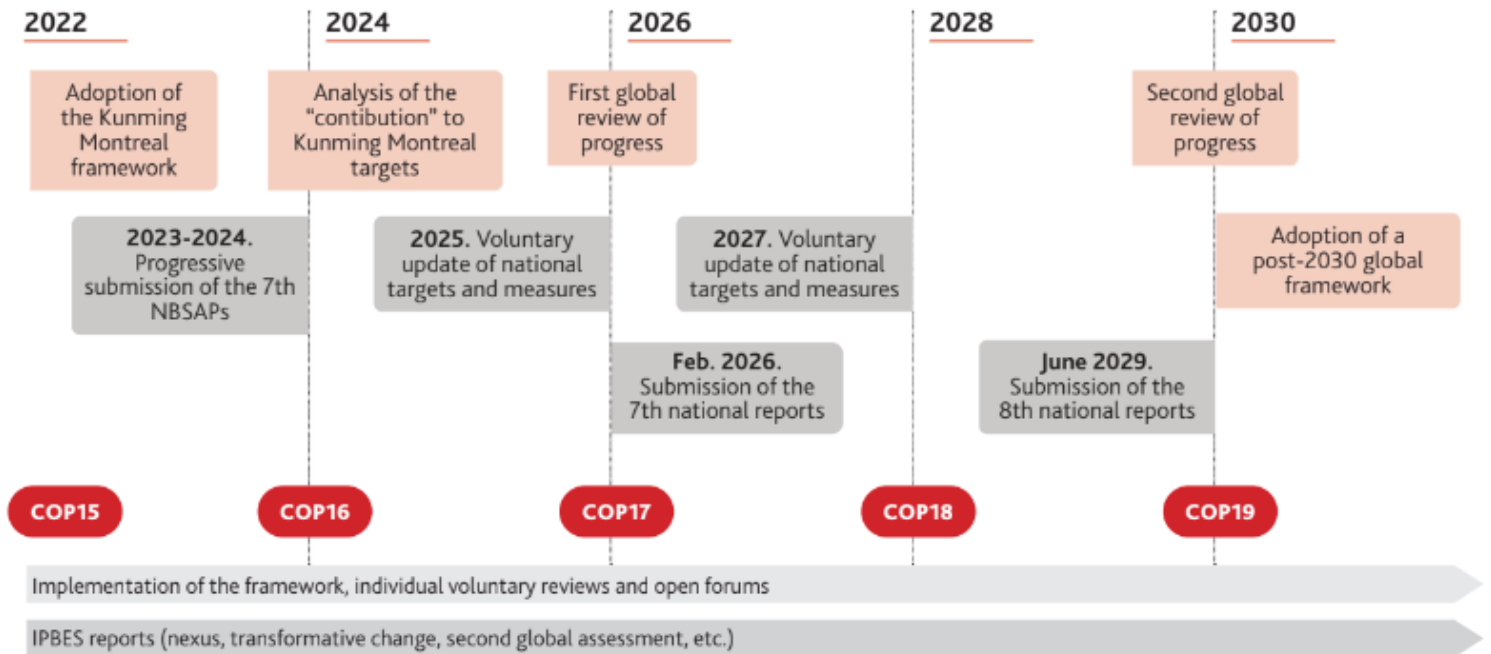
Adopted at COP15, Montreal (2022) 'Mechanisms for planning, monitoring, reporting and review'

- Structured reporting templates and deadlines for national reports (with indicators adopted in the monitoring framework decision)
- National targets and NBSAPs (to be submitted by all Parties on the online reporting tool) with guidance in annex
- Global Review process (first one in 2026 to culminate at COP17 and second one in 2030 at COP19) recognizing that “Parties may take the outcome of the global review into account in future revisions and implementation of their” NBSAPs
- Other key mechanisms such as: further develop the “open-ended forum”, or “information on non-state actors commitments”

An enhanced accountability and transparency framework for the GBF



The Kunming-Montreal monitoring and review process (IDDRI)

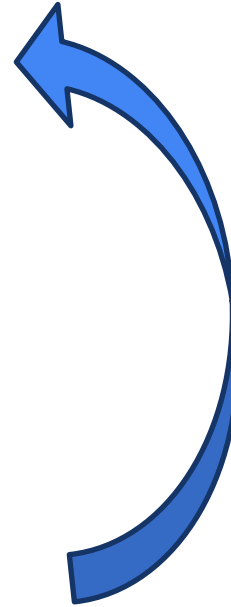


An enhanced accountability and transparency framework for the GBF



How it is supposed to work – building blocks

- Planning - NBSAPs and national targets
- Monitoring - indicators & data collection
- Reporting - 7th National Reports (structured, comparable)
- Review of “ambition” – the global analysis of national targets
- Review - Global Review (collective assessment at COP17)
- More in-depth review – the “voluntary peer review”
- Dialogues among Parties - Pilot of the open-ended forum
- Back to Planning - inform revision of NBSAPs & targets (voluntary)



COP16: the first round of “reviews”



Photo by ©FAO/Pier Paolo Cito

COP16 (1): first 'stocktake' on the ambition

- Submissions assessed: by COP16 (Cali), only 20 Parties had submitted revised National Biodiversity Strategies and Action Plans (NBSAPs) or 60 national targets
- This left significant gaps in the global picture of ambition
- Secretariat analysis presented:
 - Initial global stocktake of ambition based on submitted targets and NBSAPs
 - Highlighted discrepancies between national targets and what is needed to achieve GBF 2030 targets and 2050 goals
- Political signal: Parties urged to accelerate submissions (especially ahead of the 7th National Reports (due Feb 2026))
- Stocktake revealed the urgency of aligning national ambition with global biodiversity goals.



COP16 (2): the adoption of modalities for the first 'Global Review'

- Decision adopted (Rome, 2025): operational modalities for the Global Review
 - Core elements agreed:
 - Inputs: 7th National Reports, information from Indigenous Peoples, local communities (IPLCs), and other non-state actors, scientific and technical assessments (e.g. IPBES, other assessments)
 - Process: establishment of an Ad hoc Scientific and Technical Advisory Group (AHSTAG) to guide the outline and drafting of the global report, supervised by SBSTTA and then SBI
 - Outputs: a global report assessing collective progress
 - Consideration of dialogues (technical, regional, open-ended forum) to complement the technical assessment report
 - Objective: to provide an evidence-based assessment that can inform COP17 decisions
- **Tight timeline: drafting of the global report (Feb-May 2026) and consideration of the assessment (Summer 2026)**



COP16 (2): the adoption of modalities for the first ‘Global Review’

Challenges:

- Scope of the GR: will it be limited to a technical compilation of data, or evolve into a political assessment with recommendations?
- Lack of clarity on how conclusions will translate into concrete COP decisions
- Level of analysis: tension between a global synthesis and the need for regional/national relevance
- Parties worry about avoiding prescriptiveness while still producing actionable outcomes
- Inclusion of non-state actors: IPLCs, civil society, and private sector contributions are invited, but criteria for legitimacy and integration remain undefined
- Dialogues: COP16 acknowledged potential formats (for the “technical dialogue”). But modalities on who participates, how inputs are used, and how outcomes are captured are still pending (+ budget)
- Follow-up after COP17: will the Global Review trigger a ratcheting effect (stepping up ambition and implementation)? Or risk becoming a one-off report with limited political uptake, like the Aichi experience?

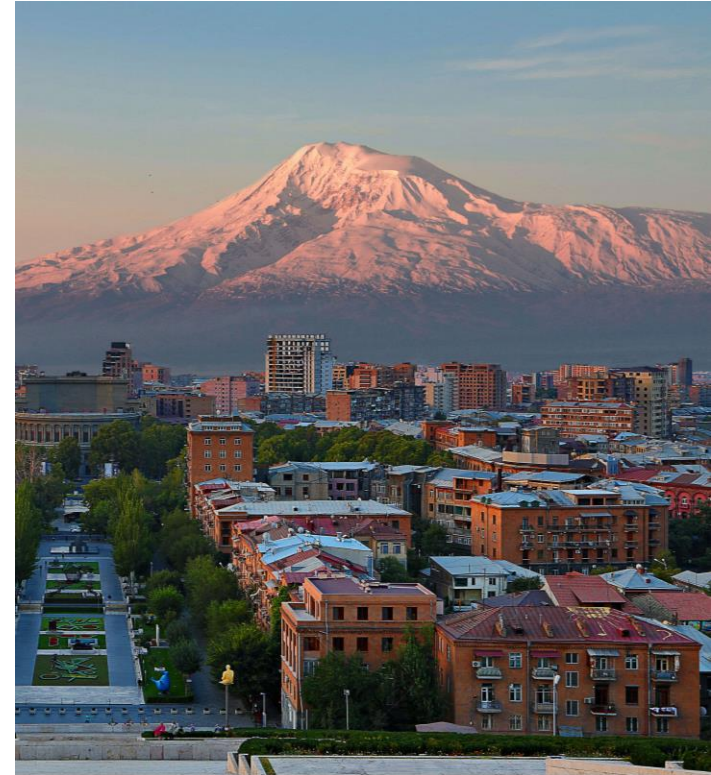
Towards COP17's landmark “Global Review”



Next steps

Before COP17 (2026, Armenia):

- Parties submit NBSAPs (if not submitted already) & National Reports (by Feb 2026) – importance to have as many NR as possible
- AHSTAG outline of the global report (now) – possibility of sending comments (until today!), then discussion at SBSTTA (next slide)
- Drafting of the report Winter-Spring 2026
- Summer 2026 (SBI, SBSTTA, other informal dialogues)
- At COP17: Adoption of decisions based on the first Global Review process
- Key decisions for course correction and future implementation?



Global Report

- Considerations related to national reports, as the primary source of information, and to other sources of information for the global report
- Geographic and temporal coverage of cross-cutting issues

Outline:

Part 1. Introduction and status of and trends in biodiversity

Part 2. Collective progress

- Status of NBSAPs, targets and reports
- Collective progress towards the GBF
- Review of 23 targets
- Review of the provision of means of implementation
- Compilation of examples of contributions of MEAs, organizations and other processes
- Analysis of progress towards the 4 2050 goals

Part 3. Conclusions and key messages

- Including 'possible pathways and actions to overcome challenges'

Draft : Unedited and Advanced Version for Peer-review

Guidance from the Ad hoc scientific and technical advisory group for the preparation of the global report on collective progress in the implementation of the Kunming-Montreal Global Biodiversity Framework

Background (These sections are background only and not for peer review. Peer review sections begin at the bottom of page 2**)**

Background on the global report on collective progress in the implementation of the Kunming-Montreal Global Biodiversity Framework

1. In its decision 16/32, the Conference of the Parties decided to establish an Ad Hoc Scientific and Technical Advisory Group for the Preparation of the Global Report on Collective Progress in the Implementation of the Kunming-Montreal Global Biodiversity Framework, with its terms of reference in Annex III to that same decision, to oversee and guide the production of the global report on collective progress towards the implementation of the Framework. It also noted an indicative timeline for the global review, in Annex IV of that decision.
2. Also in Annex IV of decision 16/32, the Conference of the Parties decided that an annotated outline of the global report would be made available for peer review and subsequent consideration by the Subsidiary Body on Scientific, Technical and Technological Advice at its twenty-seventh meeting. In the timeline for the global review, the Conference of the Parties also specified that the Subsidiary Body on Scientific, Technical and Technological Advice, at its twenty-seventh meeting, will provide advice on scientific inputs to the global report, including on its annotated outline, and that the Subsidiary Body on Article 8(j) and Other Provisions of the Convention on Biological Diversity Related to Indigenous Peoples and Local Communities will provide advice on traditional knowledge inputs to the report.
3. The Conference of the Parties, in paragraph 17 of its decision 16/32, identified the structural elements of the global report, and in paragraph 18 of that same decision, it identified the sources of information the report should draw on. The Advisory Group has used these elements to structure the annotated outline presented in the addendum to this document.
4. The Conference of the Parties, in its decision 16/32, decided that the global report on collective progress in the implementation of the Framework should consider the three objectives of the Convention in a balanced manner. The global report will also include information on specific challenges in the implementation of the Framework, especially for developing country Parties, in particular the least developed countries and small island developing States.
5. The experts serving on the Advisory Group were selected in April 2025¹. The progress that the advisory group has made towards producing the global report is presented in the addendum to this document. The addendum was prepared by the advisory group for peer review during the period prior to the twenty-seventh meeting of the Subsidiary Body on Scientific, Technical and Technological Advice and for its subsequent consideration by that Subsidiary Body. To meet the deadlines for documents prepared for the consideration of the Subsidiary Body, a revision of the addendum will not be presented to the Subsidiary Body following the peer review. However, the Advisory Group will prepare an information document, CBD/SBSTTA/27/INF/XX containing their reflections on the views received through the peer review.

Discussions at SBSTTA

SBSTTA/27/2: Global review of collective progress

- Consider the status of submission of NBSAPs and national targets
- Recalling the importance of submitting national reports (primary source)
- Encouraging other actors to submit information (template adopted, through the ORT)

But most importantly, to adopt the annotated outline – which will become the “scope” of the future technical assessment

N.B. Invitation to submit relevant information to support the production of the global report – by October 1st (notification 2025-099)



Convention on
Biological Diversity

CBD/SBSTTA/27/2

Distr.: General
23 July 2025

Original: English

Subsidiary Body on Scientific,
Technical and Technological Advice
Twenty-seventh meeting
Panama City, 20–24 October 2025
Item 3 of the provisional agenda¹

**Planning, monitoring, reporting and review: global review
of collective progress in the implementation of the
Kunming-Montreal Global Biodiversity Framework**

Global review of collective progress in the implementation of the Kunming-Montreal Global Biodiversity Framework

Note by the Secretariat

I. Introduction

1. By its decision [15/6](#), the Conference of the Parties to the Convention on Biological Diversity adopted an enhanced multidimensional approach to planning, monitoring, reporting and review, with a view to enhancing the implementation of the Convention and of the Kunming-Montreal Global Biodiversity Framework.
2. In the same decision, the Conference of the Parties decided to conduct at its seventeenth and nineteenth meetings a global review of collective progress in the implementation of the Framework, including the means of implementation, based on national reports and, as appropriate, other sources of information.
3. In its decision [16/32](#), the Conference of the Parties adopted an indicative timeline for the process leading to the global review to be conducted at its seventeenth meeting.
4. The global review will culminate in a decision or decisions by the Conference of the Parties. It will be primarily based on national reports and a global report on collective progress in the implementation of the Framework.
5. While the national reports are the primary input for the global report, additional sources of information, including an analysis of the national biodiversity strategies and action plans and national targets, are also listed in decision [16/32](#).¹
6. The present document contains an overview of the status of the global review process and of the submissions of national biodiversity strategies and action plans, national targets and national reports, as well as a draft recommendation for consideration by the Subsidiary Body on Scientific,

¹ CBD/SBSTTA/27/1.

¹ The analysis of the national biodiversity strategies and actions plans and national targets submitted as at 31 May 2025 will be provided in document CBD/SBSTTA/27/INF.4. The analysis will be subsequently updated and made available for consideration by the Subsidiary Body on Implementation at its sixth meeting (16–19 February 2026).

Several key challenges for an transformative Global Review



- Tensions: persistent debates on **who should act, who should pay, and what counts as fair ambition**
- Risk of stalemate if financing and means of implementation are not addressed
- Data and reporting gaps: delays in NBSAPs and 7th National Reports submission **jeopardize the quality and legitimacy of the Global Review**
- Uneven capacities between countries to provide structured and comparable data (as well as participating to “dialogues”)
- Inclusivity and equity: despite creation of the new body at COP16 (article 8(j)), voices of vulnerable countries, civil society, and local actors remain underrepresented. **Procedural equity is essential** for legitimacy but still fragile
- Lessons from the climate GST: **risk that conclusions remain too general and not translated into actionable policies**. Need to avoid “dialogue fatigue” and ensure political uptake of technical findings.
- Parties want the process to remain non-intrusive and facilitative, but too much caution could limit its potential to deliver transformative impact

What can be reinforced over time for an impactful Global Review

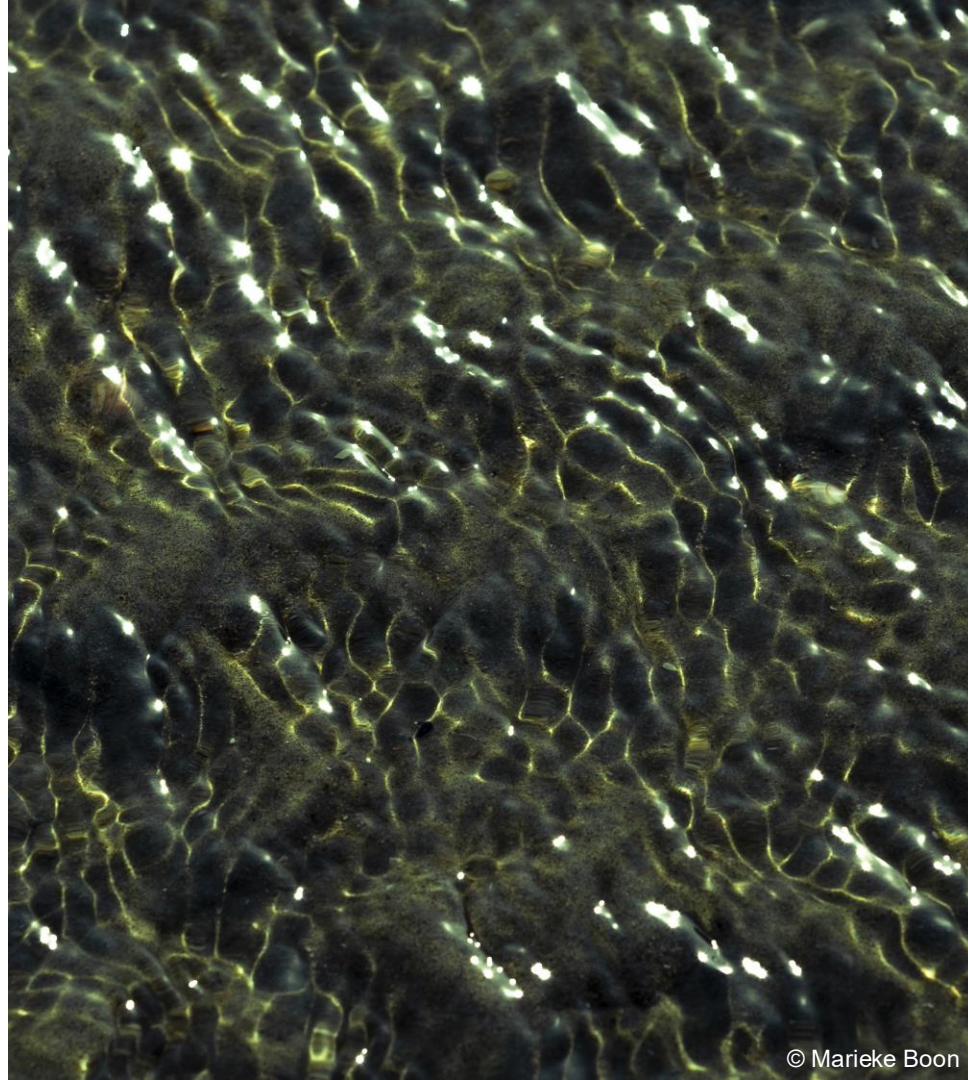


- Diagnose progress & gaps: provide an honest stocktake of successes, failures, and lessons learned
- Foster peer learning & mutual support: build trust, enable exchange of practices, and strengthen ownership among Parties & stakeholders
- Expose financing & implementation barriers: identify where additional support is needed and highlight systemic obstacles
- Drive political momentum toward 2030 & 2050 goals: translate technical findings into actionable pathways and COP decisions
- Key messages from dialogues (organized by PBL and IDDRI):
 - the Global Review must be continuous, not a one-off to foster a culture of accountability
 - needs to go beyond CBD circles to speak to other sectors, incl. business & finance
 - balance ambition & feasibility for credible but realistic outputs
 - Inclusivity is key. IPLCs, local actors, and private sector must be engaged early
 - Political uptake matters, the global review should inform declarations, other multilateral processes, and public debate.



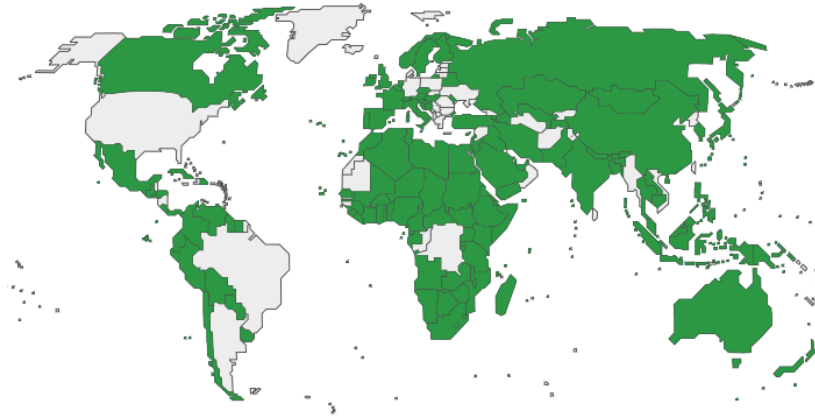
Policy analysis of national targets

Patterns of current ambitions
reflected in national biodiversity
targets: a contribution to the
global review

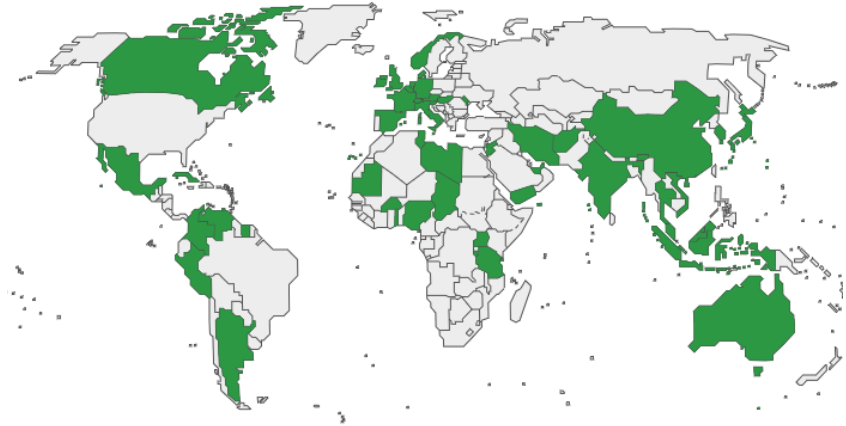


Policy analysis of national targets

- Parties under the CBD create national policy aligned to the GBF
- National Targets and/or NBSAPs
- GBF targets are broad, not always SMART, and ask for a global implementation
- Resultingly, national targets may not be comparable



CBD Parties that uploaded at least 1 National Target to the ORT, August 8th 2025. (139 Parties, 3276 targets)



CBD Parties that uploaded a NBSAP, August 8th 2025. (55 Parties, 57 NBSAPs)

Policy analysis of national targets

- Analysis of National Targets uploaded to the CBD's Online Reporting Tool (ORT)
- GBF targets 1 – 12 and 16, directly relevant for Goals A and B
- Clustering method by use of large language model
 - Clustering questions defined based on target text, guidance notes, monitoring framework and expert talks
- Aim is to get a better understanding of the overall patterns of how the GBF is translated to the national level



Policy analysis of national targets



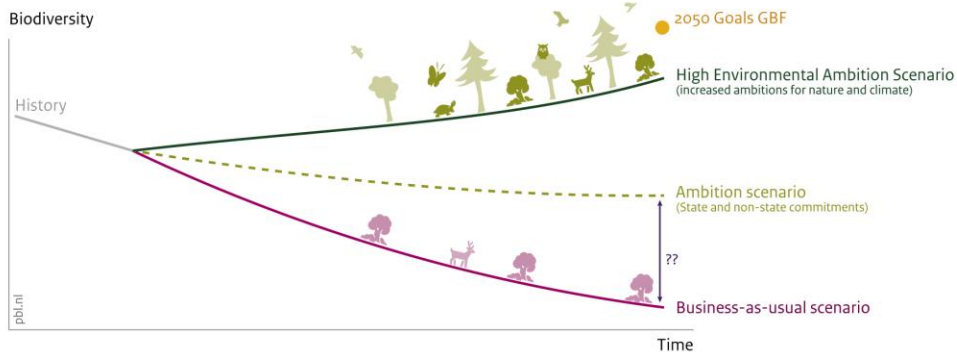
Guiding questions:

1. What elements of the GBF targets translated to the national level (and in what way)?
2. What quantified commitments are described?
3. What policy instruments do Parties use?
4. Which linkages do Parties make between GBF targets?
5. Which linkages do Parties make between policy fields?

Outputs

- Report to be published ahead of CBD SBSTTA 27 in October
 - During SBSTTA: presenting and discussing the work, regional dialogues
- Input for scenario analysis to be ready before CBD COP-17

Biodiversity scenarios for the Global Biodiversity Framework (GBF) analysis & review



Source: PBL

Preliminary results

Target 1: Plan and Manage all Areas To Reduce Biodiversity Loss

Ensure that all areas are under participatory, integrated and biodiversity inclusive spatial planning and/or effective management processes addressing land- and sea use change, to bring the loss of areas of high biodiversity importance, including ecosystems of high ecological integrity, close to zero by 2030, while respecting the rights of indigenous peoples and local communities.

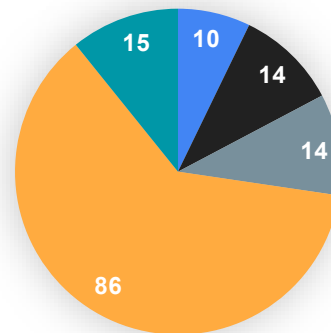


Preliminary results

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National Target focus in alignment to GBF target 1



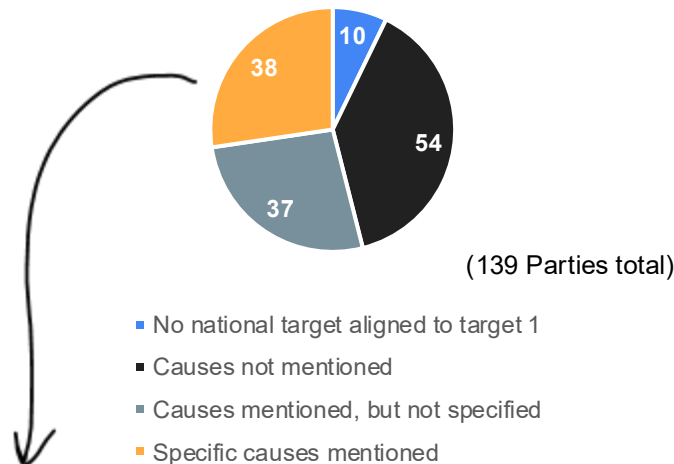
- No national target aligned to target 1
- Biodiversity inclusive spatial planning
- Effective management processes
- Both
- Neither

(139 Parties total)

Preliminary results

Target 1: Plan and Manage all Areas To Reduce Biodiversity Loss

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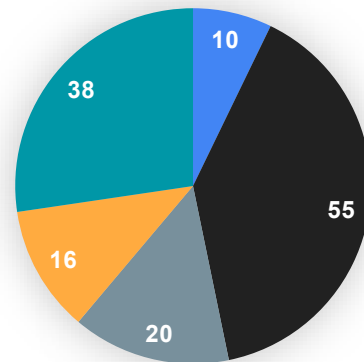
Cause of land- or sea use change	Number of Parties addressing cause
Agriculture	17
Aquaculture	3
Climate change	20
Energy development	5
Fishing	4
Forestry	19
Industrial activity	3
Infrastructure	5
Mining	3
Urbanization	12
Other	4

Preliminary results

Target 1: Plan and Manage all Areas To Reduce Biodiversity Loss

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In what way is 'participatory' approached by Parties?



- No national target aligned to target 1
- Participatory and integrated planning
- Community empowerment and capacity building
- Importance of participatory approach mentioned, not specified
- Not mentioned

(139 Parties total)

Thank you for your attention!

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