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FROM GLOBAL AMBITION TO NATIONAL COMMITMENTS: NATIONAL TARGET SETTING UNDER THE GLOBAL BIODIVERSITY FRAMEWORK

A contribution to the Convention on Biological Diversity's Global Review

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Colophon

From global ambition to national commitments: National target setting under the Global Biodiversity Framework. A contribution to the Convention on Biological Diversity's Global Review

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Abbreviations

Abbreviation	Definition
CBD	United Nations Convention on Biological Diversity
COP	Conference of the Parties
GBF	Global Biodiversity Framework
IAS	Invasive alien species
ICCA	Indigenous and community conserved area
IPs and LCs	Indigenous Peoples and Local Communities
LLM	Large Language Model
NBSAP	National Biodiversity Strategy and Action Plan
NCP	Nature's Contributions to People
NDC	Nationally Determined Contribution (<i>under UNFCCC</i>)
NR	National Report
OECM	Other effective area-based conservation measures
ORT	Online Reporting Tool
PA	Protected area
PMRR	Planning, monitoring, reporting, and review
RAG	Retrieval Augmented Generation
SBI	Subsidiary Body on Implementation
SMART	Specific, Measurable, Achievable, Relevant, and Time-bound
UNCCD	United Nations Convention to Combat Desertification
UNFCCC	United Nations Framework Convention on Climate Change

Summary

The Global Biodiversity Framework (GBF), adopted in 2022, is a landmark decision in which nearly all countries worldwide committed to take urgent action to halt and reverse global biodiversity loss. Parties, countries, under the Convention of Biological Diversity (CBD) agreed to put nature on a path to recovery with the ultimate vision of, as the convention states, living in harmony with nature. This report, considering the first Global Review at the upcoming COP-17 in October 2026, provides a comprehensive analysis of collective ambition of Parties and hence serves as a contribution to the Global Review process in which Parties and stakeholders evaluate collective progress. The report evaluates if the collective ambitions in national targets match the ambitions of the global GBF targets, where these are lacking, what the focus, gaps, challenges, and best practices are in the establishment of national targets, and what policy approaches are suggested to implement the global targets.

Global Review of collective progress in the CBD

In 2022, the 196 Parties to the CBD agreed upon the GBF for the period of 2022–2030, collectively committing to halt and reverse global biodiversity loss. Parties have to implement 23 action-targets towards 2030, to bring the world on a pathway towards the realisation of 4 outcome goals for nature and people in 2050. This agreement also includes an important new element next to the goals and targets, namely a ‘responsibility and transparency mechanism’ (see Figure S.1). This was significant, considering the absence of a review or compliance mechanism in the CBD at that point in time. The new review mechanism holds countries accountable for their promises and actions, and they agreed to a periodic global review to assess collective progress in the implementation of the GBF. To give meaningful political follow-up to these reviews, Parties also decided that they ‘may take the outcome of the global reviews into account in the future revisions and implementation of their national biodiversity strategies and action plans’, with a view ‘to improving actions and efforts to realise agreed goals and targets’. To create such an ambition cycle and achieve this objective of the Global Review, future Conferences of the Parties (COPs) will provide recommendations on the implementation of the GBF and future frameworks. The first Global Review is the main topic at COP-17 in October 2026 and will primarily focus on enhancing national implementation towards realisation of the GBF. The second Global Review will be held in 2029 (COP-19) and will address implementation as well as ambitions for the post-2030 biodiversity framework, as the GBF comes to an end in 2030.

From global ambition to national targets

As part of the GBF, Parties were requested to submit their national targets to the CBD, either separately or as part of a new or updated National Biodiversity Strategy and Action Plan (NBSAP), to align them with the GBF targets, and to report on progress in their National Reports (by February 1, 2026). It is important to emphasise that the GBF targets are global targets that set the global ambition, and that it is up to each individual Party to decide how, and to what extent, they contribute to the global targets and thus what exact national targets they set. The national targets provide the basis to assess collective ambition of Parties. All national targets taken together determine what the collective ambition of the CBD’s Parties is towards achieving the GBF targets. By 20 July 2026, 169 Parties have provided 3,850 national targets aligned with the GBF targets. The evident question now is whether the collective ambition by Parties through their national targets is matching the global ambition of the GBF targets.

Figure S.1

How is the CBD's Global Biodiversity Framework (GBF) translated to the national level and how can the Global Review of collective effort enhance accountability and learning?



Bron: PBL

This report analyses collective ambition in 2,208 national targets submitted by 140 Parties

This report provides a comprehensive assessment of what the collective ambition of Parties looks like. The report evaluates the following question: How is the GBF translated to national levels and what are the focus, gaps, challenges, and best practices in the establishment of national targets and suggested policy approaches to realise the targets? To answer this question, we evaluated 2,208 national targets submitted by 140 Parties (by the cut-off date used in this report, December 1, 2025) for 13 GBF action targets (targets 1-12, 16) which are directly related to the long-term 2050 goals A: 'Protect and Restore', and B: 'Prosper with Nature'. Targets 1 to 8 aim at reducing threats to biodiversity; targets 9 to 12 aim at meeting people's needs through sustainable use and benefit sharing; and target 16 focuses on footprint reduction to contribute to reducing threats. We chose to analyse these specific targets as they directly focus on improving biodiversity outcomes through conservation, restoration, and lowering pressures on biodiversity and minimising drivers of biodiversity loss. We derived the national targets from the CBD's Online Reporting Tool and further analysed them using a Large Language Model-based research tool. To assess the national targets, we systematically analysed four aspects of these targets: scope, measurability, policy instruments, and comprehensiveness. Our analysis was informed by the CBD guidance notes on the GBF targets, the guidance for monitoring and reporting of individual targets, in combination with 25 expert interviews and literature study. Note that this report does not analyse implementation plans (in NBSAPs) and progress in implementation (in National Reports) of those targets by Parties. There were, several factors which complicated the analysis of national targets and constructing of a comprehensive overview of collective ambition. For instance, some Parties were still submitting, updating, and removing national targets, even after the deadlines for the NBSAPs and National Reports had passed. Furthermore, the GBF's targets and target elements are often multi-interpretable, and consequently so are the national targets, sometimes making interpretation challenging.

Most attention focusses on (area-based) conservation and land-use targets, followed by species targets and nature's contributions to people, while targets for (in)direct drivers receive least attention

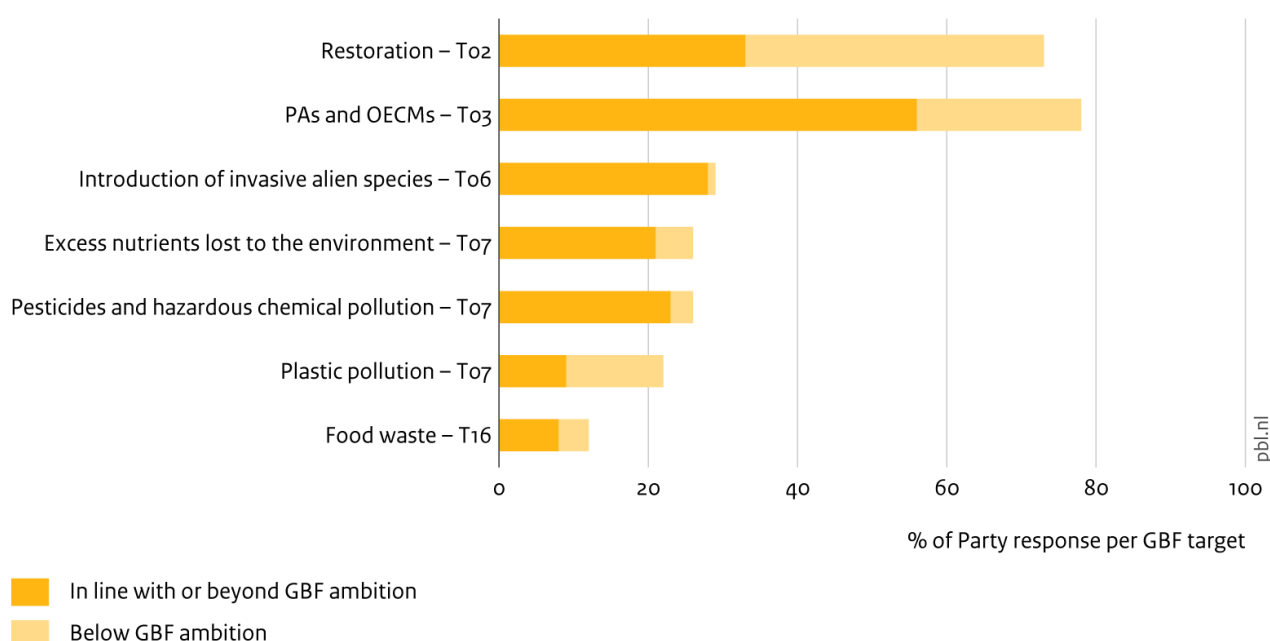
Across targets analysed, in terms of the number of countries submitting national targets, as well as number of national targets and coverage of GBF target elements and quantification, by far the most attention goes to conservation and land use targets (targets 1, 2, 3, 4, and 10). Targets on the sustainable use of wild species and Nature's Contributions to People receive decidedly less attention (targets 5, 9, and 11). Pressure targets (targets 6, 7, and 8) receive even less attention, and targets that address more indirect biodiversity impacts of cities (target 12) and sustainable consumption (target 16) receive the least attention. National targets that receive less attention often look more similar to the text used in the GBF target, suggesting they are less often made specific to needs and opportunities at the national level.

More attention is given to ecological than to human target elements, GBF target elements building on CBD Aichi targets 2010-2020 are more often translated to the national level

The GBF is intended as policy framework for both nature and people. Throughout the targets analysed, however, more attention is given to ecological target elements rather than to human aspects, for instance on nature's benefits for people, or on respecting the rights of people and ensuring equitable forms of governance. For instance, little attention is given to recognising, respecting, and including Indigenous Peoples and Local Communities, while Section C of the Framework, which consists of considerations for implementation, distinctly includes the 'contribution and rights of Indigenous Peoples and Local Communities' (consideration a). We do see that under those GBF targets that do explicitly mention Indigenous Peoples and Local Communities in the target text (targets 1, 3, 5, and 9), more countries have submitted national targets that include rights-based approaches and customary norms as policy instruments to implement those targets than under GBF targets that do not (on average 17% compared to 3%). This may suggest that considerations for implementation that are included in the text of global targets, will be more actively included in national targets than considerations included in the main text of the GBF (section C). Additionally, target elements that were already included in the previous CBD Aichi targets, are more often and more comprehensively translated into national targets than those that are newly introduced in the GBF, which might indicate that time is needed for Parties to translate international targets to the national level, and/or that it is easier to build upon previous targets as countries are already familiar with means and instruments that are needed to implement these targets.

Figure S.2

Quantified commitments and ambition levels in national targets on quantified GBF target elements



Bron: CBD ORT, 1 december 2025

Collective ambition in national targets is not matching the ambitions of the 2030 GBF targets

All national targets taken together determine the collective ambition from CBD Parties to the goals and targets of the GBF. Significantly, nearly all Parties that we included in our analyses have aligned national targets to the 13 GBF targets we analysed. However, coverage of those GBF elements present in national targets varies considerably amongst Parties. Overall, there is no single GBF target, nor target elements, fully covered by national targets. In other words, most Parties only cover part of an GBF target in their national targets. Furthermore, for those GBF targets with a quantified element, our analysis shows that 55% of Parties at best provide a quantified national target in line with or moving beyond the ambition of the GBF target (see Figure S.2). From this, we conclude that even if all national targets analysed are achieved by 2030, these national targets would collectively still fall short of the GBF's ambition.

It is important to note that realisation of the targets analysed is conditioned and limited by the availability of means of implementation and effective policies put in place. This is covered by the GBF targets that are not part of the analysis in this report. However, analysis by the CBD Secretariat (CBD/SBI/6/INF/5) indicates ambition and implementation gaps for those GBF targets. Evidently, a lack of means of implementation will challenge the realisation of the national targets analysed in this report.

Collective ambition towards GBF target 3 to conserve 30% of terrestrial area of CBD Parties, adds up to 27.5% conserved area by 2030

Target 3 is the GBF target that best lends itself to a quantitative analysis of collective ambition. 54% of Parties have provided national targets on terrestrial and inland water areas aligned with or

above the ambition of target 3, and 16% have provided national targets below the GBF's ambition. 4% of Parties submitted additional quantified commitments which were not in percentages but in km². Additionally, non-quantified national targets on terrestrial and inland water areas, which are submitted by 19% of Parties, often indicate an intent to increase conserved areas or otherwise focus on improving the management of already protected areas.

The World Database on Protected and Conserved Areas (WDPCA) is used to provide national baseline data. In 2020, according to the WDPA, 15.7% of terrestrial area worldwide was protected.¹ Realisation of the national ambitions would collectively add up to 27.5% of terrestrial area being protected by 2030. This would imply a global increase of 11.8% in protected areas over the 2020-2030 period, compared to a realised increase of 2.3% in the period 2010-2020. Though measurable collective ambition for area-based conservation is projected not to reach 30% by 2030, national ambitions come close to the GBF's ambition. Based on past experience, realizing these ambitions will pose a large implementation challenge for Parties. Moreover, there are also significant qualitative elements in target 3, which receive far less attention, such as equitable governance.

National targets provide complements to the GBF

Cross country learning can be enhanced by building on positive examples in national target setting. Countries introduce elements in their national targets that are not part of the GBF targets, or provide quantified commitments for GBF targets without quantification. Additional target elements include, for example, specific actions for species protection, sources of pollution, nature's contributions to people, or specific sectors like mining being addressed. We also quite often found quantified national commitments under GBF targets that contain no quantified elements. For the GBF targets that do not include any quantification, an average of 36% of Parties submitted quantified national targets (ranging from 13% to 58%), compared to 53% (ranging from 24% to 78%) under GBF targets that do have a quantified element. This demonstrates how GBF targets are made more specific in the national context. It also provides insights that may be useful for other countries or for the formulation of ambitions beyond 2030.

Parties are starting to identify policy instruments for implementation of their national targets

On average, 41% of Parties describe which policy instruments will be used in implementation (with a range of 27% to 51%), which means that more than half of Parties did not describe the policy instruments they want to apply. The targets for which most Parties identified policy instruments include target 1 on biodiversity-inclusive spatial planning, and target 5 on the sustainable, safe, and legal use, harvesting, and trade of wild species. The Parties describing policy instruments across their national targets come from all world regions and are often the same countries. Most attention goes to legal and regulatory instruments, followed by social and cultural instruments. Economic and financial instruments, and especially rights-based instruments and customary norms, are mentioned least. The link to GBF targets on 'tools and solutions for implementation and mainstreaming', including target 18 on reducing harmful incentives, is also not often made. Additional analysis of NBSAPs and National Reports will be needed to see if these policy frameworks and instruments are indeed applied and able to realise the national targets, as ambition in targets needs to be matched with ambition in implementation efforts.

¹ We got this data from the World Database on Protected and Conserved Areas (link: <https://www.protectedplanet.net/en/thematic-areas/wdpa?tab=WDPA>).

Countries operationalise the GBF targets in clusters suggesting integrated approaches emerging in national targets

The GBF targets are interlinked, and the GBF therefore also calls for implementing its targets together. Most Parties have not only submitted national targets for almost all GBF targets, but they are also setting national targets for clusters of GBF targets, signalling a potential for an integrated approach to implementation. The following clusters of GBF targets become apparent, though to varying extents: area-based approaches (targets 1, 2, and 3); species (targets 4, 5, and 9); restoration of ecosystem services (targets 2, 8 and 11); and fisheries (targets 9 and 10).

National target setting does not generally reflect whole-of-government and whole-of-society considerations

Comprehensive policy approaches, through whole-of-government and whole-of-society approaches, are necessary to fully implement national targets, as the GBF calls for. In the GBF targets analysed, an average of 24% of Parties do include these considerations in their national targets (with a range of 18% to 34%). Amongst those parties, the links made most often are between national targets and national policy frameworks on nature or the environment. Sub-national governments and other ministries, such as on agriculture, forestry, finance, or infrastructure, are mentioned to a lower extent, while non-state actors, regional cooperation, and international agreements beyond the CBD are mentioned even less. For example, non-state action on restoration as recognised under the UNCCD is generally not reflected under GBF target 2.

Further analysis is needed if the GBF is guiding long-term, transformative pathways towards the 2050 goals and vision of the CBD

Significant transformative change is needed in order to successfully bend the curve of biodiversity loss and to reach the GBF's 2050 goals. The GBF states that it seeks to respond to, amongst others, the findings by the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES) 'that transformative change is needed to simultaneously meet goals on sustainable use and conservation of nature and other societal goals', and that the GBF 'aims to catalyse, enable and galvanise urgent and transformative action by Governments, and subnational and local authorities, with the involvement of all of society'. The GBF, with its targets and considerations for implementation, could be considered a type of compass for Parties and non-state actors to navigate towards the 2050 goals and realise the transformative changes needed. It remains an open question whether current ambitions and implementation of national targets is setting the world on a credible and feasible pathway towards realisation of the 2050 goals. For this, further analyses of the long-term implications of current ambitions are needed, as well as evaluations of NBSAPs and national targets, if indeed the national implementation of the 2030 targets is taking the long-term, transformative approach that is needed for realisation of the 2050 goals.

1 Introduction

1.1 Rationale

The Global Biodiversity Framework (GBF), adopted in 2022, is a landmark decision in which nearly all countries worldwide committed to take urgent action to halt and reverse global biodiversity loss. Parties, or countries, under the Convention of Biological Diversity (CBD) agreed to put nature on a path to recovery with the ultimate vision of, as the CBD states, living in harmony with nature. For this to happen the GBF includes 23 action-targets for urgent action towards 2030 that contribute to the realisation of 4 outcome goals for 2050 (CBD 2022). At the time of finalising this report, 169 Parties² have submitted national targets for implementation of the GBF. The question now is whether the collective commitment of Parties reflected in those targets will be sufficient to realise the 2030 targets and to put the world on a credible trajectory towards the 2050 goals.

Goals and targets under the CBD are set globally, while their achievement is dependent on effective national policies and actions, supported by international policy making. Under the Convention, Parties have two binding obligations: (1) to submit National Biodiversity Strategies and Action Plans (NBSAPs) to show how they will contribute to the realisation of the CBD goals and targets that are set globally, and (2) to subsequently report on their national progress in implementing their national targets through so-called National Reports. The history of the CBD, including the Aichi Biodiversity Targets (the GBF's predecessor), shows limited success in achieving earlier agreed-upon goals and targets (Buchanan et al. 2020; IPBES 2019; SCBD 2014, 2020; Tittensor et al. 2014). This limited progress, recognised in the GBF, can be partly attributed to misalignment between global goals and targets set by the CBD and the national targets set by individual Parties, as well as a lack of clarity and measurability in targets. This is then compounded by implementation challenges, including competing priorities, the inability to reach and involve all relevant actors in biodiversity action and insufficient financial and non-financial means for implementation. Moreover, a robust reporting framework in combination with a review or compliance mechanism, which could hold Parties accountable for their promises and implementation, has been lacking thus far (Buchanan et al. 2020; Hughes 2023; Karlsson-Vinkhuyzen and Dahl 2025; Miller Smallwood et al. 2022; Perino et al. 2022; SCBD 2020).

Given the absence of review or compliance mechanisms in the CBD so far, it was an important step forward that, as part of the GBF, Parties also adopted a 'responsibility and transparency mechanism' to make countries accountable for their promises and actions and to assess global progress (GBF section J; Decision 15/6). This mechanism consists of a multidimensional approach to 'planning, monitoring, reporting and review, forming an agreed, synchronised and cyclical system' (GBF art. 16). It includes the 'global analysis of information in national biodiversity strategies and action plans, including national targets to assess the contribution towards the Framework' (GBF art. 16c) and 'the Global Review of collective progress in the implementation of the framework,

² This report uses the terms 'Party' and 'country' interchangeably to refer to members of the CBD. The European Union is a Party to the CBD and is therefore included as a 'country' for simplicity and consistency in the writing of research method and results.

including the means of implementation' (GBF art. 16d). To give meaningful political follow-up to the review, Parties also decided that they may take the 'outcome of the global reviews into account in the future revisions and implementation of their national biodiversity strategies and action plans (...), with a view to improving actions and efforts' (GBF art. 17). To create such an ambition cycle and achieve this function of the Global Review, future Conferences of the Parties (COPs) will provide further recommendations on the transparency and responsibility mechanism as well as the implementation of the GBF and future frameworks (GBF art. 20, 21).

Based on the GBF, Parties have to make a new or updated NBSAP or, as part of this new review mechanism, it was agreed that Parties could also submit their national targets directly to the CBD without updating their NBSAP, so that at least their commitments to the realisation of the GBF would become clear. For transparency, NBSAPs and national targets are submitted to the CBD Online Reporting Tool (ORT), an online public database. Parties report on their progress in implementation in their National Reports, for which they use an agreed Monitoring Framework (CBD 2025b) that defines the indicators used. The use of a common set of indicators should allow for comparability and aggregation of national targets and efforts. For their reporting Parties have to submit their information to the ORT; all National targets, NBSAPs, and National Reports are logged here using predefined reporting formats (CBD decision 15/6).

Building on the GBF decision, two follow-up decisions were taken at COP-16 in 2024 to further define the modalities ('rulebook') for the planning, monitoring, reporting, and review processes. A 'multi-dimensional and facilitative, non-intrusive and non-punitive approach' was decided upon for the Global Review of collective progress. The review process includes the following elements: a global analysis, based on national targets and NBSAPs, to assess commitments towards the GBF; a global report that assesses collective progress in the implementation of the GBF, primarily based on National Reports; voluntary country reviews; an open-ended forum for voluntary country reviews; and an analysis of non-state actor commitments towards the implementation of the GBF (CBD 2025a). These modalities reflect the dual challenge of enhancing accountability and learning. While transparency is crucial for ensuring accountability, to hold countries responsible, and for reflecting on actions taken, it is equally important that the mechanism also serves as an opportunity for learning and growth (Dubash 2025; Karlsson-Vinkhuyzen and Dahl 2025; Landry et al. 2026; Landry, Kok, and Immerzeel 2024).

It is important to emphasise once more that the 2030 action targets are *global* targets and that all Parties are expected to contribute to *all* 23 targets (no cherry picking). It is, however, up to each individual Party to decide how, and how much, they contribute and thus what exact *national targets* they set, taking into consideration their national circumstances. This is in line with the bottom-up architecture of the CBD, in which there are no legal obligations regarding the specific national targets set by Parties as their contribution to the global targets. This also means that currently, in the Global Review, there will be no country-by-country review process. The ambition of individual national targets will not be questioned and there is no mandatory individual review. However, the GBF also clarifies that: 'the actions set out in each target need to be initiated immediately and completed by 2030' (GBF art. 13). In international law terms, CBD obligations and COP-decisions can be regarded as 'soft-law', providing a set of procedural obligations that Parties take upon themselves but that provide little legal force (Miller Smallwood et al. 2022; Morgera and Tsioumani 2011). It is the explicit assumption of the GBF is that the results of the collective action of all countries to implement the GBF together, will enable achievement towards the outcome-oriented goals for 2050 (GBF art. 13), but this will only happen if all countries take their commitments

seriously and pursue their efforts, even if they are ‘soft’ (i.e. that there are no enforcement mechanisms).

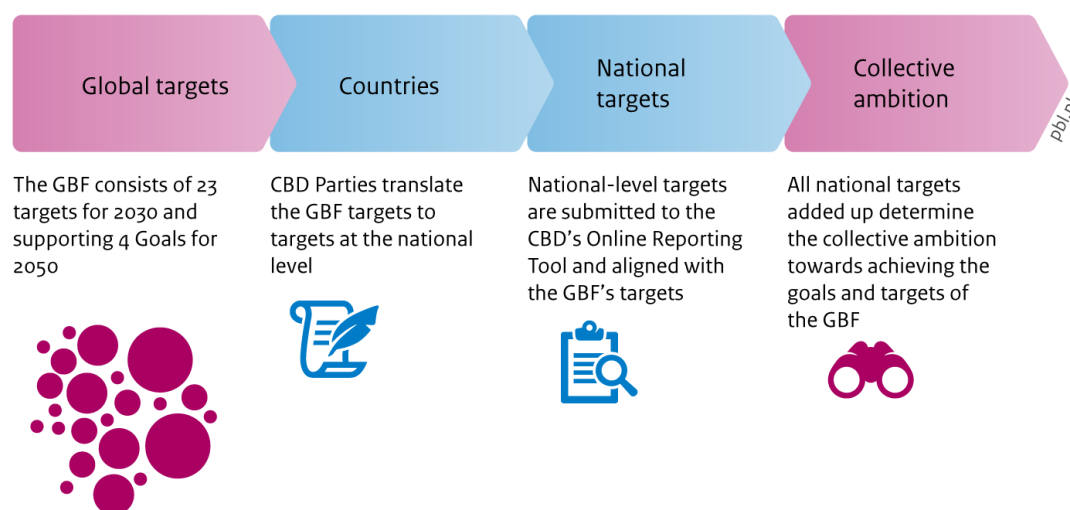
The national targets and NBSAPs, which were submitted after COP-15 in 2022, provide the basis to analyse the collective ambition of Parties to realise the GBF goals and targets. The 7th National Reports, of which by the time of finalising this report 134 were submitted, create a first opportunity to examine the progress towards the GBF’s targets and goals, challenges, opportunities and effectiveness in implementation, as well as to what extent the monitoring framework enables both an analysis of progress and is enhancing learning (Affinito et al. 2025). However, given the short time that Parties had to produce their 7th National Report, it will especially be the next round of National reports, the 8th National Reports, due in June 2029, that can offer a good basis for tracking collective progress in implementation of the GBF (Landry et al. 2026).

1.2 Aim and research questions

The aim of this report is to provide a comprehensive analysis of national targets to realise thirteen GBF action-targets directly relevant for GBF goals A: ‘Protect and Restore’, and B: ‘Prosper with Nature’. It addresses the following main research question: ‘How is the GBF translated to national levels and what are the focus, gaps, challenges, and best practices in the establishment of national targets and suggested policy approaches to realise the targets?’. As illustrated in Figure 1.1, all national targets added up determine what the collective ambition of the CBD’s Parties is towards achieving the GBF. This report aims to provide an overview of what this collective ambition looks like for these thirteen targets.

Figure 1.1

How is the Global Biodiversity Framework (GBF) translated to the national level and what are focus, gaps, challenges and best practices in the collective effort towards its targets?



Bron: PBL

We divided our main research question into four sub-questions (see Figure 1.2). Two sub-questions provide insight into the extent to which the national targets follow the global targets, in terms of scope and quantification. The other two sub-questions investigate the commitment to national implementation as specified through the policy instruments indicated and comprehensiveness of

the policy approaches described in the national targets. By answering these questions, this report aims to reveal which parts of the selected GBF targets are, and which are not, taken up by countries in national biodiversity targets and how. This way, we aim to enhance the transparency about what Parties are committed to in a way that can support national implementation. This report is intended as a contribution to the global report (due in Summer 2026) and, more broadly, to the Global Review process and formal and informal discussions at the CBD level. For the first Global Review the analysis can support enhancing implementation towards 2030 and for the second Review, in 2029, it can inform the negotiations around ambitions for the post-2030 biodiversity framework.

Figure 1.2

Research questions of analysis

1. Scope



How and to what extent do national targets cover the different elements of the GBF action-targets?

2. Measurability



Do Parties describe quantified commitments, and what are these?

3. Policy instruments



What policy strategies and policy instruments will Parties use to implement their commitments?

4. Comprehensiveness



What linkages do Parties make between GBF targets; and do they apply a whole of government and whole of society policy approach to implement the GBF in a coherent manner?

Bron: PBL

1.3 Approach

This report evaluates the national targets submitted by Parties for thirteen action targets specifically relevant for the 2050 goals A: 'Protect and Restore', and B: 'Prosper with Nature'. Action targets 1 to 8 aim at reducing threats to biodiversity; targets 9 to 12 aim at meeting people's needs through sustainable use and benefit sharing; and action target 16 focuses on footprint reduction to contribute to reducing threats. We have chosen to analyse these targets as they directly work on improving biodiversity outcomes through conservation, restoration, and lowering pressures on biodiversity and minimising drivers of biodiversity loss. While implementing these targets require non-financial and financial resources, as well as tools for implementation and mainstreaming as covered in action targets 13-15 and 17-23, for practical reasons (expertise, time) these targets fall beyond the scope of this research.

We apply a detailed text analysis of the 2208 national targets that Parties aligned with the GBF targets 1-12 and 16³ and were submitted by 140 Parties by 1 December 2025 (see Appendix 1). Although 99 countries have, at the time of finalising this report (20 July 2026), provided a new or updated NBSAP, the information on national targets is the most comprehensive source of information to analyse ambition of Parties. We derived the national targets from the CBD's Online Reporting Tool and further analysed them using a Large Language Model-based research tool. Our analysis was informed by the CBD guidance notes on the GBF targets (SCBD 2026) and for monitoring and reporting of individual targets (CBD/COP/16/INF/3/Rev.1 and Affinito et al. 2025), in combination with 25 expert interviews and literature study. The methodology is further elaborated on in Chapter 2.

The CBD Secretariat provided an analysis of NBSAPs and national targets as an information document to the Subsidiary Body on Implementation (SBI) (CBD/SBI/6/INF/5). This document analyses the alignment between national targets and the global action-targets in the GBF. For each national target, it assesses to what extent the associated GBF target elements (as defined in Affinito et al. 2025) are addressed, and how closely the national target is aligned with its associated GBF target, as based on self-assessment by Parties. Our report complements the CBD analysis, following a different method, and guided by the research questions mentioned above. This report offers an overarching view across the targets analysed, identifying patterns in focus and (measurable) ambitions across Parties and regions. Furthermore, it identifies, across Parties, suggested policy instruments and comprehensiveness in policy approaches to realise targets. Based on this analysis, the report provides concrete areas of attention and directions for further action, thereby contributing to the growing body of literature on this subject to inform the global review process.

Scope

For the first question, which concerns scope, we analyse what elements of the GBF targets are covered within the national targets. Though all GBF targets under analysis focus on a specific aspect of conservation and restoration, or on a specific pressure on/driver of biodiversity loss, the targets remain broad, contain multiple elements, and use ambiguous language (Affinito et al. 2025). To further clarify the targets, the CBD Secretariat has provided guidance notes for Parties. Parties can then translate the targets to the national level in a way that fits with the country's political priorities, national circumstances, and preferences for types of solutions. Which elements of the targets are covered and prioritised, and how this is reflected in the national targets, can therefore differ significantly. For example, GBF target 3 focusses on conserving at least 30% of land, water, and seas, but also qualifies which areas should be conserved considering ecological effectiveness. Beyond area, the target also has elements of management effectiveness, connectivity, and recognition of indigenous rights.

To grasp how the GBF target is operationalised by Parties, we analyse whether all target elements are included by Parties and, if not, where the focus lies. A deeper understanding not only of which elements are picked up by Parties, but also the way in which they are understood and formulated, helps to determine how national targets cover the various elements of the GBF targets.

³ From here on out, we use 'GBF targets' when referring to the Framework's action targets, to make clear distinction between 'GBF targets' and 'national targets' submitted by Parties.

Measurability

Secondly, we analyse whether Parties provide quantified and time-bound targets directly related to the GBF action-targets. With this we aim to reveal the ambition level in the national targets. Creating specific, quantified, and time-bound commitments promotes target implementation, as it can contribute to determining what exact policy measures are necessary to reach the target in question (Hughes and Grumbine 2023). We distinguish between GBF targets with a quantified element in it and targets that are much more qualitative in nature and only provide a direction of improvement. Target 2 on restoration, target 3 on protected areas, target 6 on alien invasive species, target 7 on pollution, and target 16 on enabling sustainable consumption choices to reduce waste and overconsumption, all provide quantified targets. In other cases, such as target 10 on enhancing biodiversity and sustainability in agriculture, aquaculture, fisheries and forestry, interpretation is less straight forward. It is for example not clear how much area should be managed sustainably or how a substantial increase in the application of biodiversity friendly practices is defined. Furthermore, we note that the analysis of this question does not imply an a priori judgement of ambition reflected in the national target; it is the national situation which determines how hard it will be for a Party to realise a specific target, including the baseline it departs from.

Policy instruments

Third, we show to what extent and how national targets are being ‘instrumentalised’ in this phase in the strategic planning of biodiversity ambitions, and what kinds of policy measures, if any, Parties are putting in place to realise the national targets. Literature on global goal setting suggests a trade-off between the stringency of policies put in place and the level of ambition in national targets (Biermann, Kanie, and Kim 2017; Dubash 2025; Tørstad, Hovi, and Milkoreit 2025). For that reason, we analyse if and how policy instruments are already put in place to achieve the targets, and what type, using the policy instrument categorisation of IPBES (2025). National targets can be implemented in different ways. GBF target 16 on enabling sustainable consumption choices can, for example, be approached through social and cultural policy instruments, such as providing education on sustainable consumption, or through economic and financial instruments, such as making sustainable choices more financially attractive. Here, we try to see if there are patterns in how different targets in the GBF are instrumentalised by Parties. As we base our analysis in this report on National targets submitted to the ORT, follow up research could focus on NBSAPs and National Reports to delve deeper in the policies and actions that Parties put in place for the implementation of the framework and their effectiveness.

Comprehensiveness

Finally, although this report analyses GBF targets separately, the targets do not stand on their own. For example, progress towards GBF action target 10 on enhancing biodiversity and sustainability in agriculture, aquaculture, fisheries and forestry, is both dependent on as well as facilitating progress towards, among others, GBF target 2 on restoration, GBF target 7 on pollution reduction, and GBF target 9 on the sustainable use of wild species to benefit people. Therefore, we analyse the interlinkages between the GBF targets themselves and the extent to which Parties operationalise these in their national targets to achieve coherent target-setting. Similarly, the implementation of the GBF targets requires coherence between different policy areas (OECD 2018; IPBES 2019). To successfully implement GBF target 10 for example, ministries on agriculture, aquaculture, forestry and fisheries as well as practitioners on the ground, need to be involved. For this reason, we also ask if Parties refer to policy processes beyond the CBD and nature policies, nationally and internationally. We examine if countries employ a whole-of-government approach to integrate

biodiversity considerations across policy domains and if the commitments mention other international agreements. Furthermore, we examine to what extent whole-of-society approaches are employed by analysing if sub-national and non-state actors are included in the national target description.

The questions on scope and measurability specifically address the content and ambition of the national target, whereas questions on policy instrumentation and comprehensiveness provide insight into how countries intend to achieve their national targets. While we are not providing an ex-ante evaluation of the effectiveness of intended policies, the analysis of policy instrumentation and comprehensiveness gives a first idea of Parties' ambitions towards implementation. To realise national targets, effective policy approaches need to be put in place; a detailed analysis of NBSAPs and National Reports would be necessary to assess whether Parties are indeed doing that. This goes beyond the scope of this report

1.4 Outline of report

This report is organised as follows: chapter 2 provides an overview of data and methodology applied in the analysis. Chapter 3 provides a synthesis of the results across the targets analysed in this report and Chapter 4 provides the detailed analysis of the individual GBF targets analysed. The Appendix provides an overview of the response per GBF target in terms of Parties and the number of national targets submitted, an overview of reviewers and interviewees, a prompting list example, the IPBES regions used for regional differentiation, and the detailed methodologies of the analysis.

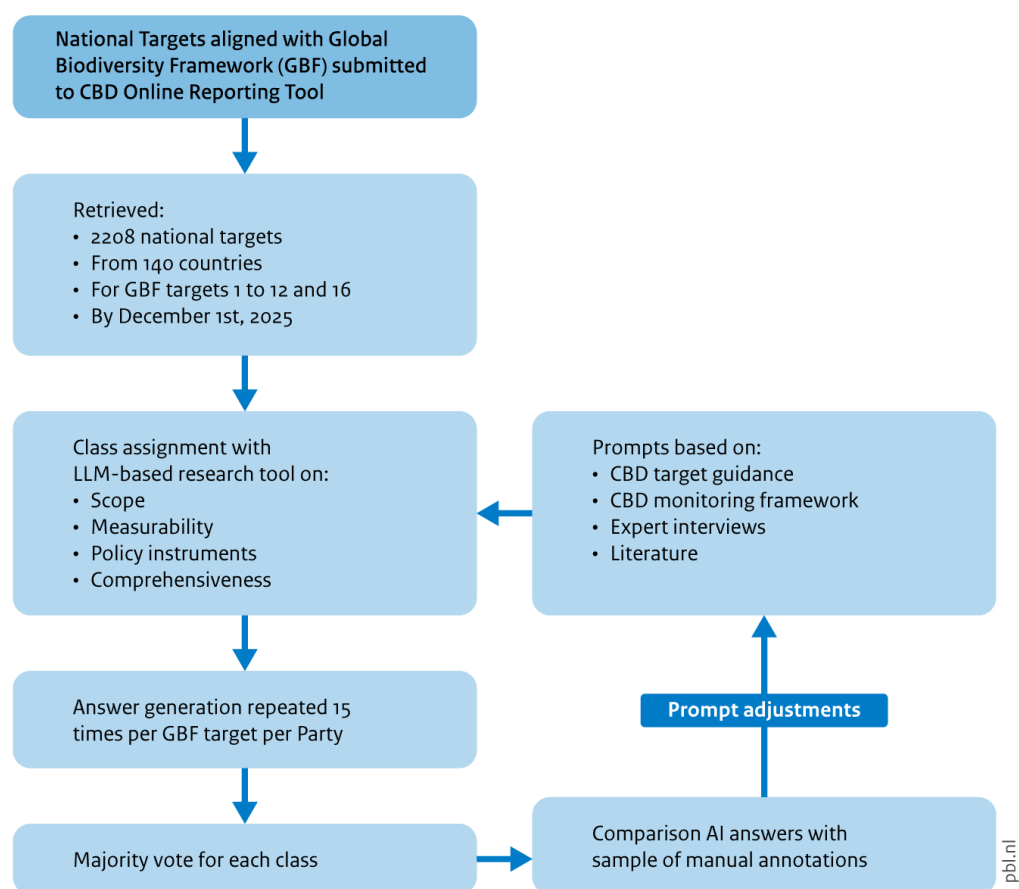
2 Data and Methodology

2.1 Design of study

To assess and comprehensively analyse the national targets created in support of GBF targets 1-12 and 16, we systematically analyse four aspects of these targets: scope, measurability, policy instruments, and comprehensiveness. This is done through a structured methodology, using a large language model (LLM) based research tool and supported by expert input and relevant literature. Figure 2.1 depicts the different steps in the research. All national targets aligned with the GBF targets were downloaded from the ORT, with 1 December 2025 as cut-off date. The LLM-based framework is used as a research tool to answer a set of structured ‘prompts’ (questions to the model) per Party. Rather than relying solely on knowledge learned during training, the framework used search through external databases and documents (in this research the national target texts) to find relevant information before generating responses. This approach allows LLMs to work with up-to-date information and specialised content that may not have been included in their original training data. Rather than relying on the model's pre-existing knowledge, the system therefore analyses its text directly from source materials and does not learn based on those texts.

Figure 2.1

Overview of the analysis of national targets



Bron: PBL

The research approaches each GBF target individually, using those national targets that Parties self-aligned to the respective GBF target. The prompt lists were created based on CBD sources, expert interviews (Appendix 2) and literature study. In addition, the prompting was improved based on comparison of model results with manual annotations made by the authors of the report. All the prompts used in this research are structured as a task for the RAG framework to assign a single class, or multiple classes, to a Parties' text. Text box 2.1 provides an example of what such a prompt looks like, and the full list of prompts to one GBF target can be found in Appendix 4. This procedure was repeated 15 times for each prompt to account for variability in interpretation of the prompt and national target text, using the majority vote was applied to come to a final answer. This then finally results in an overview of the number of Parties sorted into a class for each specific question, to show patterns in the national operationalisation of GBF targets. When found relevant, we report regional differentiation of the results, using the IPBES regions (Appendix 5).

Text box 2.1: Prompting example

Question:

Does the text mention conservation targets through protected areas (PAs) and/or other effective area-based conservation measures (OECMs)? If yes, which areas are specified to be conserved?

Question Template:

You are an AI assistant for a document analysis system.

Analyse the retrieved context and return a response based on the User Query below.

The context below contains output from a government which country name is mentioned in the first line.

Consider the European Union as a single government.

Context: {context}

User Query: {question}

Definitions:

Protected area (PA) - a geographically defined area which is designated or regulated and managed to achieve specific conservation objectives.

Other effective area based conservation measures (OECMs) - these are geographically defined areas other than a protected area, which is governed and managed in ways that achieve positive and sustained long-term outcomes for the in situ conservation of biodiversity, with associated ecosystem functions and services and where applicable, cultural, spiritual, socio-economic, and other locally relevant values.

Your task:

Assign the context to one or more of the following classes:

class 1: the government does not mention protected areas or other effective area-based conservation measures

class 2: the government mentions protected areas or other effective area-based conservation measures, but does not specify areas

class 3: the government mentions conservation of terrestrial areas

class 4: the government mentions conservation of inland water areas

class 5: the government mentions conservation of coastal areas
class 6: the government mentions conservation of marine areas

It is possible that the context mentions multiple aspects, so the context can be assigned to multiple classes

However, if the context is assigned to class 1 or 2, it cannot be assigned to other classes too.

Return output in the following format:

government: class(es) | explanation

The explanation is the explanation, based on the context, of why these class(es) have been chosen and why the other class(es) have not been chosen.

If you don't know the answer because the context doesn't contain the information, then the class would be 1

Examples:

- if government X mentions targets on conservation of forests and grasslands, the output would be X: 3
- if government Y only mentions OECMs in seas, the output would be Y: 6
- if government Z doesn't mention any targets on conservation at all, the output would be Z: 1
- if the context for government A doesn't contain the information to assign the government to a class, the output would be A: 1 | no context

In this chapter, we first provide an overview of the data analysed (2.2) and continue with the methodology by operationalising the research questions (2.3) and detailing the RAG methodology (2.4). We conclude this chapter with some overarching remarks regarding the methodology applied (2.5).

2.2 Data

By 1 December 2025, 140 Parties submitted a collective 2,208 national targets to the CBD's ORT. These targets provide a comprehensive picture of the Parties' ambitions and commitments for biodiversity. For each national target that a Party uploads to the ORT, the country has to indicate to which GBF target(s) and/or goal(s) it is aligned. This required self-assessment is used in this research to decide which national targets should be included in the analysis of a specific GBF target. Equally, we used this information to analyse links made between GBF targets by Parties. Parties could also provide an indication of 'level of alignment' ('low', 'medium' or 'high'). This information was not used for analysis in this report however, as we found that, in some cases, targets that were indicated as 'low alignment' did contain relevant information.

To analyse how for example GBF target 1 is translated to national policy, we downloaded all national targets that Parties aligned to GBF target 1. Often, Parties created more than one national target in alignment to a GBF target. We therefore created text files for each Party in which all national targets of that country aligned to GBF target 1 are listed together. This way, we have a folder with all Parties that submitted national targets in alignment to GBF target 1, and we can examine the national targets of one country together. We applied this procedure to all 13 GBF

targets analysed in this report. Table 2.1 shows the fields of the ORT from which we derive the information for our analysis.

Table 2.1

Fields in ORT used in analysis. Per field: optional or mandatory, and the format used

Field	Mandatory or optional	Free format or check Text boxes
Government	Mandatory	Check
National target title	Mandatory	Free format
Description	Optional	Free format
Main policy measures	Optional	Free format
Global Targets	Mandatory	Check
Aspects of the goal or target are covered	Optional	Free format
Non-state commitments	Optional	Free format
Overlaps or links	Optional	Check
Commitment(s) of actors(s)	Optional	Free format

2.3 Operationalisation of research questions

For each GBF target analysed, we examined the national targets based on four research questions (scope, measurability, policy instruments and comprehensiveness). This is done by using a classification approach in which Parties are sorted into classes based on the national targets they aligned with the GBF targets.

Scope

To examine the *scope* of the national targets, we break the GBF target text up in target elements. Target elements are distinguished following the target guidance provided by the CBD (Affinito et al. 2025; SCBD 2026). We determine which elements of the GBF targets are taken up by Parties in their National targets and in what way. The target elements are then examined through a classification approach to identify general patterns in the operationalisation of targets. In this way, we aim to uncover which elements from the GBF targets are taken up by Parties in national-level target-setting and in what way they are described, interpreted, and/or operationalised.

Measurability

To determine the *measurability* of the submitted national targets, we look for national targets that contain a number, a percentage, or language containing an absolute value such as ‘all areas’ or ‘halved’. As we are looking for specific and measurable targets here, relative values such as ‘reduced’ are considered an unquantified target, as they do provide an indication of ambition, yet their exact ambition is unclear. We identify how many Parties describe at least one quantified commitment aligned to the GBF target.

Some GBF targets include quantified elements themselves. GBF target 2, for example, calls for 30% of degraded areas to be under restoration by 2030. In these cases, we use a classification approach to determine how many Parties adopted these elements and quantifications. This is done by grouping Parties into the following classes: 1) the Party did not create a target for this GBF target element, 2) the Party did create a target for this element, but did not quantify it, 3) the Party contributed a quantified commitment, but it is below GBF target level, 4) the Party contributed a quantified commitment and it is at GBF target level or 5) above GBF ambition. We provide examples of national targets per category. For those cases where the GBF target does not include a quantified element itself, we still ask if Parties submitted quantified target elements. We do indeed find quantified national targets, which we do not classify these further, but do provide examples in the text.

Policy instruments

To analyse in which way the national targets will be realised, we analyse the *policy instruments* Parties describe to realise a specific target. A policy instrument is defined as a set of means or mechanisms to achieve a policy goal (IPBES n.d.). In our analysis, we start by identifying policy instruments that Parties describe in their national target texts. Through a classification approach, we sort Parties into categories of policy instruments. We use the policy instrument categorisation made by IPBES (see Text box 2.2). When applying this categorisation on instruments to, for example, GBF target 10 on sustainable management of areas under agriculture, aquaculture, fisheries and forestry, an instrument such as providing farmers with subsidies to enhance sustainable approaches to agriculture would be an ‘economic and financial’ instrument and the creation of eco-labels for fish products would be a ‘social and cultural’ instrument. Parties can be sorted into multiple categories, as it is possible that multiple instruments are described. We will highlight examples of policies in the analysis per target.

Text box 2.2: IPBES policy instrument categorisation as described in the Nexus assessment (2025)

‘Different interventions (formal rules, laws, social norms and processes etc.) made by decision-makers (governments and public authorities, intergovernmental organizations, companies etc.) to ensure that (public) policy objectives are supported and achieved by influencing the behaviour of other stakeholders.

The IPBES Catalogue differentiates four different types of policy instruments (IPBES, 2016a):

- Legal and regulatory policy instruments include formal rules and regulations that legally regulate (prohibit, sanction or inhibit) certain activities.
- Rights-based and customary instruments aim to strengthen collective rights and customary institutions of IPLC that promote an equitable and fair management of natural resources.
- Economic and financial instruments include regulations that financially incentivize or constrain specific activities by handing out or taking away economic resources, including for example subsidies, taxes, charges and fiscal transfers
- Social and cultural policy instruments include information-based instruments and voluntary or collective actions with an emphasis on the intertwined relationships between ecosystems and sociocultural dynamics.’

Comprehensiveness

To determine whether Parties are taking a *comprehensive* approach, we analyse the national targets in two ways. First, we analyse linkages made between the GBF targets under analysis and all other GBF targets based on the target alignment indicated by Parties themselves when uploading their national targets. Under the analysis of GBF target 1 for example, we identified how many Parties submitted at least one national target that was also aligned to GBF target 2, to GBF target 3, and so forth. We analyse which connections are frequently made. We do this for each GBF target within the scope of our analysis (1-12, 16), and we look for linkages made with all other 22 GBF targets. Secondly, we examine if Parties apply a whole-of-government and whole-of-society approach to implementation and, if so, which processes and/or actors are referred to. We examine if Parties describe policy processes at all, and if so how whole-of-government approaches are developed by analysing 1) if national policy frameworks on nature and/or the environment are mentioned, 2) if ministries or other relevant governmental bodies outside of nature and environment are addressed, 3) if regional cooperation with other countries are mentioned, and 4) if international conventions other than the CBD itself are referred to. We examine if how whole-of-society approaches are developed by analysing 5) if local or regional governments are mentioned, 6) if non-state actors and/or actions are specified.

2.4 Large Language Model-based research tool

For this analysis, we make use of a Retrieval-Augmented Generation (RAG) framework as our research tool, which is a technique that enables large language models (LLMs) to retrieve and incorporate new information (Lewis et al. 2020). We chose this approach over a manual analysis of the national targets for several reasons. First of all, it advances transparency and reproducibility of the research, especially as the data in ORT is regularly updated with new submissions and data are not static. Classification of Parties can be traced back to the original text files submitted by Parties. Additionally, the volume of data poses the significant challenge of time constraint; manually answering on average 7 to 8 questions for national targets of 140 Parties over 13 GBF targets takes up a lot of time, which also makes it less feasible to revise the methodology or questions asked as we did in developing the content of the analysis. Furthermore, the LLM can work with all of the six UN languages that national targets can be uploaded in, national targets should otherwise have been translated using another tool. The RAG framework streamlines these processes, enabling more efficient and transparent processing and analysis of the ORT data.

The RAG framework that we used in this study was set up for evaluating a complete pipeline of several custom-made document-question-answer test sets. The framework addresses a key limitation in current LLMs by combining text generation with information lookup capabilities. Rather than relying solely on knowledge learned during training, RAG systems can search through external databases and documents to find relevant information before generating responses. This approach allows LLMs to work with up-to-date information and specialised content that may not have been included in their original training data. Rather than relying on the model's pre-existing knowledge, the system therefore references its text directly from source materials. This grounding in official documentation substantially reduces instances where the model might generate plausible-sounding but factually incorrect information (also known as 'hallucinations').

Further methodological details are described in Appendix 2. The RAG framework used is open-source and available for reproducibility (<https://github.com/pbl-nl/appl-docchat>). Prompt lists for

each target, together with the answer and the input that was used, are stored for reproducibility purposes. These are all available through the corresponding authors.

2.5 Reflections on methodology

This report closely adheres to the GBF targets and their structure, focusing on how they are translated to the national level and into national policies. The aim is to inform on patterns of how the GBF is translated into national targets by Parties. As formulations and terminology in the GBF are often ambiguous, it is not surprising that also national targets are also sometimes multi-interpretable. This has not only created challenges for the analysis we conducted but may also have an impact on implementation itself.

Furthermore, it is important to note that the analysis is based on self-reported information to the CBD by Parties, with no further detailed examination of policy plans such as NBSAPs or other relevant policy plans in a country. Based on information submitted to the ORT our analysis cannot distinguish between proposed policies and those already in place, so we cannot say which new policies are put in place to implement the GBF. Additionally, some countries have set overarching goals alongside their targets, however we cannot analyse them separately in this research as they were uploaded as GBF targets. Therefore, these goals are included as targets, but the ‘hierarchy’ in targets made within the country was lost. We also noticed that Parties utilise the ORT in different ways. Examples are that some Parties upload one ‘big’ target, which is aligned to plenty GBF targets, while others have many specific targets. Others upload the same national target multiple times to each time align it to a different GBF target.

Finally, national targets are continuously uploaded and updated. In some cases, entries are marked as ‘draft targets’, which we did include. This report covers all those national targets submitted by 1 December 2025. By the date of finalisation of the report on 20 July 2026, an additional 29 Parties have submitted national targets to the ORT, adding up to 3,850 national targets total.

3 Synthesis: How countries translate GBF targets to national targets

To analyse collective ambition as set by the CBD Parties, it is necessary to take a closer look at how countries translate the GBF targets into specific national targets. This chapter therefore provides a synthesis of the detailed national target analysis that follows in the next chapter. We first provide an overview of the data analysed (3.1), and the overall conclusions for the four research questions on which we analysed the targets followed by a summary of the results per target (3.2). We continue by answering the question if the collective ambition in national targets matches the global GBF's action-targets (3.3). Then, we discuss more in-depth insights that emerge from comparing results from the individual GBF target analyses with a view to identify opportunities for enhanced implementation (3.4). Specific insights per GBF target can be found in Chapter 4.

3.1 Overview of national targets analysed

This report analyses national targets submitted up until 1 December 2025. At the time of download, over the entirety of the 23 targets in the Framework, 141 Parties submitted 3,376 national targets to the CBD's Online Reporting Tool (ORT; Figure 3.1). This accounts for 72% of total CBD Parties. For all 23 GBF targets, this ranges from 118 Parties (target 15 on businesses) to 137 Parties (target 2 on restoration), indicating a high engagement by Parties with the majority of the GBF targets (Appendix 1). The total number of national targets Parties aligned with the GBF targets ranges from 196 national targets (target 17 on biosafety) to 490 national targets (target 4 on halting species extinction, see Appendix 1), with an average of 336 national targets aligned with one GBF target. This means that, on average, 2.4 national targets were formulated to translate a GBF target to the national level, indicating that a further translation through of the GBF targets is necessary through multiple national targets to fit the national circumstances.

Figure 3.1

Countries that uploaded at least one national target to the CBD's ORT as of 1 December 2025



Source: CBD ORT. Note: the European Union is a separate CBD Party and uploaded national targets.

At the time of finalising this report (20 July 2026), 169 Parties have submitted a total of 3850 national targets to the GBF. With this, 86% of CBD Parties have submitted national targets.

This report focuses on GBF targets 1-12 and 16 as directly related to the 2050 goals A: 'Protect and Restore', and B: 'Prosper with Nature', in alignment to which 140 Parties submitted 2,208 national targets. Action targets 1 to 8 aim at reducing threats to biodiversity; targets 9 to 12 aim at meeting people's needs through sustainable use and benefit sharing; and action target 16 focuses on footprint reduction to contribute to reducing threats. We chose to analyse these specific targets as they directly focus on improving biodiversity outcomes through conservation, restoration, and lowering pressures on biodiversity and minimising drivers of biodiversity loss. Most Parties did submit national targets aligned to all 13 GBF targets. On average, 129 Parties aligned at least one national target with the GBF targets analysed, with a range from 120 (target 16) to 137 (target 2) Parties. Out of the 2,208 national targets that were submitted in alignment with these GBF targets, on average 367 national targets were aligned to one GBF target, ranging from 230 (target 16) to 490 (target 4). This means that, on average, 2.6 national targets were used to operationalise the analysed GBF targets in their national context. Taken together, these numbers align quite well with those for the complete set of 23 targets.

3.2 Patterns in collective ambition towards realising the GBF

The national targets submitted in alignment with GBF targets 1-12 and 16 were analysed on the following: *scope* (how and to what extent national targets cover the elements of the GBF target), *measurability* (if and what quantified commitments are described), *policy instruments* (the policy strategies and instruments Parties announced they will use to implement their national targets), and *comprehensiveness* (linkages made between GBF targets and if whole-of-government and whole-

of-society approaches are applied to implement the GBF target in a coherent manner). Table 3.1 summarises the findings per target.

Scope: GBF for nature and people?

Although nearly all Parties aligned national targets with all 13 GBF targets analysed in this report, attention per GBF target and target elements differs and, overall, not all elements of the GBF's targets are covered in the national targets. There is no target for which all elements are fully covered by Party responses.

Countries perceive ecological elements of the targets as the primary objective. Most attention (in terms of number of countries submitting national targets on the GBF targets, the number of national targets, and the coverage of GBF target elements) goes to the more traditional conservation targets and targets related to land use (targets 1, 2, 3, 4, and 10). Targets that are focused on sustainable use of wild species and Nature's Contributions to People (targets 5, 9, and 11) receive somewhat less attention. These targets more often look similar to the GBF target text, meaning that they are less often made specific to needs and opportunities at the national level. Pressure targets (targets 6, 7, and 8) receive even less attention, and targets that address more indirect biodiversity impacts of cities (target 12) and sustainable consumption (target 16) receive the least attention.

Throughout the GBF's targets, it also shows that, within targets, more attention is given to ecological target elements than to human elements, for instance on rights and equitable governance. These findings are in line with the 'sustainability-inclusivity' tension as described by Ciplet and Harrison (2020), which refers to the trade-off experienced between ensuring timely and ambitious sustainability action and inclusive policy processes. From the perspective of halting biodiversity loss, Sibinda et al. (2025) identified a similar tension specifically under GBF target 3 on including indigenous peoples and local communities (IPs and LCs), which our study confirms. This raises questions about the extent to which the principles for implementation of the GBF, as outlined in Section C, are taken fully into account by Parties.

Interestingly, we also see that Parties sometimes add elements to their national targets that were not included in the GBF targets, such as specific species that require protection and urgent management actions, or sources of pollution that will be reduced, other than those mentioned in the GBF target text. This provides a positive example how Parties make the GBF targets more relevant in their domestic context.

Measurability: quantification and ambition levels

Because most GBF targets are not made specific and measurable, it is difficult to analyse if collective ambition of national targets will be enough to 'reach' the targets. From the 13 GBF targets analysed, only 5 have clearly quantified elements. This challenges the analysis of collective ambition, as the ambition in the non-quantified GBF targets is often not made measurable. Here we want to highlight three overall results: quantified GBF targets result in more quantified national targets, Parties in some cases do quantify non-quantitative GBF target elements in their national targets, and the extent to which national targets collectively match the quantitative GBF target ambitions.

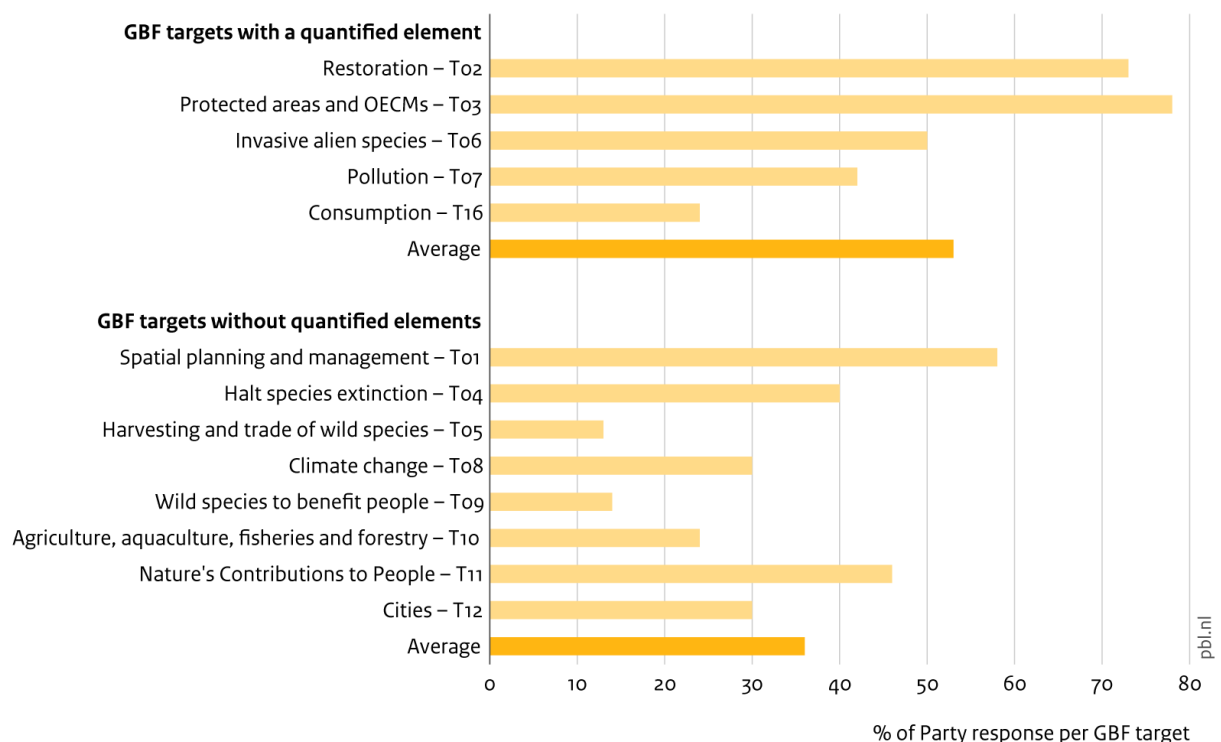
Notably, quantified national commitments were found under each GBF target, including GBF targets that contain no quantified elements (Figure 3.2). Cross country learning can be enhanced by

building on positive examples in national target setting. Still, GBF targets that include quantified target elements are more often translated into national targets with quantified elements, perhaps providing inspiration to other Parties or for the post-2030 agenda. On average, for the GBF targets that do not include any quantification, 36% of Parties submitted quantified national targets (ranging from 13% to 58%), compared to 53% under GBF targets that do (ranging from 24% to 78%). Thus, while quantification in global targets helps to make national targets more specific, these numbers also show that, on average, 47% of Parties still does not provide quantified commitments when GBF targets are made measurable with a quantified target.

Parties are interpreting the ambiguous language of the GBF in various different ways in the translation to quantified national targets. GBF target 1 and 10 provide a case in point. GBF target 1 is considered a non-quantified target here, though it refers to *all* areas to be under biodiversity inclusive spatial planning and/or effective management processes, which could be interpreted as quantified. Many Parties (58%) do indeed align quantified national targets to this GBF target, providing an interesting example for future target-setting discussions. However, in a similar logic, GBF target 10 could also be considered quantified, as it aims to ensure that all areas under agriculture, aquaculture, fisheries and forestry are managed sustainably. However, this only resulted in quantified commitments by 24% of Parties.

Figure 3.2

Quantified commitments in national targets aligned with GBF targets analysed



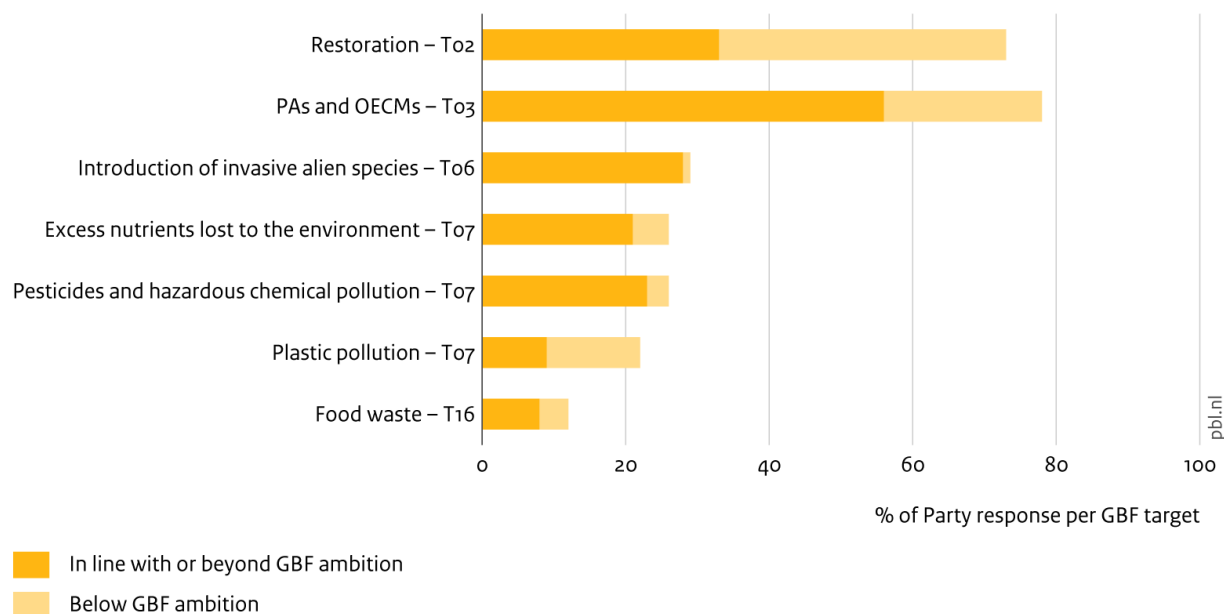
Although quantified GBF targets more often result into quantified national targets, there are clear differences between GBF targets (Figure 3.3). Area-based targets (in alignment with GBF targets 2 and 3) are most often quantified by countries followed by quantified target elements on pressures and drivers of biodiversity loss (found in GBF targets 6, 7, and 16). The area-based targets are, on

average, made measurable by 76% of Parties, so about a quarter of Parties submitted national targets without this quantified element.

The analysis of the level of ambition in quantified target elements in national targets, compared to the GBF target (Figure 3.3), shows that almost three-quarters of Parties quantified their commitments under GBF target 3 in line with or moving beyond the target of protecting 30% of areas. For the restoration of degraded areas under GBF target 2, quantified ambitions of almost half of the Parties are aligned with the GBF ambition. For pressure targets 6 and 7, fewer Parties have quantified their commitments, but if quantified, these national targets are almost in line with or beyond GBF ambition. A notable exception is the GBF target 7 element on eliminating plastic pollution. The quantified target element to halve global food waste (target 16) stays behind most; 88% of Parties did not submit quantified commitments on this target element and only 8% of Parties committed to (at least) reducing food waste by 50%.

Figure 3.3

Quantified commitments and ambition levels in national targets on quantified GBF target elements



Bron: CBD ORT, 1 december 2025

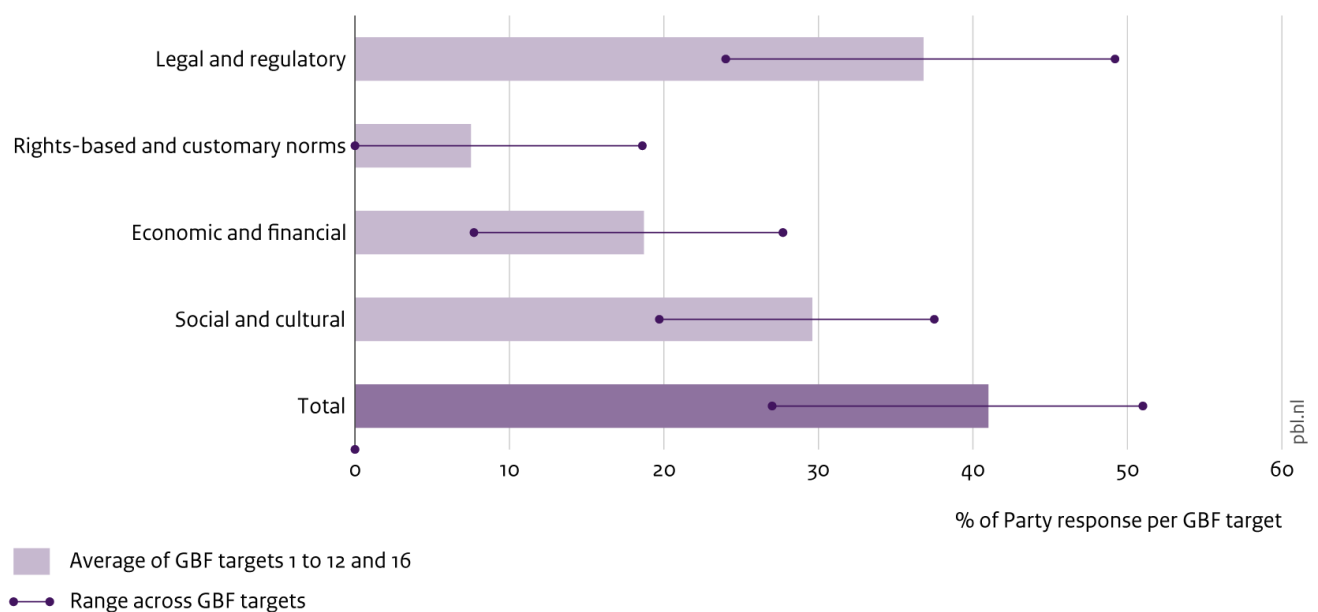
Policy Instrumentation: Is ambition in targets followed by ambition in policy instrumentation?

On average, 41% of Parties describe which policy instruments will be used in implementation (Figure 3.4). Often, the same Parties (which are located in different regions) have been able to describe the policy instruments that will be applied for the different GBF targets. However, it varies per GBF target analysed how many Parties describe policy instruments, ranging from 24% (target 16 on sustainable consumption) to 51% (target 1 on spatial planning and effective management). When policy instruments are specified, most attention goes to legal and regulatory instruments, followed by social and cultural instruments. Economic and financial instruments to implement the GBF, and especially rights-based instruments and customary norms, are mentioned least.

This could reflect current practices in traditional conservation policies (i.e. legal status for protected areas), while translating ambition into operational, financed, and socially embedded policy is less established. Additional analysis of NBSAPs and National Reports will be needed to get insight into whether the policy frameworks and instruments that will be applied will be able to realise the national targets. A first analysis of these documents for target 3 indicates that the specific pattern of increased attention going to ecological target elements, at least as compared to human elements, also holds in the implementation phase (Hofman 2026). To our knowledge, there is no systematic analysis being done (yet) of the level and scope of ambition on the one hand, and the type and breadth of policy instruments used on the other, covering various GBF targets.

Figure 3.4

Policy instruments in national targets aligned with GBF targets analysed



Bron: CBD ORT, 1 december 2025

Comprehensive approaches towards policy implementation: Whole-of-government and whole-of-society approaches, and interlinkages in national target setting

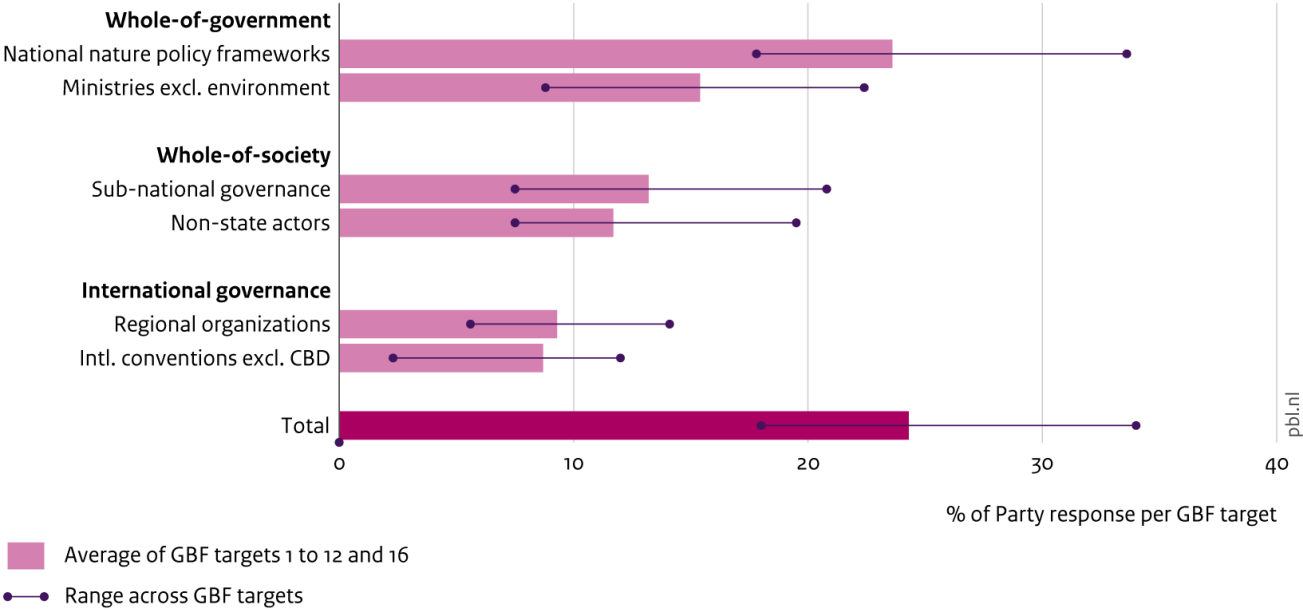
To realise the implementation of national targets, comprehensive policy approaches are necessary. The GBF calls for whole-of-government and whole-of-society approaches, as well as for targets to be considered in relation to other targets. In this section we highlight two overall results: whole-of-government and whole-of-society approaches are often lacking, and, although to a varying extent, some targets are taken up in clusters, indicating an integrated approach in target-setting emerging.

National targets are generally not reflecting whole-of-government and whole-of-society considerations. On average, in the GBF targets analysed, 24% of Parties describes such considerations in their national targets, ranging from 18% to 34% (Figure 3.5). Throughout the GBF targets analysed, patterns generally look the same; the majority of Parties that do include whole-of-government and whole-of-society considerations, still mostly make linkages between national targets and national policy frameworks on nature or the environment. Sub-national governments and ministries such as on agriculture, forestry, finance, or infrastructure are mentioned to a lower

extent, while non-state actors, regional cooperation, and international conventions outside the CBD are mentioned even less. So, although considerations are generally lacking, this analysis shows that national targets comparatively focus more on whole-of-government (mainstreaming) approaches than on including whole-of-society approaches or synergies in regional and global cooperation. An interesting exception to the latter is that various parties mention targets to collaborate with neighbouring countries in the process of establishing new protected areas.

The GBF’s targets are interlinked, therefore the GBF also calls for implementing its targets together. Based on an analysis of how many Parties aligned national targets with multiple GBF targets, we observe that certain GBF targets are regularly picked up in combination by Parties, indicating potentially synergistic policy approaches being developed. Especially targets 1, 2, and 3 around area-based conservation; targets 2, 8, and 11 around restoration and climate mitigation; and targets 5, 9 and 10 around sustainable use of species are clusters that commonly occur, though such linkages between GBF targets are made to a varying extent and never by more than half of the Parties that submitted national targets in alignment to a GBF target. Additional analysis of NBSAPs and National Reports could provide more detail on how such considerations and linkages are made by Parties as a basis for learning between countries.

Figure 3.5
Whole-of-government and whole-of-society approaches in national targets aligned with GBF targets analysed



Bron: CBD ORT, 1 december 2025

Table 3.1

Summary table: Collective ambition reflected in national targets aligned with GBF targets 1 to 12 and 16

GBF target	Summary of translation to national targets
GBF target 1: Plan and Manage all Areas To Reduce Biodiversity Loss	Scope: National targets defined in general terms, often not made specific to drivers of land and sea use change or sectors. Measurability: 58% of Parties submitted quantified commitments, most of which refer to area to be under spatial planning or to area under restoration or conservation to be under effective management. Policy instruments: 51% of Parties describes policy instruments, mostly legal and regulatory. Comprehensiveness: National targets most often created in relation to GBF Targets 2 and 3, spatial planning for conservation, less focus on spatial planning to address drivers of biodiversity loss. 23% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 2: Restore 30% of all Degraded Areas	Scope: Highest Party-response out of all targets analysed, often including a quantified element and made specific at least to the level of terrestrial, inland water, coastal, or marine. Measurability: 73% of Parties submitted quantified commitments, the majority of which is in line with the GBF ambition of restoring 30% of degraded areas. Differentiation shows more specific targets and higher ambition for terrestrial and inland water areas than for marine and coastal areas. Policy instruments: 36% of Parties describes policy instruments, mostly social and cultural. Comprehensiveness: National targets most often created in alignment with GBF targets 1 and 3: PAs and OECMs enable restoration. Additionally, high alignment with GBF targets 8 and 11, restoration of Nature's Contributions to People, including climate mitigation. 25% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 3: Conserve 30% of Land, Waters and Seas	Scope: Both increasing area and effective management of protected areas and OECMs is often mentioned by Parties. Accounting for land-locked countries, attention to terrestrial, inland water, coastal and marine areas seem relatively equal. Only one-third of Parties mentions recognition and respect for the rights of Indigenous Peoples and Local Communities, or recognition of Indigenous and traditional territories. Measurability: 78% of Parties submitted quantified commitments, most in line with or beyond the GBF's ambition of protecting 30% of all areas. Policy instruments: 46% of Parties describes policy instruments, mostly legal and regulatory. Comprehensiveness: National targets most often created in alignment with GBF targets 1 and 2 (coordinating land-based approaches) and GBF target 4 (protecting areas to halt species extinction). 22% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 4: Halt Species Extinction, Protect Genetic Diversity, and Manage Human-Wildlife Conflicts	Scope: 93% of Parties focus on management actions to halt human-induced species extinction, with less attention, however, to <i>urgent</i> management actions. Countries are more focused on areas for in situ conservation, which species to target, and which outcomes to realise. Less attention is paid to managing human-wildlife conflict (51%). Measurability: 40% of Parties submitted quantified commitments, though often outcome-oriented instead of targets. Policy instruments: 41% of Parties describes policy instruments, mostly legal and regulatory. Comprehensiveness: National targets most often created in alignment to

	GBF targets 5 and 9 (other species targets) and GBF targets 1, 2 and 3 (land-based approaches to halt species extinction). 18% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 5: Ensure Sustainable, Safe and Legal Harvesting and Trade of Wild Species	Scope: Many target elements, which are mostly picked up at the national level, with an exception of the ‘safe’ element. Detail on how to adopt at the national level is often lacking. Measurability: 13% of Parties has submitted quantified commitments. Policy instruments: 50% of Parties describes policy instruments, mostly legal and regulatory, in line with the ‘legal’ element of the target. Comprehensiveness: National targets most often created in alignment with GBF target 9 (sustainable use of wild species), followed by GBF targets 4 (halt species extinction), and 10 (sustainable use of wild species). 25% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 6: Reduce the Introduction of Invasive Alien Species by 50% and Minimize Their Impact	Scope: Target elements are generally covered, but detail on how to adopt at the national level is often lacking. Measurability: 50% of Parties submitted quantified commitments, half of which are in line with or beyond the GBF’s ambition of reducing introduction of invasive alien species by 50%. Other quantified commitments generally target another element than introduction of invasive alien species. Policy instruments: 45% of Parties describes policy instruments, mostly legal and regulatory. Comprehensiveness: National targets most often created in alignment to GBF target 4, managing invasive alien species to halt species extinction. Linkages made to other targets are generally low. 21% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 7: Reduce Pollution to Levels That Are Not Harmful to Biodiversity	Scope: Pollution types specified in the GBF target text (excess nutrients, pesticides, hazardous chemicals, and plastics) are mentioned most often in national targets, but other pollution types are mentioned as well. Cumulative effects of those pollution types are only taken into consideration by one-fifth of Parties. Measurability: 42% of Parties submitted quantified commitments. Targets on pollution types quantified in the GBF are often either in line with the GBF’s ambition (reducing excess nutrients lost to the environment and reducing the risk from pesticides and highly hazardous chemicals by at least half) or stay below the GBF’s ambition (eliminating plastic pollution). Policy instruments: 41% of Parties describes policy instruments, mostly legal and regulatory. Comprehensiveness: National targets most often created in alignment to GBF target 10, reducing pollution in agriculture. Linkages made to other targets are generally low. 32% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 8: Minimize the Impacts of Climate Change on Biodiversity and Build Resilience	Scope: High focus on resilience and adaptation as a response to climate change, less focus on using biodiversity actions to address climate change. Measurability: 30% of Parties submitted quantified commitments, often referencing climate mitigation policy or restoration targets. Policy instruments: 27% of Parties describes policy instruments, mostly legal and regulatory. Comprehensiveness: National targets most often created in alignment to GBF targets 2 and 11: climate change mitigation and adaptation and disaster risk reduction interpreted as Nature’s Contributions to People, which are to be restored. 31% of Parties describes

	whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 9: Manage Wild Species Sustainably To Benefit People	Scope: No clear ‘preference’ in which type of benefit to people should be protected. Little specificity on which areas or types of wild species are targeted. Measurability: 14% of Parties submitted quantified commitments. Policy instruments: 47% of Parties describes policy instruments, mostly legal and regulatory. Comprehensiveness: National targets most often created in alignment to GBF targets 5 (also on sustainable management of wild species) and 10 (agriculture, fisheries and forestry). 19% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 10: Enhance Biodiversity and Sustainability in Agriculture, Aquaculture, Fisheries, and Forestry	Scope: High coverage of the sectors mentioned, in most cases accompanied by mention of at least one approach. Measurability: 24% of Parties submitted quantified commitments, most are agriculture and forestry targets. Policy instruments: 39% of Parties describes policy instruments, mostly legal and regulatory. Comprehensiveness: National targets most often created in alignment with GBF target 9, humans benefiting from wild species, including through fisheries. 24% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 11: Restore, Maintain and Enhance Nature’s Contributions to People	Scope: Most attention goes to restoring and enhancing NCPs. Many NCPs mentioned, including but not limited to those made explicit in the GBF target text. Little specificity about where and how targets will be implemented. Measurability: 46% of Parties submitted quantified commitments, most are restoration and conservation targets also relevant under GBF targets 2 and 3 which include mention of NCPs. Policy instruments: 38% of Parties describes policy instruments, mostly social and cultural. Comprehensiveness: National targets most often created in alignment to GBF targets 2 (restoration of NCPs) and 8 and 10 (related to specific NCPs). 34% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 12: Enhance Green Spaces and Urban Planning for Human Well- Being and Biodiversity	Scope: Target elements on increasing area, quality, and benefits of green and blue spaces and on biodiversity-inclusive urban planning often picked up in national targets. Inclusive urbanisation receives little attention. Measurability: 30% of Parties submitted quantified commitments. Policy instruments: 29% of Parties describes policy instruments, mostly legal and regulatory, and social and cultural. Comprehensiveness: National targets most often created in alignment to GBF targets 11 (benefits from nature in urban context) and target 1 (biodiversity-inclusive urban spatial planning). 18% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.
GBF target 16: Enable Sustainable Consumption Choices To Reduce Waste and Overconsumption	Scope: Lowest Party (120) and national target (230) response out of the targets analysed. Slightly more attention to encouraging and enabling sustainable consumption choices than to footprint reduction. Little attention to reducing the global footprint of consumption in an equitable manner. Measurability: 24% of Parties submitted quantified commitments, most Parties refer to footprint reduction. 12% of Parties submitted a quantified commitment on the quantified GBF target element of halving global food waste, either in line with or below the GBF’s ambition. Policy instruments: 38% of Parties describes policy instruments, most of which are social and cultural. Comprehensiveness: National

targets most often created in alignment with GBF target 15, businesses should provide information needed to consumers to promote sustainable consumption patterns. Linkages made to other targets are generally low. 23% of Parties describes whole-of-government and/or whole-of-society approaches in their national target texts.

Note: percentages are based on response; 100% refers to all Parties that submitted national targets in alignment with the GBF target under analysis.

3.3 Is collective ambition in national targets sufficient to meet the GBF's 2030 action-targets?

All national targets taken together determine the collective ambition from CBD Parties to the goals and targets of the GBF. A key question to be answered now is whether the collective ambitions in national targets match the ambition of the GBF's 2030 action targets.

As stated previously, that our analysis is based on national targets submitted by 141 Parties by 1 December 2025. By now (20 July 2026) an additional 29 Parties have submitted national targets. Additional national targets add to collective ambition. However, regarding patterns in translating GBF targets to the national level, we assume that the conclusions we draw on the Parties analysed in this report, are also representative for those Parties that have added their national targets. 27 Parties have to still submit their national targets.

Significantly, almost all Parties included in the analysis have aligned national targets with the 13 GBF targets assessed in this report. However, coverage of the elements of the GBF targets in national targets varies considerably amongst Parties and therefore overall, no GBF target, nor its target elements, are fully covered by national targets. In other words, most Parties only cover part of an GBF target in their national targets. Furthermore, for GBF targets with a quantified element, the analysis shows that at best 55% of Parties provide a quantified national target in line with or moving beyond the ambition of the GBF target (see Figure 3.3 above). Based on this, we conclude that even if all national targets analysed are achieved by 2030, taken together these national targets would still fall short of the GBF's ambition.

It is important to note that realisation of the targets analysed is conditioned by the availability of means of implementation and effective policies put in place, which is not part of the analysis in this report. However, analysis by the CBD secretariate (SCBD 2026) is also showing ambition and implementation gaps for the GBF targets that focus on means of implementation and policy tools and instruments. Clearly, this situation will challenge the realisation of the national targets analysed in this report.

Additionally, determining collective ambition is challenging due to, firstly, ambiguous language in GBF and national targets, which makes interpretation and comparison difficult, and secondly due to knowledge gaps on for example baselines. Furthermore, some GBF targets mix actions and outcomes. In addition, Parties work on the same target elements using different approaches and tools, including different ways of quantifying national targets. This complicates adding up national

targets to determine collective ambition (see also Text box 3.1 for challenges encountered in the analysis of GBF target 3).

Text box 3.1: Illustration of collective ambition analysis for GBF target 3

GBF target 3 provides an interesting example to illustrate the analysis of ambition reflected in national targets, as this GBF target contains the most ‘measurable’ quantification (30% of global area to be considered protected areas and/or other effective area-based conservation measures (OECMs) by 2030) with terminology clearly defined. Unlike for most other GBF targets, a global dataset is available that provides a clear baseline for at least the area-based element of the target. We use the World Database on Protected and Conserved Areas (it to determine a global overview of protected and conserved terrestrial areas in 2020. This allows for a clear analysis of how far the world would get towards the 30% in 2030 if all the quantitative national targets would be realised.

The majority of all CBD Parties (80%) have formulated national targets aligned with GBF Target 3 (note that for this updated analysis, as also described in section 4.3, we include more recent data). In addition, the national targets for GBF target 3 are most often translated into quantitative national targets that reflect equal or higher ambitions than the 30% by 2030 (Figure 3.3). Further analysis of quantitative national targets on terrestrial area, which were submitted by 112 countries up to 1 April 2026, shows that that collective ambition towards this area-coverage of the GBF target adds up to 27.5% of the total terrestrial area covered by CBD Parties (see Appendix 6 for methodology). We did not analyse collective ambition towards protecting marine areas. It is important to note that most countries that do not have a quantitative national area target, do indicate positive intentions to contribute to the realisation of 30% of conserved areas target. Countries without national area-targets generally indicate in their national targets that they will focus on effective management of already existing protected areas. Overall, however, the qualitative elements of equitable and effective management in this GBF target receive less attention than the quantified element.

Moreover, we note that realisation of the targets analysed here is dependent on the availability of means of implementation and effective national and international policies. As summarised in section 3.2, policy instruments and comprehensive approaches are lacking in national targets more often than not. GBF targets 13-15 and 17-23 speak to effective measures and tools for implementation and mainstreaming in more detail but are not analysed in this report. The CBD Secretariat analysed ambition in targets related to Goal C and D and of National Reports. Their analysis shows that means of implementation are lacking and that effective implementation of the targets is challenging (CBD/SBI/6/INF/5). It can therefore be questioned if commitments expressed through national targets will actually be met, if the necessary means for implementation and policies will not be put in place.

3.4 Insights for implementation

In this section, we elaborate common finding across targets with the view of identifying opportunities to enhance implementation towards 2030 and beyond.

Progressing biodiversity targets: Building on Aichi targets (2010-2020)

The GBF builds upon the previous CBD biodiversity target-framework with the Aichi Biodiversity Targets. Most of the targets analysed in this study have a predecessor in the Aichi framework. The

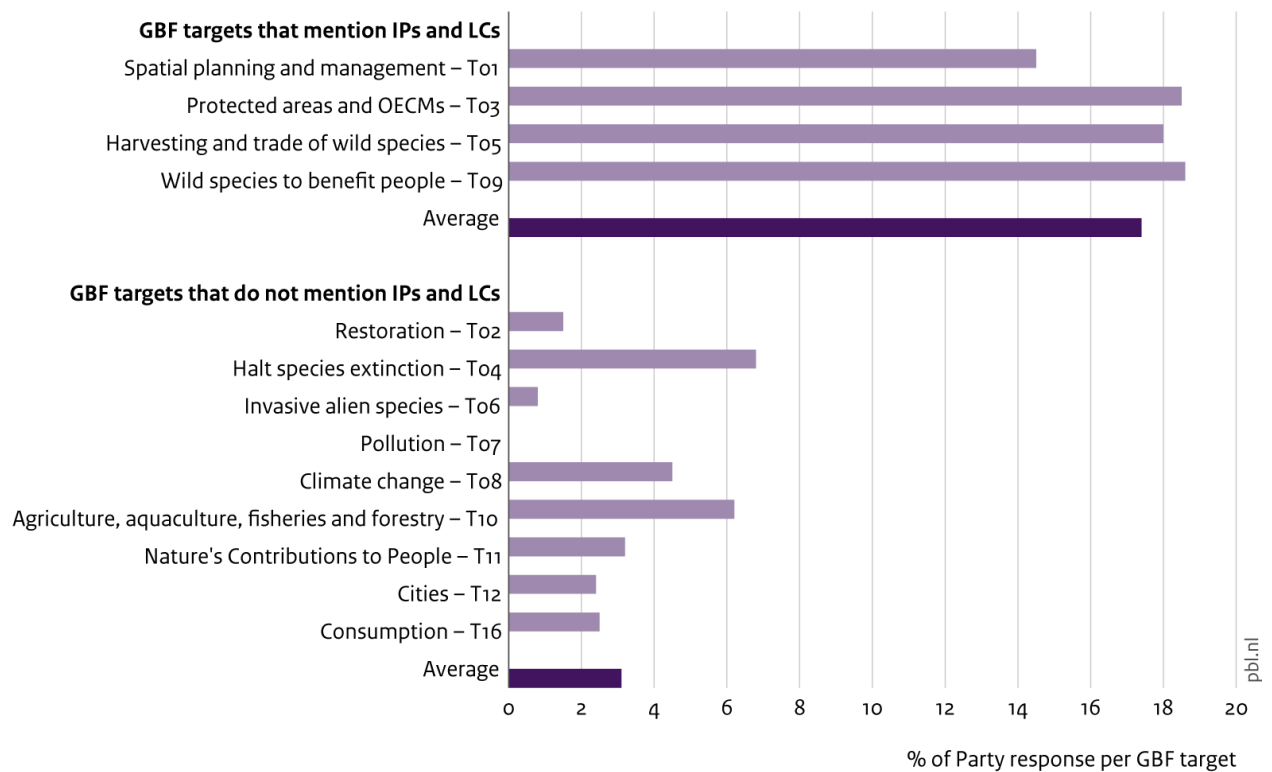
target elements building on Aichi are more often translated to the national level than those target elements that were newly introduced in the GBF. These GBF targets (2, 3, 6, 7, 8, 10, and 11) are either the extended version of an Aichi target or consist of target elements that were mostly covered in the Aichi targets already. Some GBF targets were partly addressed during the Aichi period but do contain some new elements. For example, GBF target 4 has Aichi predecessors with elements on halting species extinction and protecting genetic diversity, but the element on human-wildlife conflict is only introduced in the GBF. Similarly, Aichi had targets on sustainable consumption, but the target elements on sustainable footprint through reduced (food) waste and addressing overconsumption are added in GBF target 16. The only target analysed that is new under the GBF is target 12 on cities. In general, target elements included under Aichi are more often translated into national targets than those that are newly introduced. There are some exceptions, the target elements on reducing pesticides and highly hazardous chemicals and reducing excess nutrients loss to the environment under GBF target 7 are picked up by Parties to the same extent, while Aichi target 8 only explicitly mentioned excess nutrients. Still, this might indicate that time is needed for Parties to translate international targets to the national level, and/or that it is easier to build upon previous targets as countries are already familiar with means and instruments that are needed to implement these targets.

Inclusive governance

As mentioned in section 3.2, national targets tend to focus less on governance and justice elements of the GBF's targets than on its ecological elements. In particular, little attention is given to recognising, respecting, and including IPs and LCs, although Section C of the framework, which identifies considerations for implementation across the GBF Framework, clearly indicates the inclusion of the 'contribution and rights of indigenous peoples and local communities' (consideration a), and should thus be taken into account in the implementation of each GBF target. We do see that under those GBF targets that do explicitly mention IPs and LCs in the target text (targets 1, 3, 5, and 9), more countries have submitted national targets that include rights-based approaches and customary norms as policy instruments (Figure 3.6). Meanwhile, these instruments are also important for targets that do not mention IPs and LCs, for example on climate change impacts on vulnerable groups. On average, 17% of Parties have described instruments under GBF targets that explicitly refer to IPs and LCs in the main target text, compared to an average of 3% of Parties under GBF targets that do not. This could imply that those considerations that are included in the text of global targets are more visible and will be more actively included at the national level than considerations in section C.

Figure 3.6

Rights-based instruments and customary norms in national targets aligned with GBF targets analysed



Bron: CBD ORT, 1 december 2025

Other considerations for implementation analysed here are rarely mentioned in target texts

Beyond the contribution and rights of IPs and LCs (consideration a), other considerations for implementation as described under Section C of the Framework accounted for in this report are whole-of-government and whole-of-society (consideration c), human rights-based approaches (consideration g), and consistency with international agreements or instruments (consideration j). All of these considerations are rarely mentioned by Parties in their national target description, but it should be noted that this analysis only looks at national targets themselves and therefore does not consider the information on 'considerations for implementation from Section C' in national targets that countries could submit to the ORT. However, further analysis of this information in the ORT shows that only a quarter of national targets submitted includes considerations from Section C including an explanation of the considerations. Additional analysis of NBSAPs and National Reports is needed to provide more information on this.

Is the GBF guiding transformative pathways towards the 2050 goals and vision?

To successfully bend the curve of biodiversity loss and to reach the GBF's 2050 goals, transformative change is needed (IPBES 2019; SCBD 2020). This rationale is central to the official GBF decision as adopted at COP15 in 2022. The GBF states that it seeks to respond to amongst others the finding of IPBES 'that transformative change is needed to simultaneously meet goals on sustainable use and conservation of nature and other societal goals', and that it 'aims to catalyze, enable and galvanise urgent and transformative action by Governments, and subnational and local authorities, with the involvement of all of society, to halt and reverse biodiversity loss, to achieve the outcomes it sets out in its Vision, Mission, Goals and Targets'. The GBF, with its action-targets

and considerations for implementation, could be considered a compass for Parties to navigate towards the 2050 goals and realise the transformative changes needed (Bulkeley et al. 2021).

Through the national targets, the GBF's targets should guide the necessary transitions for biodiversity in national contexts. The Global Biodiversity Outlook 5 indicated several transitions that are necessary for biodiversity and positioned them in the wider context of SDGs and other Multilateral Environmental Agreements (SCBD 2020). In Text box 3.2 we illustrate for the transition towards a nature-friendly and sustainable agriculture and food systems how different GBF targets relate to each other and analyse if Parties makes the connections in relation to this transition in a long-term, transformative change perspective.

Text box 3.2: Transition towards a nature-friendly and sustainable agriculture and food systems

Worldwide, agricultural and food systems highly impact biodiversity and are dependent of healthy ecosystems. To systematically work on reducing pressures on biodiversity and benefit from nature's contributions to people, it is therefore crucial to transform our agricultural and food systems (SCBD 2020, FAO nd).

There are several targets that are relevant for this transition. GBF target 10 specifically addresses agriculture and requires Parties to manage areas under agriculture more sustainably, which is also mentioned by 88% of Parties who have submitted national targets in alignment with target 10. Usually, approaches on how to reach these targets are not specified by countries, but in the cases that countries do specify most attention goes to agroecological and nature-inclusive approaches as an alternative to improvements in the dominant, often high-intensive, agricultural system. The GBF also contains many other targets that are directly and indirectly relevant to agriculture and food systems. For example, GBF target 7 aims to tackle pollution, explicitly referring to pesticides and hazardous chemicals and nutrients and fertilisers. These target elements are included by 60% and 51% of Parties respectively in their national targets. GBF target 11 on Nature's Contributions to People (NCPs) is explicitly linked to NCPs in agricultural areas by one-fifth of the Parties that have submitted national targets in alignments. Additionally, 32% of Parties specifically refers to soil health as an NCP, 30% refers to water regulation, and 22% refers to pollination. Under GBF target 1, 14% of Parties address agriculture as a cause of land-use change and a quarter of the countries refers to the agricultural sector. Additionally, although GBF target 16 focuses on sustainable consumption, 11% of the Parties with national targets aligned to GBF target 16 has also included a target on reducing food waste at the production level. Reduction of harmful incentives (target 18), which is an important target in relation to agricultural subsidies, is only referred by 20% of Parties under GBF target 10.

This example shows that Parties do apply relevant GBF targets to focus their policies on agriculture and food systems. However, the majority of Parties do not (yet) make explicit linkages between the target on agriculture and relevant elements of agriculture and food systems under other GBF targets. We do see multiple examples of explicit connections being made which can serve as an example of how the GBF can further guide this transition, but this will require taking into account the transition pathways towards the long-term objectives of the GBF. Additionally, analysis in this report shows that on the level of national targets, there is limited recognition of the role of for example agriculture ministries and the food sector in realising national targets, even though much of the work of the CBD Mainstreaming Agenda is focussing on agriculture and food systems. This is also illustrated by analysis of FAO, in which they found that all NBSAPs submitted by 21 February 2026 include elements related to agrifood systems (FAO 2026). However, two-thirds of

accompanying national targets include agrifood-related actions and only one-third of accompanying actions in National Reports are related to agrifood systems. They recommend that it is necessary to ensure that under-represented agrifood sectors and approaches with high potential to deliver on the goals of the framework are better understood and mobilised, requiring better integration of commitments in NBSAPs in relevant national sectoral or cross-sectoral plans, programmes, policies, and investment frameworks. A clear articulation of transition pathways is necessary within CBD to guide national actions, including through its national targets. Further analyses of NBSAPs and National reports is needed if indeed national implementation is taking a transformative approach which, in turn, is needed for realisation of the 2050 goals.

4 Target analysis results

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



Land- and sea use change are considered the greatest drivers of biodiversity decline (IPBES 2019). Through modification of the environment and destruction of habitats, land- and sea use change have direct and indirect, cumulative, impacts on biodiversity (Davison, Rahbek, and Morueta-Holme 2021). Additionally, land- and sea use change interacts with other drivers of biodiversity loss, such as climate change. Spatial planning decisions such as building roads, can lead to fragmented habitats or facilitate the spread of invasive species. Due to the continued growth of human populations in urban, high consumption settings, an increase in purchasing power, and increasing per capita consumption, the existing high demand and competing claims on terrestrial, inland water, and ocean area will only increase further. This calls for cross-sectoral and holistic spatial approaches to address these

challenges. Biodiversity-inclusive planning integrates terrestrial, freshwater, and marine realms, thereby identifying the spatial actions necessary to address land- and sea use change (Grantham and Adams 2024). This target emphasises the need for integrated and participatory planning and management and calls for respecting the rights of Indigenous peoples and local communities. A whole-of-society approach, as for example advocated in integrated landscape management (UNU-IAS and IGES 2023), is crucial to reconcile multiple values, interests, and resource use between stakeholders and to go beyond silos in spatial planning. Aichi Biodiversity Target 5 (preceding the establishment of the GBF targets) had a somewhat similar aim as GBF target 1, namely to reduce the rate of loss of all natural habitats, though none of the Aichi targets explicitly addressed spatial planning and/or related approaches to achieve these aims.

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 (CBD 2022).

Summary of submissions

By the time of this analysis, 131 out of 140 Parties to the Convention on Biological Diversity (CBD) submitted at least one national target to the ORT with alignment to GBF target 1. The total number of national targets aligned to GBF target 1 is 434, averaging 3.3 national targets per country being aligned to GBF target 1. Out of all Parties that submitted national targets aligned to GBF target 1, 5% of Parties did not submit national targets that explicitly refer to biodiversity inclusive spatial planning or effective management processes.

Scope

To bring the loss of areas with high biodiversity importance close to zero by 2030, target 1 aims for all areas to be under spatial planning or other effective management processes. 64% of

Parties describe both target elements of biodiversity-inclusive spatial planning and other effective management processes. 17% focus on biodiversity-inclusive spatial planning only, while another 8% focus exclusively on effective management processes. Figure 4.1a below shows which areas are mentioned by Parties to be under biodiversity-inclusive spatial planning. Half of the countries do address biodiversity-inclusive spatial planning, but do not mention in which areas this will take place, though 20% of countries refers to *all* areas to be under biodiversity-inclusive spatial planning, similar to the wording in the GBF target.

These biodiversity-inclusive spatial planning and effective management processes in GBF target 1 are aimed at addressing causes of land- and sea use change. 28% of the countries do refer to addressing these causes in general, though without specifying which causes precisely. Table 4.1 shows the direct causes specified within national targets (by 31% of Parties total). Agriculture, urbanisation and forestry are most often mentioned as causes of land use change, with agriculture and forestry as pressures on biodiversity also being covered by GBF target 10. The GBF includes a specific target (target 12) on urban nature, and biodiversity-friendly urban planning; target 12 does not, however, address urbanisation as a driver of land-use change. Remarkably, climate change is often mentioned as an (indirect) cause of land- and sea use change. Infrastructure, mining and industrial activities are also mentioned, though mining and industrial activities are mentioned by only a few countries, perhaps reflecting limited attention to these topics in the GBF. The limited attention to fisheries and aquaculture reflects that parties focus mainly on land use change and less on sea use change. 41% of the countries do not refer to addressing causes of land- and sea use change at all in their national targets aligned to GBF target 1.

Table 4.1

Direct causes of land- and sea use change addressed in national targets aligned with GBF target 1

Cause of land-or sea use change	% of 131 Parties addressing cause
Agriculture	18%
Urbanisation	15%
Forestry	12%
Infrastructure	11%
Energy development	7%
Industrial activity	6%
Fishing	5%
Mining	5%
Aquaculture	2%

Note: Parties can address multiple causes

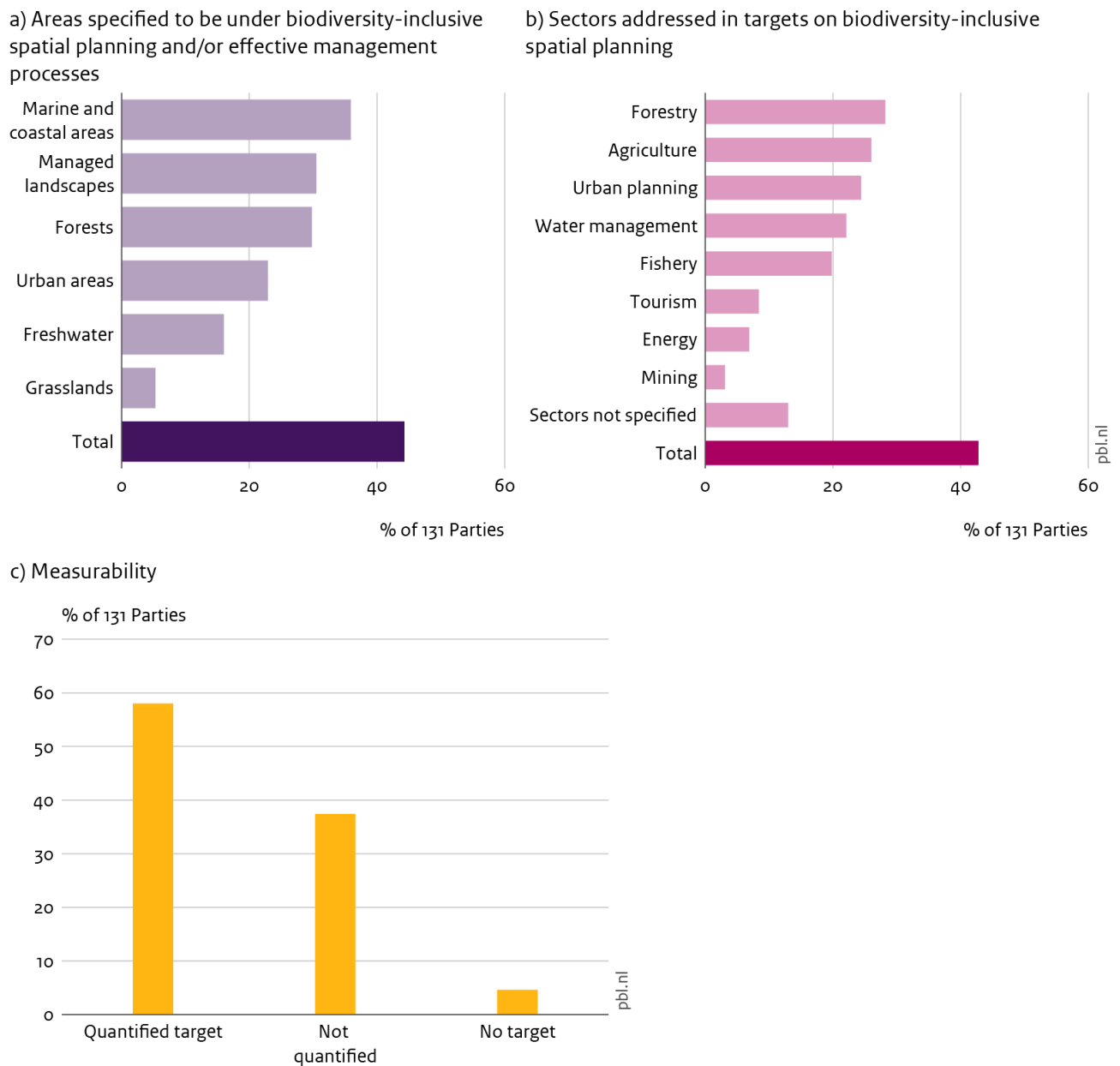
The range of causes described by Parties underlines the necessity of a cross-sectoral approach to implement targets for biodiversity-inclusive spatial planning. Half of the countries do not address specify which sectors will be addressed in their national targets as aligned to GBF target 1. Figure 4.1b provides an overview of which sectors are mentioned in national targets. Some Parties did not mention specific sectors, though they did mention the relevance of sectors being involved in the

execution of spatial planning and effective management targets. It is important to note that based on the Online Reporting Tool (ORT), we do not necessarily expect to find background information on specific causes or sectors and further analysis of National Biodiversity Strategy and Action Plans (NBSAPs) would be necessary. However, as the GBF target explicitly addresses land- and sea use change through integrating biodiversity into spatial planning, identifying causes and addressing sectors is to be expected in SMART (specific, measurable, achievable, relevant, and time-bound) targets.

Many interests converge in both land- and sea areas. Spatial planning and management processes can only be truly effective if these different interests are considered and how they align with biodiversity objectives (SCBD 2026). Participation of all stakeholders in these processes is crucial to gain this understanding and to account for different necessities in planning and management. The way in which Parties describe such inclusive approaches in their national target setting can be divided into two categories: it either focusses on participatory and integrated planning (45% of Parties), or on community empowerment and capacity building (23% of Parties). Additionally, 12% of Parties do mention the importance of inclusivity, without describing how that will be created, while another 29% of Parties do not mention inclusivity at all.

Some Parties (12%) do not specify this further, but many countries do specify the management approaches they employ; 72% of countries explicitly refer to effective management processes. Countries often focus on participatory and integrated management approaches (49%). 24% of Parties mention (developing) monitoring and evaluation plans for the status of national biodiversity. Other examples of management approaches described include supporting specific sectors to reduce its impacts on biodiversity, or mainstreaming biodiversity into national development plans.

Figure 4.1
Coverage and quantification of GBF To1 in national targets



Source: CBD ORT, 1 december 2025

Note: Out of these 131 Parties, 33 (25.2%) are landlocked.

Measurability

Figure 4.1c shows that the majority of Parties have quantified commitments on biodiversity-inclusive spatial planning and effective management processes. The GBF target talks about ‘all areas’ to be under biodiversity-inclusive spatial planning or effective management processes’, which is interpreted here as a quantified GBF target element. We see that 20% of Parties described this quantification in their national targets. In some cases, countries do not commit to *all* areas to be under biodiversity-inclusive spatial planning, but commit to a percentage of the country area. Other categories of quantified commitments are for example on a specific increase in cover of certain ecosystems (‘By 2031, the national mangrove cover will be double its 2015 area (...) green cover will have increased by 30%’) or statements such as ‘Bringing the loss of areas of high

biodiversity importance to zero', or 'down by half', which are in line with the phrasing of Aichi target 5. Many conservation and restoration targets that are aligned with GBF target 1 make explicit linkages to spatial planning, through creation of habitat corridors for instance, or specify how much of conserved area will be under effective management. These last two examples illustrate that it can be difficult to differentiate between GBF targets 1, 2, and 3 and that progress in implementation needs to be evaluated by looking at them together.

Policy instruments

Half of the 131 countries uploaded national targets on GBF target 1 that include a specific policy instrument (see Figure 4.2a). Though in almost all cases the instruments used are legal and regulatory, which is to be expected with spatial planning, they are also often combined with social and cultural instruments to organise inclusive planning processes. Text box 4.1 provides examples of policy instruments described.

Text box 4.1: Illustrative examples of policy instruments aligned with GBF target 1

Legal and regulatory instruments:

'i. The necessary legal bases are created so that buffer zones for habitats worthy of protection can be designated in accordance with the inventory of nature priority areas according to scientific criteria and secured by spatial planning. ii. Requirements for the use/management of the buffer zones are drawn up and adopted. Their implementation is promoted by means of incentives for managers, and compliance is regularly monitored.'

'We will continue to implement the Biodiversity Net Gain (BNG) condition for new planning permissions which was launched on 12 February 2024 to support nature recovery. This means that new developments must provide a 10% gain for biodiversity, and that where it is not possible to deliver the net gain on-site, developers will invest in off-site habitat creation and enhancement.'

Rights-based and customary norms instruments:

'By 2030, the loss of areas with high biodiversity concentrations, including ecosystems in different ecological regions of the country, is effectively reduced while taking into account, in spatial planning, the access rights to natural, social, cultural, economic, and land resources of Indigenous (...) peoples and local communities within the framework of the land and sea change process. Main policy measures: National Land Use Planning Policy; Provincial Land Use Plans; Management Plans for Protected Areas; Simplified Management Plans for Local Community Forest Concessions.'

'Prepare participatory, integrated, and biodiversity-inclusive spatial plans; Prepare national database and repository on spatial maps; Assess the present conditions of ecosystems; Build capacity on biodiversity-inclusive spatial plan preparation ; Involve IPLCs in plan preparation processes; Operational guidelines for processes to be followed on safeguarding rights of IPLCs.'

Economic and financial instruments:

'Develop and implement Marine Spatial Planning within the framework of the 'Blue Economy' to ensure a clean, healthy, productive and biologically diverse marine area.'

'Biodiversity conservation and all related management plans and actions incorporated into government's key budgetary, governance and management policies, to ensure positive and long-lasting impacts on biodiversity, with tangible sustainable economic benefits and financial flows,

and building sustainable management framework and processes geared towards poverty alleviation and environmental sustainability.'

Social and cultural instruments:

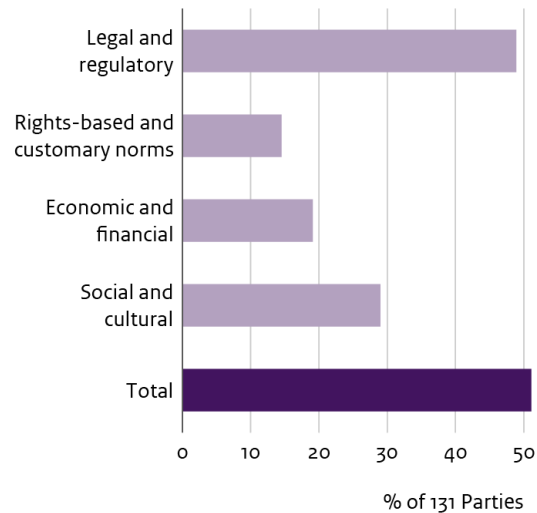
'Biodiversity is central to tourism value creation and should also be able to be used for tourism, sport and leisure in the long term. (...) Tourism, sport and leisure activities shall also be more clearly controlled. Conditions for dealing with species diversity in important areas (e.g. spatial planning measures for the designation of refuge areas/quiet zones for wild animals) shall be defined, visitor numbers in ecologically sensitive areas managed and information provided.'

'Capacitate and train the communities to be co-managers for the ecosystems in the areas around their proximity.'

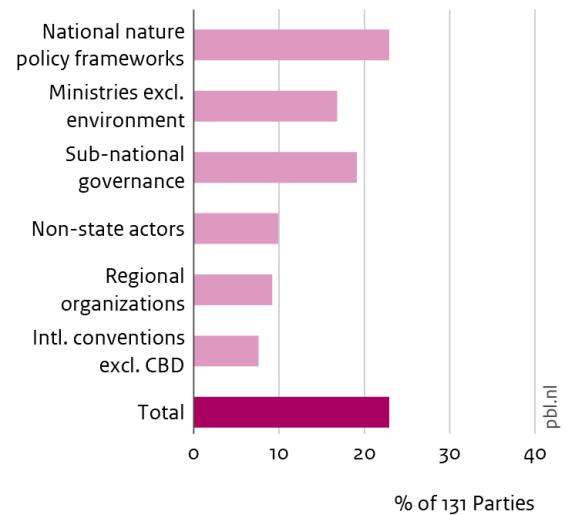
Figure 4.2

Policy instruments and comprehensiveness of policy approaches in national targets under GBF To1

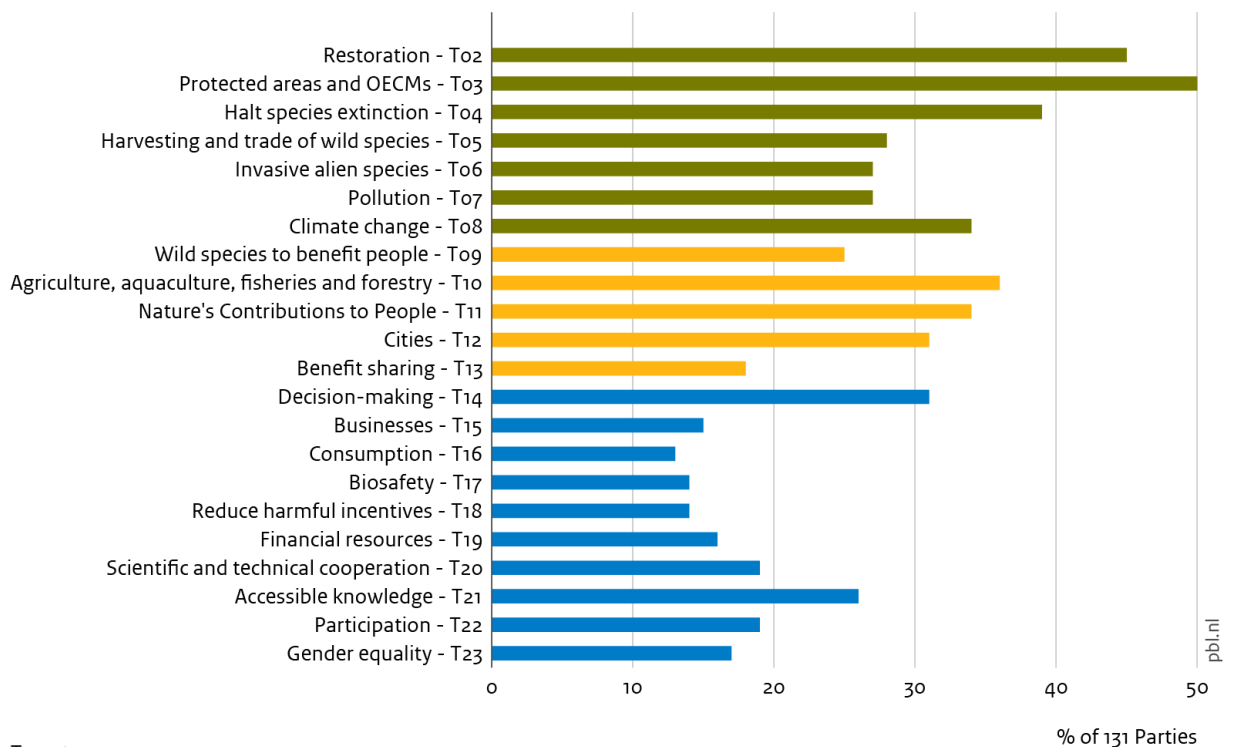
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

As described above, GBF target 1 requires a holistic, cross-sectoral approach, which is often recognised by Parties in their national targets. However, only 23% of Parties make reference to other whole-of-society and whole-of-government aspects in national targets on biodiversity-inclusive spatial planning or effective management processes (Figure 4.2b). Most attention goes to national policy frameworks on nature and/or the environment, followed by sub-national governments such as provinces and, in many cases, cities. This is to be expected, since spatial planning requires the involvement of decentralised governments. In a few cases, the link to regional cooperation and other international conventions is made, for example to Ramsar, CITES, the Nagaya Protocol, or other UN conventions such as UNCCD, UNFCCC, and UNDP. Regional cooperation would be important from a spatial planning perspective, for example for watersheds and transboundary protected areas (Kuempel and Suárez-Castro 2024).

In many cases, national targets aligned with this GBF target are also aligned with GBF target 3 on protected areas and other effective area-based conservation measures (OECMs), followed by target 2 on restoration (Figure 4.2c). As these are the other two area-based targets in the Framework, it makes sense that targets on spatial planning are often linked to those. Remarkably, linkages made to GBF targets 8, 10, 11, and 12 are lower, though the subjects of these targets link to the causes of land- and sea use change and sectors referred to most often in the national targets. GBF target 14 is relatively often linked to target 1 compared to other targets under analysis, which is to be expected as this target is a way of including biodiversity into decision-making.

Conclusion

National targets aligned with GBF target 1 are mostly understood in relation to area-based conservation (target 3; 50% of Parties) and restoration (target 2; 45% of Parties). Sustainably managed landscapes (target 10) and nature's contributions to people (target 11) is less often referred to, but still 31% of Parties mention that managed landscapes will be under biodiversity-inclusive spatial planning. However, national targets are mostly not specific to drivers of biodiversity loss or sectors that will be addressed, but if mentioned it is mostly the forestry and agricultural sectors that receive attention. 58% of Parties provide quantified national targets aligned with this GBF target. These either follow the general phrasing of the GBF target, that in all or in a certain percentage of areas biodiversity considerations will be included in spatial planning or effective management processes, or they refer to specific area-based conservation measures. 31% of Parties have spatial planning or effective management targets that specifically address causes of land- and sea use change, while 30% mention specific sectors to be addressed. Any policy instruments mentioned are largely regulatory. Rights-based approaches and customary norms receive the least attention, though the GBF target explicitly aims for participatory planning which recognises and respects the rights of indigenous peoples and local communities. Sub-national (regional) and local policy frameworks are mentioned relatively often, as makes sense in spatial planning and with a target specifically on biodiversity-inclusive urban planning (GBF target 12).

GBF Target 2: Restore 30% of all Degraded Ecosystems



Estimates suggest that between 20-40% of the global land area alone could be considered degraded, affecting the well-being of at least 3.2 billion people and contributing to biodiversity loss and climate change (IPBES 2018; UNCCD 2022). The restoration of degraded ecosystems is needed to put nature on a path to recovery and to benefit people. Aichi targets 14 and 15 aimed for the restoration of degraded ecosystems, with a quantitative target of restoring at least 15% of degraded areas. These targets were reported as only partially met, and progress towards restoring 15% of degraded ecosystems by 2020 was equally limited (SCBD 2020). GBF target 2 aims to step up the global restoration effort. Restoring degraded areas can help reverse trends of degradation by re-establishing natural habitats, enhancing carbon sequestration and other ecosystem services, and preserving biodiversity. Equally important is the restoration of marine and coastal ecosystems. Habitat destruction, overfishing, and pollution increasingly degrade

these ecosystems, which affects marine species but also terrestrial ecosystems and communities. Indeed, the degradation of terrestrial and marine areas is interconnected and needs to be restored simultaneously. Ecosystem restoration covers a broad continuum of actions including reduction of pressures such as remediation to remove sources of degradation, rehabilitation, and ecological restoration (Leadley et al. 2022; UNCCD 2022). There are, however, problems in defining which areas exactly are degraded areas. This creates a lack of reliable baseline data and, in turn, significantly hinders evaluation of progress towards quantified restoration targets. Restoration in support of enhancing nature's contribution to people, mainly in managed landscapes, is covered in GBF target 11.

Target 2: Restore 30% of all Degraded Ecosystems

Ensure that by 2030 at least 30 per cent of areas of degraded terrestrial, inland water, and coastal and marine ecosystems are under effective restoration, in order to enhance biodiversity and ecosystem functions and services, ecological integrity and connectivity (CBD 2022).

Summary of submissions

By the time of analysis, 137 out of 140 CBD Parties have submitted at least one national target to the ORT in alignment to GBF target 2, which makes it the GBF target that is taken up by the most Parties of all GBF action-targets analysed in this report. The total number of national targets aligned to GBF target 2 is 413, averaging 3 national targets aligned to target 2. Out of all Parties that submitted national targets aligned to GBF target 2, 6% of Parties did not submit national targets that explicitly refer to the restoration of degraded ecosystems.

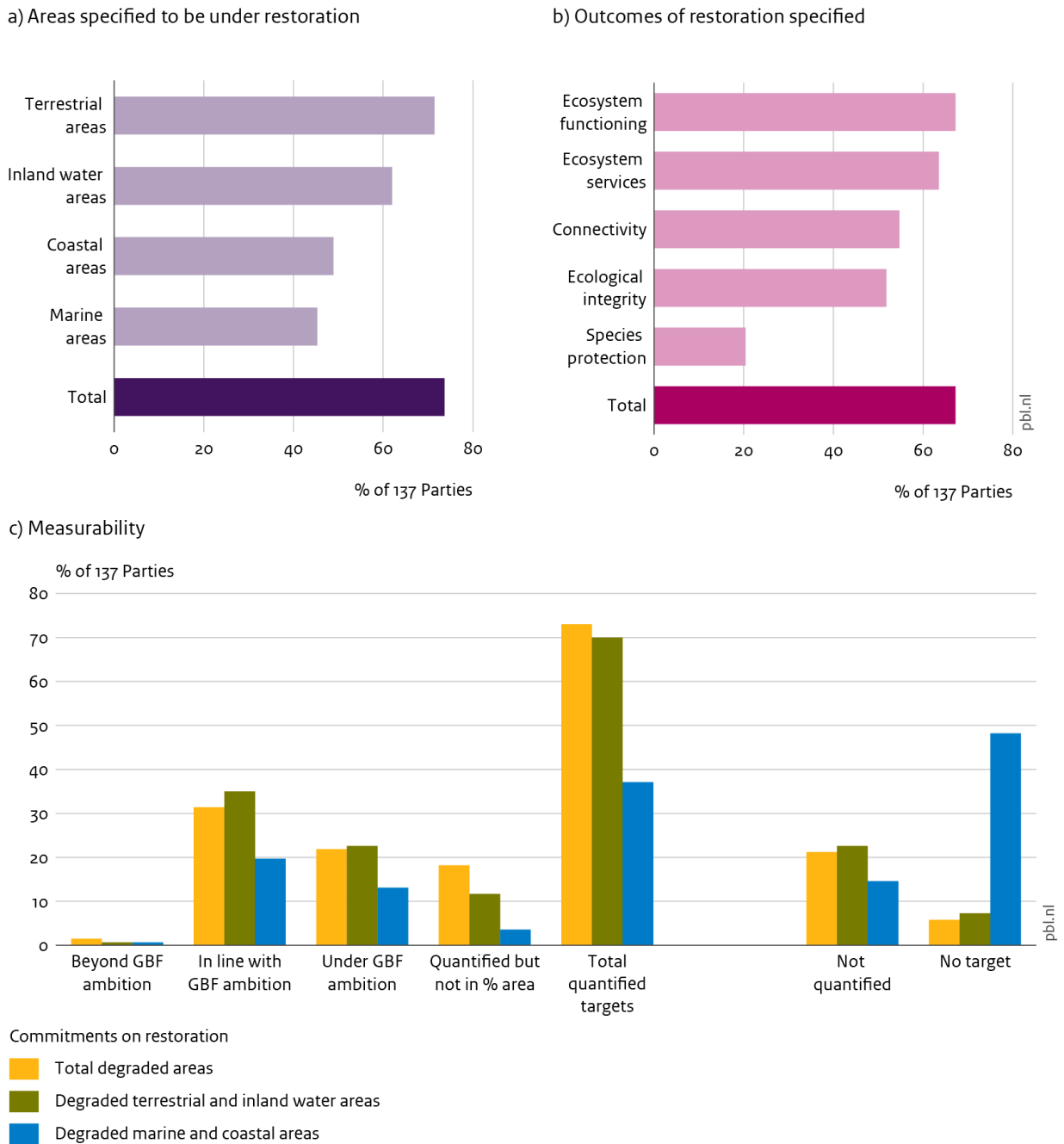
Scope

In their national targets, the majority of Parties specify in which areas ecosystems will be restored (see figure 4.3a). Almost all of those countries mention terrestrial areas, followed by inland waters, then coastal areas, and least attention goes to marine areas. 21% of Parties do not specify which types of areas will be under restoration by 2030.

The restoration of degraded areas can be approached in different ways, resulting in different outcomes for conservation (Bell-James et al. 2024; Leadley et al. 2022). Restoration can be approached as ‘a process of assisting the recovery of a native ecosystem that has been degraded, damaged, or destroyed’ (ecological restoration; Gann et al. 2019), or as a similar process of recovering a degraded ecosystem through reparation of ecosystem processes, productivity, and services, but without re-establishing the pre-existing species composition and structure (ecosystem rehabilitation; Gopalsamy 2021). The latter also closely relates to GBF target 11 ‘Restore, Maintain and Enhance Nature’s Contributions to People’. Around 50% of Parties delineate their targets on restoration of degraded ecosystems, though without addressing the approach to restoration taken the national targets. 39% of Parties approach their restoration targets from an ecological restoration angle, 29% of Parties approach it through an ecosystem rehabilitation angle. 23% of countries have multiple restoration targets that make use of different approaches and therefore describe both ecological restoration and ecosystem rehabilitation efforts.

GBF target 2 explicitly mentions envisioned outcomes of the implementation of this target on the restoration of degraded ecosystems. As can be seen in Figure 4.3b, these outcomes are often included by Parties in the creation of their national targets. Most countries mention the functioning of ecosystems, enhancing ecosystem services, and connectivity in relation to restoration targets. Additionally, half of the Parties also specifically mention improved ecological integrity as an outcome of restoration efforts. Although it is not explicitly stated in this GBF target, one fifth of Parties do mention the protection of specific types of species in relation to their national targets on restoration, making an interesting connection to target 4 on halting species extinction.

Figure 4.3
Coverage and quantification of GBF To2 in national targets



Source: CBD ORT, 1 december 2025

Note: Out of these 137 Parties, 32 (23.4%) are landlocked.

Measurability

Target 2 is one of few GBF targets with an explicitly quantified element. For this reason, it may be expected that many countries also describe a quantified element in their national targets. Indeed, three-quarters of the countries submitted a quantified commitment on restoration to the ORT, the majority of which is in line with the GBF target: restoring 30% of degraded ecosystems (Figure 4.3c). A small number of Parties commit to more than 30% of degraded ecosystems to be under restoration by 2030, and a fifth of Parties commits to a number lower than the GBF's 30%. The

‘quantified but not in % of area’ category consists of those countries that did submit a measurable national target on restoration, but needs further interpretation to understand the percentage, such as the following: ‘By 2030, 200,000 hectares of new forests will be created, including the densification of degraded forests, which will entail the planting of at least 120 million trees’.

We differentiated between quantified commitments made for terrestrial and inland water areas on the one hand and marine and coastal areas on the other (Figure 4.3c; Table 4.2). Half of the countries did not describe a target that mentions intended restoration of coastal or marine areas, while almost all Parties described at least one target on restoration of terrestrial and/or inland water areas. We see quantified commitments for terrestrial and inland water areas by the majority of Parties, while significantly less Parties submitted quantified commitments for marine and coastal areas. Taking into account that 23% of Parties with national targets aligned to GBF target 2 is landlocked, the gap in attention to land and sea is less, but still we see more attention going to terrestrial and inland water areas than to coastal and marine areas. Regional differentiation shows that relatively more attention is given to (quantified) commitments in marine and coastal areas in the Americas and in Asia and the Pacific (Table 4.2).

Table 4.2
Regional differentiation of quantified commitments in alignment to GBF target 2

Region	N	Quantified all areas	Quantified commitments terrestrial and inland water areas	Quantified commitments marine and coastal areas
Global	137	73%	70%	32%
Africa	48	73%	69%	33%
Americas	19	79%	76%	53%
Asia and the Pacific	38	74%	73%	47%
Europe and Central Asia	32	69%	62%	22%

Policy instruments

As Figure 4.4a shows, 64% of Parties that did submit national targets on restoration do not describe policy instruments to implement these targets. In the cases where policy instruments are described, social and cultural instruments are used most often, followed by legal and regulatory instruments. Instruments are often connected to sustainable land-use management, conservation targets, and spatial planning and effective management efforts. Text box 4.2 provides examples of policy instruments found in national targets on restoration.

Text box 4.2: Illustrative examples of policy instruments aligned with GBF target 2

Legal and regulatory instruments:

‘A new Law on the protection and sustainable use of soils will be drafted by the relevant departments before 2024 for processing.’

‘Detailed restoration and rehabilitation plans for selected degraded sites should be prepared, incorporating scientific assessments, community input, and stakeholder consultations. (...) The execution of the approved restoration plans (i.e. reforestation, habitat restoration, soil conservation, waterway rehabilitation, and marine ecosystem restoration) will follow with the collaboration of relevant stakeholders (...) Training and capacity-building programs to equip stakeholders with the necessary skills and knowledge for effective ecosystem restoration and management should be given.’

Rights-based and customary norms instruments:

‘Engage local communities in habitat restoration projects aimed at removing IAS and restoring native biodiversity, thereby reversing the damage caused by IAS while restoring the cultural and ecological integrity of ecosystems.’

‘Strengthen reforestation activities in degraded areas; promote community-based management and control of biological resources; develop knowledge about habitats, fauna, and flora within terrestrial, reef, and marine ecosystems; strengthen the protection of wetlands; establish, on a participatory basis, a biological rest period for reef species to reduce resource depletion; restore degraded forests, establish a target age for trees, and provide training in community-controlled harvesting techniques.’

Economic and financial instruments:

‘By 2030: Economic tools promote the protection and restoration of biodiversity for its intrinsic value, as well as its economic benefits.’

‘Provide tax incentives for private restoration efforts; Establish a national ecological restoration fund.’

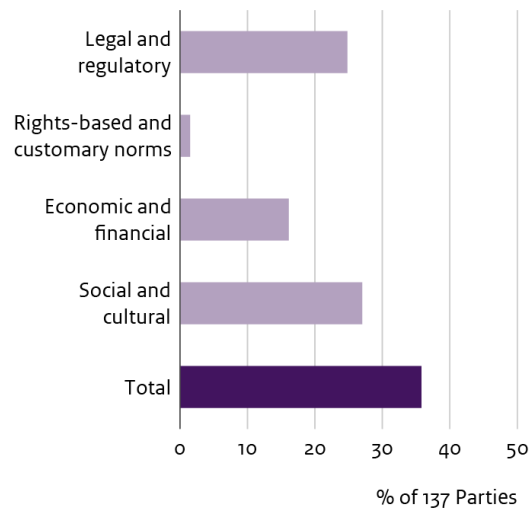
Social and cultural instruments:

‘Develop programmes to actively engage private sector entities and community groups in ecosystem restoration activities.’

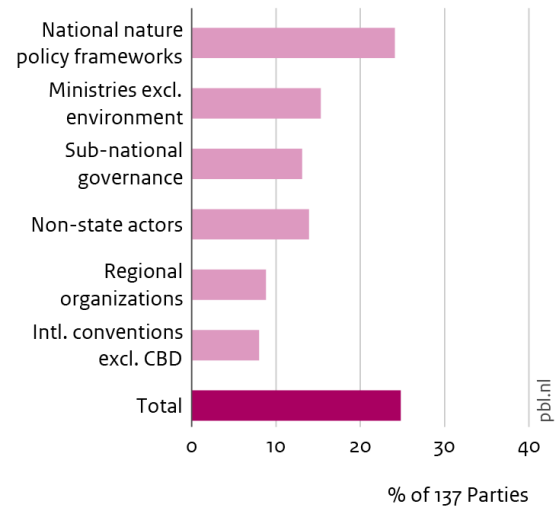
‘Promoting alternative livelihoods for communities in protected areas and ecosystem restoration areas.’

Figure 4.4
Policy instruments and comprehensiveness of policy approaches in national targets under GBF To2

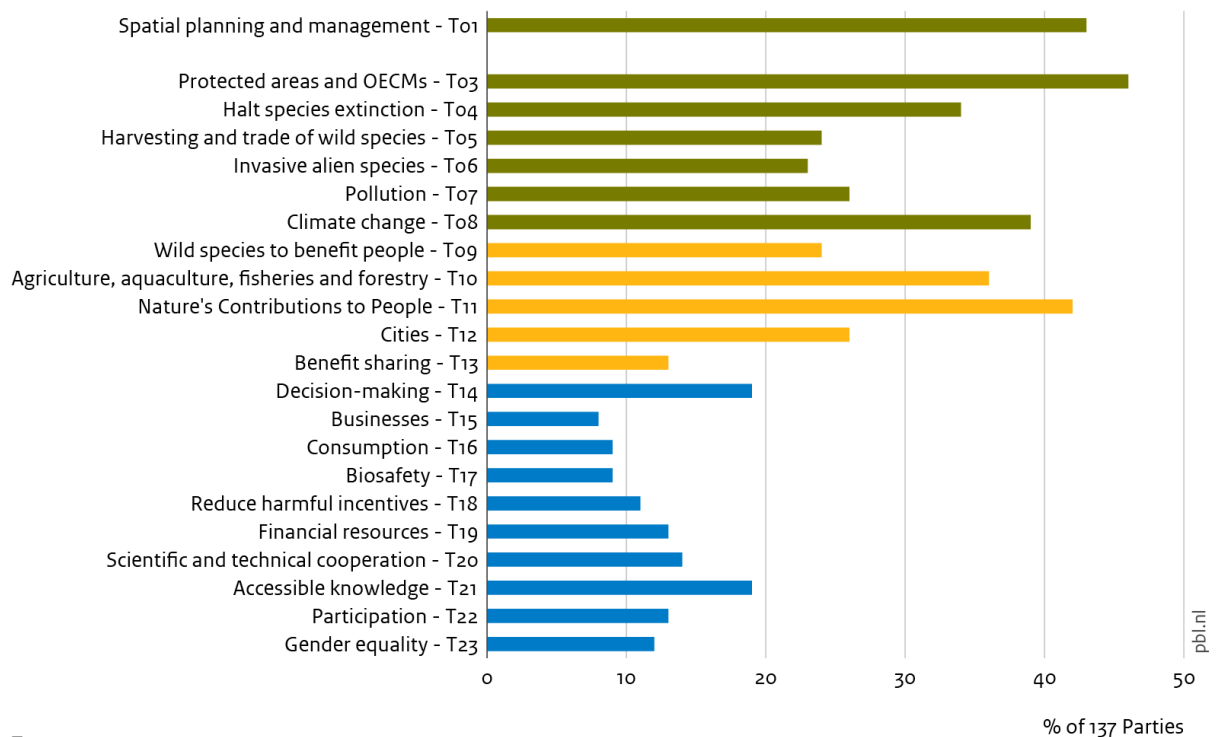
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

GBF target 2 is most often linked to GBF target 3 on protected areas and OECMs (Figure 4.4c). Restoration practices and conservation efforts are often combined by Parties, as protecting a specific area will help in restoring that area, for instance in this national target: 'By 2030, all critical water catchments and sources and vulnerable landscapes, coastal zones and seascapes are placed under a legal protection category, with on-going restoration efforts, to enhance the health and stability of these ecosystems and provide optimum ecosystems health, functions and services for all people and biodiversity'. This example also illustrates that restoration targets are often aligned to GBF target 11 on Nature's Contributions to People (NCPs). This target explicitly calls for restoring NCPs, while GBF target 2 specifically mentions that restoration of degraded areas should enhance ecosystem services. It therefore makes sense that these two targets are often combined by countries. Progress towards target 2 will also directly support the attainment of targets 8 on climate change and 12 on cities (SCBD 2026). The link to climate change is made by 40% of Parties, referring mostly to carbon storage in restored soils and the contribution of increased ecosystem integrity to climate change adaptation. The link to cities is only made by a quarter of the Parties.

Figure 4.4b shows that three-quarters of Parties that submitted a national target on restoration of degraded areas did not describe a link to relevant policy processes or actors in the country. The remaining quarter of Parties did refer to national policy frameworks on nature and/or the environment. In some cases, countries also referred to other processes or actors. 15% of Parties referred to both national policy frameworks on nature and the environment and ministries other than nature or the environment. Explicit links to the UNCCD and UN Decade of Restoration are hardly made. Analysis by IUCN (Mariappan and Zumbado 2024) of the Bonn Challenge, the three Rio Conventions, and the Sustainable Development Goals (SDGs) brings together global restoration commitments and commitments per country. It is interesting to note that this broader range of restoration activities in countries, and by non-state actors, is not necessarily reflected in national targets for the CBD nor in non-state submissions under this target.

Conclusion

The majority of CBD Parties has created one or more targets on the topic of restoration. These targets are often quantified, and in many cases, it is at least specified if restoration efforts will take place in terrestrial and freshwater or marine and coastal areas (or both), and with what aim. Although not specified in the GBF target itself, national targets often make the connection between restoration and species protection. Commitments made in these targets are quantified by about 73% of Parties, 31% of Parties follow the level of ambition reflected in the GBF, while 22% have a target below the GBF percentage and 21% do specify the target in different ways than percentages. Still, little attention is given to how these targets will be implemented. Few Parties describe policy instruments on the implementation of their restoration targets and policy processes and non-state actors beyond the CBD (such as UNCCD, Bonn Challenge, or the UN Decade on Restoration) are often not mentioned.

GBF Target 3: Conserve 30% Of Land, Waters and Seas



An expansion of total area under effective conservation management helps to prevent further declines in biodiversity, as protected areas (PAs) and other effective area-based conservation measures (OECMs) have positive effects on reducing habitat loss and the provision of ecosystem services (UNEP-WCMC and IUCN 2024). The '30 by 30' target is often considered the flagship target of the GBF, calling for at least 30% each of terrestrial, inland water, and of coastal and marine areas under conservation efforts through PAs or OECMs, while recognising Indigenous and traditional territories. It builds upon Aichi target 11, which called for 17% each of terrestrial and inland water, and 10% each of coastal and marine areas, to be conserved through protected areas

and OECMs. By August 2020, the World Database on Protected Areas showed that 16.6% of the world's terrestrial and freshwater environments were covered by protected areas, and about 7.7% of the marine area (UNEP-WCMC and IUCN 2021). Merely increasing the surface area under conservation management will be insufficient for effectively bending the curve for biodiversity. Protected areas should be located in those areas of particular importance for biodiversity (Belote et al. 2021; Watson et al. 2023). Additionally, connectivity of habitats and integration of conserved areas into wider landscapes are important aspects to maintain ecological resilience. Effective conservation is also dependent on good governance, on effective management and on delivering beneficial outcomes and acceptance and participation amongst local communities (Jung et al 2025). GBF target 3 therefore includes different elements for a more holistic approach towards area-based conservation.

Target 3: Conserve 30% of Land, Waters and Seas

Ensure and enable that by 2030 at least 30 per cent of terrestrial, inland water, and of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem functions and services, are effectively conserved and managed through ecologically representative, well-connected and equitably governed systems of protected areas and other effective area-based conservation measures, recognizing indigenous and traditional territories where applicable, and integrated into wider landscapes, seascapes and the ocean, while ensuring that any sustainable use, where appropriate in such areas, is fully consistent with conservation outcomes, recognizing and respecting the rights of indigenous peoples and local communities, including over their traditional territories (CBD 2022).

Summary of submissions

By the time of analysis, 135 out of 140 CBD Parties submitted at least one national target to the ORT in alignment to GBF target 3. The total number of national targets aligned to GBF target 3 is 428, averaging 3.2 national targets per country being aligned to target 3 per country. Out of all Parties that submitted national targets aligned to GBF target 3, 2% of Parties did not submit national targets that explicitly refer to PAs or OECMs.

Scope

Out of the 135 Parties that uploaded national targets in alignment to this GBF target, 94% mention PAs as conservation method and, although it is a relatively recent concept, 73% of Parties also refer to OECMs. The target also calls for the recognition of Indigenous and traditional territories where applicable. 33% of the Parties mention such territories, or related terms such as indigenous and community conserved areas (ICCAs), Indigenous conservation, or Territories of Life (Oliva, Porter-Bolland, and Chan-Dzul 2025). Regional differentiation shows that relatively more attention is given to such Indigenous and traditional territories in the Americas, Asia and the Pacific, while relatively little attention is given to such territories in Europe and Central Asia (Table 4.3). Figure 4.5a shows that conservation efforts largely focus on terrestrial areas. In those cases where inland water areas are mentioned as areas to be protected, this is almost always operationalised in combination with terrestrial areas.

Protected areas and OECMs should be effectively managed and governed equitably, which is addressed by 58% of Parties. Some Parties (14%) refer to effective management or equitable governance, without further specification. Most countries that do describe these elements in more detail in their national targets plan for participatory governance and decision-making in relation to protected areas and OECMs (41%). One-third of Parties mentions recognition and respect for the rights of Indigenous Peoples and Local Communities (IPs and LCs), regional differentiation shows that countries in the Americas and in Asia and the Pacific mention recognising and respecting the rights of IPs and LCs more often and European and Central Asian countries mention it to a lower extent (table 4.3). The pattern that occurs in this regional differentiation is similar to that of countries that mention recognition of Indigenous and Traditional Territories, though the countries do somewhat differ. Other considerations for effective management and equitable governance found are capacity building, community-based management and the integration of traditional knowledge into conservation strategies.

Table 4.3

Regional differentiation of recognition of Indigenous and traditional territories and recognition and respect for the rights of Indigenous Peoples and Local Communities in national targets aligned with GBF target 3

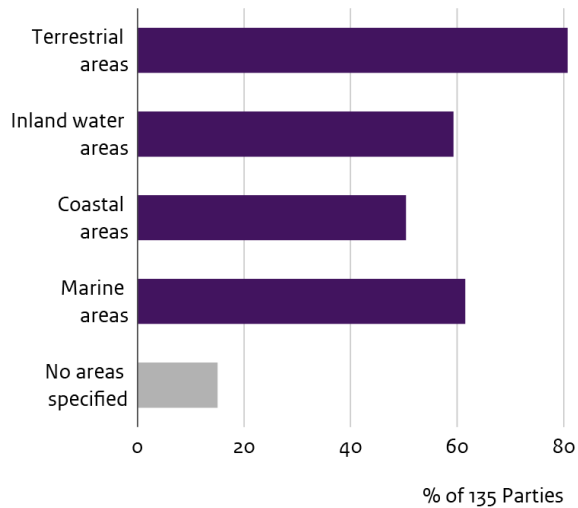
Region	N	Percentage of Parties that mentions indigenous and traditional territories	Percentage of Parties that mentions recognition and respect for the rights of Indigenous Peoples and Local Communities
Global	135	33%	33%
Africa	47	32%	34%
Americas	19	47%	47%
Asia and the Pacific	37	43%	43%
Europe and Central Asia	32	13%	13%

Though it is important that the total area under protection grows, it is equally important that any conservation done is genuinely effective (Watson et al. 2023). Under the Aichi targets, area was often given priority above quality (SCBD 2020). The GBF target mentions a number of conservation effectiveness considerations, among which are connectivity of PAs and OECMs, protecting ecosystem functions and services, and ecological representativeness. These aspects are often

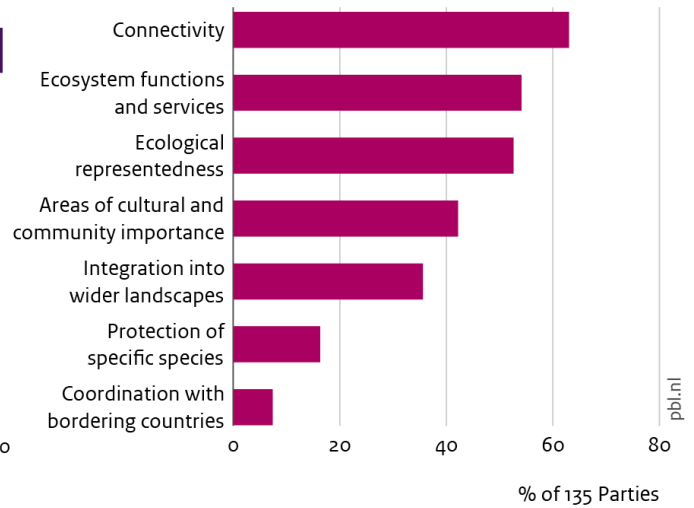
included by Parties, as shown in Figure 4.5b. However, integration of conserved areas into wider landscapes is picked up to a lesser extent, though almost half of the Parties has made a link between this target and GBF target 1 on biodiversity-inclusive spatial planning (Figure 4.6c), which might imply that integration of conserved areas into wider landscapes is getting attention. The GBF target also explicitly calls for areas of particular importance to biodiversity to be protected; this same language is used by 57% of Parties. Interestingly, we also see that certain considerations on conservation effectiveness are not mentioned in the GBF target but are still being mentioned by countries in their national target setting. These include the protection of areas of cultural and community importance, protection of areas with high species richness or threatened species, and coordination with bordering countries. 13% of Parties mention that ecological effectiveness should be or will be taken into consideration in their national targets, but they do not specify further what this will look like.

Figure 4.5
Coverage and quantification of GBF To3 in national targets

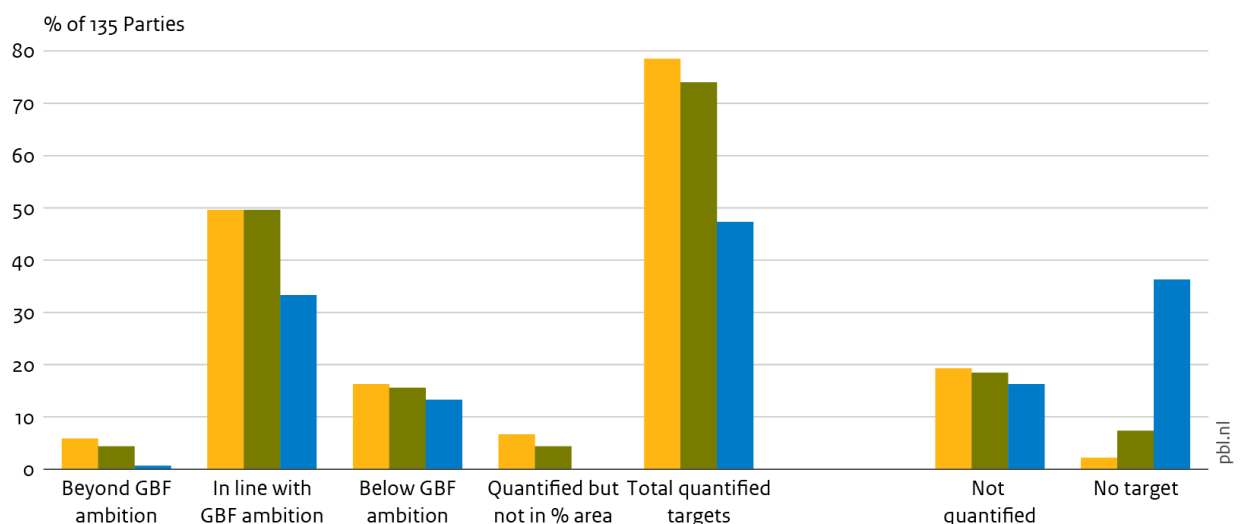
a) Areas specified to be under conservation through PAs or OECMs



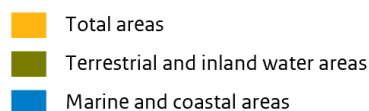
b) Conservation effectiveness considerations described



c) Measurability



Commitments on Protected Areas and OECMs



Source: CBD ORT, 1 december 2025

Note: Out of these 135 Parties, 33 (24.4%) are landlocked

Measurability

Out of all the GBF targets analysed in this report, target 3 most often includes a quantified element in the translation to the national level. In total, 78% of Parties created national targets that include a form of quantification (Figure 4.5c). Almost half of the Parties with a national target aligned to GBF target 3 meet the aim of 30% protection in their national policymaking. 16% has set a quantified target that is below 30%, while 6% moves beyond the GBF's aim and has a higher

percentage. Most quantified targets refer to protection of terrestrial and inland water areas. 47% of Parties submitted a quantified commitment that explicitly refers to marine and coastal areas. When considering that 24% of Parties with national targets aligned to GBF target 3 is landlocked, attention to terrestrial, inland water areas, coastal and marine areas seem relatively equal under this target.

GBF target 3 provides a 'measurable' quantification and most Parties have submitted national targets, many of them quantified. The World Database on Protected and Conserved Areas (WDPCA) provides national baseline for further analysing the national targets. Table 4.4 provides an overview of established protected areas and OECMs based on the WDPCA for 2010 and 2020 (see Appendix 6 for methodology). Since the cut-off date of this report, national targets have been updated, and additional national targets have been submitted. 22 countries provided additional data in this period. Table 4.4 provides analysis based on data of protected area and OECM commitments available on 1 December 2025, as well as for data available on April 1, 2026. This analysis shows that collective ambition towards the terrestrial area-coverage of the GBF target adds up to 27.5% of terrestrial area of CBD Parties. Non-quantified targets also often indicate an intent to increase conserved areas or focus on the management of already protected areas. Collective national ambitions towards 30 by 30 almost match the GBF target of 30%.

Comparison between the growth in protected areas and OECMs realised in the period from 2010 to 2020 and the growth towards 2030 shows that commitments are significantly higher than growth realised in the previous period. A stepping up of implementation efforts is required in almost all regions. It is important to again emphasise that the GBF targets are global targets. To ensure fair and effective implementation of target 3, not all Parties and regions are expected to protect the same percentages.

Table 4.4

Historic, current and proposed percentages of terrestrial Protected Areas and OECMs. Data 1 April 2026

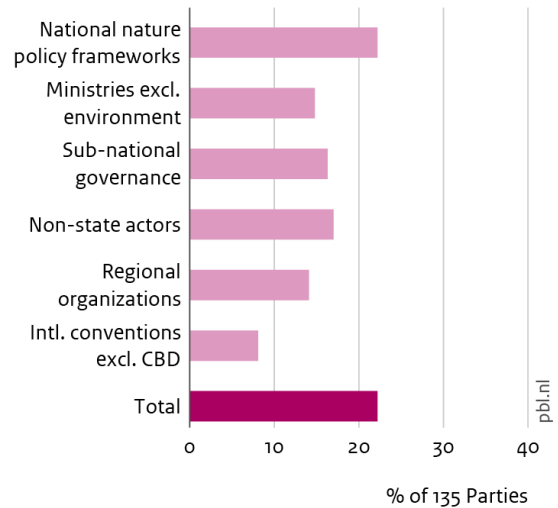
Region	2010 (%)	2020 (%)	Commitments 2030 (%; based on 1 December 2025 data)	Commitments 2030 (%; based on 1 April 2026 data)	Growth realised 2010-2020 (%pt)	Growth committed 2020-2030 (%pt; based on 1 April 2026 data)	Growth required from 2020 to reach 30% (%pt)
Global	13.4	15.7	23.3	27.5	2.3	11.8	14.3
Africa	16.9	19.2	25.5	26.4	2.3	7.2	10.8
Americas	18.9	21.6	37.0	39.0	2.7	17.4	8.4
Asia and the Pacific	9.7	13.2	25.2	26.8	3.5	13.6	16.8
Europe and Central Asia	13.4	15.3	15.9	16.2	1.9	0.9	14.7

Figure 4.6
Policy instruments and comprehensiveness of policy approaches in national targets under GBF To3

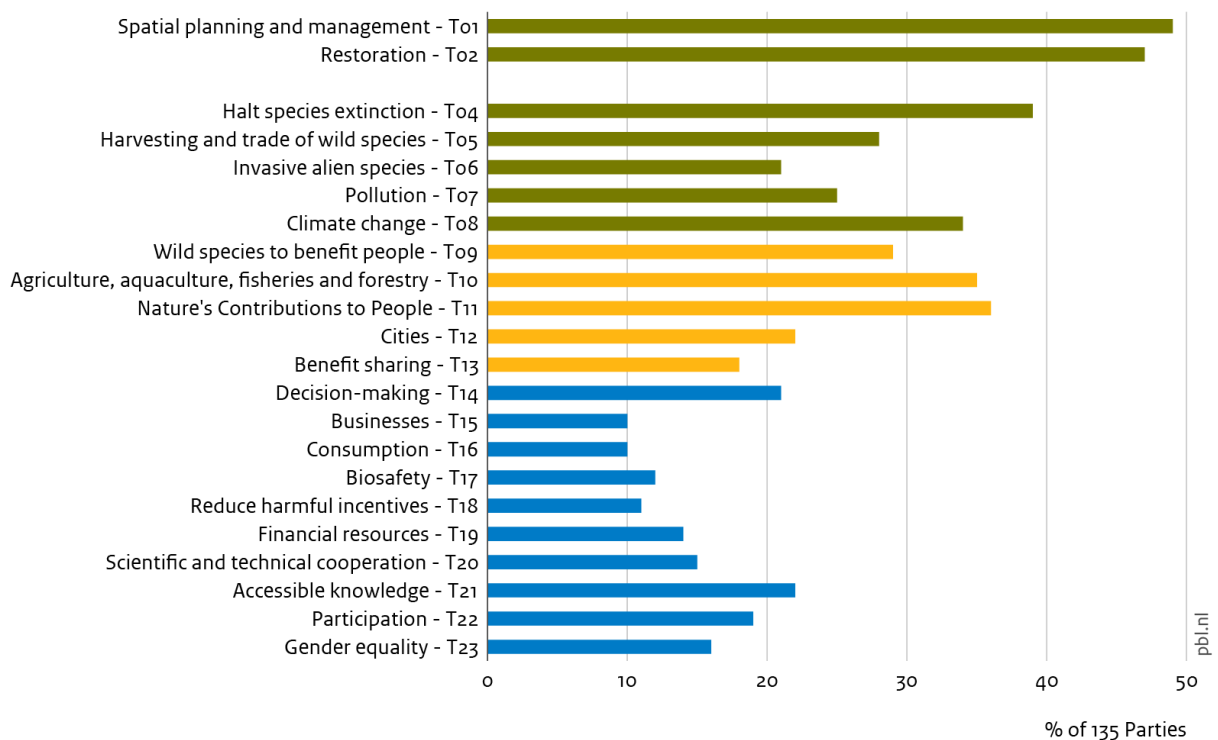
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Policy instruments

46% of Parties has submitted national targets on protected areas or OECMs that include a policy instrument on its implementation. Text box 4.3 provides examples of policy instruments described in national targets. The majority of instruments described are legal and regulatory, followed by social and cultural, then economic and financial, and least attention goes to rights-based and customary norms instruments. However, out of all Parties under analysis, GBF target 3 is the target that is most often operationalised using these latter instruments. It is important that these instruments indeed receive growing attention, as recognition and respect of the rights of indigenous peoples and local communities, including maintaining their own governance and livelihood systems, proves to significantly contribute to biodiversity conservation (Oliva et al. 2025).

Text box 4.3: Illustrative examples of policy instruments aligned with GBF target 3

Legal and regulatory instruments:

‘The National Strategy for the Development of the System of Specially Protected Natural Areas (...) is aimed at preserving natural ecological systems, biological and landscape diversity, ensuring the ecological balance of natural systems and sustainable use of flora and fauna, natural areas. The Scheme for the rational placement of specially protected natural areas of national significance (...) determines the development of specially protected natural areas of national significance. (...) Regional schemes have been developed for all regions (...) and are aimed at forming locally significant protected areas.’

‘For the conservation and management of areas established within the National System of Protected Areas, efforts will focus on strengthening the management and governance of Specially Designated Areas of Conservation (OMECS) and other forms of conservation that recognize Indigenous, (...), peasant, and traditional territories. This includes instruments for legal security regarding land ownership in the buffer zones of National Natural Parks.’

Rights-based and customary norms instruments:

‘Involve Indigenous peoples and local communities (IPLCs) in decision-making processes, recognising their traditional knowledge and practices.’

‘Create terrestrial conservation areas (sacred forests, sites of interest for biodiversity, in situ and ex situ botanical gardens, urban forests, community forests), and marine, aquatic, and coastal ecosystem conservation areas. (...) Establish a monitoring system with the involvement of Indigenous Peoples and local communities.’

Economic and financial instruments:

‘The Indigenous Guardians program supports on-the-ground, community-based stewardship initiatives of Indigenous Peoples on their traditional territories. In addition, four Project Finance for Permanence (PFP) initiatives (\$800M of federal funding) are expected to support additional marine and terrestrial protected and conserved areas and enable long-term durable financing for Indigenous-led management and stewardship of protected and conserved areas.’

‘ECCC supports the conservation of privately owned ecologically sensitive lands, by working with partners through the Natural Heritage Conservation Program (NHCP), the Ecological Gifts Program, and the North American Waterfowl Management Plan, as well as supporting stewardship of privately protected areas. NHCP has proven to be an excellent model for collaborative

conservation, with partners conserving over 2,400 km² of land from investments by ECCC, matched by private contributions, in the first four years of the programme.'

Social and cultural instruments:

'(...) participatory mechanisms, processes, and information flows will be adopted to guarantee decision-making with an ethnic, differential, gender, and intergenerational focus on biodiversity and climate change, strengthening territorial governance for conservation.'

'(...) Develop incentive policies to encourage the creation of new protected areas; Identify and solicit national and international funding to support the expansion of protected areas; Promote conservation initiatives that directly benefit communities to ensure their support and participation; Conduct public and policymaker awareness campaigns on the importance of protected areas and biodiversity; Integrate environmental education into school curricula to raise awareness of conservation among younger generations.'

Comprehensiveness

Commitments on PAs and OECMs are often also aligned to other area-based targets in the GBF, specifically targets 1 and 2 (Figure 4.6c). As stated in the GBF's guidance notes (SCBD 2026), progress towards target 3 will also help reach the targets on halting species extinction (target 4), sustainable use of wild species to benefit people (target 9), and Nature's Contributions to People (target 11). The link to target 9 seems to be less present in target interpretations of the countries themselves, while linkages between conservation efforts and, on the one hand, target 8 on climate change and on the other hand target 10 on managed landscapes, are more often described.

Although the number of Parties describing whole-of-society and whole-of-government considerations in direct relation to PAs and OECMs is not that high (Figure 4.6b), the countries that do describe these name multiple relevant elements. Most attention goes to nature and environmental policy frameworks, non-state actors such as nature conservation organizations, nature management associations and collaboration with local actors and sub-national governments, for example through regional schemes for the coordination and implementation of conservation targets or the role of local governments in monitoring. Regional organisations and regional cooperation is mentioned more than under other targets. Half of the Parties in this category are EU members (or the EU itself) and refer to the European Directives.

Conclusion

GBF target 3 stands out as the most recognised and the most SMART target of the framework. The target is quantified and the World Database on Protected and Conserved Areas (WDPCA) provides a baseline to assess ambition and track change, which allows for aggregation of national targets to collective global effort. While it is crucial to implement the GBF holistically and not exclusively focus on target 3 (Reed et al. 2025), delivering on this target is important for the role conservation plays in bending the curve for biodiversity, as well as due to its prominent role in the framework and the high expectations surrounding it. The majority of Parties indeed describes quantified PA and OECM targets that are in line with or even go beyond the ambition of '30 by 30'. Some countries describe ambitions that stay below the GBF's, which are tailored to the national context. Though less attention goes to the qualitative aspects of the target, many countries aim for PAs and OECMs to be well-connected and ecologically representative. Less attention goes to Indigenous territories and

the rights of Indigenous Peoples (IPs) and Local Communities (LCs), though this attention is still significantly higher here than under other GBF targets that do not explicitly refer to IPs and LCs.

GBF Target 4: Halt Species Extinction, Protect Genetic Diversity, and Manage Human-Wildlife Conflicts



Human activities have greatly increased species' extinction rates and risks. In fact, about a million species are currently threatened with extinction (IPBES 2019). Increased extinction also contributes to a decline in genetic diversity, a diversity which is critical for the stability of biodiversity and ecosystems. The inclusion of this target on urgent management actions to halt human-induced extinction of threatened species emphasises the importance of timely and targeted responses to prevent species extinction and protect genetic diversity (McGowan et al. 2024). Though area-based conservation approaches and pressure reduction targets are essential to bend the curve for biodiversity, more than half of threatened species are under such threats that specific, urgent management actions are required, which are not addressed adequately under other any other GBF targets (Bolam et al. 2023). GBF target 4 also refers to management of human-wildlife conflicts, which poses a significant threat to species, as well as to the safety, livelihood, and well-being of people (IUCN 2023). Human-wildlife conflict requires different management actions than halting human-induced extinction of threatened species and protection of genetic diversity (McGowan et al. 2024). The previous Aichi targets 12 and 13 aimed at reducing risks of extinctions and safeguarding genetic diversity, yet they did not include management of human-wildlife conflict. Although these targets have not been met, rates of extinction would have been significantly higher without conservation actions (Bolam et al. 2021; SCBD 2020).

Target 4: Halt Species Extinction, Protect Genetic Diversity, and Manage Human-Wildlife Conflicts

Ensure urgent management actions to halt human induced extinction of known threatened species and for the recovery and conservation of species, in particular threatened species, to significantly reduce extinction risk, as well as to maintain and restore the genetic diversity within and between populations of native, wild and domesticated species to maintain their adaptive potential, including through in situ and ex situ conservation and sustainable management practices, and effectively manage human-wildlife interactions to minimize human-wildlife conflict for coexistence (CBD 2022).

Summary of submissions

By the time of analysis, 133 out of 140 CBD Parties submitted at least one national target to the ORT with alignment to GBF target 4. The total number of national targets aligned to GBF target 4 is 490, averaging 3.7 national targets per country being aligned to GBF target 4. Out of all Parties that submitted national targets aligned to GBF target 4, 8% of Parties did not submit national targets that explicitly refer to management to halt species extinction or management of human-wildlife conflicts.

Scope

This GBF target consists of two main elements. The first part, which focuses on urgent management actions to halt human-induced species extinction, is picked up by 93% of Parties,

though only 17% of all Parties explicitly mention *urgent* management actions. Through these management action the target also aims at protecting genetic diversity, which 48% of Parties refer to in their national targets. The second aspects is effectively managing human-wildlife interactions to minimise human-wildlife conflict, which is mentioned by 51% of Parties.

The GBF target refers to both in situ and ex situ conservation as urgent management actions. In situ conservation refers to the conservation of ecosystems and natural habitats and the maintenance and recovery of species in their natural surroundings, and in the case of domesticated species to conservation in the environment where they developed their distinctive properties. Ex situ conservation, on the other hand, refers to off-site conservation efforts (McGowan, Traylor-Holzer, and Leus 2017). As shown in Figure 4.7b, three-quarters of Parties mention in situ management actions to halt species extinction, while half of all Parties mention ex situ management actions. There are almost no cases where countries focus on ex situ conservation only.

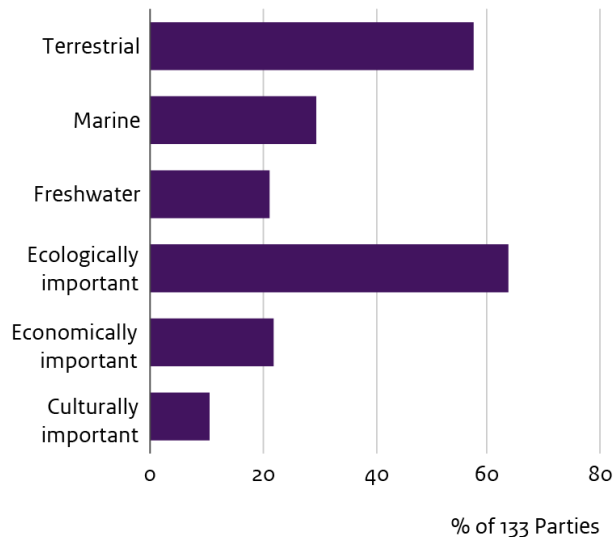
Management practices focused on sustainable use, as well as research and monitoring, are most often mentioned as management actions to halt species extinction (Figure 4.7b). Similar to the finding above that *urgent* management actions are mentioned less often than management action in general, the attention to research and monitoring shows that countries often prioritise general management actions over urgent ones needed to halt species extinction, failing to address what the GBF target needs. Bolam et al. (2023) show that the most significant threat to species extinction that requires urgent action, is focused management action for invasive alien species. Though this GBF target does not refer to such species (the impacts of invasive alien species are also addressed in GBF target 6), 19% of Parties make explicit reference to management actions on invasive alien species in the context of halting species extinction. For example, the following extract of a national target, which is aligned to both GBF target 4 and 6, states the necessity of: ‘Development and implementation of measures to prevent the introduction of established invasive alien species, for example through transport and commerce, particularly in protected areas, so that the number of endangered species on the Red List is reduced by 50%’. Other examples of management actions described are establishing and strengthening re-introduction programmes for the re-introduction of locally extinct species and implementing ecosystem recovery programmes through restorative aquaculture.

In many cases, management actions described are aimed at the protection of a specific (group of) species. As Figure 4.7a illustrates, most attention goes to terrestrial species, followed by marine and then freshwater species. Ecological importance is the reason to protect species mentioned most often in national targets, for example through highlighting the importance of conservation of specific ecosystems or habitats. However, to a lesser extent, species of economic importance and/or cultural importance are also brought forward as reasons. For example, through promoting domestication of wild species with economic potential, emphasising the importance of respecting traditional practices, or emphasising the traditional, spiritual or religious connections of people to certain species.

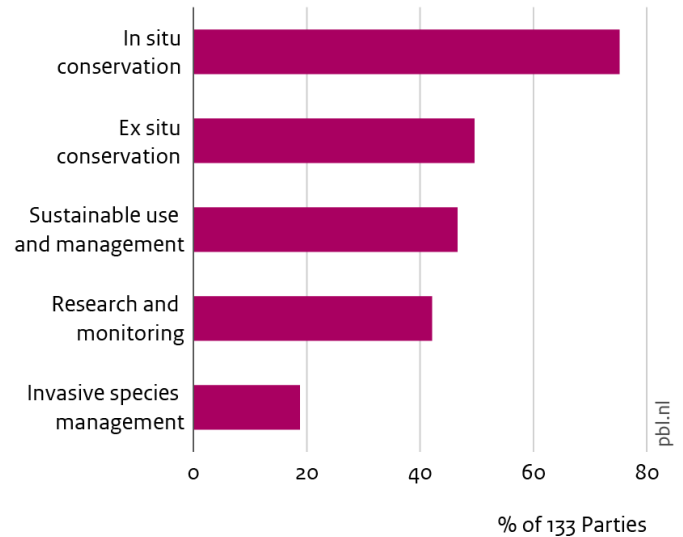
Half (51%) of Parties mentions management of human-wildlife conflict in national targets aligned to GBF target 4, but only half of these also specify what types of management actions will be implemented for this cause. Often mentioned management actions include community involvement, legal actions, and technological actions. Differentiation between the different IPBES regions shows that attention to human-wildlife conflict and the management actions mentioned looks similar across regions.

Figure 4.7
Coverage and quantification of GBF To4 in national targets

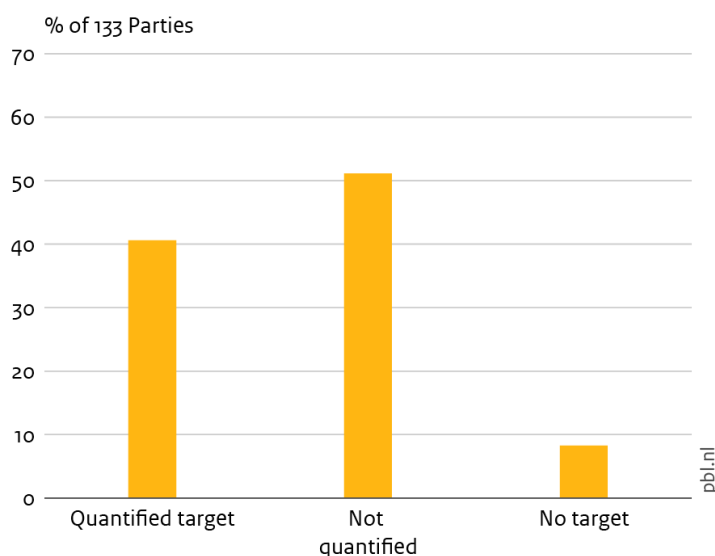
a) Type of species to in targets on halting species extinction



b) Types of management actions specified in targets on halting species extinction



c) Measurability



Source: CBD ORT, 1 december 2025

Measurability

GBF target 4 does not contain a quantified element in itself. Halting human-induced species extinction can perhaps be interpreted as ‘quantified’ but does not seem realistic as a national target. Despite this, 40% of Parties submitted national targets that contain quantification, as Figure 4.7c shows. With this, Target 4 is the non-quantified GBF target that is most often made more measurable by countries in their national target setting. However, we often find that quantified elements refer to outcomes and are not necessarily targets in themselves. Text box 4.4 provides some different ways in which this GBF target is quantified.

Text box 4.4: Illustrative examples of quantified national targets aligned with GBF target 4

‘Undertake by 2030, urgent sustainable management actions to achieve the recovery and conservation of threatened species and the genetic diversity of native, wild and domesticated species including through in situ and ex situ conservation thereby reducing the risk of human induced extinctions of known threatened species by 5%.’

‘By 2030 the extinction of known threatened species of terrestrial, coastal, marine, and inland waters ecosystems is prevented by 30%.’

‘Increase (...) Red List index to 0.9906 by 2029.’

‘By 2030, an assessment of the conservation status of at least 20 taxa prioritized for their high ecological and economic value and listed in one of the IUCN categories will be conducted to support the establishment of management measures and actions for those species most threatened with extinction.’

‘Maintain the genetic diversity of species at 95%.’

‘At least 70% of the genetic diversity of important phytogenetic and zoogenetic resources for food and agriculture is conserved.’

‘By 2030, human-wildlife conflicts reduced by 40%.’

Policy Instruments

41% of Parties has submitted national targets on halting species extinction and/or managing human-wildlife conflict that include a policy instrument on its implementation (Figure 4.8a). Text box 4.5 provides examples of policy instruments described in national targets. The majority of instruments described are legal and regulatory, followed by social and cultural, then economic and financial, and least attention goes to rights-based and customary norms instruments.

Text box 4.5: Illustrative examples of policy instruments aligned with GBF target 4

Legal and regulatory instruments:

‘Strengthen legal instruments to support the cross-border migration of species.’

‘Complete the legal and regulatory framework regarding ex-situ conservation: zoos, aquariums, and other related entities designed for this purpose; rescue and rehabilitation centres for wild flora and fauna species.’

Rights-based and customary norms instruments:

‘Halting the anthropogenic extinction caused by land- and sea-use changes of (Country X) living species by 2030 through a participatory approach incorporating traditional knowledge of native, pastoralists, and nomadic tribes in conservation efforts, considering IUCN-protected areas and PA areas.’

‘(...) policymakers, women, and youth at the local and national levels, will be aware of the value of biological diversity, the risks it faces, and participatory measures will be taken for its conservation and sustainable use in accordance with human rights.’

Economic and financial instruments:

‘By 2030, 10 threatened species will have public or private investment projects for their recovery and sustainable use.’

‘Full monetary compensation for damage caused by predators to livestock herds.’

Social and cultural instruments:

‘Involve Higher Education Institutions in data collection by developing end-of-course projects, coursework theses and undergraduate, master’s and doctoral theses.’

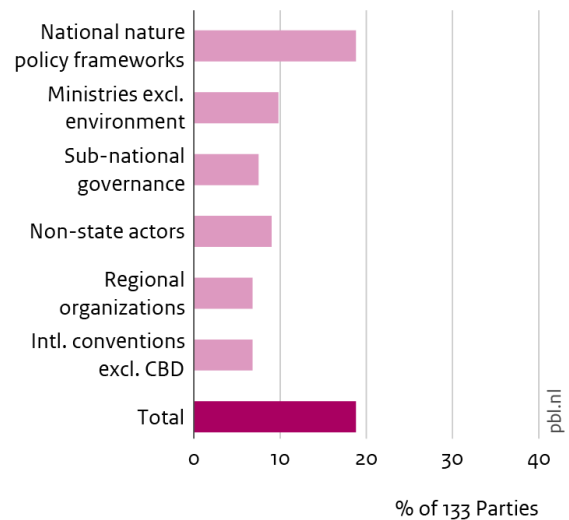
‘By 2026, public opinion will be more accepting of large predators as a result of information campaigns and communication tailored to relevant target groups, including continuation of the dialogue series on wolves.’

Figure 4.8
Policy instruments and comprehensiveness of policy approaches in national targets under GBF To4

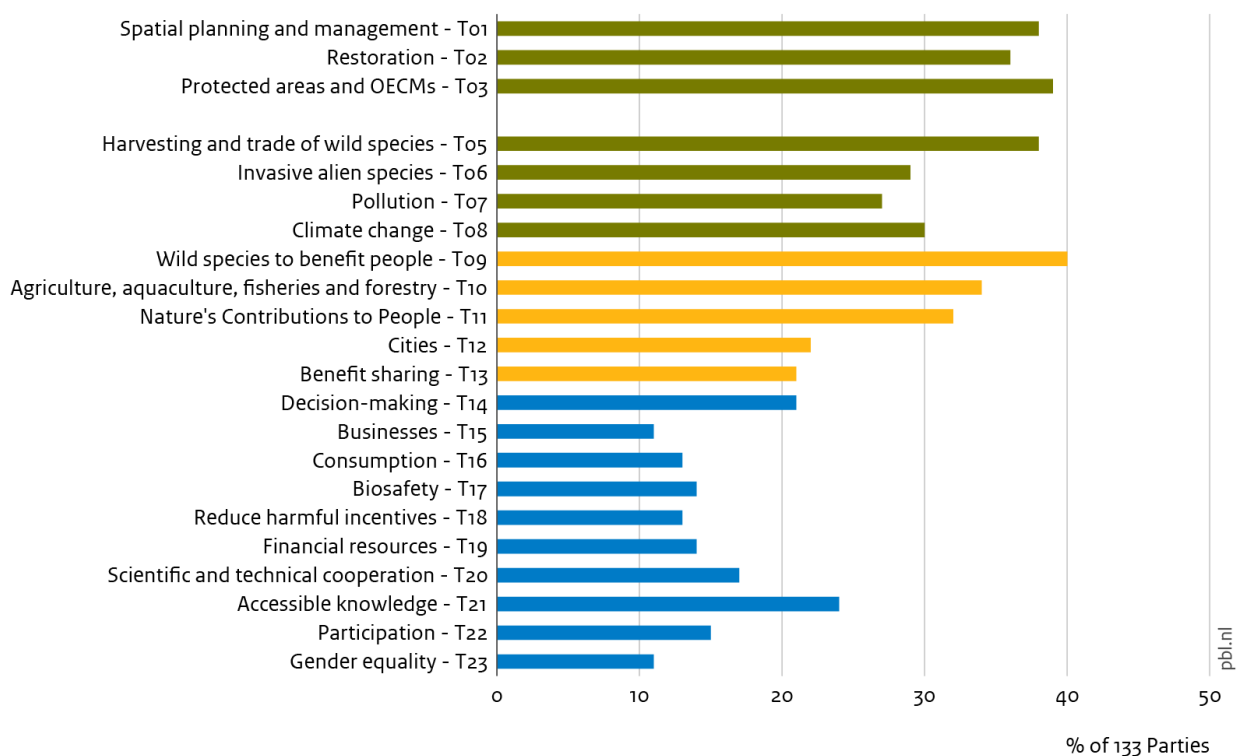
a) Policy instruments



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



c) Linkages with other GBF targets



- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

This target is unique in that within the GBF there are no direct linkages described to other targets (SCBD 2026). Progress towards target 4 will however directly support Goal A and therefore ‘complements’ targets 1, 2, 3, 5, 6, 7 and 8. Linkages between the targets are still relatively often made by countries, with most attention to those targets supporting Goal A indeed and especially linkages to conservation (GBF target 3) and other species targets (GBF targets 5 and 9; figure 4.8c). The link to GBF target 10 is made by one third of Parties, often in relation to protecting genetic diversity (‘By prioritizing the maintenance and restoration of genetic diversity, (country X) can support both biodiversity conservation and sustainable agricultural practices’) or to human-wildlife conflict (‘Human-wildlife conflict is increasingly concerning, particularly as agricultural expansion and habitat loss intersect with wildlife habitats’).

Linkages to other relevant policy processes and actors are only made by few countries (figure 4.8b). The majority of Parties that do describe such considerations refer to national policy frameworks, often in relation to conservation targets. International conventions such as Ramsar and CMS are mentioned in national targets that are aligned with GBF target 4, but in most cases they are mentioned in the context of sustainable use of wild species. Few Parties do refer to international organizations in targets specifically on halting human induced species and/or managing human-wildlife conflict, such as CITES and the Nagoya Protocol.

Conclusion

The GBF consists of multiple targets that address pressures on biodiversity, but target 4 is the only target that aims at species-specific management actions necessary to ensure their conservation (McGowan et al. 2024). The target shows considerable overlap with GBF Goal A (Protect and Restore), which envisions that human induced extinction of known threatened species is halted and that genetic diversity within wild and domesticated species is maintained. These elements are widely picked up by countries in their national targets, mostly through in situ conservation of terrestrial areas. Halting human-induced species extinction in aquatic areas receives less attention. Quantified elements in national targets often refer to outcomes and are not necessarily targets in themselves. This might result into difficulties in implementation of the national ‘targets’. Further implementation issues might arise due to limited attention to whole-of-government and whole-of-society considerations in national targets on both halting human-induced species extinction and on human-wildlife conflict management. Half of the countries has submitted national targets on this second element. Human-wildlife requires different management actions than halting species extinction, and such differentiation is indeed made in national targets. Most human-wildlife management actions mentioned focus on capacity building (involving local communities), legal actions and technological solutions, while the most described actions for halting species extinction are conservation, sustainable use and management, and research and monitoring.

GBF Target 5: Ensure Sustainable, Safe and Legal Harvesting and Trade of Wild Species



In all regions in the world, people rely on and benefit from the use, harvesting, and trade of wild species (IPBES 2022). However, the overexploitation of said species is the largest direct driver of biodiversity loss in seas and a major driver of biodiversity loss on land. Ensuring that the use, harvesting, and trade of wild species is and remains legal and sustainable is therefore crucial to people and nature itself, and critical to halt overexploitation. GBF target 5 aims to address this issue. In addition to sustainability and legality, the target emphasises safety – the use, harvesting, and trade of wild species should be undertaken in a safe way that does not compromise the health of humans, other species, or

ecosystems. Significantly, the target emphasises that countries should respect and protect customary sustainable use by Indigenous peoples and local communities. This way, the availability of cultural, spiritual, economic, and livelihood functions of wild species can be maintained (SCBD 2026). Simultaneously, respecting and protecting customary use increase sustainable use. For instance, small-scale fisheries currently contribute to nearly half of the global fish catch and tend to be more sustainable than industrial fisheries, as they produce less bycatch and have a lower impact on ecosystems (Forest Peoples Programme et al. 2020). To a certain extent, this GBF target builds on what was previously addressed under Aichi Biodiversity Target 6, but it does include more elements than the Aichi target's exclusive focus on the sustainable management of aquatic species.

Target 5: Ensure Sustainable, Safe and Legal Harvesting and Trade of Wild Species

Ensure that the use, harvesting and trade of wild species is sustainable, safe and legal, preventing overexploitation, minimizing impacts on non-target species and ecosystems, and reducing the risk of pathogen spill-over, applying the ecosystem approach, while respecting and protecting customary sustainable use by indigenous peoples and local communities (CBD 2022).

Summary of submissions

By the time of analysis, 127 out of 140 CBD Parties submitted at least one national target to the ORT with alignment to GBF target 5. The total number of national targets aligned to GBF target 5 is 346, averaging 2.7 national targets per country being aligned to GBF target 5. Out of all Parties that submitted national targets aligned to GBF target 5, 10% of Parties did not submit national targets that explicitly refer to sustainable, safe, and/or legal use, harvesting and/or trade of wild species.

Scope

In national targets aligned with this GBF target, the elements of use, harvesting, and trade are covered to a relatively equal extent, on average by 67% of Parties (Figure 4.9a). Figure 4.9b shows, however, that the majority of Parties focuses on sustainable use, harvesting, and/or trade, followed by legality, while the least attention is given to safety.

When specified, the focus in national targets on legal trade of wild species most often lies on legal trade within the country. This national target provides an example: 'By 2030, poaching, illegal harvesting, and illegal trade of flora and fauna are minimized or significantly reduced. Regional demand exerts poaching pressure on our highly-prized native species ... while there is also a significant amount of trade of songbirds ... as well as turtle eggs. Domestically, poaching is driven

by local markets for wild meat and traditional medicine, as well as the pet and aquarium trade'. Legal trade across borders is referred to less often. National targets that refer to legal international trade of wild species often refer to legal standards outlined in the CITES convention. 13% of Parties refers to both legal national and international trade.

GBF target 5 is the only target directly relevant to Goals A and B that refers to safety. The use, harvesting, and trade of wild species can include safety risks to species (e.g. spreading of disease), to whole ecosystems (e.g. spreading of invasive species), and to human health through the transmission of diseases (IPBES 2022). 41% of Parties have referred to this element of safety. In most cases, Parties do not specify what they refer to exactly when discussing the safe use of wild species; in national targets that do specify this, the safety elements referred to are equally divided between safety of humans, species, and ecosystems. Regional differentiation shows that countries in Asia and the Pacific describe safety most often (51%) and countries in Europe and Central Asia describe safety the least (27%).

As the highest risks for overexploitation lies in seas, the previous Aichi Target 6 focussed exclusively on aquatic species. Moreover, the only headline indicator for this GBF target is on fish stocks, so it could be expected that current national targets would concentrate on marine species. However, in national targets on the sustainable use and legal harvesting and trade of wild species, countries usually do not specify the types of species they focus on (58% of Parties). The countries that do specify types of species often mention several, with equal attention to terrestrial, freshwater, and marine species across countries. Half of the countries do mention overexploitation of wild species in their national targets. Additionally, 41% of countries mention minimising impacts on non-target species and ecosystems, such as bycatch in fisheries. 26% mentions using ecosystem approaches in targets on sustainable use, legal harvesting, and/or legal trade of wild species.

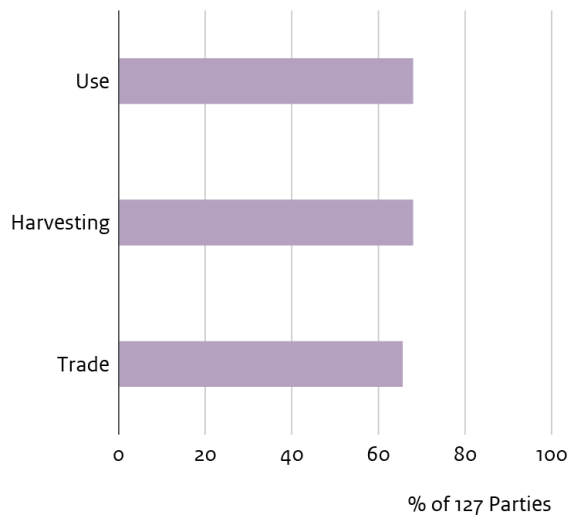
This GBF target also states that customary sustainable use by Indigenous Peoples and Local Communities should be respected and protected. 35% of Parties refer to this in their national targets in alignment with GBF target 5, mostly Parties in Africa, the Americas, Asia, and the Pacific (Table 4.5). Additionally, as Figure 4.10a illustrates, half of these Parties (18% of all Parties) mention the use of rights-based policy instruments and customary norms to implement national targets on sustainable use, legal harvesting, and trade of wild species. This attention to rights-based policy instruments is high in comparison to other GBF targets.

Table 4.5
Regional differentiation of reference made to customary use in alignment to GBF target 5

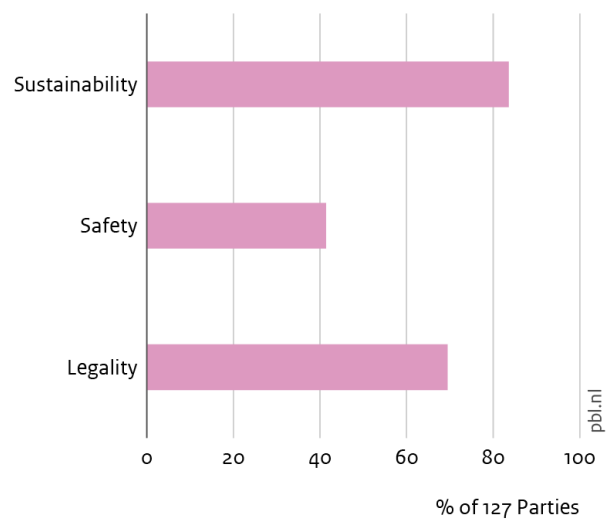
Region	N	Percentage of Parties that mentions customary use
Global	127	35%
Africa	46	39%
Americas	15	47%
Asia and the Pacific	36	47%
Europe and Central Asia	30	7%

Figure 4.9
Coverage and quantification of GBF To5 in national targets

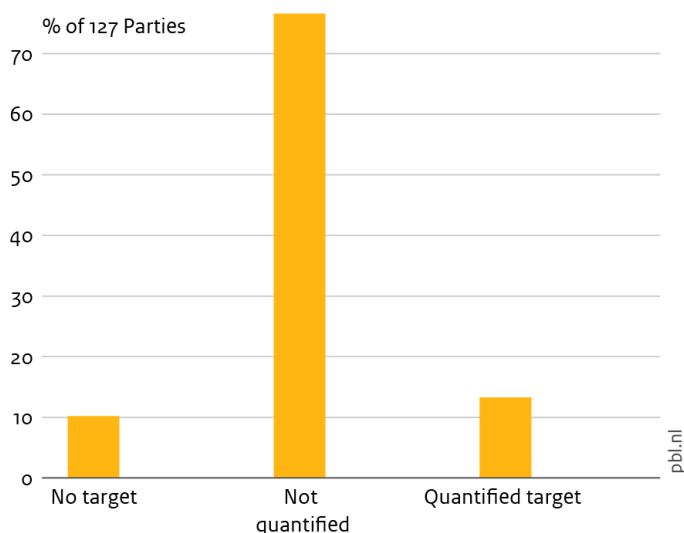
a) Focus in national targets on use, harvesting and trade of wild species



b) Focus in national targets on sustainability, safety and legality in relation to wild species



c) Measurability



Source: CBD ORT, 1 december 2025

Measurability

Though monitoring of the use of wild species is critical for sustainable use, there is no comprehensive set of indicators yet available to enable the assessment of status and trends of wild species use (IPBES 2022). This is reflected in GBF target 5 and in national targets submitted in alignment, as the majority of Parties submitted targets on sustainable, safe and/or legal use, harvesting and/or trade of wild species which do not contain any quantified elements (Figure 4.9c). Still, 13% of Parties did submit targets which contain quantified elements, such as ‘By 2030, achieve a 25% reduction in the rate of habitat loss and degradation for at least 50% of wild species populations currently threatened by unsustainable harvesting practices’, ‘increasing the natural population of commercial fish by 7% through rational use of fish stocks, artificial reproduction, and stocking’ or ‘train 5,000 state or local community agents on renewable natural resources and current legislation’.

Policy instruments

As Figure 4.10a shows, half of Parties with national targets on sustainable, safe, and/or legal use, harvesting, and/or trade of wild species describe policy instruments that will be used to implement these targets. Almost all countries that did so have described – in decreasing order of attention – legal and regulatory instruments, followed by social and cultural instruments, then rights-based instruments and customary norms, and finally economic and financial instruments. Text box 4.6 provides examples of policy instruments found for each category.

Text box 4.6: Illustrative examples of policy instruments aligned with GBF target 5

Legal and regulatory instruments:

‘Interinstitutional efforts are integrated at the national level to address wildlife losses resulting from hunting, trade, trafficking, and other activities involving specimens of wild species (including products and byproducts, especially CITES and non-CITES products) of species under the jurisdiction of the Ministry of Environment and Energy.’

‘By 2030 all existing laws, rules related to wild species integrity & sustainability and their trading will be updated considering the customary rights of local communities. Wild species trading and harvesting would be monitored and controlled with stronger institutional capacity.’

Human-rights based and customary norms instruments:

‘Supporting and building capacity for Indigenous-led conservation and monitoring initiatives, such as the Indigenous Guardians programs.’

‘Respect and protect customary sustainable use of indigenous people biodiversity resources including genetic resources of wild species.’

Economic and financial instruments:

‘Support access to green finance for initiatives in the sustainable management of animal and plant resources.’

‘A grant program was created to support centers collaborating in the collection of seized specimens, and collaboration with the Autonomous Communities for this purpose has been strengthened.’

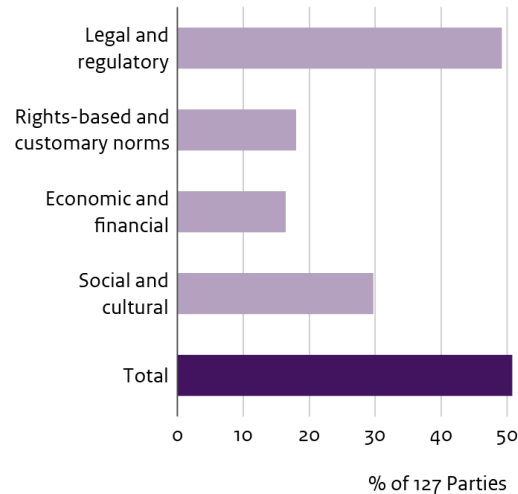
Social and cultural instruments:

‘Resource users and local communities must be encouraged to assume greater responsibility for the sustainable management of marine resources under their control through education and awareness-raising programmes and where necessary, the innovative use of economic incentives’

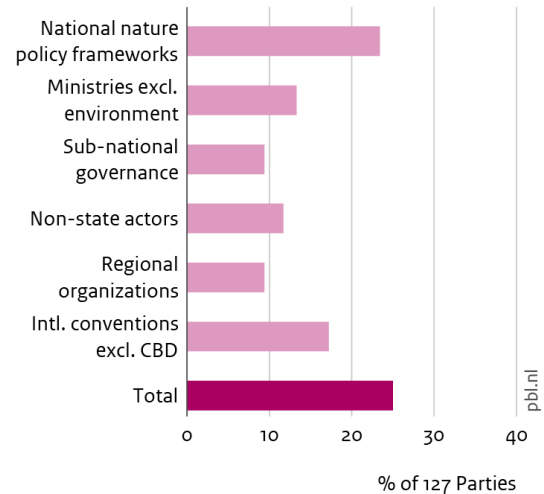
‘Improve public awareness of the illegality and problems associated with the trade, possession, and negative interactions with wildlife.’

Figure 4.10
Policy instruments and comprehensiveness of policy approaches in national targets under GBF To5

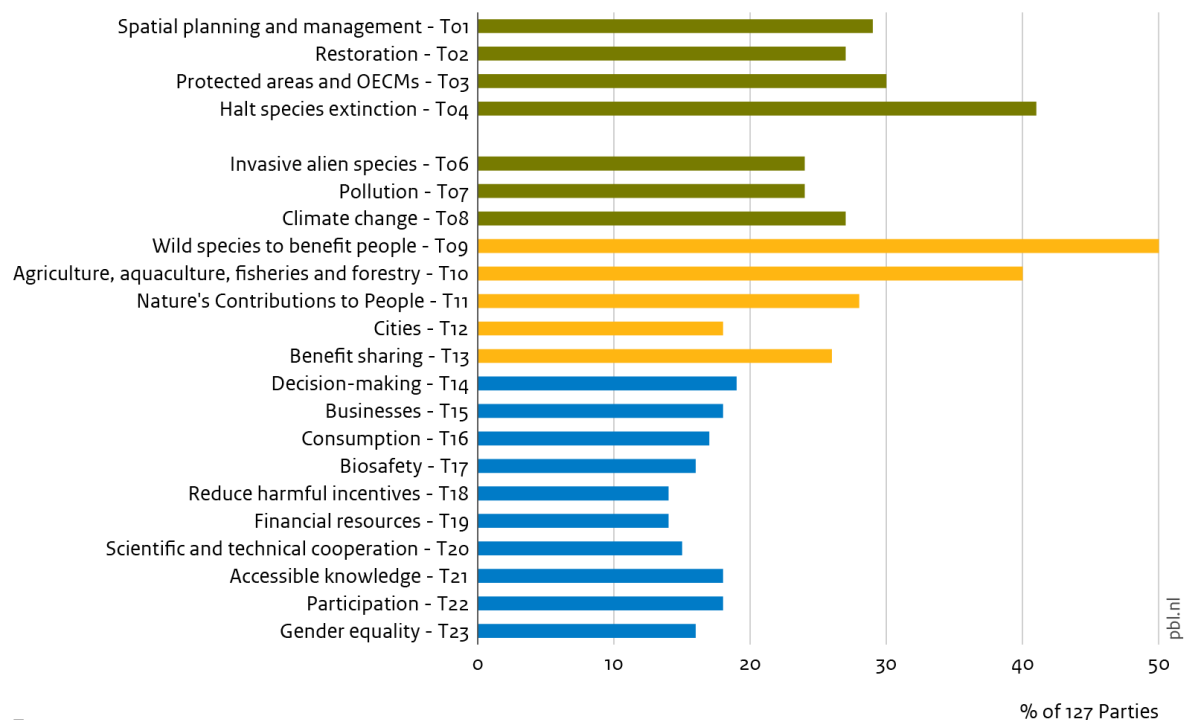
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

As Figure 4.10c shows, half of all Parties that submitted national targets in alignment with GBF target 5 also linked at least one of these targets to GBF target 9, which is about sustainably managing wild species to benefit people. These targets are highly interlinked, as they both aim at the sustainable use of wild species; this link is therefore not surprising. In addition, headline indicator 5.1 focuses on fish stocks, while 9.1 and 9.2 focus on the benefits from sustainable use of wild species and on traditional occupations (Spinelli and El Bizri 2024). This does raise the question whether targets are indeed linked because of synergies, or if it is due to a lack of clarity on what belongs where in the Framework. Many Parties align targets under GBF target 5 to the other species target too (target 4), and to target 10 on sustainable management of areas under agriculture, aquaculture, fisheries, and forestry. The element on safety in target 5 directly links to addressing the impacts invasive alien species, yet the link to GBF target 6 is not often made by Parties.

Compared to the other GBF targets we analysed for this report, relatively many countries mention other international conventions outside of the CBD (Figure 4.10b). The convention most often referred to is CITES, or the Convention on International Trade in Endangered Species of Wild Fauna and Flora. It is important to note that illegal trade following the CITES species classification is a complementary indicator under GBF target 5. Indicator use is outside the scope of this research, so the number of countries that make this link in national target setting might be higher in reality. Other organisations expected to be referred to in national targets are CMS (the Convention on the Conservation of Migratory Species) and RAMSAR (the Convention on Wetlands), which are mentioned in some national targets, but to a lesser extent than CITES. Under this GBF target, the link to health is also made through the ‘One-Health approach’ which simultaneously addresses human health, animal health, and environmental health. For instance, in the following national target: ‘(Country X) will take part in the development of the Global Action Plan for Biodiversity and Health ... (Country X) will advocate in the WHO for a strong pandemic accord that incorporates the One Health approach.’

17% of Parties link national targets on sustainable, safe, and/or legal use, harvesting, and/or trade to sub-national governments or ministries outside of a country’s ministry of nature. Aligning such policy with other parts of government would enhance its effectiveness (IPBES 2022). Some examples of other parts of government that are mentioned in national targets are ministries of finance, agriculture, forestry and/or social affairs, federal police centres, prosecutors, forest guards, and quarantine services.

Conclusion

GBF target 5 consists of many dimensions, as it focuses on the sustainability, safety, and legality within the use, harvesting, and trade of wild species. Most of these elements are addressed by the majority of Parties that submitted national targets in alignment with the GBF target, with the element of safety being an exception. Half of the Parties have also described policy instruments, mostly legal and regulatory instruments, to implement the targets. This is quite a lot compared to other GBF targets, yet this is not surprising, as the GBF target is partly about the legal use, harvesting, and trade of wild species. When exploring the national targets in more detail, more precise and country-specific target setting appears to be lacking, as only 34% of Parties specifies which (groups of) species are targeted, and only 18% of Parties describe how ecosystem approaches will be applied. Additionally, only 13% of Parties submitted national targets that include quantified elements, which indicates that Parties are trying to make their national targets more measurable than the GBF target itself, but does underline that more work is needed to make action

towards sustainable and legal use, harvesting, and trade of species more precise and measurable. 35% of Parties refer to respecting and protecting customary sustainable use by Indigenous Peoples and Local Communities.

GBF Target 6: Reduce the Introduction of Invasive Alien Species by 50% and Minimize Their Impact



Invasive alien species pose a significant threat to biodiversity, as they disrupt ecosystems by altering habitats, outcompeting native species and introducing new diseases (IPBES 2024). Invasive alien species can spread rapidly as often there are no natural predators in the ‘new’ ecosystem. GBF target 6 works on the eradication and controlling of invasive alien species, but with a focus on priority species and sites as there are often several invasive species and sites that need attention in countries, combined with limited resources to address them (SCBD 2026). The main focus of this GBF target lies in reducing the introduction and establishment of invasive alien species,

through both identifying and managing its pathways. Alien species can be introduced in several ways, either intentionally, for example as pets or non-native plants, or accidentally, such as escapes or hitchhikers (CBD and IUCN 2024). A better understanding of which pathways pose a threat to introducing alien invasive species in the country is highly needed to effectively address this driver of biodiversity loss. The target builds on Aichi Biodiversity Target 9, a target at least partially achieved. The most significant difference is that the GBF target now includes a quantified element on the introduction of invasive alien species.

Target 6: Reduce the Introduction of Invasive Alien Species by 50% and Minimize Their Impact

Eliminate, minimize, reduce and or mitigate the impacts of invasive alien species on biodiversity and ecosystem services by identifying and managing pathways of the introduction of alien species, preventing the introduction and establishment of priority invasive alien species, reducing the rates of introduction and establishment of other known or potential invasive alien species by at least 50 per cent, by 2030, eradicating or controlling invasive alien species especially in priority sites, such as islands (CBD 2022).

Summary of submissions

By the time of analysis, 130 out of 140 CBD Parties submitted at least one national target to the ORT with alignment to GBF target 6. The total number of national targets aligned to GBF target 6 is 252, averaging 1.9 national targets per country being aligned to GBF target 6. Out of all Parties that submitted national targets aligned to GBF target 6, 4% of Parties did not submit national targets that explicitly refer to invasive alien species.

Scope

GBF target 6 mainly emphasises identifying and managing pathways of introduction and preventing the introduction and establishment of (priority) invasive alien species. However, parties focus mostly on eradication and control of already established species (Figure 4.11a). Some countries (10%) submitted national targets that mention invasive alien species, but do not specify which management components of the targets they focus on e.g. pathways of introduction, establishment, eradication or control of these species.

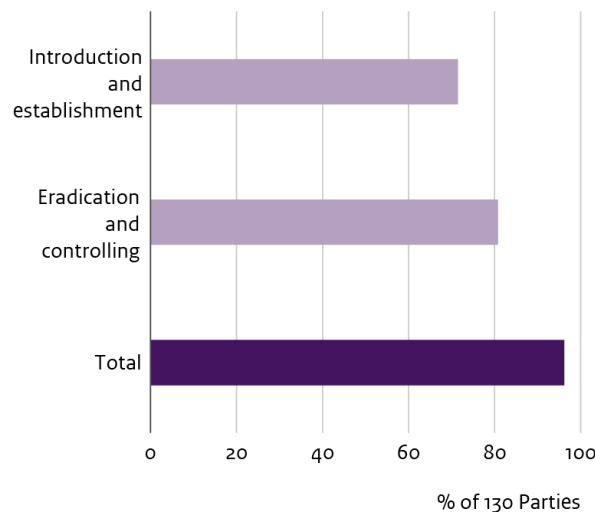
The GBF target calls for a 50% reduction of the introduction and establishment of invasive alien species by 2030. This can be achieved through the management of known introduction pathways,

which is mentioned by almost half of Parties, or through identifying introduction pathways, described by only few Parties (Figure 4.11b). Although methods exist to assess pathways and to prioritise their management, it might still be difficult for countries to gain insight into possible (future) pathways of invasive alien species (McGeoch et al. 2023). This might explain this focus on eradication and control of already known species present in the country. As Figure 4.11b also illustrates, countries rarely specify which types of introduction pathways will be identified and/or managed, but if pathway types are specified we see equal attention to intentional pathways and accidental pathways.

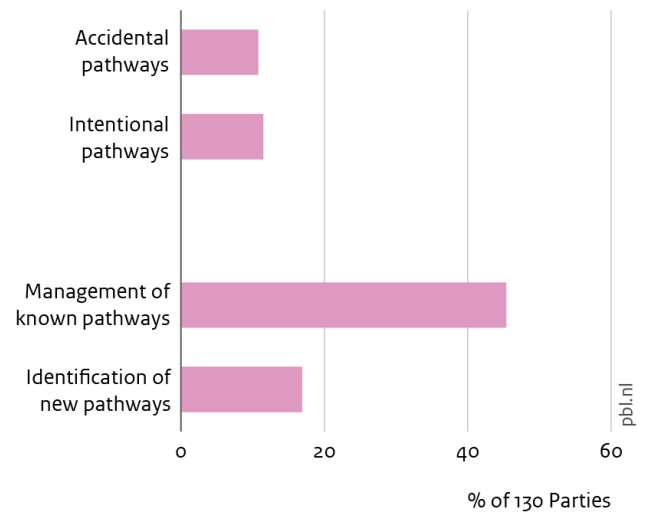
The target requires a focus on prevention of *priority* invasive alien species. Which species are classified as priority species is to be determined at the national level (CBD and IUCN 2024). Only 12% of Parties mentions that priority species will be targeted and 27% of Parties mention that their national targets will be implemented in priority sites. In many cases, what these priority species or priority sites are not further specified. It is possible that priority species and priority sites are specified further in National Invasive Species Strategies and Action Plans (NISSAPs), though countries rarely refer to these documents in national targets. Examples of national targets that do specify species or sites include ‘Implement measures to regulate the spread and numbers of the most aggressive invasive species: *Heracleum sosnowskyi*, *Heracleum mantegazzii*, as well as other invasive alien species of wild animals and wild plants’; ‘By 2030, reduction of 50% of Invasive Alien Species (IASs) will be achieved in 5 PAs. By 2030, IAS will be assessed in 10 PAs. By 2030, IAS will be assessed in non-PAs including aquatic ecosystems’; and ‘Wetland biodiversity is especially vulnerable because it is threatened by terrestrial and aquatic invasive alien species. Native biodiversity is often displaced by invasive alien species, but new pathogens and changes in the structure of wetland ecosystems can also lead to biodiversity loss. Hence the need for management planning of the country's Ramsar sites and other wetland environments to identify and manage pathways for invasive alien species’.

Figure 4.11
Coverage and quantification of GBF To6 in national targets

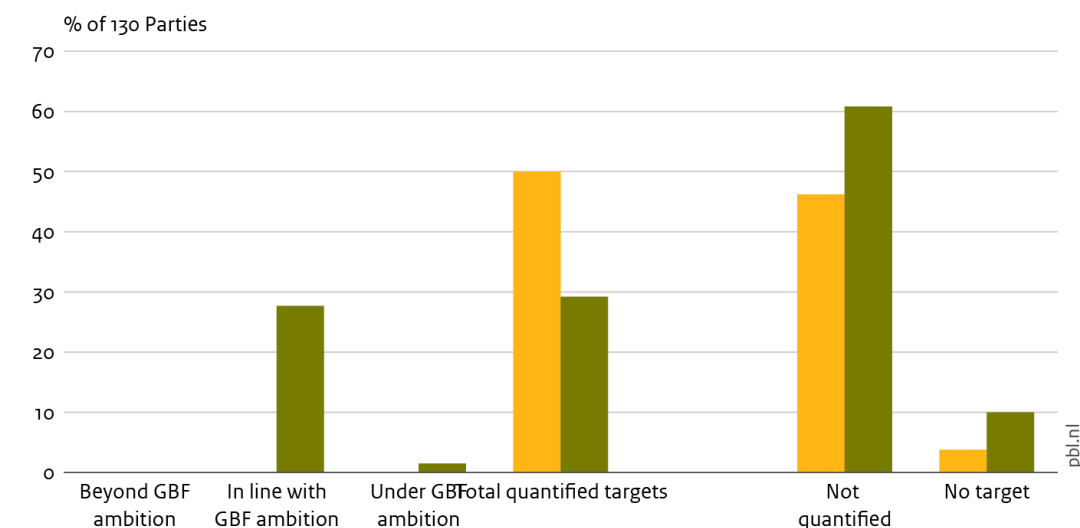
a) Focus on introduction and establishment vs eradication and controlling of invasive alien species



b) Focus in national targets on pathways of invasive alien species



c) Measurability



Commitments on invasive alien species

- Total invasive alien species targets
- Introduction of invasive alien species

Source: CBD ORT, 1 december 2025

Measurability

This GBF target has a specific quantified element, namely halving the introduction and establishment of invasive alien species by 2030. As Figure 4.11c shows, 29% of Parties have described quantified commitments on reducing the introduction of invasive alien species, most of which are in line with the GBF's ambition. Another 21% of Parties have not picked up this element in national target setting but did describe other quantified commitments on invasive alien species. Most of these national targets are similar in phrasing as the GBF target but refer to halving impacts of invasive alien species in general, rather than halving introductions. Other examples of quantified

commitments in national targets include ‘reducing damage from animal pests and diseases by 30%’ and ‘By 2030, at least 14 management, control, and/or eradication plans for exotic and/or invasive exotic species will be in place due to their effects on biodiversity’.

Policy instruments

As figure 4.12a shows, 45% of Parties that did submit national targets on invasive alien species describe policy instruments to implement these targets. Almost all Parties that did describe policy instruments make use of legal and regulatory instruments. 29% mention social and cultural instruments. Less attention goes to economic and financial instruments (8%) and human-right based and customary norms instruments, which were barely found. Text box 4.7 provides examples of policy instruments found in national targets on invasive alien species.

Text box 4.7: Illustrative examples of policy instruments aligned with GBF target 6

Legal and regulatory instruments:

‘Measures to protect against external sources of threats to national security in the biological sphere include the implementation of sanitary-quarantine, veterinary-sanitary and quarantine phytosanitary control (supervision) of invasive species and the implementation of measures to regulate the spread and number of invasive species of plants and animals that have penetrated the territory of (Country X).’

‘Develop specific laws to prohibit the introduction of invasive alien species (IAS).’

‘This objective will focus on understanding the diversity of invasive alien species and their impacts, establishing control measures and/or eradication of invasive alien species, and developing technical capacities for combating these species.’

Rights-based and customary norms instruments:

‘Engage villagers, pastoralists, and nomadic tribes in monitoring and managing invasive species that threaten local ecosystems and biodiversity. (...) These programs should integrate scientific knowledge with traditional ecological knowledge, promoting a holistic approach to IAS management.’

Economic and financial instruments:

‘Ensure adequate funding on the management of invasive species; Fund and support research on invasive species biology, ecology, and control methods to improve management strategies.’

‘Provide technical, operational and financial support for quarantine customs and border security forces to regulate the import of species for crops, landscape, aquaculture, domesticated animals, and aquarium trade sectors to avoid genetic pollution of local species and genotypes.’

Social and cultural instruments:

‘Raise awareness among local communities about the dangers of invasive alien species (IAS). Involve local communities in IAS management. Launch communication campaigns to educate the general public.’

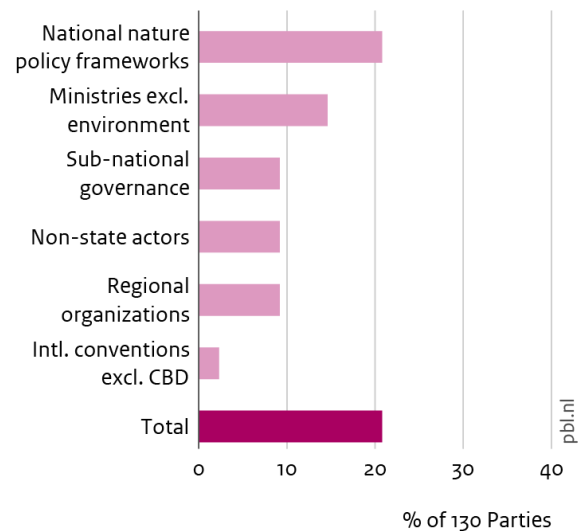
‘Develop an awareness campaign about invasive species to educate on proliferation and impacts of identified IAS.’

Figure 4.12
Policy instruments and comprehensiveness of policy approaches in national targets under GBF To6

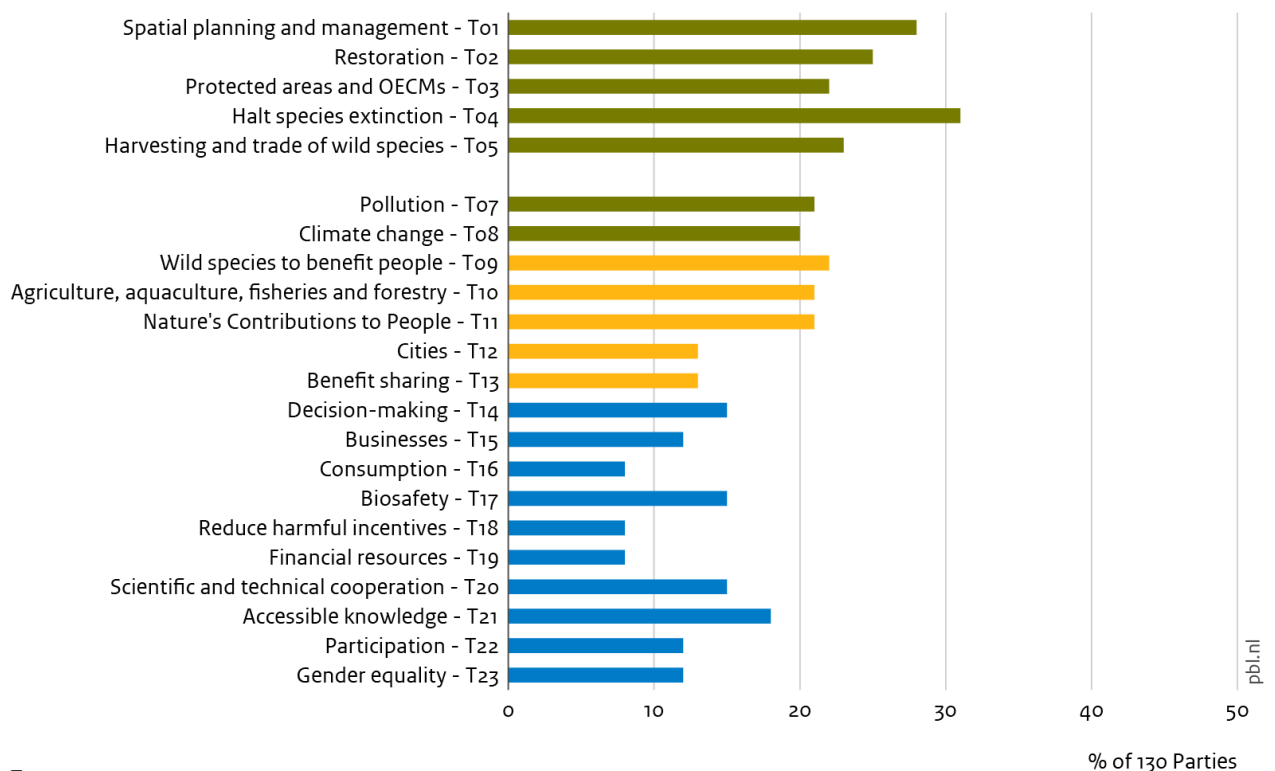
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

Some of the linkages to other targets in the framework involve trade-offs rather than synergies. For example, connectivity and expansion of conserved areas (as described under GBF targets 1, 3 and 12), could result in the expansion of invasive alien species. Such risks should therefore be considered in expansion and connecting of natural areas, making it especially important that linkages between targets are recognised and incorporated in national target setting. However, few connections to other GBF targets are made under GBF target 6 (Figure 4.12c). The most common link is to GBF target 4 on management actions to halt species extinction and managing human-wildlife conflict. Managing invasive alien species is sometimes described as an action to halt species extinction.

International collaboration is crucial to reduce the introduction of invasive alien species, but only 9% of Parties mention regional organisations or cooperation with bordering countries, and 2% mention international conventions other than the CBD (Figure 4.12b). This is also low compared to other GBF targets analysed. In general, few connections to whole-of-government and whole-of-society approaches are made in direct relation to invasive alien species. This while the IPBES Invasive Alien Species Assessment states that such approaches would be necessary for effective policies on invasive species. The countries that did describe such linkages, refer to national nature and environmental policy frameworks. In some cases, other ministries are mentioned, such as ministries on agriculture or on transportation.

Conclusion

This target on invasive alien species is one of few GBF targets that contains a quantified element, which is reflected in the number of Parties that has described quantified elements in their national targets aligned with it. 29% percent of Parties have described a quantified commitment on reducing introduction and establishment of invasive alien species, most of which aligned with the GBF's ambition of reducing their introduction by half. An additional 21% of Parties did not quantify the element on the introduction and establishment of invasive alien species, but did come up with other measurable elements. Despite the fact that half of the countries described quantified commitments under GBF target 6, its operationalisation remains vague. Few countries specify what type of introduction pathways are targeted. Additionally, the target aims to prevent priority species, which are rarely made explicit. A quarter of the countries mentions priority sites. Rights-based instruments and customary norms are almost never mentioned and whole-of-government and whole-of-society considerations are scarce as well. Still, 82% of Parties mentioned targets on eradication and control of known invasive species, and 72% of Parties mentioned targets on introduction and establishment of invasive alien species.

GBF target 7: Reduce Pollution to Levels That Are Not Harmful to Biodiversity

7



Reduce Pollution
to Levels That
Are Not Harmful
to Biodiversity

Pollution of all types and sources poses a significant threat to biodiversity, impacting all types of species and ecosystems globally. Additionally, it poses a threat to human well-being (IPBES 2019). Different types of pollution work in different ways and therefore require different policy approaches. Distinct types and sources of

pollution can also interact, leading to compounding effects on the health of both humans and ecosystems. Currently, there is not enough knowledge on how to add up all these different types of pollution in their impacts on biodiversity and policy approaches are siloed. However, cumulative effects should be considered to effectively address pollution as one of the main drivers of biodiversity loss and are therefore also referred to in target 7. This GBF target builds upon Aichi Biodiversity target 8, which focused on pollution reduction including excess nutrients to levels not detrimental to biodiversity. This target was not met (CBD 2020). GBF target 7 once more refers to excess nutrients, but also explicitly mentions pesticides and highly hazardous chemicals and plastic pollution, including quantified targets. This means that the GBF target is a step up in ambition and specificity compared to the Aichi period.

Target 7: Reduce Pollution to Levels That Are Not Harmful to Biodiversity

Reduce pollution risks and the negative impact of pollution from all sources, by 2030, to levels that are not harmful to biodiversity and ecosystem functions and services, considering cumulative effects, including: reducing excess nutrients lost to the environment by at least half including through more efficient nutrient cycling and use; reducing the overall risk from pesticides and highly hazardous chemicals by at least half including through integrated pest management, based on science, taking into account food security and livelihoods; and also preventing, reducing, and working towards eliminating plastic pollution (CBD 2022).

Summary of submissions

By the time of analysis, 128 out of 140 CBD Parties submitted at least one national target to the ORT with alignment to GBF target 7. The total number of national targets aligned to GBF target 7 is 318, averaging 2.5 national targets per country being aligned to GBF target 7. Out of all Parties that submitted national targets aligned to GBF target 7, 9% of Parties did not submit national targets that explicitly refer to pollution reduction.

Scope

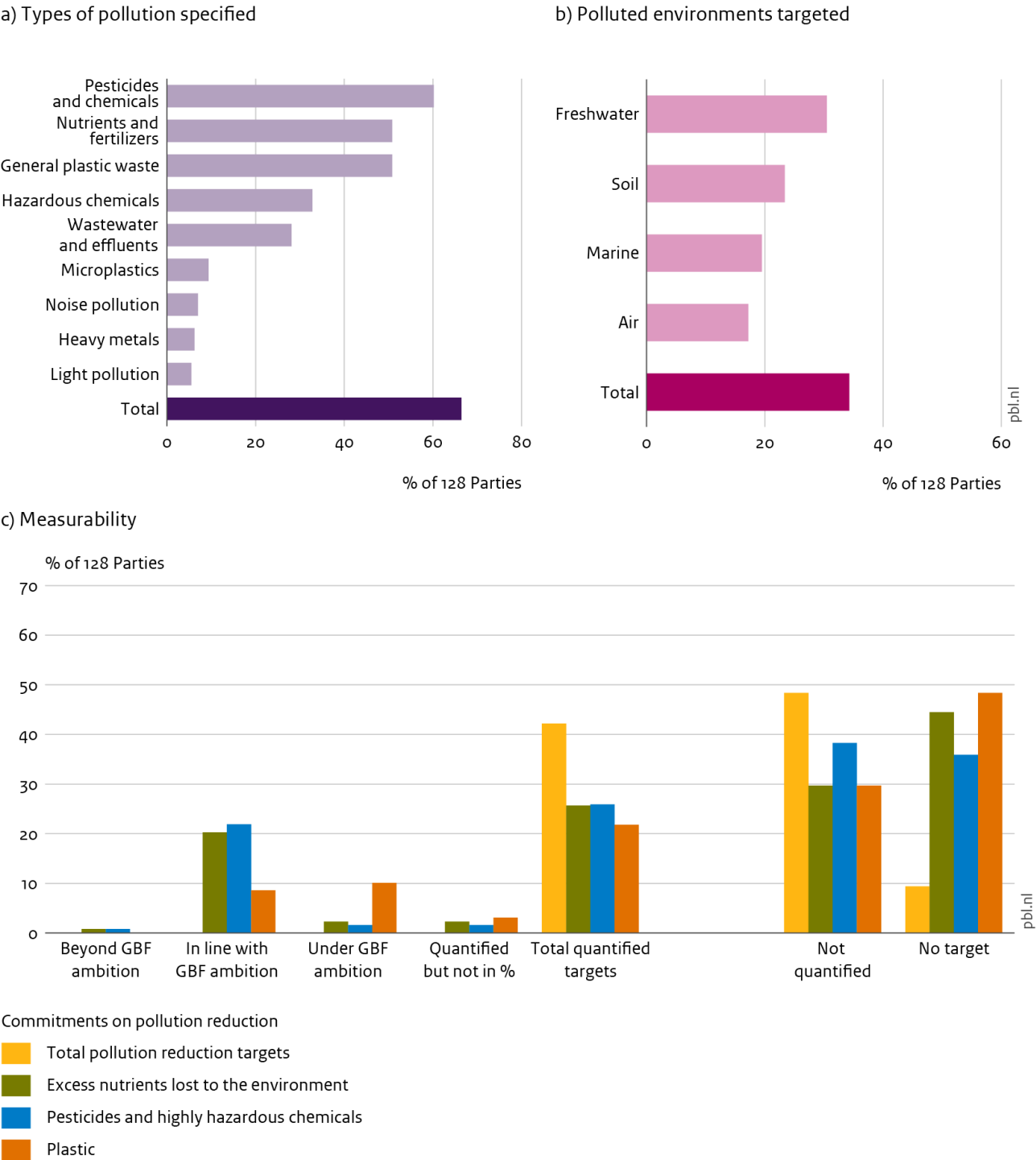
GBF target 7 aims to reduce risks and negative impacts of pollution from all sources. This includes, but is not limited to, the pollution sources which are explicitly mentioned in the target text: excess nutrients lost to the environment, pesticides and highly hazardous chemicals and plastics. Figure 4.13a shows pollution types and sources specified in national targets under GBF target 7. Those sources that are explicitly mentioned in the GBF target text are also mentioned most often in national targets, but some countries submitted targets that explicitly refer to other pollution sources as well, such as wastewater and heavy metals. A quarter of the countries have submitted national targets on pollution reduction, but do not specify sources/. As there are many sources of pollution which all work in different ways, it is important to take cumulative effects into consideration in target setting. 20% of Parties do so. Three-quarters of those countries describe a

comprehensive approach to how this is done, for example through setting up risk assessments and monitoring systems or creating cross-sectoral policy frameworks to manage multiple pollution sources together.

Though global trends are mixed, pollution increasingly impacts environments in a negative way areas around the globe (IPBES 2019). Figure 4.13b shows which environments are specifically targeted in national targets and Table 4.6 additionally provides regional differentiation of which environments are targeted. When specified, freshwater and soils – which deliver vital contributions to people through agricultural production – are most often targeted with 31% and 23% of Parties mentioning these environments respectively. Reduction of excess nutrients lost to the environment and of pollution through pesticides should significantly increase the quality of these environments, but it is simultaneously crucial to take food security and livelihoods into account. 37% of Parties mention that food security and livelihoods should be taken into consideration in their national targets. 20% of Parties refer to marine pollution (Figure 4.13b). According to IPBES (2019), marine plastic pollution has increased tenfold since 1980, which affects many species and can affect humans through food chains, but more than a quarter of the countries with targets on marine pollution do not mention plastic.

Pollution sources that negatively impact biodiversity originate from various human activities across different sectors. Therefore, a comprehensive, cross-sectoral approach is crucial to address pollution and reduce it to levels that are not harmful to biodiversity. 66% of Parties mention sectors that should be addressed in national targets on pollution reduction, including the agricultural sector and waste management.

Figure 4.13
Coverage and quantification of GBF To7 in national targets



Source: CBD ORT, 1 december 2025

Table 4.6

Regional differentiation of environments specifically targeted in pollution reduction targets in alignment to GBF target 7

Region	N	Freshwater	Soil	Marine	Air	Total
Global	128	31%	23%	20%	17%	34%
Africa	45	27%	22%	13%	16%	27%
Americas	17	41%	29%	35%	18%	53%
Asia and the Pacific	34	18%	9%	18%	6%	21%
Europe and Central Asia	31	42%	36%	19%	29%	48%

Measurability

GBF target 7 contains three different quantified elements. As can be seen in Figure 4.13c, both excess nutrients lost to the environment, as well as pesticides and highly hazardous chemicals, are referred to with a quantified target by 26% of Parties. As Aichi Biodiversity target 8 only referred to excess nutrients specifically, it may be expected that this element would also receive most attention in the GBF, but attention regarding pesticides and highly hazardous chemicals is actually slightly higher. Plastic pollution is mentioned and quantified in national targets of 22% of Parties; in most cases, the national target does not match the ambition of the GBF target to fully eliminate plastic but describes a reduction percentage.

Not all sources of pollution are quantified or even made explicit in the GBF target. However, the target does refer to reduction of pollution from all sources. 42% of Parties have submitted targets on pollution reduction which include a quantified element, whether that is on an element that is quantified in the GBF or not. Some examples of quantified targets on elements that are not specified in the GBF target itself are shared in Text box 4.8.

Text box 4.8: Illustrative examples of quantified national targets aligned with GBF target 7

‘By 2030, 100% of hydrochlorofluorocarbon (HCFC) consumption will be eliminated, under the following maximum permitted consumption levels for these substances, per year in tons ODP (tODP): 209.20 in 2025 and 2026, 190.90 in 2027, 135.70 in 2028, 123.40 in 2029 and 0 in 2030.’

‘By 2030, 60% of spills caused by mining and hydrocarbon activities will be addressed through emergency declarations.’

‘By 2030, 30% of solid waste, including plastics that impact the most vulnerable ecosystems, will be managed by the competent authorities.’

‘With regard to hunting and fishing, and to eliminate the risks of lead poisoning for wildlife and people, awareness-raising actions on the impacts of lead will be promoted, and regulations will be approved before 2025 to progressively eliminate the use of lead in fishing tackle and ammunition for big game hunting throughout the national territory, and by 2030 at the latest, the elimination of lead will be extended to small game hunting ammunition* and sport shooting.’

Policy instruments

41% of the Parties with national targets in alignment to GBF target 7 described policy instruments on how pollution reduction will be achieved. Text box 4.9 provides examples of policy instruments described. No rights-based or customary norms instruments are found in relation to pollution reduction. The majority of countries describe legal and regulatory instruments, followed by social and cultural instruments, and then economic and financial instruments.

Text box 4.9: Illustrative examples of policy instruments aligned with GBF target 7

Legal and regulatory instruments:

‘It is within this framework that (Country X) adopted Law 20.30.015 of June 16, 2020, prohibiting the production, import, marketing, distribution, and possession of non-biodegradable plastic packaging and bags.’

‘Create mechanisms to reinforce compliance with the legislation on the polluter pays (Presidential Decree 194/11 of June 7) by small, medium and large companies.’

Economic and financial instruments:

‘Create tax incentives for environmentally responsible businesses; Introduce tax breaks or subsidies to encourage businesses to adopt environmentally friendly practices and comply with new regulations.’

‘To achieve this operational objective, strong support must be given to farmers, who are at the forefront of making changes and transitioning away from dependence on pesticides. Providing them with the necessary resources, incentives and training will enable them to explore and implement viable alternatives to pesticides. In addition, substantial investment in research and development, along with dedicated budget allocation, are essential to encourage innovation and adoption of effective alternatives.’

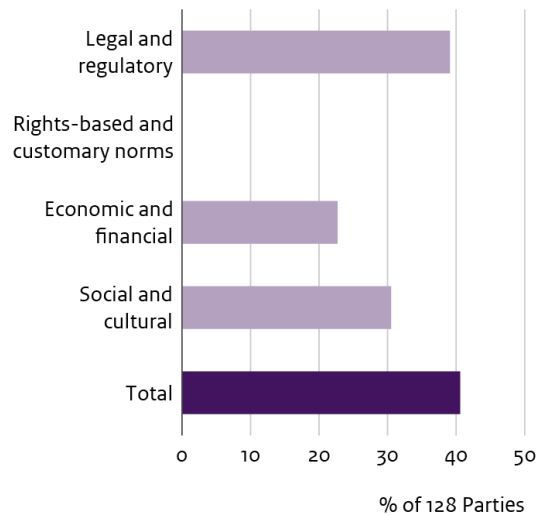
Social and cultural instruments:

‘Promote recycling, reuse, and waste reduction policies, encouraging the use of biodegradable materials and reducing single-use plastics.’

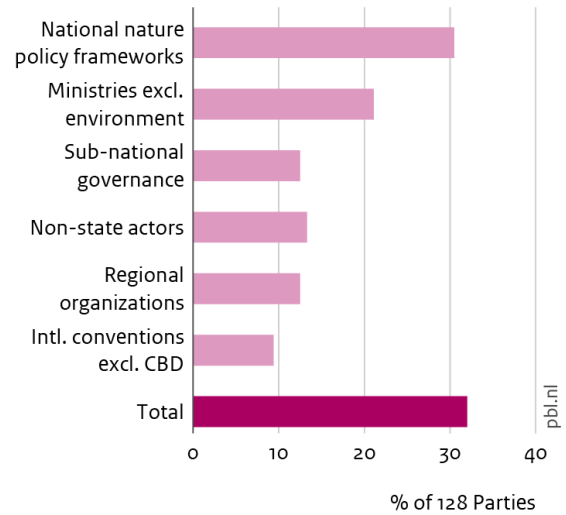
‘Awareness and Citizen Participation Information campaigns: Develop information campaigns to raise public awareness about pollution problems and the importance of adopting sustainable practices. Citizen participation: Promote citizen participation in decision-making and environmental quality monitoring’

Figure 4.14
Policy instruments and comprehensiveness of policy approaches in national targets under GBF To7

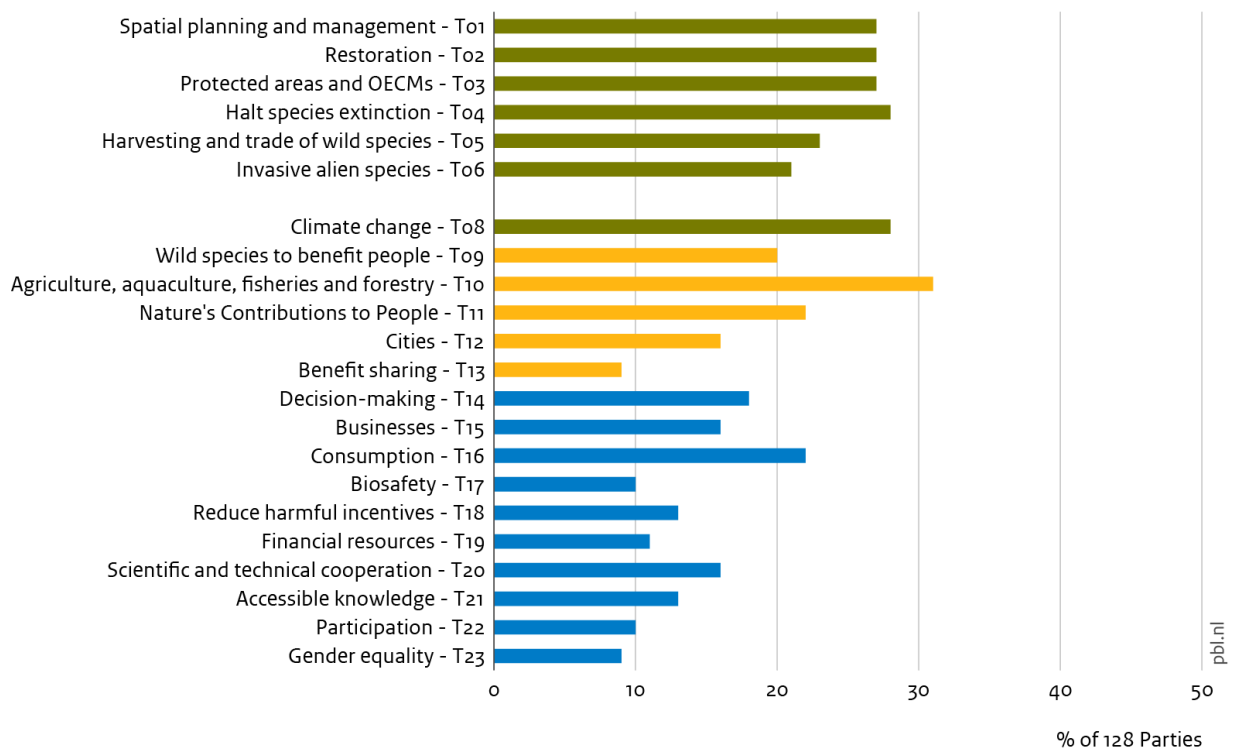
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

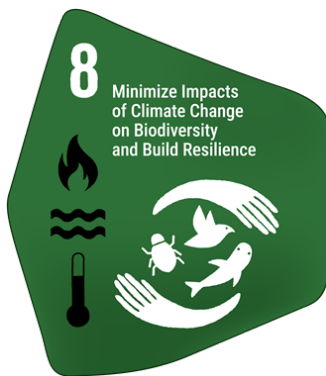
Compared to other GBF targets analysed, the Parties make few linkages to other GBF targets. The strongest link found is to GBF target 10 on sustainable management of areas under agriculture, aquaculture, fisheries and forestry (Figure 4.14c). This is indeed an important connection, as GBF target 7 puts a lot of emphasis on pollution through excess nutrients and pesticides and action on pollution reduction should be a part of a broader transition to sustainable agriculture and food systems (SCBD 2026). For these same reasons the target needs to be strongly linked to GBF target 18 on reducing harmful subsidies and GBF target 14 on integrating biodiversity into decision-making at every level (SCBD 2026) but these connections are made less often by Parties.

On the other hand, one-fifth of Parties do refer to other ministries or other parts of government outside of nature and the environment, which is relatively high compared to other GBF targets analysed. Examples of ministries mentioned are those on agriculture, fisheries, energy, tourism, industrial development and infrastructure. Non-state actors are mentioned by less Parties, often referring to research, either on monitoring of pollution or working on green innovations. International conventions other than the CBD, such as the Basel, Rotterdam and Stockholm Conventions, are only mentioned by few Parties.

Conclusion

Pollution is an important driver of biodiversity loss that depending on the pollutant has a very different impact pathway, with different actors outside of nature policy being responsible. A whole-of-government and whole-of-society approach are therefore especially necessary in reaching this target on reducing pollution from all sources to levels that are not harmful to the environment. Though two-thirds of Parties that submitted national targets under GBF target 7 do mention other sectors in these national targets on pollution, few linkages are made to other targets within the GBF. Linkages made to policy processes are most often to national policy frameworks on nature and the environment, and less often to other ministries. Still, other ministries are mentioned often when compared to other GBF targets. This GBF target is more specific and measurable than its predecessor in Aichi. As a result, countries have also tried to describe quantified targets at the national level, though more than half of the Parties did not. Measurability, including taking into account cumulative effects, is only described by a fifth of the countries, therefore remaining a challenge in addressing pollution.

GBF Target 8: Minimize the Impacts of Climate Change on Biodiversity and Build Resilience



Climate change and ocean acidification significantly impact biodiversity by altering ecosystems, shifting species distributions and increasing the frequency of extreme weather and natural disasters. This can undermine the delivery of the GBF's targets and goals (Archer et al. 2025; Mori et al. 2024). Accordingly, this trend threatens the survival of species and impacts human well-being. This was already addressed under Aichi Biodiversity Target 10 and now again under GBF target 8. However, the GBF target also puts emphasis on how, at the same time, biodiversity plays a crucial role in both adaptation to climate change and mitigating it through nature-based solutions and/or ecosystem-based approaches (Archer et al. 2022). Ecosystems such as forests, wetlands and seagrass beds serve

as carbon sinks and healthy ecosystems enhance the resilience of both nature and people. Efforts to improve biodiversity therefore also help in dealing with climate impacts and supports adaptation strategies. Target 8 highlights the use of nature-based solutions and/or ecosystem-based approaches to enhance resilience and biodiversity benefits. There is a strong link between this target and work undertaken under the UNFCCC and the Paris Agreement. While climate change is already being addressed there, it is important to be aware that efforts to address climate change can have positive impacts on biodiversity but can also act detrimental to efforts attempting to improve biodiversity (Pörtner et al. 2021). It is crucial to work on synergies between the two, while avoiding negative impacts on biodiversity and ecosystems, which this GBF target aims for.

Target 8: Minimize the Impacts of Climate Change on Biodiversity and Build Resilience

Minimize the impact of climate change and ocean acidification on biodiversity and increase its resilience through mitigation, adaptation, and disaster risk reduction actions, including through nature-based solution and/or ecosystem-based approaches, while minimizing negative and fostering positive impacts of climate action on biodiversity (CBD 2022).

Summary of submissions

By the time of analysis, 132 out of 140 CBD Parties submitted at least one national target to the ORT with alignment to GBF target 8. The total number of national targets aligned to GBF target 8 is 341, averaging 2.6 national targets per country being aligned to GBF target 8. Out of all Parties that submitted national targets aligned to GBF target 8, 8% of Parties did not submit national targets that explicitly refer to climate change or ocean acidification.

Scope

Minimising the impact of climate change and ocean acidification on biodiversity and increasing resilience can be approached through different biodiversity actions. Out of the Parties that submitted national targets that refer to climate change or ocean acidification, 10% does not link this to biodiversity or does not describe specific biodiversity actions that indicate a climate mitigation or adaptation approach to this GBF target. 82% does describe biodiversity actions, which are summarised in Figure 4.15a. Commonly described actions include conservation efforts to improve area and quality of ecosystems which can serve as carbon sinks and increase resilience, improving connectivity to make species migration possible and species protection programmes.

The action most referred to however, is the use of nature-based solutions and/or ecosystem-based approaches, which are also mentioned in the GBF target itself. Nature-based solutions and ecosystem-based approaches can entail many different types of actions though; Text box 4.10 therefore provides examples found in national targets. As can be seen in Figure 4.15b, the majority of Parties make use of nature-based solutions and ecosystem-based approaches to improve resilience and adaptation, rather than carbon sequestration and mitigation. Other biodiversity actions described in national targets include monitoring biodiversity for the effects of climate change and education on sustainable behaviour. Remarkably, some actions described in national targets are not biodiversity actions, but climate actions instead, such as promoting renewable energy and public transport.

Text box 4.10: Examples of nature-based solutions and ecosystem-based approaches in national targets aligned to GBF target 8

‘By 2030, implement nature-based solutions such as ecosystem-based adaptation (such as mangrove restoration and peatland protection) and green-grey techniques to minimize the impact of climate change on biodiversity, build resilience and support the transition to a low carbon economy.’

‘By 2030, land-based mitigation and adaptation measures contribute to the reduction of at least 152.75 MtCO_{2e} from the BAU scenario of 346 MtCO_{2e}’

‘Identify the most drought-resistant forest species. This action aims to establish experiments on the drought resistance of forest plant species, develop protocols for their propagation, and implement measures for their protection. The results would assist in forest planning operations.’

GBF target 8 simultaneously aims to address climate change and ocean acidification through biodiversity action and to protect biodiversity from climate change impacts. These different interpretations of the target also emerge in national targets, though more Parties (75%) address climate change and/or ocean acidification with a focus on building resilience of biodiversity than on using biodiversity to address climate change challenges (56% of Parties). 46% of the Parties describe both interpretations in their national targets. Regional differentiation shows that these patterns are not the same globally, in Europe and Central Asia for instance more attention is given to using biodiversity to address climate change challenges than to protecting biodiversity from climate change (Table 4.7).

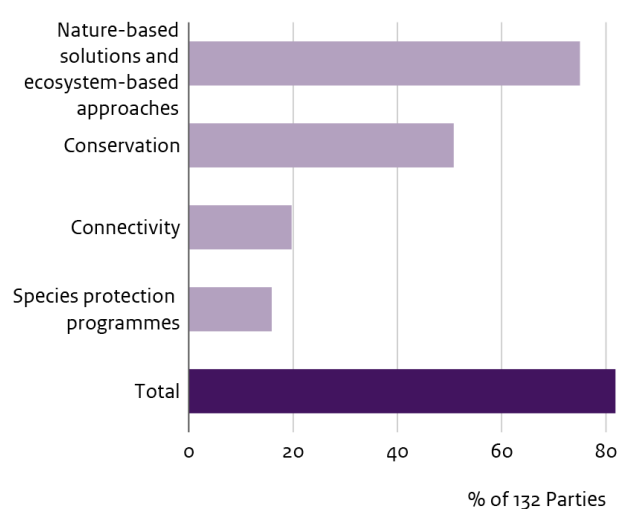
Apart from climate mitigation and adaptation, the GBF target also states that the impact of climate change and ocean acidification on biodiversity should be minimised through disaster risk reduction actions. 55% of Parties mention disaster risk reduction in their national targets. However, only 17% of Parties specifically describe that disaster risk on biodiversity will be reduced. Another 9% of Parties aim for risk reduction for people, for example through protecting communities from floods or fires.

Table 4.7
Regional differentiation of interpretation of GBF target 8

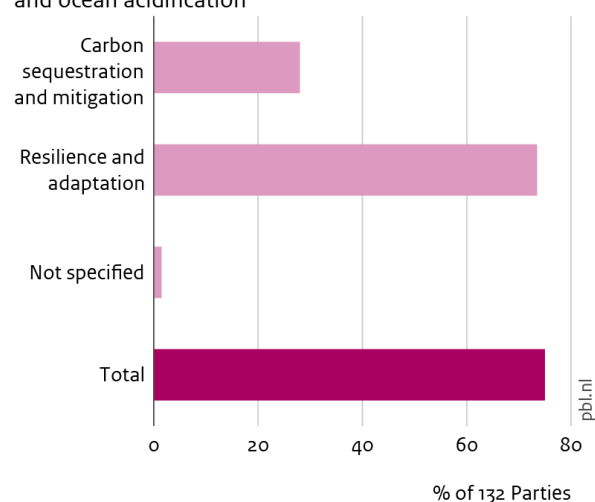
Region	N	Using biodiversity to address climate change challenges	Protecting biodiversity from climate change
Global	132	56%	75%
Africa	46	50%	83%
Americas	18	67%	78%
Asia and the Pacific	37	43%	76%
Europe and Central Asia	31	74%	61%

Figure 4.15
Coverage and quantification of GBF To8 in national targets

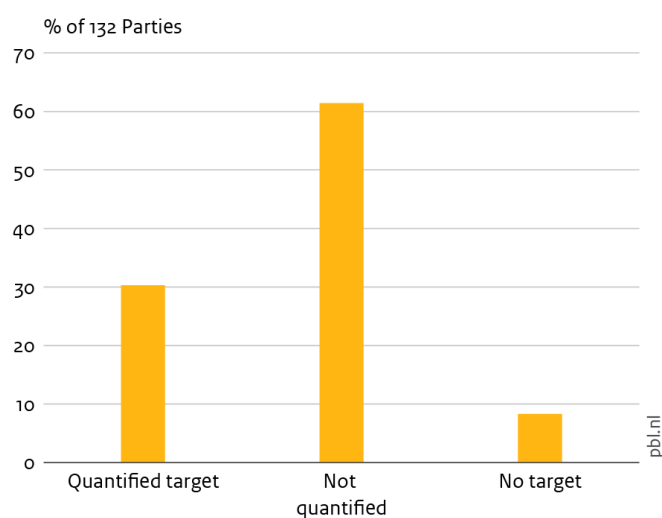
a) Biodiversity actions described to address climate change and ocean acidification



b) Aim of nature-based solutions and ecosystem-based approaches in response to climate change and ocean acidification



c) Measurability



Source: CBD ORT, 1 december 2025

Measurability

GBF target 8 does not include any quantification, yet 30% of Parties have still uploaded quantified elements on climate change and/or ocean acidification in national targets (Figure 4.12c). Often, these quantified elements are commitments that belong to climate mitigation action, as they quantify how much greenhouse gas emission reduction is aimed at or aim for more renewable energy. Though it is useful that a concrete link between CBD and UNFCCC is being made, the targets on climate mitigation are not always linked to or operationalized using biodiversity actions. However, there are also examples of targets on climate mitigation that are operationalised in such a way that actively links climate change action to biodiversity action, such as the following: ‘By 2030, increase total carbon sinks to 5.527 Mt CO₂ eq’, which could be achieved through natural carbon sinks, and ‘By 2030, ecosystem resilience and the contribution of biodiversity to carbon stocks are enhanced, through conservation and restoration measures, including the restoration of at least less than 15% of degraded ecosystems’. This last target exemplifies that quantified commitments under GBF target 8 often relate to restoration targets, either aiming at climate change mitigation or ecosystem resilience. Parties rarely indicate if these targets are already part of the Nationally Determined Contributions (NDCs) or if they are new commitments.

Policy instruments

27% of the countries uploaded national targets on GBF target 8 that include a policy instrument (see Figure 4.16a). In most cases, the instruments used are legal and regulatory, followed by both social/cultural and economic/financial instruments. Text box 4.11 provides examples of policy instruments described.

Text box 4.11: Illustrative examples of policy instruments aligned with GBF target 8

Legal and regulatory instruments:

‘Establish a strategic framework for energy transition that takes into account biodiversity protection issues and promotes the most sustainable installations’

‘Mainstream Nature-based Solutions (NBS) Across Sectoral Plans (...) Integrate NBS into National and Local Development Plans: Work with relevant government agencies to ensure that nature-based solutions are incorporated into broader national and local development, agriculture, fisheries, and urban planning policies.’

Rights-based and customary norms instruments:

‘Strengthening community forest management capacities as a culturally relevant climate change adaptation and mitigation strategy for Indigenous and peasant communities.’

‘Through the Plan, (Country X) invested an additional \$29.6M to advance an Indigenous Climate Leadership Agenda that is supporting self-determined action in addressing Indigenous People's climate priorities’

Economic and financial instruments:

‘By 2030, the enabling conditions for the implementation of adaptation measures and actions will have been developed, especially in the natural, water, and food sovereignty sectors, contributing to the reduction of vulnerability to climate change. (...) These conditions include financing for the execution of actions and/or projects’

‘Secure Funding for NBS Initiatives: Identify and tap into national and international funding sources, including the Green Climate Fund, for projects that utilize nature-based solutions to address climate change and biodiversity loss.’

Social and cultural instruments:

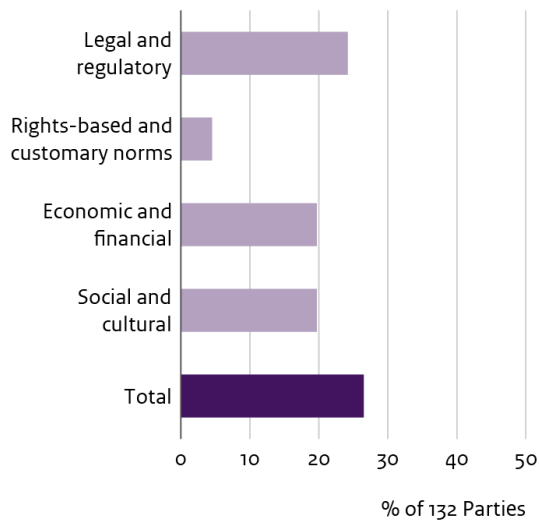
‘Education, sustainable practices, and resource management will empower communities to adapt to climate change, ensuring the continued health of their environments and livelihoods.’

‘Develop and increase awareness across all communities of all aspects of climate change, including the role of ecosystem-based management and natural solutions in protecting biodiversity and communities.’

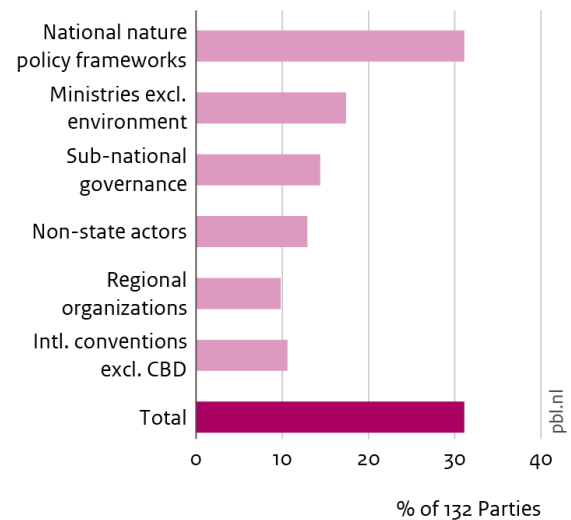
Figure 4.16

Policy instruments and comprehensiveness of policy approaches in national targets under GBF To8

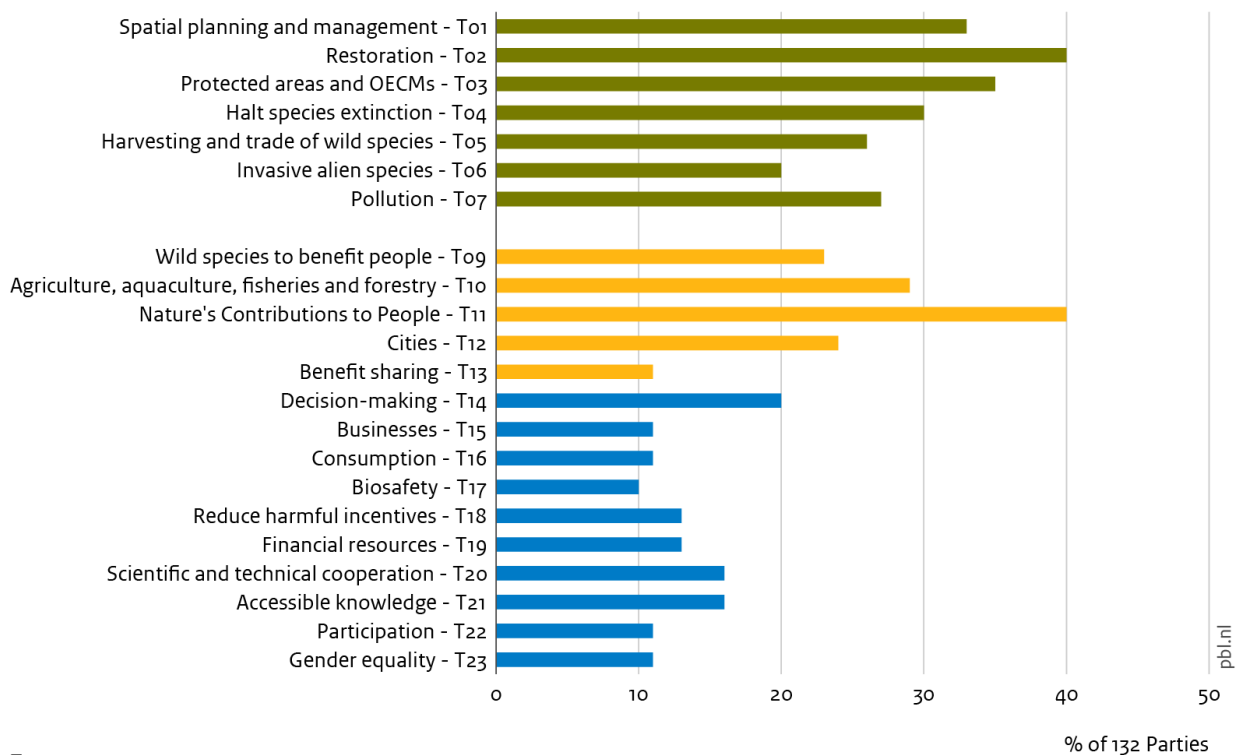
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

As the quantified commitments and the examples on nature-based solutions and ecosystem-based approaches already illustrated, countries often link GBF target 8 to the restoration targets (Figure 4.16c). This entails target 2, as well as target 11 on restoring (and maintaining and enhancing) nature's contributions to people. Climate mitigation, climate adaptation and disaster risk reduction are often interpreted as contributions to people in these national targets; therefore, these three GBF targets are often taken up together. After these, target 3 on conservation, target 1 on spatial planning, target 4 on halting species extinction and target 10 on managed landscapes are most often linked to climate change and ocean acidification. One example of a link made between target 8 and target 10 is the following: 'Ensure that areas under agriculture, aquaculture, fisheries, and forestry in (Country X) are managed sustainably. Increase the application of biodiversity-friendly practices, such as sustainable intensification, agroecological, and other innovative approaches, to improve resilience, productivity, and food security while conserving biodiversity. (...) develop long-term sustainable exploitation plans that minimize biodiversity loss and enhance resilience to climate change'. Such climate-smart agriculture practices will help with resilience to climate change impacts, while working on sustainable management of landscapes will simultaneously help in mitigating climate change (CBD 2020).

Although quantified commitments and actions described in national targets are sometimes referring to climate mitigation action such as under the UNFCCC and UNCCD, an explicit link to international conventions other than the CBD is only made by 11% of Parties (Figure 4.16b). Linkages are more often made within the country, for example to other parts of government such as ministries on climate and/or energy (17%) and national policy frameworks that bridge biodiversity and climate change policy (31%), sometimes specifically tailored towards conservation efforts of areas that are especially sensitive to climate change impacts or towards agriculture or forestry policy.

Conclusion

The environmental challenges of biodiversity loss and climate change are highly intertwined, and it is important that these responses are not siloed in UNFCCC, UNCCD and CBD so that synergies and trade-offs can be considered. GBF target 8 aims to do build this bridge through protecting biodiversity from climate change impacts and using biodiversity actions to address climate change. The target also includes an element on disaster risk reduction, which can be confusing as this is often picked up as a target element that also belongs under GBF target 11 on nature's contributions to people. Indeed, many Parties have submitted national targets aligned with GBF targets 8 and 11 simultaneously.

A majority of countries (75%) puts emphasis on creating resilience in response to climate change, while only 56% of countries focus on how biodiversity action can address climate change. Countries seem to struggle with addressing both intentions of the target. Similarly, when quantified commitments are submitted, they are often more generalised climate mitigation efforts that are not made specific to how biodiversity will be used to implement this mitigation target. Additionally, linkages to the UNFCCC and NDCs or UNCCD are made by a relatively small group of countries.

GBF Target 9: Manage Wild Species Sustainably To Benefit People



Biodiversity provides many goods and services to people all over the world (IPBES 2022). Maintaining its health, quality and quantity is therefore not only crucial for biodiversity itself, it is also essential to humans because of the nutrition, food security, livelihoods, health and well-being it provides. GBF target 9 focuses on ensuring that the management and use of wild species is sustainable and benefits people. Target 9 is closely related to GBF target 5 and similarly partly builds on Aichi Biodiversity Target 6, which focused on the sustainable management of aquatic species, but focuses more broadly on the sustainable use of all wild species to benefit people. Biodiversity provides many types of benefits, which all need to be considered under this target. Benefits can

be social, such as through education and recreation; economic, for example through tourism, agriculture and food security; or ecological, through the provision of ecosystem services. The target pays special attention to those in vulnerable situations, those most dependent on biodiversity, and the protection and encouragement of sustainable customary use by indigenous peoples and local communities.

Target 9: Manage Wild Species Sustainably To Benefit People

Ensure that the management and use of wild species are sustainable, thereby providing social, economic and environmental benefits for people, especially those in vulnerable situations and those most dependent on biodiversity, including through sustainable biodiversity-based activities, products and services that enhance biodiversity, and protecting and encouraging customary sustainable use by indigenous peoples and local communities.

Summary of submissions

By the time of analysis, 128 out of 140 CBD Parties submitted at least one national target to the ORT with alignment to GBF target 9. The total number of national targets aligned to GBF target 9 is 336, averaging 2.6 national targets per country being aligned to GBF target 9. Out of all Parties that submitted national targets aligned to GBF target 9, 8% of Parties did not submit national targets that explicitly refer to managing wild species sustainably to benefit people.

Scope

Within national targets on sustainable management of wild species, 61% of Parties are specific about what type of benefits to people the targets aim to contribute. Figure 4.17a shows a differentiation between what percentage of Parties describe social, economic and/or environmental benefits to people, the majority of these countries describes multiple types. Environmental benefits, mainly preserving genetic diversity and preventing species extinction, are described most often, followed by economic benefits, sometimes also referring to increasing economic demand of wild species. Social benefits, such as the cultural benefits of local populations receive the least attention.

Though the types of benefits of wild species are mentioned quite often, fewer countries are specific about which species or which areas are targeted. Terrestrial and marine species receive equal attention; both are mentioned by 30% of Parties out of which half are the same Party. Freshwater

species are mentioned by 14% of Parties. Specific management actions to ensure sustainable use of wild species to benefit people are described more often. 53% of Parties mentions which type of management actions it will use to reach their national targets, as can be seen in Figure 4.17b. Community engagement and capacity building is mentioned most often (46%). Examples of targets that describe other actions than summarized in the graph's categories are 'Measures to preserve wild species in settlement areas are in place in 50% of the municipalities' and 'Strengthen collaborative efforts among regulating agencies with relevant stakeholders such as retailers, pet shops, florists and garden centres, traditional medicinal pharmacies and practitioners'.

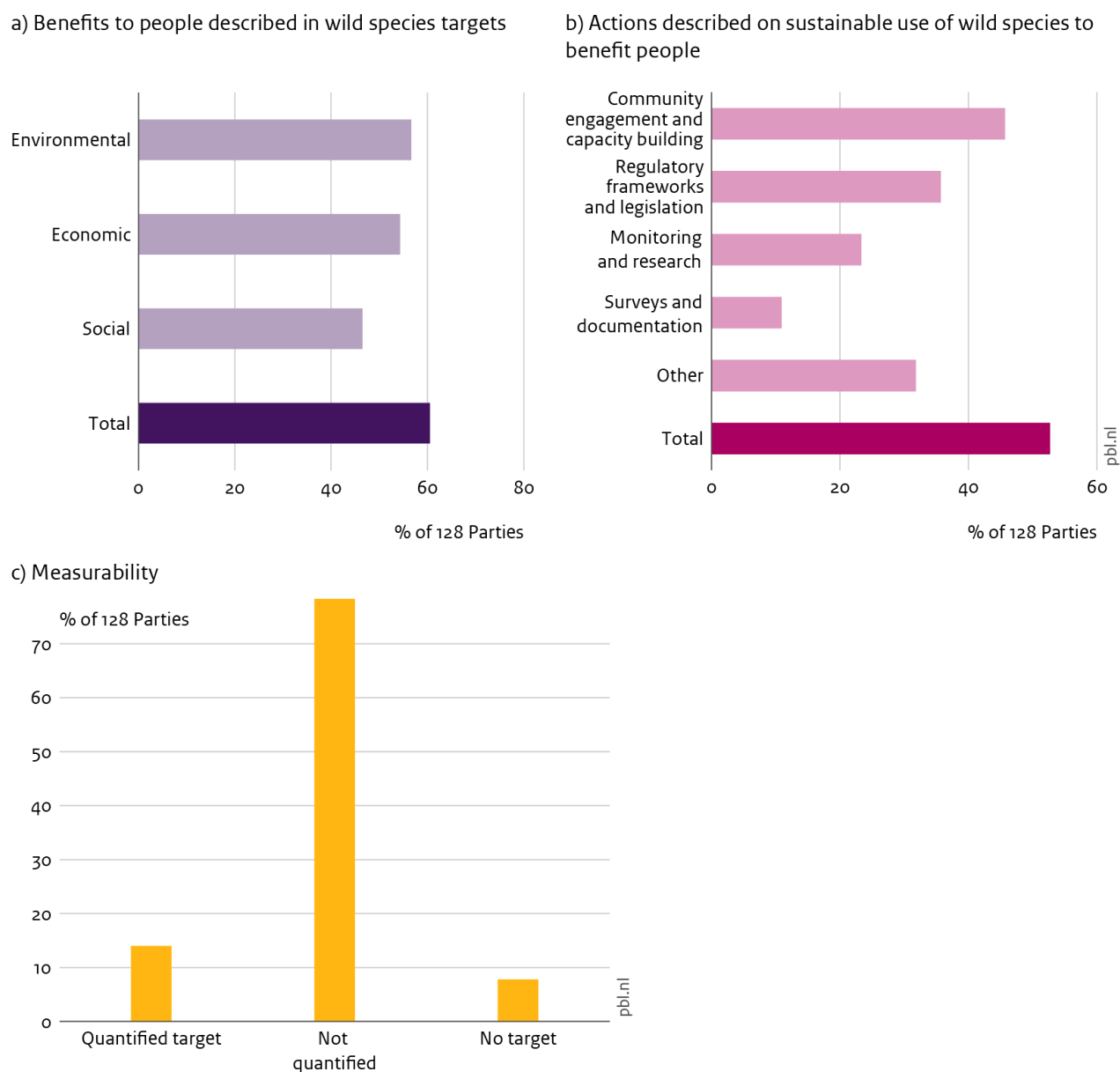
The GBF target emphasises the need to consider those in vulnerable situations and those most dependent on biodiversity. 47% of Parties has taken over this target element in their national target setting. 33% of Parties also mention which those vulnerable groups are. Attention to those in vulnerable situations differs per region and is most present in the Americas, as shown in Table 4.8.

Table 4.8

Regional differentiation of attention to those in vulnerable situations and those most dependent on biodiversity under GBF target 9

Region	N	Total attention to those in vulnerable situations and those most dependent on biodiversity	Vulnerable groups specified
Global	128	47%	33%
Africa	45	53%	36%
Americas	18	72%	61%
Asia and the Pacific	34	53%	35%
Europe and Central Asia	32	16%	9%

Figure 4.17
Coverage and quantification of GBF Tog in national targets



Source: CBD ORT, 1 december 2025

Measurability

GBF target 9 does not include a quantified element, which is reflected in the national targets as the majority of Parties also submitted targets that are not quantified (Figure 4.17c). Still, 14% of Parties has described quantified targets, such as ‘By 2030, 20% of the identified wild species wise management plan will be developed’; ‘By 2030, implement sustainable management practices for wild species in at least three key regions, ensuring that 50% of local communities benefit economically and ecologically from these practices’; and ‘At least 10 sustainable value chains or networks of native wild species will be identified and strengthened, increasing the benefits for rural producers, prioritising one or more of the following criteria: Indigenous and Afro-descendant communities, communities with high levels of marginalization, or communities with a gender and intergenerational perspective’.

Policy instruments

As shown in Figure 4.18a, 47% of Parties describe what policy instruments will be used to implement targets on sustainable management and use of wild species to benefit people. Text box 4.12 provides examples of policy instruments described to implement GBF target 9. The majority of those countries refer to legal and regulatory instruments, as well as social and cultural instruments. Less attention goes to economic and financial and rights-based and customary norms instruments. The number of Parties making use of this latter category is relatively high compared to other targets analysed in this report. However, considering that the GBF target explicitly states that customary sustainable use by indigenous peoples and local communities should be protected and encouraged, the fact that 19% describes rights-based instruments and customary norms can still be considered low. Countries that describe such instruments mostly are African countries and countries in the region of Asia and the Pacific.

Text box 4.12: Illustrative examples of policy instruments aligned with GBF target 9

Legal and regulatory instruments:

‘By 2040, wildlife species harvested from the wild are traded within the allowed limits and conditions set by RA 9147 (Wildlife Act), By 2030, the Harvest Control Rules and Reference Points for capture fisheries under RA 10654 and its IRR are in place’

‘Consult with stakeholders, including fishers, scientists, and government agencies, to identify appropriate time periods and areas for implementing closed seasons. Develop and disseminate regulations and guidelines for implementing closed seasons, including penalties for non-compliance. Monitor fishing activities during closed seasons through regular patrols, surveillance, and remote sensing technologies. Evaluate the effectiveness of closed seasons in reducing fishing pressure and improving fish stocks through periodic assessments and reviews’

Rights-based and customary norms instruments:

‘Non-timber forest products play an important role in the livelihoods and income generation of forest communities and are an integral part of forest biodiversity. Their exploitation should be integrated into a biodiversity conservation and sustainable forest management strategy involving local communities, associations, and local or national decision-makers.’

‘By 2030, the ancestral and traditional practices of biodiversity use and management by Indigenous Peoples and local communities are recovered, made visible, planned, and implemented from their cultural, gender, and equitable inclusion perspectives.’

Economic and financial instruments:

‘Promote the sustainable use of biodiversity and the bioeconomy (...) through the preparation, by 2025, and implementation and monitoring, by 2030, of the first cycle of the National Bioeconomy Development Plan, within the scope of the National Bioeconomy Strategy, and other related instruments and initiatives, including Payment for Environmental Services – PES; the National Policy to Combat Desertification and Mitigate the Effects of Drought; the Popular Pharmacopoeia of (Country X), as well as prioritizing the solidarity economy, valuing and strengthening socio-biodiversity, associated traditional knowledge and customary use, based on the worldview, languages, cultures and ways of life of indigenous peoples, traditional peoples and communities, family farmers and peasants and beneficiaries of agrarian reform.’

‘Increase economic incentives/policies for less destructive fishing methods.’

Social and cultural instruments:

‘Development of an information, education, and communication (IEC) program on the importance of sustainable wildlife management.’

‘Surveying the flora and fauna outside protected areas, including sacred groves, community lands, abandoned farmlands and homesteads, and assist local communities in the sustainable management of these sites.’

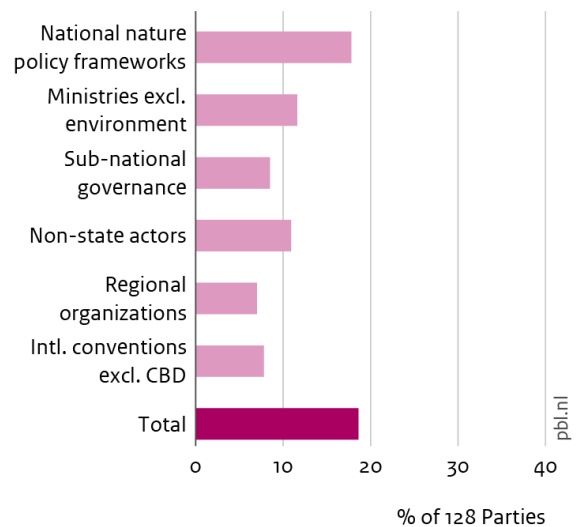
Figure 4.18

Policy instruments and comprehensiveness of policy approaches in national targets under GBF Tog

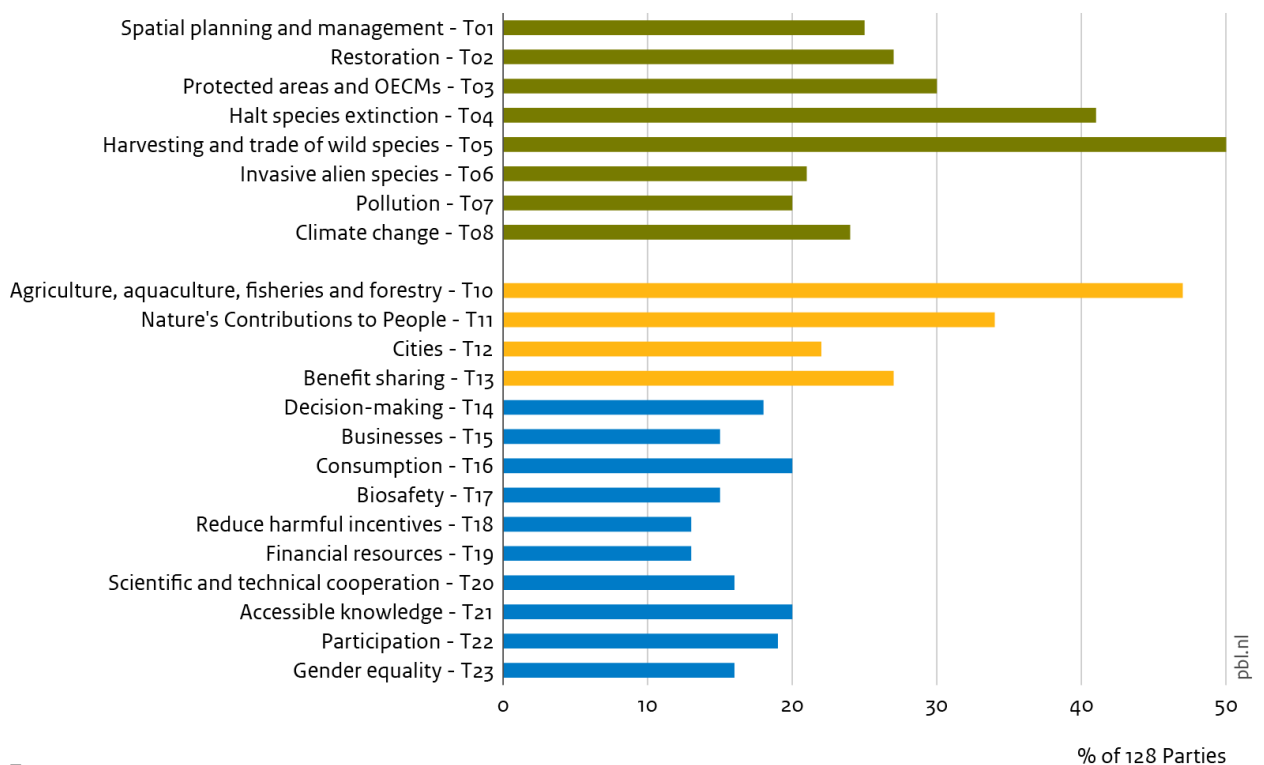
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

Reflecting the close alignment between GBF targets 5 and 9, half of the countries have aligned national targets to both targets at the same time (Figure 4.18c). Linkages to GBF target 4, which aims at species conservation, are also made often. However, GBF target 9 is on management and use of wild species, which implies a level of intervention that goes beyond conservation and does relate to contexts such as agriculture, fisheries, and forestry (Amos 2025). This is reflected in the relatively high number of linkages made to GBF target 10. Similarly, as this GBF target is specifically on benefits provided to humans, the target is strongly related to GBF target 11 on nature's contributions to people (SCBD 2026). This connection is made less often by Parties.

Only one-fifth of Parties mention whole-of-government and/or whole-of-society approaches in their national targets on management and use of wild species to benefit people (Figure 4.18b), which is low compared to other targets analysed. Whole-of-government and whole-of-society considerations that are found in national target setting include references to international conventions such as CITES, RAMSAR, and various regional marine agreements. Some countries refer to ministries such as those on agriculture, fisheries, forestry, or the department of natural resources. The role of municipalities in implementing the targets and the role of non-state actors are also sometimes mentioned. Non-state measures referred to here include the involvement of indigenous peoples and local communities and associations and their traditional knowledge and management practices, the role of the private sector, universities in biodiversity data and knowledge, and the involvement of NGOs and companies in awareness raising and education.

Conclusion

GBF target 9 is directed at the sustainable management and use of wild species to the benefit of people, especially those dependent on it or in vulnerable situations, and encouraging sustainable customary use. Wild species benefit people in multiple ways, economically, socially, and environmentally. In its elaboration, the focus is mostly on the environmental benefits and fewer national targets address economic or social benefits. Consistent with the target are, however, the focus on community actions and the relative higher attention to human right based instruments. Connections are made to both species conservation targets 4 and 5 and to target 10 for sustainable agriculture, forestry (non-timber forest products for example), and fisheries, and target 11 on nature's contributions to people.

GBF Target 10: Enhance Biodiversity and Sustainability in Agriculture, Aquaculture, Fisheries, and Forestry



Agriculture, aquaculture, fisheries, and forestry are important production systems for human well-being and economies worldwide. These sectors are highly dependent on biodiversity for food and are indispensable to food security, sustainable development, and the supply of many vital ecosystem services (FAO 2019). At the same time, increasing demand and unsustainable practices in these sectors are major drivers of biodiversity loss and ecosystem services (IPBES 2019). More sustainable and nature-inclusive practices in these sectors will contribute to biodiversity conservation and deliver benefits for production through nature's contributions to people, such as pest control and soil fertility. Different management approaches

may be applied to enhance the sustainability of agriculture, aquaculture, fisheries, and forestry, ranging from sustainable intensification (which avoids adverse environmental impacts or conversion of additional non-agricultural land) to agro-ecological, nature-inclusive approaches (that rely on the sustainable use of biodiversity and the benefits that nature provides for production and people). Aichi Biodiversity Target 6 already addressed the sustainable management and harvesting of fish, and Aichi Biodiversity Target 7 aimed for areas under agriculture, aquaculture, and forestry to be managed sustainably. Both targets have not been achieved, though substantial efforts and progress have been identified on certain elements, such as improved sustainable management of fisheries in certain countries and a stabilisation of pesticide and fertiliser use globally (SCBD 2020).

Target 10: Enhance Biodiversity and Sustainability in Agriculture, Aquaculture, Fisheries, and Forestry

Ensure that areas under agriculture, aquaculture, fisheries and forestry are managed sustainably, in particular through the sustainable use of biodiversity, including through a substantial increase of the application of biodiversity friendly practices, such as sustainable intensification, agroecological and other innovative approaches contributing to the resilience and long-term efficiency and productivity of these production systems and to food security, conserving and restoring biodiversity and maintaining nature's contributions to people, including ecosystem functions and services (CBD 2022).

Summary of submissions

By the time of analysis, 130 out of 140 CBD Parties submitted at least one national target to the ORT with alignment to GBF target 10. The total number of national targets aligned to GBF target 10 is 482, averaging 4.7 national targets per country being aligned to GBF target 10. Out of all Parties that submitted national targets aligned to GBF target 10, 9% of Parties did not submit national targets that explicitly refer to ensuring that areas used for agriculture, aquaculture, fisheries, or forestry will be managed sustainably.

Scope

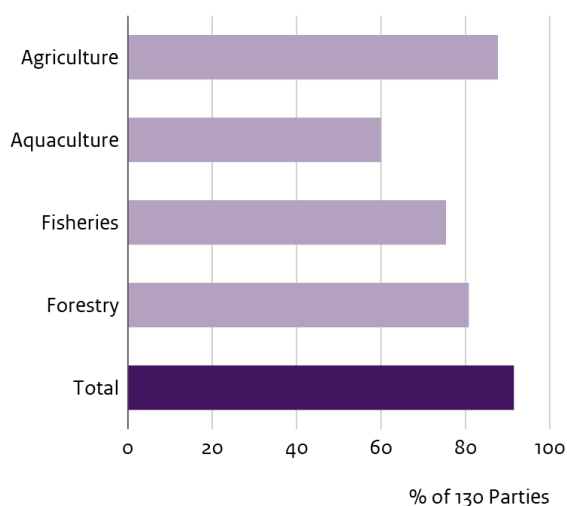
Four sectors are specified in the GBF target to be under sustainable management. As Figure 4.19a shows, most countries have submitted national targets for agriculture, as well as for forestry and fisheries. The number of Parties with national targets for aquaculture is staying somewhat behind, but this sector is still targeted by 60% of Parties, almost always in combination with targeting fisheries as well. There are no significant differences in attention to the sectors between regions.

Figure 4.19b shows that 61% of Parties have described national targets on the sustainable management of areas under agriculture that specify at least one approach on how this will be realised. The GBF target is formulated in an open manner, leaving many options open for Parties on how to achieve sustainable management, which is reflected in a wide variety of approaches described in alignment to GBF target 10. Two approaches are explicitly described in the GBF target text: sustainable intensification and agroecological approaches. The latter is picked up by a quarter of the countries, while sustainable intensification is picked up to a lower extent. 56% of Parties has described specific approaches related to forestry and 50% has done so in relation to aquaculture and/or fisheries. In forestry, for example, countries describe agroforestry, promoting corporate and community forestry, increasing heterogeneous forests, maintaining deadwood and habitat trees, soil conserving harvesting, and reduced impact logging as approaches to increase sustainable management. To sustainably manage aquaculture and fisheries, countries often refer to improving the ecological conditions of water bodies to ensure that fish stocks can remain stable. For instance, countries also mention focussing on small-scale fisheries, managing bycatch to minimise harm to bycatch species, promoting total allowable catch management in marine areas and innovations in aquaculture to advance its ecology, health, and climate adaptation.

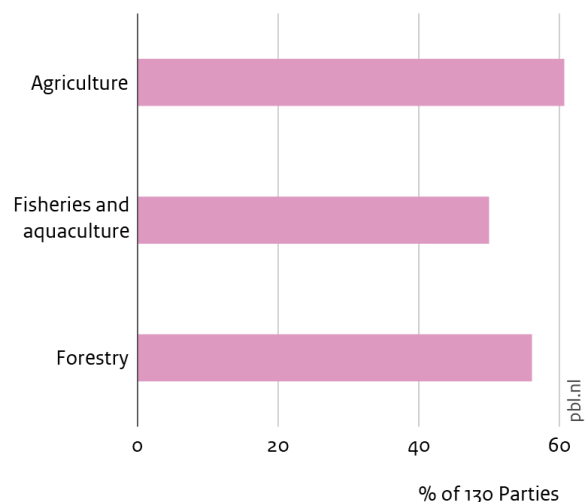
Over half of the Parties (55%) address the issue of food security in their national targets. This target element is often described as the result of sustainable management of these sectors: biodiversity practices will contribute to the resilience and long-term efficiency and productivity of agriculture, aquaculture, fisheries, and/or forestry. As food security is interpreted as an outcome of the target, it is generally not supported by targeted strategies to enhance food security for their population.

Figure 4.19
Coverage and quantification of GBF T10 in national targets

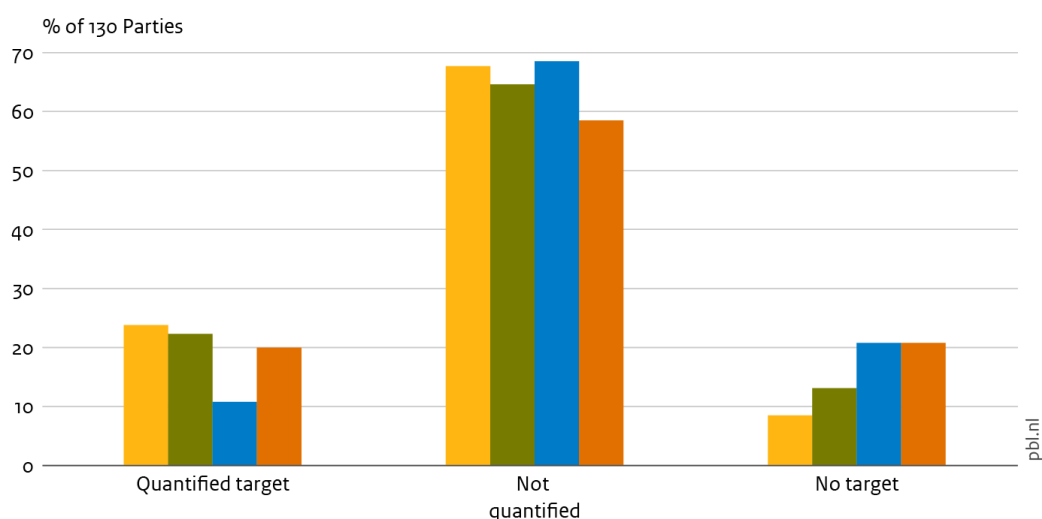
a) Sectoral focus



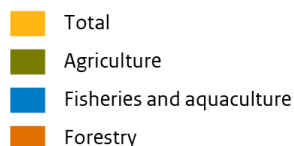
b) Parties specifying approaches to increase sustainability in sectors



c) Measurability



Commitments on sustainable agriculture, aquaculture, fisheries and forestry



Source: CBD ORT, 1 december 2025

Measurability

GBF target 10 does not include any quantitative element other than the qualitative statement that sustainable management will be achieved by a ‘substantial increase of the application of biodiversity friendly practices’, although the target element on ‘ensure that areas under agriculture, aquaculture, fisheries, and forestry are managed sustainably’ could be interpreted as ‘all’ areas. 24% of Parties has described some form of quantification in their national targets (Figure 4.19c). These quantified national targets sometimes refer to all managed landscapes as referred to in the

GBF target, or can be specific to one sector, ranging from 11% in fisheries and aquaculture, 20% in forestry, to 22% in agriculture. Table 4.9 shows that the relative number of countries submitting a quantified commitments differs per region for each sector. Text box 4.13 provides examples of different types of quantified commitments found in national targets under GBF target 10.

Table 4.9

Regional differentiation of quantified commitments in national targets aligned to GBF target 10

Region	N	Agriculture	Fisheries and aquaculture	Forestry
Global	130	22%	11%	20%
Africa	45	18%	13%	16%
Americas	18	17%	17%	17%
Asia and the Pacific	35	14%	9%	17%
Europe and Central Asia	31	41%	6%	31%

Text box 4.13: Illustrative examples of quantified national targets aligned with GBF target 10

‘By 2030, enhance biodiversity and sustainability in Somalia's agriculture, aquaculture, fisheries, and forestry sectors by implementing sustainable practices in 50% of operations, promoting agroecological methods, and supporting community-led conservation initiatives.’

Agriculture:

‘By 2030 ... at least 25% of agricultural land is put under agro-ecological practices.’

‘By 2027, 1,250 farms will receive investment support for improving biodiversity and 650 investments will be made in rural areas to improve nature, the environment and the climate.’

‘15% of agricultural land under organic production by 2030.’

‘National target title: By 2030, biodiversity will contribute 3% to the national GDP and generate 522,000 jobs through biodiversity economy models that guarantee sustainable production alternatives based on knowledge and technological innovation to generate added value.’

Fisheries and aquaculture:

‘Maintain 30% of Marine Management Areas’ (to maintain food security, livelihoods, economic growth).’

‘Increase the natural population of commercial fish by 7% through rational use of fish stocks, artificial reproduction and stocking by 2035, as well as artificial reproduction and commercial cultivation of valuable, rare and endangered fish species.’

‘Establish catch limits for at least 20% of the species most vulnerable to fishing.’

‘By 2030, 15% of the Dutch North Sea has been set aside for nature reserves where no bottom-fishing is permitted.’

Forestry:

‘Maintain 80 % of commercial plantation forest area under international sustainable forest management certification schemes for the next 10 years’

‘Promote commercial forest plantations up to 0.5 million ha on degraded lands designed to offset impacts of logging.’

‘By 2027, an Integrated Collaborative Forest Management Plan will be developed for twelve (12) forest divisions. By 2030, the Integrated Collaborative Forest Management Plan will be implemented in the respective twelve (12) forest division.’

‘Plant at least 3 billion additional trees by 2030.’

Policy instruments

39% of Parties indicates through what type of policy instruments it aims to achieve this target (Figure 4.20a). About one third of the Parties will rely on either legal and regulatory, economic and financial, and/or social and cultural instruments. Text box 4.14 provides examples of policy instruments described.

Text box 4.14: Illustrative examples of policy instruments aligned with GBF target 10

Legal and regulatory instruments:

‘Enactment of the National Forestry Bill to give legal backing to National Forest Policy’

‘Ensuring adequate management of the fish stock, fishing and fish farming in order to implement the provisions of the Law on the Fish Stock.’

Rights-based instruments and customary norms:

‘Strengthening scientific and traditional knowledge on the state of fisheries resources; Improving the selectivity of fishing gear; and Enhancing the role of fishers as guardians of the resource.’

‘Promote agroforestry, high value tree planting, elephant grass, and bamboo plantations in at least 4 districts as a mechanism to improve livelihoods and promote sustainable management of the surrounding natural forest, in part through community forestry.’

Economic and financial instruments:

‘Provide subsidies to farmers who use sustainable techniques to improve crop production.’

‘Expansion of the forested area within the state forest fund from 13.8 million hectares to 14.7 million hectares by 2035’

Social and cultural instruments:

‘Encourage the creation of distinctive regional public brands for ecological products, establish and standardize ecological product certification and evaluation standards, construct an ecological product certification system with (Country X’s) characteristics, and promote international mutual recognition of ecological products.’

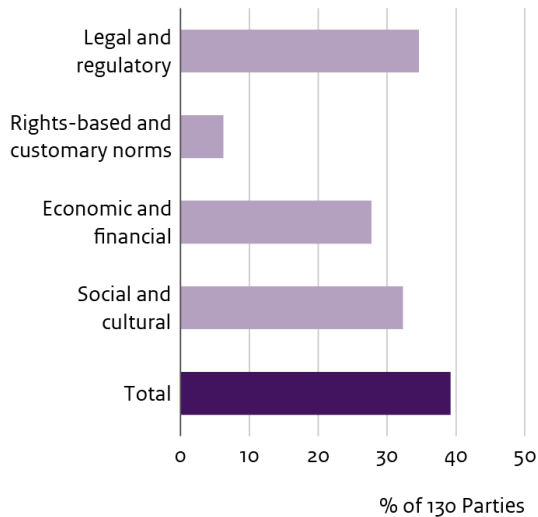
‘Agricultural consultancy and research shall contribute to the optimal promotion of biodiversity as a component of sustainable agriculture. The benefit of a high level of biodiversity in the agricultural

landscape and the importance of the ecosystem services it provides (e.g. pollination, soil fertility, pest control) shall be demonstrated and constitute an integral part of agricultural training and consultancy.'

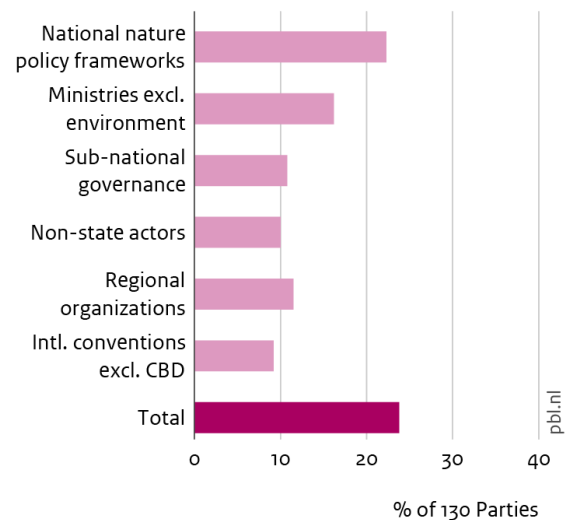
Figure 4.20

Policy instruments and comprehensiveness of policy approaches in national targets under GBF T10

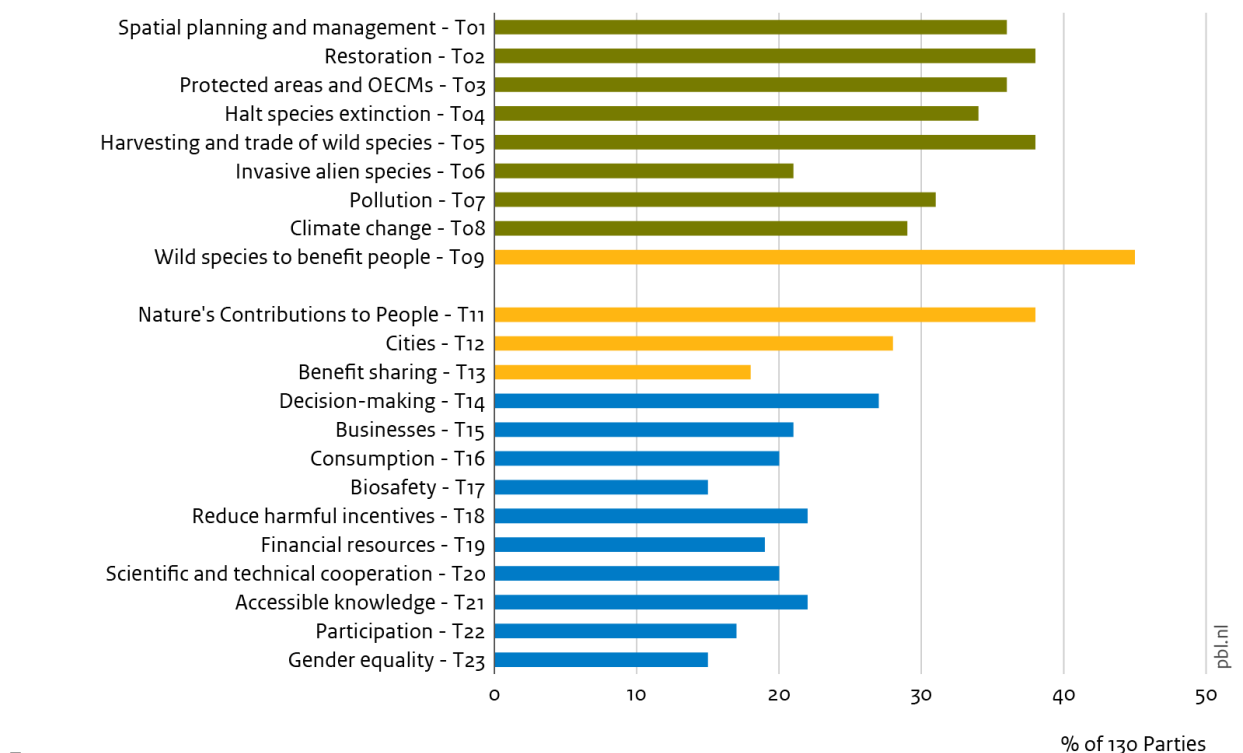
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

The linkages made between national targets aligned to GBF target 10 and the other GBF targets is highlighted in Figure 4.20c. Most strongly, Parties recognise links between target 10 and the harvesting and sustainable use of wild species (targets 5 and 9), area-based conservation targets (targets 1, 2, and 3), and the target on Nature's Contributions to People (target 11). Links with targets for tools and solutions for implementation are made by less than a quarter of the Parties, except for the mainstreaming of biodiversity into decision-making at every level and across all sectors (target 14). While this is evident in the linkages between these two GBF targets, in the national target texts itself little information is provided on the linkages to other policy processes and actors to make that link operational. Only for 24% of Parties could such information be derived (Figure 4.20b). As agricultural and fishery subsidies are an important issue for the reduction of harmful incentives, as stated in GBF target 10, it is interesting to note that relatively few countries make this connection. Furthermore, GBF target 10 is typically dependent on the mainstreaming of biodiversity in relevant ministries, this is, however, not reflected in national targets, as only 16% of the Parties mention other ministries such as those of agriculture, aquaculture, fisheries, and forestry. Even fewer Parties mention international conventions and non-state actors.

Conclusion

The different sectors mentioned in GBF target 10 show high coverage in national targets aligned with it, though the sustainable management of aquaculture is mentioned to a lesser extent than fisheries, agriculture, and forestry. Less attention goes to which types of management approaches are being favoured by Parties in their target-setting to indeed manage these areas sustainably. In those cases where management approaches are specified, the emphasis mainly lies on agro-ecological and nature-inclusive approaches. A little over half of the Parties addresses food security. This GBF target does not contain a quantification, unless 'ensuring that areas under agriculture, aquaculture, fisheries and forestry are managed sustainably' is understood as referring to 100% of managed landscapes. This requires Parties to achieve a substantial increase in the application of nature-friendly practices. About a quarter of the Parties did submit national targets that include quantified elements. These could provide a basis for considering how the GBF target could be made more SMART.

This target is a typical mainstreaming target action that needs to be taken up in the sectors addressed. However, we find little indication of national targets making the connection to other, non-biodiversity policy processes and actors to indicate that that action is required beyond the traditional biodiversity policies.

GBF Target 11: Restore, Maintain and Enhance Nature's Contributions to People



Nature's Contributions to People (NCPs) refer to all the contributions people enjoy from biodiversity and nature. This includes many benefits: provisioning contributions such as food and medicine, regulating contributions such as pollination and disease control, supporting contributions such as water- and nutrient cycling and cultural contributions such as recreation and spirituality. With biodiversity declines, many NCPs are in decline as well (IPBES 2019). GBF target 11 therefore focuses on restoring, maintaining and enhancing Nature's Contributions to People through nature-based solutions and/or ecosystem-based approaches.

The target is closely related to GBF target 2 on restoration of degraded areas, but where target 2 focuses on restoration from a nature-perspective, target 11 focuses on a human-centred perspective, on restoration to the benefit of people. Aichi Biodiversity Target 14 focused on the restoration of ecosystems that provide essential services, but was not achieved (SCBD 2020). This GBF target builds onto the Aichi target and additionally uses the words of 'maintain' and 'enhance' and emphasises the potential of nature-based solutions and ecosystem-based approaches as a mean to contribute to societal priorities while benefitting nature.

Target 11: Restore, Maintain and Enhance Nature's Contributions to People

Restore, maintain and enhance nature's contributions to people, including ecosystem functions and services, such as regulation of air, water, and climate, soil health, pollination and reduction of disease risk, as well as protection from natural hazards and disasters, through nature-based solutions and/or ecosystem-based approaches for the benefit of all people and nature (CBD 2022).

Summary of submissions

By the time of analysis, 125 out of 140 CBD Parties submitted at least one national target to the ORT with alignment to GBF target 11. The total number of national targets aligned to GBF target 11 is 422, averaging 3.4 national targets per country being aligned to GBF target 11. All national targets aligned to this GBF target mention restoring, maintaining or enhancing Nature's Contributions to People and/or nature-based solutions. This is the only target for which this is the case.

Scope

The GBF target text mentions that Nature's Contributions to People (NCPs) should be restored, maintained and enhanced. 83% of Parties has taken up the language of 'restoring' NCPs, 69% mentions 'maintaining' them, and 88% of Parties mentions 'enhancing' NCPs. The phrasing to enhance NCPs suggests that NCPs are brought to levels that move even beyond some baseline state. From the way in which national targets are phrased, it does not become clear what baselines countries are referring to, or even if 'to enhance Nature's Contributions to People' is indeed interpreted in such a way.

Nature contributes to people in many ways, some of which are explicitly recognized in the GBF target. National targets submitted in alignment to GBF target 11 do also describe additional NCPs other than included in the GBF target, as shown in table 4.10. Most attention goes to climate regulation and protection from natural hazards and disasters, which are NCPs that are also covered under GBF target 8, followed by soil health, food production, water regulation, and pollination,

which are all related to GBF target 10. This gives an indication of which NCPs are prioritised by parties. However, certain NCPs mentioned in national targets are not mentioned in this GBF target or are less directly related to other GBF targets, such as recreation and medicine, and therefore perhaps also mentioned to a lesser extent.

Table 4.10

Types of Nature's Contributions to People mentioned in national targets aligned with GBF target 11

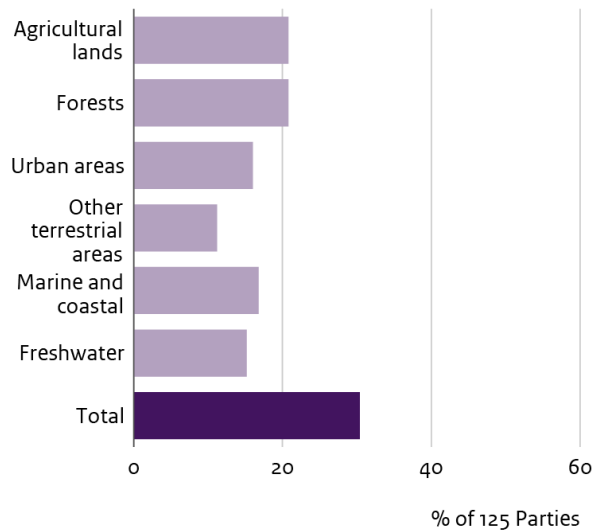
Type of Nature's Contributions to People mentioned	% of 125 Parties addressing contribution	Mentioned in GBF target text?
Climate regulation	54%	Yes
Protection from natural hazards and disasters	45%	Yes
Soil health	32%	Yes
Food production	30%	No
Water regulation	30%	Yes
Pollination	22%	Yes
Tourism	19%	No
Air quality regulation	18%	Yes
Disease risk reduction	18%	Yes
Erosion prevention	10%	No
Flood protection	9%	Indirect
Recreation	8%	No
Medicine	5%	No
Nutrient cycling	4%	No
Support for cultural identities	4%	No

Note: Parties can mention multiple Contributions.

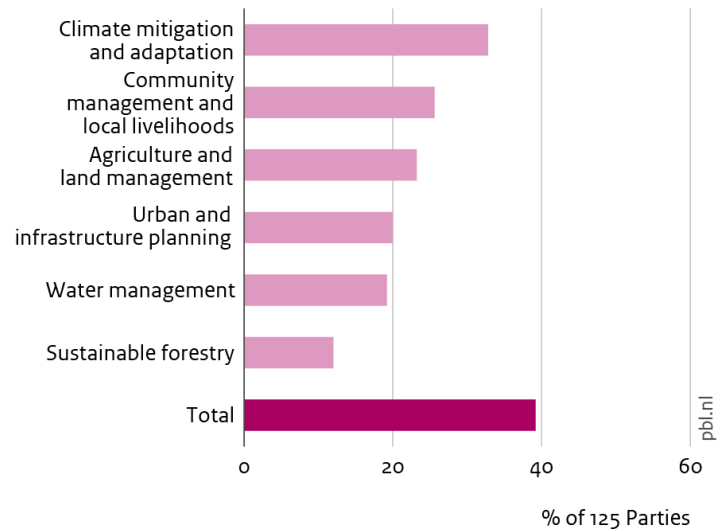
Figure 4.21a shows that only 30% of Parties has made specific in which areas NCPs will be restored, maintained or enhanced. Most countries that do specify areas refer to managed landscapes such as areas under agriculture or forestry. Examples of such targets include: 'We will encourage good forest design and sustainable management that makes a positive contribution to the character and quality of the landscape, improves the biodiversity value of the forests, and secures wider benefits, such as flood risk management'; and 'Sustainable forest management for (Country X's) forest resources is essential for families and communities that depend on this resource for food, fuel, and income generation, as well as for farmers who need to consider the effects of deforestation on soil erosion and water supply'. The GBF target also describes that NCPs should be restored, maintained and enhanced through nature-based solutions and/or ecosystem based approaches, which is picked up by 39% of Parties (Figure 4.21b). Most countries describe nature-based solutions and ecosystem-based approaches in the context of climate change mitigation and adaptation (33%) and management of communities and livelihoods (26%).

Figure 4.21
Coverage and quantification of GBF T11 in national targets

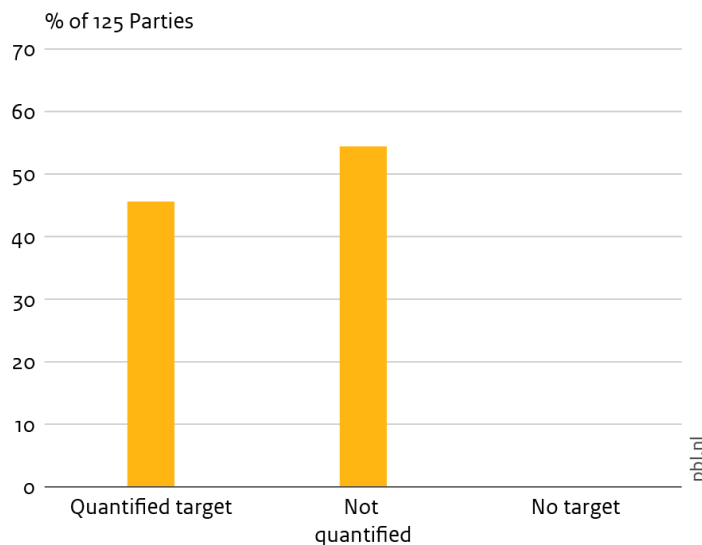
a) Areas in which national targets on Nature's Contributions to People will be implemented



b) Context in which nature-based solutions are described



c) Measurability



Source: CBD ORT, 1 december 2025

Measurability

GBF target 11 does not include a quantified element. Still, 46% of Parties did describe a quantified target on restoring, maintaining and/or enhancing Nature's Contributions to People. Most quantified targets that mention NCPs are restoration and conservation targets, for example 'By 2031, conserve at least 20% of terrestrial and marine ecosystems and their services'; and 'By 2030 ensure the ecological restoration of at least 15% of degraded landscapes and ecosystems in (Country X), and by 2035 at least 30%, with priority placed on those providing most critical ecosystem services and biodiversity values' that are also related to Target 2. Other quantified commitments are often described in targets that are also aligned with GBF target 8 on climate change mitigation, adaptation, and disaster risk reduction and GBF target 10 on agriculture and forestry. Few quantified targets only are specific to GBF target 11 and not related to other GBF

targets. The following example makes the connection to welfare and economic development in the broader sense: ‘By 2020, ecosystem services are recorded quantitatively. This enables their consideration in the measurement of welfare as complementary indicators to gross domestic product and in regulatory impact assessments. (...) The (country) commissioned the compilation of a catalogue of 23 ecosystem services that are of particular benefit to the (country) population. These shall be measured using simple indicators’.

Policy instruments

As shown in Figure 4.22a, 38% of Parties has described what policy instruments will be used to implement targets on restoring, maintaining or enhancing Nature’s Contributions to People. Text box 4.15 below provides examples of policy instruments described to implement GBF target 11. The majority of those countries refer to social and cultural instruments and legal and regulatory instruments, followed by economic and financial instruments. This can be considered relatively low given the attention to payments for ecosystems services, as a financial instrument. Only 3% of Parties describes rights-based instruments and customary norms.

Text box 4.15: Illustrative examples of policy instruments aligned with GBF target 11

Legal and regulatory instruments:

‘Integrating the value of biodiversity into national policies (legal framework for environmental accounting of ecosystems and biodiversity)’

‘By 2020, ecosystem services are recorded quantitatively. This enables their consideration in the measurement of welfare as complementary indicators to gross domestic product and in regulatory impact assessments.’

Rights-based instruments and customary norms:

‘Provision of infrastructure for water harvesting and storage for agricultural producers in the Andean regions. Implementation of adaptation and mitigation projects using Indigenous knowledge systems and territorial management tools for Indigenous populations.’

‘Assist local governments and communities to plan their land and sea use to maximise their long-term benefits and avoid damage to ecosystems.’

Economic and financial instruments:

‘By 2028, at least five economic instruments will have been designed and implemented to promote the maintenance of Nature’s Contributions to People’

‘By 2030, the total ecological and economic value of ecosystem goods and services will be known, and payment mechanisms for ecosystem services will be established. (...) Main policy measures: Determining ecosystem services; Determining the economic value of goods and services provided by biodiversity; Integrating ecosystem goods and services into national accounting to better account for maintaining their contribution to populations.’

Social and cultural instruments:

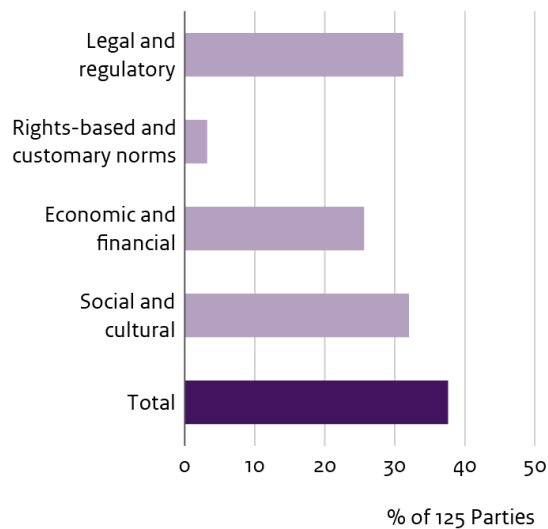
‘Raising awareness and public participation in ecosystem service assessment’

‘Raising social awareness through thematic communication programmes and campaigns, publications, guides, and educational materials. This includes raising awareness of the links between the status of ecosystems and their services, the importance of ecosystem services and their role in sustaining human well-being, and the valuation of ecosystem services. Strengthening professional communication with stakeholders in the sectors concerned.’

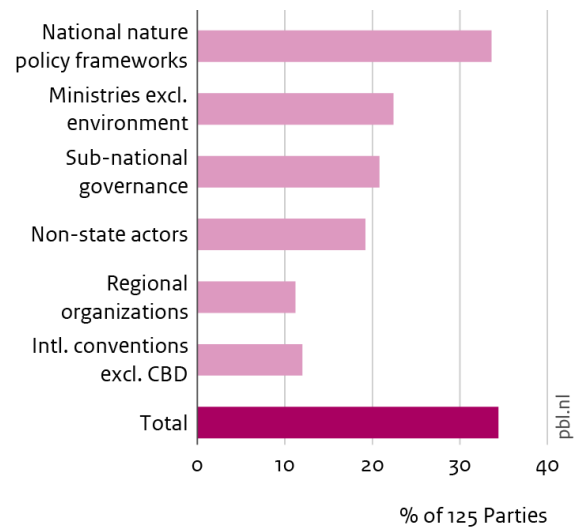
Figure 4.22

Policy instruments and comprehensiveness of policy approaches in national targets under GBF T11

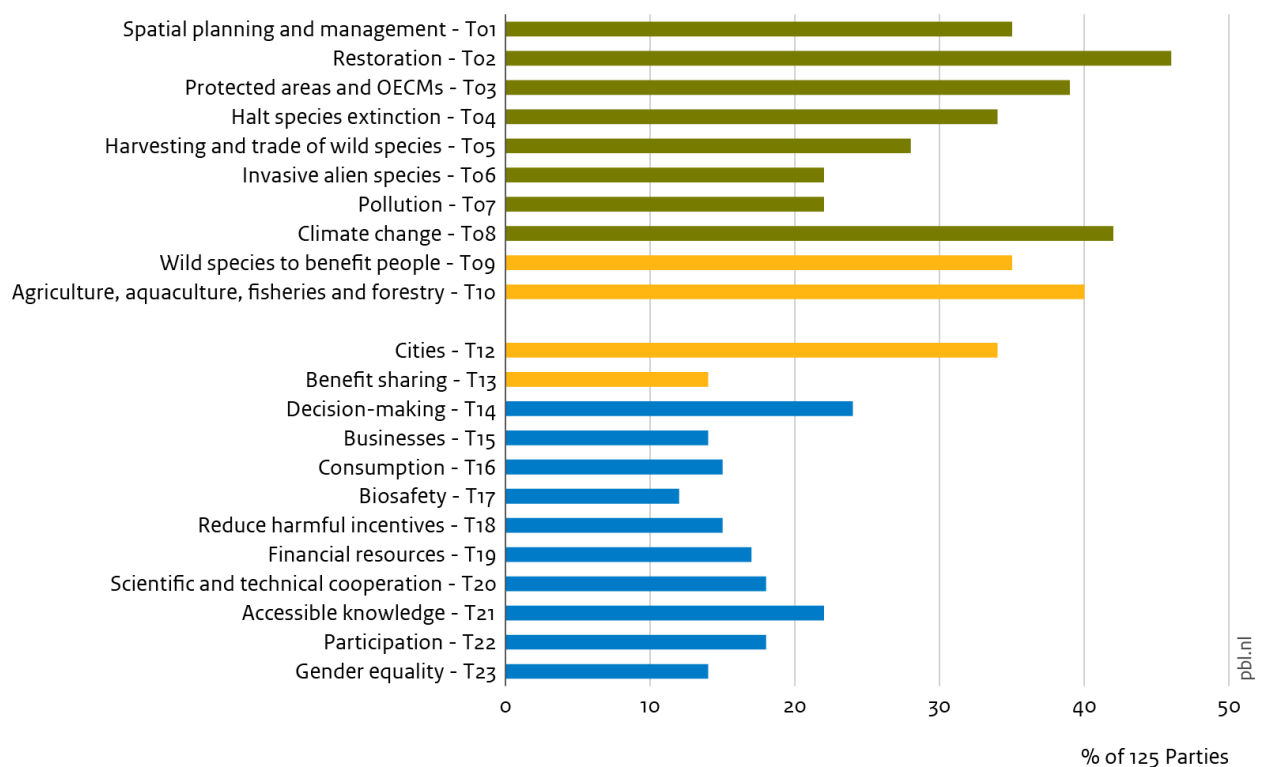
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

The phrasing of GBF target 11 implies that Nature's Contributions to People are distinct elements of biodiversity that should be managed separately from natural and human aspects through which they are connected, but it is not possible to restore, maintain and enhance NCPs without working on the topics covered under the other GBF targets (Amos 2025) and is therefore linked to most other targets relevant for Goals A and B (CBD 2026). Looking at Figure 4.22c, not all Parties have, however, made linkages to all other GBF targets. As expected, most linkages are made to target 2 on restoration, which is similar to target 11 in that it focuses on restoration of degraded areas. Target 8 on climate change and target 10 on sustainable agriculture, forestry and fisheries is often linked, which is in line with findings on NCPs mentioned most often (table 4.10). Target 3 on protected areas and OECMs is also often linked, which addresses NCPs from conserved areas and one-third of Parties made a linkage with target 12, as that target contains an element on significantly increasing the benefits of green and blue spaces in urban and densely populated areas.

As Figure 4.22b illustrates, 34% of Parties have described whole-of-government and/or whole-of-society approaches in national targets on NCPs. Most of these are national policy frameworks on nature or the environment, but ministries other than nature, sub-national actors, and non-state actors are also mentioned relatively often. Which is promising, as also this target is very relevant in the context of mainstreaming. Less attention goes to international conventions other than the CBD and regional cooperation.

Conclusion

GBF target 11 focuses on Natures Contributions to People, which are an important argument for humans to bend the curve for biodiversity. However, restoring, maintaining and enhancing NCPs is a target that does not stand on its own, as contributions from nature are not found independent from other conservation and restoration efforts. National targets submitted by Parties are therefore strongly intertwined with other targets in the GBF, such as target 1, 2 and 3 as area-based approaches, target 8 on climate change, and target 10 on agriculture, aquaculture, forestry and fisheries. In the operationalization of GBF target 11, this overlap becomes clearer in which contributions to people countries focus on most: climate regulation, disaster prevention, soil health, and food production. However, several other NCPs have certain priorities to countries that are not mentioned in the GBF target. Furthermore, national targets that are made measurable are often restoration targets which are equally aligned to GBF target 2. Most Parties also use the language on maintaining and enhancing NCPs, though it is not entirely clear how they interpret this distinction.

Recognition of overlaps and synergies in the framework may help in effective and holistic implementation of the GBF as a whole. Some target elements that are inherent to target 11, such as the use of nature-based solutions and ecosystem-based approaches, are, however, picked up by countries to a much lower extent. Similarly, very few countries describe in which areas NCPs will be restored, maintained, or enhanced and targets are often not made more specific to NCPs than 'general' restoration targets. Policy instruments described and whole-of-government considerations illustrate that countries are willing and trying to further integrate targets on nature's contributions in other policy domains. Further analysis of NBSAPs and National reports is needed to see if national targets are further specified in implementation.

GBF Target 12: Enhance Green Spaces and Urban Planning for Human Well-Being and Biodiversity



Urban nature, often termed as green and blue spaces, provides a wide range of contributions to people. Among those are physical benefits such as cooling, clean water and improved air quality. Nature also provides psychological benefits supporting public health and well-being, and mediates extreme weather events such as rainfall flooding and severe heatwaves (Veerkamp et al. 2024). Enhancing green and blue spaces is therefore of high importance to people, especially considering increasing climate impacts combined with projected growth of people living in urban areas in the near future (Veerkamp et al. 2021). Additionally, green and blue spaces in urban and densely populated areas can increase habitat connectivity (Li et al. 2024). Being able to interact with nature increases people's appreciation and understanding of (the importance of) biodiversity (Bulkeley, Kok, and Xie 2021). To enhance biodiversity, including its benefits and access to nature for everyone, it is important that urban planning processes become biodiversity-inclusive. This GBF target has no Aichi predecessor, though there was a dedicated Plan of Action (CBD decision X/22) on cities and sub-national governments adopted in 2010.

Target 12: Enhance Green Spaces and Urban Planning for Human Well-Being and Biodiversity

Significantly increase the area and quality, and connectivity of, access to, and benefits from green and blue spaces in urban and densely populated areas sustainably, by mainstreaming the conservation and sustainable use of biodiversity, and ensure biodiversity-inclusive urban planning, enhancing native biodiversity, ecological connectivity and integrity, and improving human health and well-being and connection to nature, and contributing to inclusive and sustainable urbanization and to the provision of ecosystem functions and services (CBD 2022).

Summary of submissions

By the time of analysis, 125 out of 140 CBD Parties submitted at least one national target to the ORT with alignment to GBF target 12. The total number of national targets aligned to GBF target 12 is 281, averaging 2.2 national targets per country being aligned to GBF target 12. Out of all Parties that submitted national targets aligned to GBF target 12, 13% of Parties did not submit national targets that explicitly refer to biodiversity inclusive urban planning and/or green and blue spaces.

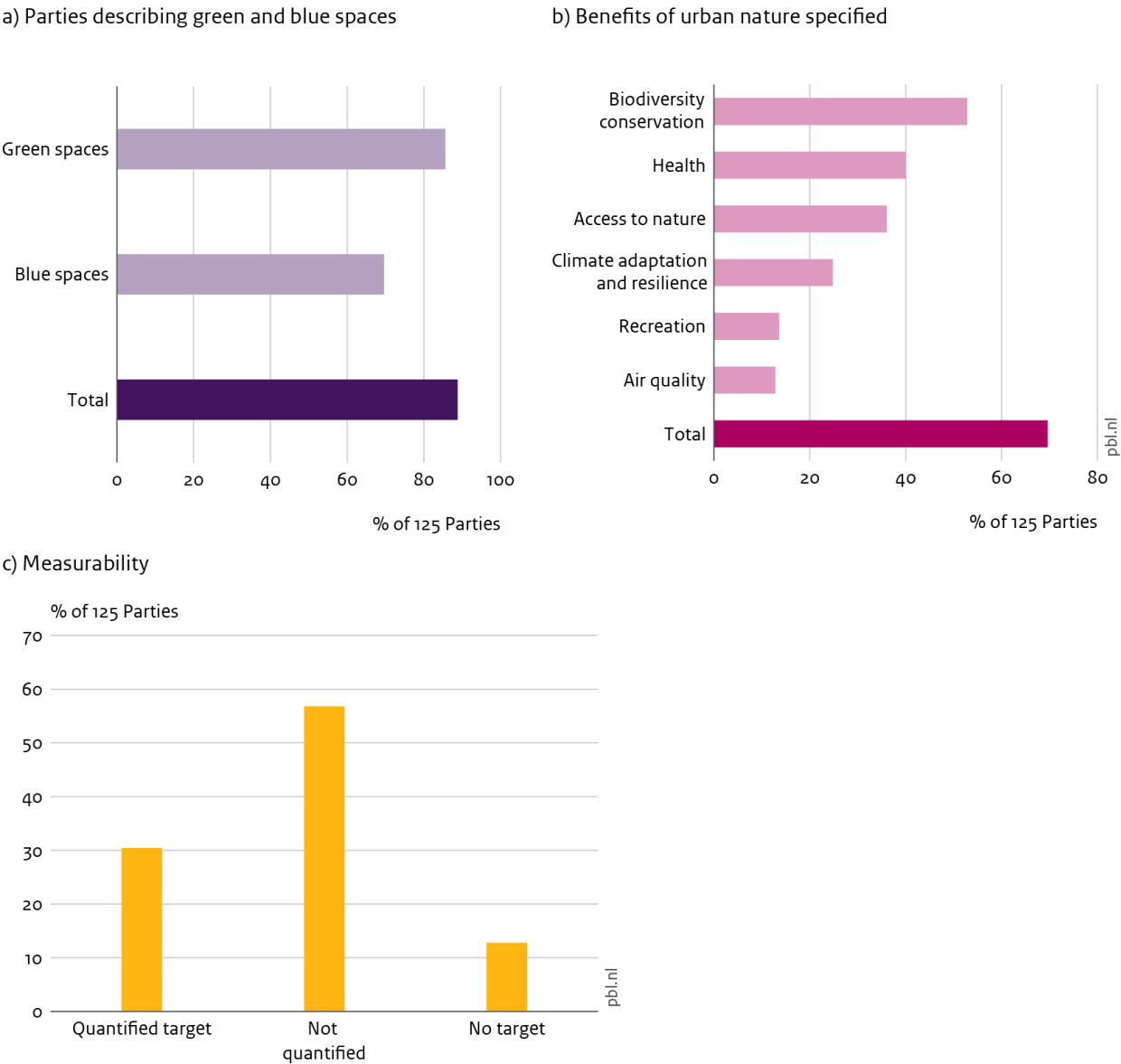
Scope

GBF target 12 consists of multiple elements. It aims for sustainably enhancing green and blue spaces by increasing their area and quality, connectivity and access and benefits. Figure 4.23a shows that the majority of Parties mention green and blue spaces in their national targets aligned with GBF target 12, with more attention to green spaces than to blue spaces. Increase in the area of green and/or blue spaces is mentioned by 68% of Parties, increase in its quality by 70%, and increase in its connectivity by half. Additionally, 36% of Parties has mentioned access to nature in urban and densely populated areas and a total of 70% of Parties has described access and identified specific benefits of urban nature (Figure 4.23b). Finally, the benefit from urban nature that is mentioned most often is biodiversity conservation (Figure 4.23b). 40% of Parties mentions human health as a benefit, which is also explicitly mentioned in the GBF target and taken up as a

consideration under Section C of the Framework. Countries refer to both physical and mental health and wellbeing but generally do not specify further.

The GBF target aims for mainstreaming biodiversity through ensuring biodiversity-inclusive urban spatial planning, which is mentioned by 82% of Parties. However, only 15% of Parties mentions inclusive governance in urban planning and/or urban nature. The countries that do describe inclusive governance, do so through national targets on participatory and integrated planning, or on community empowerment and capacity building.

Figure 4.23
Coverage and quantification of GBF T12 in national targets



Source: CBD ORT, 1 december 2025

Measurability

This GBF target does not contain a quantified element, but still 30% of Parties has submitted national targets on green and blue spaces and/or biodiversity-inclusive urban spatial planning that do include quantifications. Countries have operationalised the targets in different ways, such as providing a target percentage in increase in area of green and blue spaces, a target number of trees to be planted within cities, a number of cities in which urban nature will be improved, or a number of cities in which urban spatial planning will become biodiversity-inclusive. Text box 4.16 provides some specific examples of measurable national targets on urban nature.

Text box 4.16: Illustrative examples of quantified national targets aligned with GBF target 12

‘By 2030, 75 urban centers put 30% their land under spatially planned green areas through biodiversity inclusive urban planning.’

‘The project includes targeted plantings (street trees, public spaces), a 20% increase in the tree population, representing 2,400 additional trees, as well as the construction of new buildings with ‘biodiversity-positive’ features.’

‘7.1 Achieve the development of urban ecological network plans for at least 50% of municipalities. 7.2 Develop ambitious ecological management plans for urban green spaces for 50% of municipalities, without the use of fertilizers or pesticides. 7.3 Engage municipalities in the ‘pesticide-free’ initiative. 7.4 Halt the net loss of urban green spaces and urban tree cover. 7.5 Increase the total national area of urban green spaces by at least 1% compared to the total urban area in 2021. 7.6 Achieve 5.6% urban tree cover. 7.7 Ensure a net gain of urban green spaces to be integrated into construction and infrastructure development.’

‘Every household will be within 10-minute walk from a park by 2030.’

‘120,000 hectares of urban and peri-urban areas will have a net positive impact on biodiversity by 2030.’

Policy instruments

29% of Parties has submitted national targets on urban nature that describe policy instruments on the implementation of the target. Text box 4.16 below provides examples of policy instruments found. A quarter of countries has submitted targets that include legal and regulatory and/or social and cultural instruments. Fewer Parties describe economic and financial instruments, and only 2% describes rights-based instruments and customary norms.

Text box 4.16: Illustrative examples of policy instruments aligned with GBF target 12

Legal and regulatory instruments:

‘Incorporating the coordinated development of green infrastructure in urban and suburban areas into municipal plans to improve ecological status, connectivity and ecosystem services. For towns and cities, incorporate green infrastructure development into the local building regulations. Aligning integrated municipal water management plans with regional green infrastructure concepts.’

‘Develop and implement guidelines on green and blue spaces and biodiversity-inclusive urban planning’

Rights-based instruments and customary norms:

‘Improve the formal land system and related standards, guidelines and enforcement to protect the environment and address the growing demand for urban land, including the accommodation of urban development on customary land.’

‘Engaging local communities in the planning, design, and management of urban green spaces.’

Economic and financial instruments:

‘By 2026, to support municipalities in pursuing the objective of the EU Biodiversity Strategy for 2030 regarding the development of urban greening plans, the funds available for the urban greenery funding priority under the Federal Biological Diversity Programme will be increased with the aim of helping at least 100 more municipalities draw up municipal biodiversity strategies and/or plans for urban green infrastructure.’

‘Property law, the Building Act and the Building Ordinance are examined for disincentives, and reform proposals are formulated for restructuring the disincentives. Possible results are: – Determination of a minimum proportion of the green area ratio for the building zone, where only planted areas are taken into account or are allowable. – Adjustment of the boundary distances for planting in view of ongoing densification (...) – Creation of positive incentives for more biodiversity in construction, e.g. by earmarking the value added tax in densification projects for biodiversity-promoting green space design, levies to increase private infiltration areas’

Social and cultural instruments:

‘Creation of successive environmental education campaigns for the population on the importance of leisure and green spaces, as well as a plan for monitoring and maintaining these spaces’

‘Green recreational areas will be effectively managed for biodiversity conservation as well as for social and educational purposes. (...) Educational facilities and programmes at recreational areas will be enhanced with the intention of providing field venues for biodiversity and environmental educations and awareness. (...) Encourage public-private partnerships (PPPs) and citizen science approach in recreational area management and operations in order to further enhance the services, activities and biodiversity.’

Figure 4.24

Policy instruments and comprehensiveness of policy approaches in national targets under GBF T12

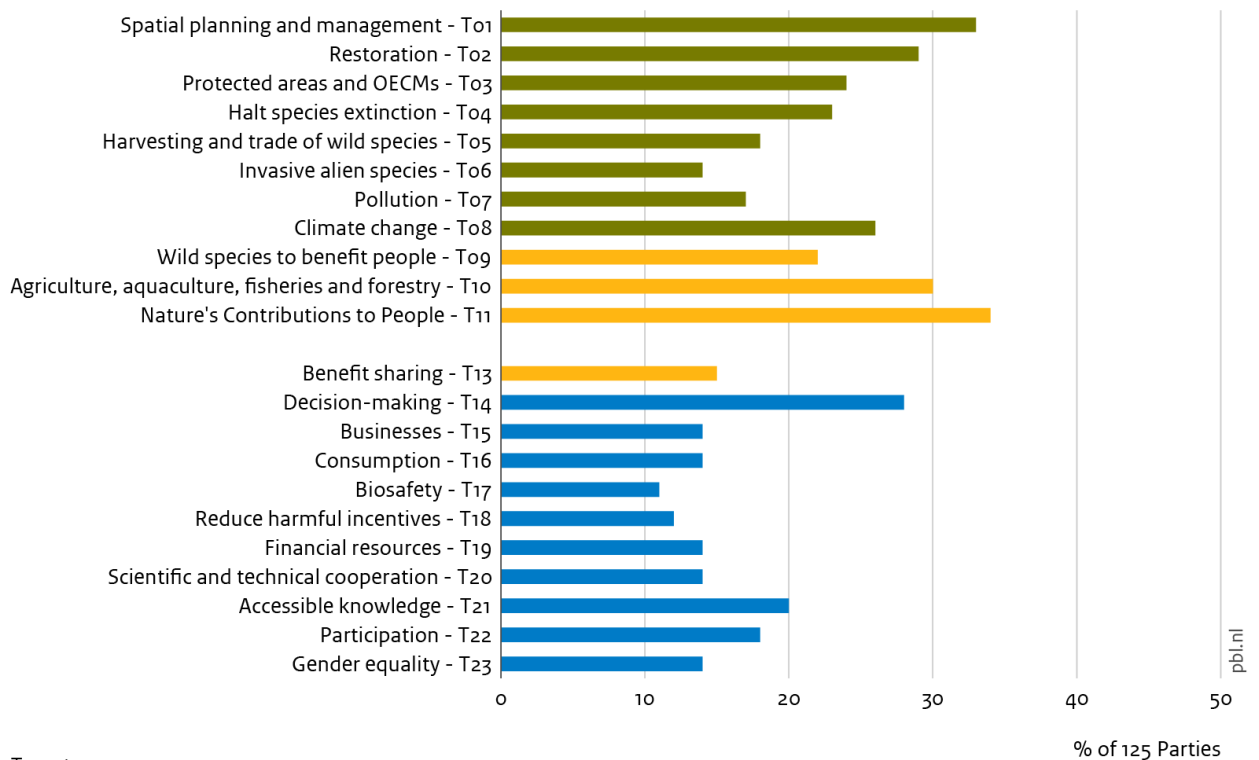
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

Linkages made to other GBF targets are low compared to other targets analysed. Countries mostly link enhancing green and blue spaces to target 11 on Nature's Contributions to People because of the target element on enhancing the benefits from green and blue spaces (Figure 4.24c). Similarly, one-third of Parties links the target element on biodiversity-inclusive urban planning to target 1 on spatial planning and effective management. Though biodiversity conservation is described as a benefit of enhancing urban nature by approximately half of the countries (Figure 4.23b), national targets under this GBF target are only linked to GBF targets 3 and 4 by less than a quarter of the countries (Figure 4.24c). Other benefits from nature in the urban context that are sometimes mentioned include air quality improvement, pollution reduction, and climate adaptation and resilience, which are elements of GBF targets 7 and 8, though few Parties have made linkages to these targets.

Only 18% of Parties describes whole-of-government and whole-of-society approaches in national targets on biodiversity-inclusive urban planning and/or green and blue spaces (Figure 4.24b). Those countries that do describe such considerations all refer to national policy frameworks and sub-national governments. As this target directly relates to sub-national governments (cities, regions), this percentage is low. The references to the sub-national level sometimes mention responsibilities or actions of specific municipalities and sometimes refer to municipalities more generically, such as here: 'By 2026, the states and municipalities will incorporate the guidelines of (...) into their land-use and urban development programs and plans, promoting the conservation and sustainable use of biodiversity, as well as ecological connectivity and the quality of green and blue areas'. Some countries provide approaches that bring together multiple groups of stakeholders, for example in this target: 'Foster partnerships between government agencies, NGOs, academic institutions, and the private sector to support urban biodiversity initiatives and green infrastructure projects'. International conventions other than the CBD and regional cooperation are mentioned the least in relation to GBF target 12.

Conclusion

Countries are actively working on GBF target 12 and applying it to the national/local context, as target elements on increasing area and connectivity of green and blue spaces, their benefits, and biodiversity-inclusive urban planning are described by a majority of Parties. In addition, countries have developed national targets that include different types of measurable elements, although the GBF target itself does not contain quantified elements. Bridging this GBF target to other relevant policy processes, however, seems to be more challenging for countries. Few linkages are made to other GBF targets, even though these linkages do become visible in the way in which target 12 is operationalised by countries, for example as mentioned benefits from green and blue spaces are biodiversity conservation (indirect link to targets 3 and 4), climate adaptation (target 8), and improved air quality (targets 7 and 11). Furthermore, few countries have made explicit reference to local governments or local non-state stakeholders, which would be expected from a target on urban nature and would even be necessary to ensure effective implementation.



GBF Target 16: Enable Sustainable Consumption Choices To Reduce Waste and Overconsumption

The main underlying driver behind the increasing pressure on nature is our economic structure (IPBES 2019; Jones et al. 2025), therefore it follows that halting and reversing biodiversity loss requires a shift to sustainable production and consumption. This target focusses on enabling sustainable consumption and reducing the global footprint of consumption. It connects consumption choices with the impacts it has on biodiversity and the drivers of biodiversity loss around

the globe. Production and consumption will have to stay within planetary boundaries (SCBD 2026). Governments are responsible for encouraging and enabling their citizens to make sustainable consumption choices. Aichi Biodiversity Targets 1 and 4 already aimed for increased awareness of the values of biodiversity for governments, businesses, and stakeholders at all levels to implement plans for sustainable production and consumption, thereby enabling sustainable consumption choices. Though awareness has increased and an increasing number of governments and businesses have developed plans for sustainable production and consumption, the targets have not been achieved and plans have lacked implementation (SCBD 2020). GBF targets 15 ('Businesses Assess, Disclose and Reduce Biodiversity') and 16 continue these Aichi targets. Additionally, Target 16 explicitly mentions reducing the footprint of consumption, including by halving global food waste, reducing overconsumption, and reducing waste generation. The footprint of consumption differs considerably between world regions (Wilting et al. 2017). Therefore, this target also states that the global footprint of consumption must be reduced in an equitable manner, which means that each country needs to take responsibility for its own fair share in this effort. What counts as a fair share is dependent on how footprint is measured, as well as on which fairness principle is considered, which makes this a political choice (Lehmann et al. 2025).

Target 16: Enable Sustainable Consumption Choices To Reduce Waste and Overconsumption

Ensure that people are encouraged and enabled to make sustainable consumption choices including by establishing supportive policy, legislative or regulatory frameworks, improving education and access to relevant and accurate information and alternatives, and by 2030, reduce the global footprint of consumption in an equitable manner, including through halving global food waste, significantly reducing overconsumption and substantially reducing waste generation, in order for all people to live well in harmony with Mother Earth (CBD 2022).

Summary of submissions

By the time of analysis, 120 out of 140 CBD Parties submitted at least one national target to the ORT with alignment to GBF target 16. Of all GBF targets under analysis, this is the lowest number of Parties with national targets aligned with the GBF target. The total number of national targets aligned with GBF target 16 is 230, averaging 1.9 national targets per country. Out of all Parties that submitted national targets aligned with GBF target 16, 21% of Parties did not submit national targets that explicitly refer to encouraging and enabling people to make sustainable consumption choices and/or footprint reduction. This therefore makes it the target with the highest number of Parties aligning targets with the GBF target that are only indirectly relevant.

Scope

This GBF target consists of two main elements: encouraging and enabling people to make sustainable consumption choices (covered by three-quarters of Parties; Figure 4.25a) and footprint reduction (covered by fewer Parties). Regionally, this pattern does not look substantially different, though in Europe, Asia, and the Pacific, there is slightly more attention to footprint reduction (67% of Asia and the Pacific countries and 63% of European and Central Asian countries) compared to in Africa and the Americas (both 53%). More than half of Parties cover both of these elements, while 21% covers neither. National targets in this last category for example focus on awareness raising and education on biodiversity (without referring to sustainable consumption and therefore more fitting under GBF target 21 on available and accessible knowledge to guide biodiversity action), citizen participation in conservation efforts, sustainable management of tourism, mainstreaming biodiversity, and more general phrasings on addressing negative impacts on biodiversity.

As Figure 4.25b shows, the countries that do have targets on reducing their footprint mainly focus on waste reduction, followed by reducing overconsumption and food waste. Food waste reduction is thus mentioned the least out of all elements mentioned in this GBF target, though this is the only quantified element in the target. Other approaches to footprint reduction mentioned include transitioning to circular economies, implementing clean energy, and promoting sustainable food systems and locally grown products.

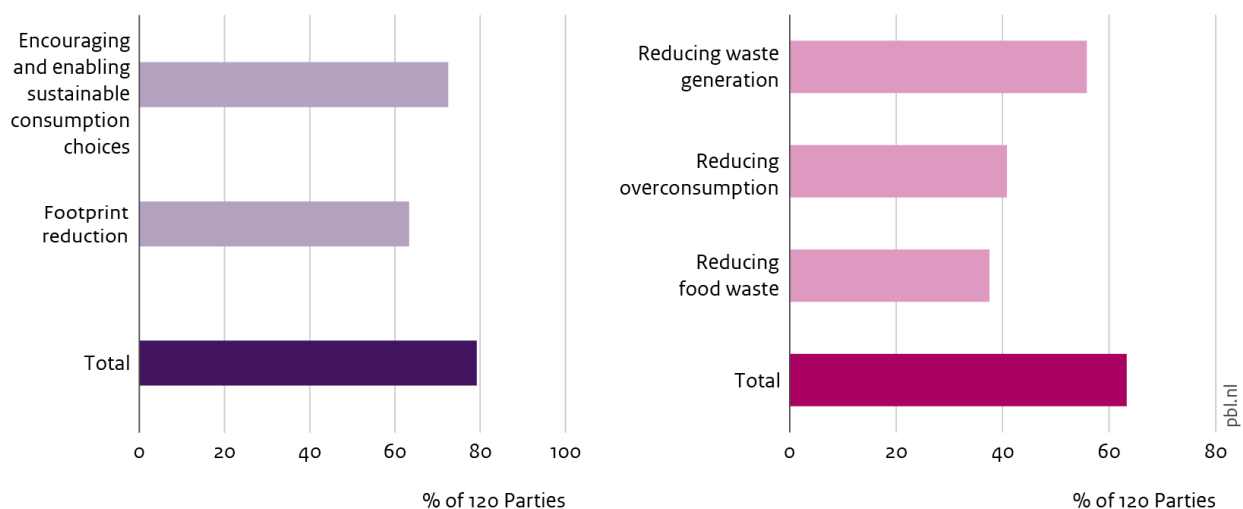
This target especially focusses on reducing the footprint of consumption, which is, however, only specifically mentioned by 31% of Parties. Sometimes, Parties also refer to other footprint types, such as the production footprint (7%), carbon footprint (5%), ecological footprint (5%), and raw materials footprint (3%). While the target only focuses on consumption, it is clear that reducing footprints indeed requires action from both production and consumption perspectives (Lopez and Teufel 2022). We therefore analysed if the producer level is addressed as well in national targets aligned with GBF target 16; 31% of Parties mentions reductions in waste generation at the producer level (out of which one third does not refer to the consumer level) and 11% of Parties refers to the producer level in national targets on food waste reduction (all of which also refer to the consumer level).

Footprint reduction targets can be aimed at a country's internal as well as external footprint. Though it is not always specified which footprint a country refers to, only 8% of Parties makes reference to targeting its external footprint, in contrast to 58% of Parties focusing on reduction of the domestic footprint. Equally, the GBF target element of reducing footprints in an equitable manner is hardly addressed, as only 8% of Parties make explicit reference to contributing their 'fair share' in reducing footprints. Reducing the global footprint in a fair manner requires a more specific understanding of how the target should be implemented at the national level and depends on the responsibility a country wants to take (Lehmann et al. 2025). The concept of footprint implies a 'contributor pays' principle, meaning that those who created a problem should take responsibility for fixing it, but not only contributions to biodiversity loss differ per country as impacts felt as a result also differ, and those countries with the highest contributions are generally not those that feel the worst negative impacts for it (Häyhä et al. 2016). Additionally, interpretation of what fair shares constitute also differs depending on which footprint is analysed (Matušík and Kočí 2021).

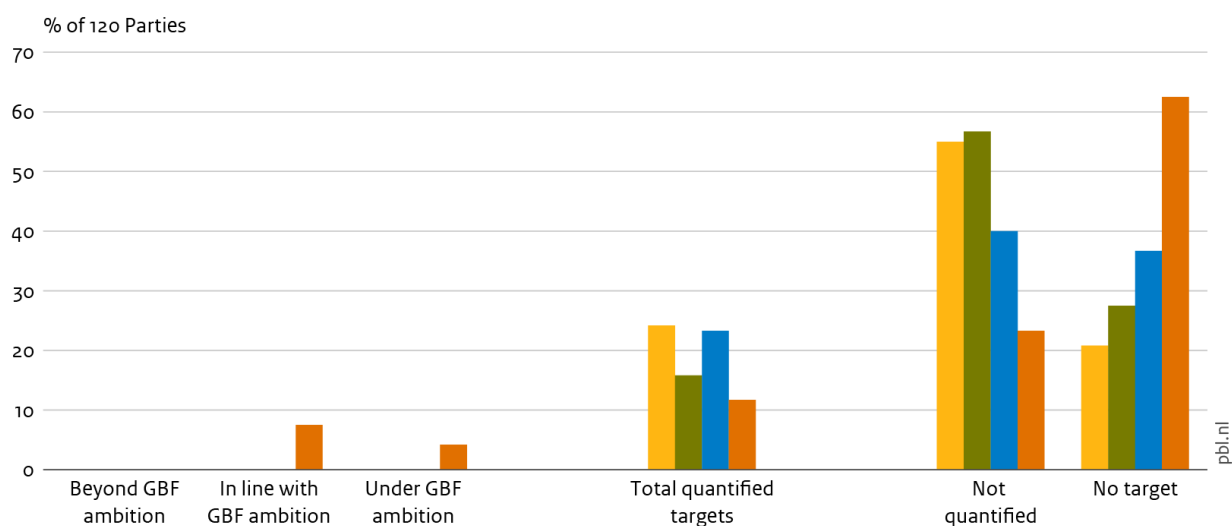
Figure 4.25
Coverage and quantification of GBF T16 in national targets

a) Focus in national targets on sustainable consumption

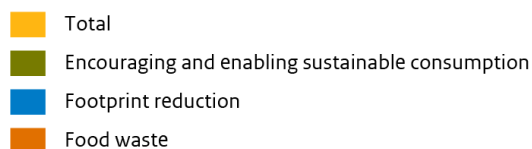
b) Approaches specified to reduce country footprint



c) Measurability



Commitments on encouraging sustainable consumption and footprint reduction



Source: CBD ORT, 1 december 2025

Measurability

GBF target 16 contains one quantified element: halving global food waste. This target element is picked up by a third of Parties, though only 12% has also provided a quantification in its national target (Figure 4.25c). In total, 24% of Parties has submitted national targets in alignment with GBF target 16 that contain a quantified commitment, many of which refer to footprint reduction, but the target element on encouraging and enabling sustainable consumption choices is also quantified by

16% of Parties. Different ways in which national targets aligned with GBF target 16 are quantified are illustrated in Text box 4.17.

Text box 4.17: Illustrative examples of quantified national targets aligned with GBF target 16

‘By 2030, (country X) will have reduced overall waste generation per capita by 25%, food waste by 30%, and increased the recycling rate to 40%. Additionally, waste generation will be reduced by 25% from businesses and government entities.’

‘By 2040, reduce total production and consumption waste by 50%, including a 40% reduction in food waste’

‘The proportion of packaging placed on (country X’s) market for the first time that is reusable must increase by at least 20 percent from 2022 to 2026 and by at least 30 percent from 2022 to 2030.’

‘The ecological footprint of each person is reduced by 50%.’

‘By 2030, increase the recycling rate of municipal waste to 55%.’

‘By 2020, at least 74 schools in formal education (3 schools x 24 per indigenous territory) will be implementing an improved biodiversity curriculum within their formal education.’

Policy instruments

38% of Parties has described policy instruments in national targets on encouraging and enabling sustainable consumption and/or footprint reduction (Figure 4.26a). Almost all countries make use of social and cultural instruments, which aligns with the target element on encouraging people to make sustainable consumption choices through improving education and access to relevant and accurate information and alternatives. Establishing supportive policy, legislative, or regulatory frameworks is also mentioned as a possible policy action, which is reflected in that 35% of Parties describes legal and regulatory approaches to implement GBF target 16. Economic and financial instruments are mentioned less often and only 3% describes rights-based instruments and customary norms. Text box 4.18 provides examples of policy instruments found.

Text box 4.18: Illustrative examples of policy instruments aligned with GBF target 16

Legal and regulatory instruments:

‘Develop and enforce strict waste management regulations for maritime vessels and hospitality facilities.’

‘Revise and pass laws, and regulations governing decreasing consumption waste of used biodiversity products.’

Rights-based instruments and customary norms:

‘This strategy includes traditional knowledge related to the sustainable use of biodiversity.’

‘To integrate traditional knowledge practices into the education curriculum, aiming to ensure the knowledge transfer of sustainable traditional activities by 2030’

Economic and financial instruments:

‘Greater investment in waste management and recycling to address waste control and encourage alternative use and intermediate technology in waste management.’

‘The \$20M Food Waste Reduction Challenge (led by AAFC) offered prize funding for delivering novel solutions to reduce food loss and waste across the supply chain.’

Social and cultural instruments:

‘Specifically, the government will work with various stakeholders to promote education and awareness-raising, develop recycling technologies, spread certified products such as eco-labels, and build social infrastructures such as food banks in an integrated manner. At the same time, information on biodiversity-conscious products and services will be disseminated in a straightforward manner, such as how choosing these products and services contributes to the conservation of ecosystems.’

‘16.3. Conducting campaigns to raise awareness about food waste food waste across the agricultural value chain and providing tips on how consumers can minimize waste at through proper storage. 16.4. Conducting educational campaigns to raise awareness about the importance of recycling practices, and environmental benefits of recycling to encourage behaviour change.’

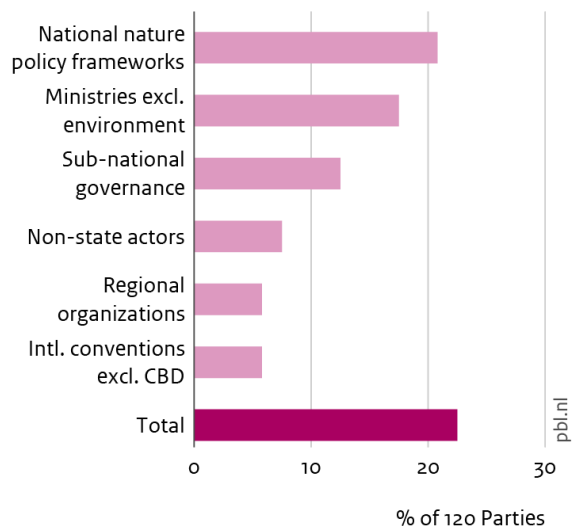
Figure 4.26

Policy instruments and comprehensiveness of policy approaches in national targets under GBF T16

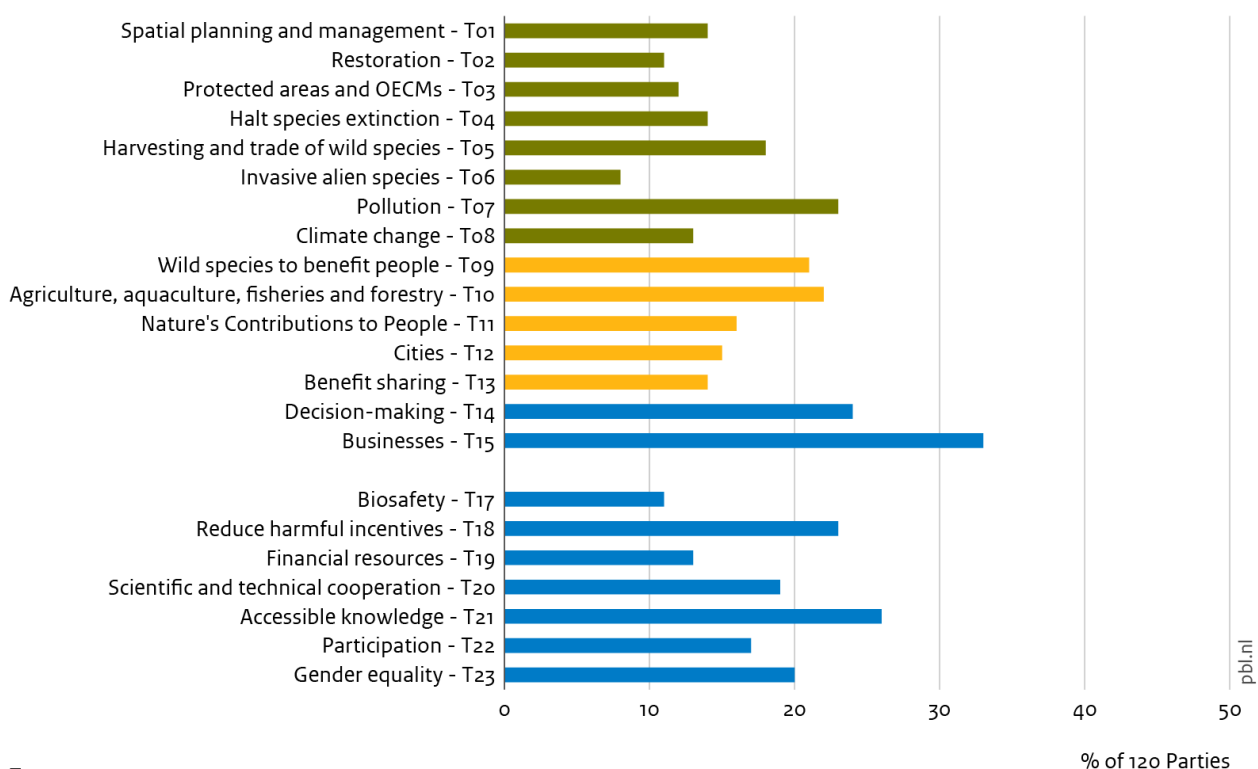
a) Policy instruments



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



c) Linkages with other GBF targets



Targets on:

- Reducing threats to biodiversity
- Meeting people's needs through sustainable use and benefit-sharing
- Tools and solutions for implementation and mainstreaming

Source: CBD ORT, 1 december 2025

Comprehensiveness

Compared to other GBF targets analysed, few interlinkages to other targets in the framework are made under GBF target 16, although the target directly links to many other elements in the framework: to targets on reducing pressures on biodiversity, on sustainable use of wild species, and on many of the 'Tools and solutions for implementation and mainstreaming' targets (SCBD 2026). The link that is made most often is to GBF target 15: 'Businesses Assess, Disclose and Reduce Biodiversity-Related Risks and Negative Impacts' (Figure 4.26c). As target 15 calls for businesses to provide information needed to consumers to promote sustainable consumption patterns, target 16 aims for footprint reduction and Aichi Biodiversity Target 4 previously combined sustainable production and consumption in one target, it makes sense that these targets are picked up on simultaneously. Production and consumption are two sides of the same coin, after all.

A quarter of Parties has described a link to target 21 on accessible knowledge, as target 16 includes elements on improving education and access to relevant knowledge, and one fifth has made a link to target 7 on pollution due to the target element on reducing waste generation. This link is often operationalised in targets aimed at reducing or eliminating plastic waste. Additionally, one fifth of Parties has made a link to target 14 on mainstreaming biodiversity into decision-making at all levels. In many regions, the consumption domain with the highest biodiversity impact is food systems and diets, especially agri-food systems have significant impacts (Köppen et al. 2024; Wilting et al. 2017). GBF targets 10 and 16 therefore form an important link, which is also made by one fifth of Parties.

Linkages to other relevant actors and policy processes mentioned most often are national environmental policy frameworks and ministries outside of the environment, as shown in Figure 4.26b. Sustainable consumption and footprint reduction addresses transformative change of society as a whole. In general, whole-of-society and whole-of-government approaches are only mentioned by 23% of Parties in national targets aligned to GBF target 16, and non-state actors are only mentioned by 8% of Parties.

Conclusion

Out of all GBF targets analysed, which are the targets directly relevant for Goals A and B, the least amount of Parties have submitted targets to this GBF target, and also the number of national targets aligned with this target is lowest. Additionally, national targets aligned with GBF target 16 relatively often make no direct connection to the GBF target text. This may indicate that countries are struggling with translating GBF target 16 to the national context. Countries that do have targets directly relevant to this GBF target often refer to both target elements on encouraging and enabling people to make sustainable consumption choices and on reducing the country's footprint of consumption, though it is not always clear if countries indeed refer to the consumption footprint or to a different type of footprint. While consumption is one of the main drivers of biodiversity loss and relevant for many of the other GBF targets, linkages with other targets in the framework are rarely made by countries. Additionally, little reference is made to reduction of countries' external footprint and fair shares in footprint reduction.

Moreover, quantified elements in the GBF target are more often picked up at the national level including through a quantified commitment in other GBF targets, Target 16 is again an exception. The quantitative target of halving global food waste is less often mentioned than the target elements on reducing waste generation and reducing overconsumption. Only 12% of Parties

submitted a quantified commitment on reducing food waste. However, we do find examples of quantified commitments on other target elements that are not quantified in the GBF target.

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Appendix 1: Overview of response per GBF target

This table provides an overview of the number of Parties that submitted national targets per GBF target by 1 December 2026, and the number of national targets that was submitted in total per GBF target.

GBF target	Party response	National targets
GBF target 1	131	434
GBF target 2	137	413
GBF target 3	135	428
GBF target 4	133	490
GBF target 5	127	346
GBF target 6	130	252
GBF target 7	128	318
GBF target 8	132	341
GBF target 9	128	336
GBF target 10	130	482
GBF target 11	125	422
GBF target 12	125	281
GBF target 13	127	242
GBF target 14	127	443
GBF target 15	118	248
GBF target 16	120	230
GBF target 17	119	196
GBF target 18	113	210
GBF target 19	128	293
GBF target 20	126	342
GBF target 21	126	467
GBF target 22	123	293
GBF target 23	120	223
(Average)	(126)	(336)

Appendix 2: List of interviewees and reviewers

We would like to thank the following people for their contributions to this report, both in the development stage of the analysis through semi-structured interviews, as well as in the final review stage of the target analysis:

Chapters 1, 2, and 3:

Dr. Flavio Affinito (Convention on Biological Diversity), Dr. Rob Alkemade (PBL the Netherlands Environmental Assessment Agency), Tim Hirsch (Convention on Biological Diversity), Prof. Dr. Sylvia Karlsson-Vinkhuyzen (Wageningen University & Research), Juliette Landry (IDDRI), and Katie Minderhoud (PBL the Netherlands Environmental Assessment Agency).

Chapter 4 target analyses:

Julie Belanger (UN Food and Agriculture Organization), Heather Bingham (Protected Planet Initiative UNEP- WCMC), Hani El Bizri (Center for International Forestry Research), Dr. Thomas Brooks (International Union for Conservation of Nature and Natural Resources), Frederic Castell (UN Food and Agriculture Organization), Dr. Jonathan Green (Stockholm Environment Institute, University of York), Hans van Grinsven (retired senior researcher, PBL the Netherlands Environmental Assessment Agency), Prof. Dr. Philip McGowan (Newcastle University), Prof. Dr. Aileen Mill (Newcastle University), Prof. Dr. Nathalie Pettorelli (Institute of Zoology, University of Oslo), Suneetha Subramanian (UN University Institute for Sustainability and Peace), and Orane Wells (UN Food and Agriculture Organization).

Joseph Appiot, Dr. Jamal Annagylyjova, Marianela Araya Quesada, Mariano Castro Jimenez, Dr. Ana Isabel Gonzalez Martinez, Regina Kipper, Monica Kobayashi, Sakhile Silitshena, and Trystan Tyrell (Convention on Biological Diversity).

Dr. Rob Alkemade, Michel Bakkenes, Dr. Jonathan Doelman, Dr. Jelle Hilbers, Elena Hooijschuur, Katie Minderhoud, Dr. Mark van Oorschot, and Dr. Clara Veerkamp (PBL the Netherlands Environmental Assessment Agency).

Methodology of analysis of protected areas and OECMs:

Heather Bingham, Kelsey Green, and Emily Howland (UNEP-WCMC).

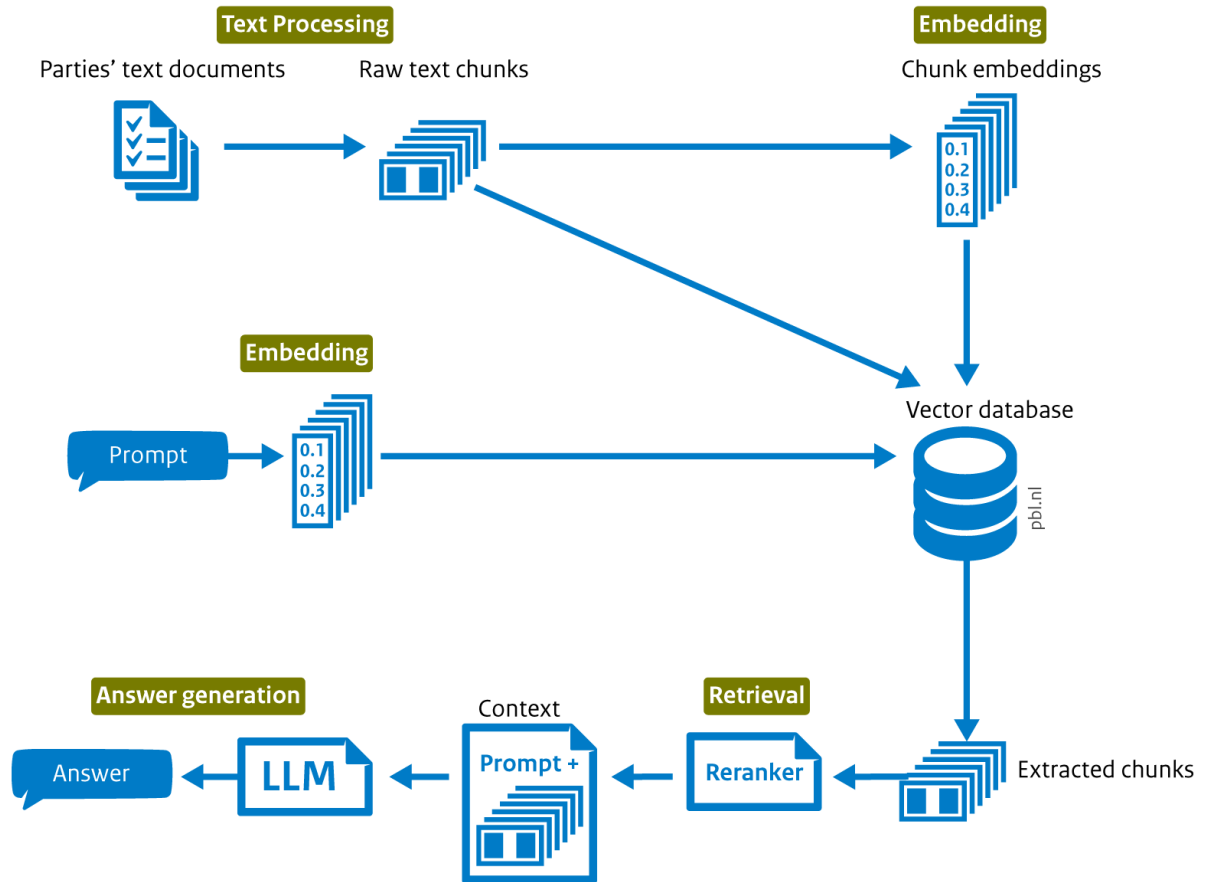
Appendix 3: Detailed methodology

Large Language Model-based research tool

The implementation of RAG in this research allows for the systematic analysis of the national target texts submitted by Parties (see figure A.1). The documents are prepared as described in chapter 2 and are then ‘ingested’, which means that the texts are split, when applicable, into smaller chunks. The RAG framework used in this study is a so-called ‘vector-based’ RAG framework: each text chunk is converted by an embedding model to a numeric vector that captures the semantic meaning of the text and stored in a vector database. We executed this step with a multilingual embedding model, which can deal with the six UN languages used in the Parties’ texts. The same embedding model is used to convert the question that is asked as well (the prompt). This allows searching the vector database for the Party’s text chunks that are closest to the question in their semantic meaning. This way, a selection of text chunks is obtained that are most likely to contain the answer to the question. This selection can be further reduced, and re-ordered, by another model called a ‘reranker’, which is especially trained on judging whether text A or text B contains a better answer to the particular question. The last step in the pipeline consists of composing the final LLM prompt that consists of the user prompt itself, a prompt template containing an instruction to the LLM of how to interpret the prompt and the text in the selected chunks and of course the text chunks themselves. Together, these components form the final context for the LLMs. This mechanism ensures that any answer from the system is solely based on the material obtained from the vector database.

Figure A.1

RAG question-answer pipeline



Bron: PBL

Based on the operationalisation of the research questions described above, we determined numerous lists of prompts for each GBF target analysed to then prompt the model with. These lists were initially drawn up using the guidance notes on the CBD website (SCBD 2026), the GBF's monitoring framework and a first round of (8) PBL internal (see Appendix 2) topic expert interviews focusing on how to interpret the targets and important concepts regarding the target themes. The RAG framework was prompted with these initial prompts. In this phase, we also asked more open-ended questions, curious if the model would find common themes within the national targets that we did not yet consider ourselves. The output was constantly used for quality control of the model; where necessary, the prompts were adjusted to make sure the output is reliable and as close to our own interpretations of the national target texts as possible. Figure 2.1 in the main text depicts the iterative character of this process; when it was clear that the LLM could not assign the correct class because it could not directly understand what was meant with certain terms in the text, a definition of these terms was added to the question template. An example is the addition of the definition of 'non-state actors' and 'spatial planning' in the prompt template.

In addition to the consistent monitoring of the RAG framework output, we conducted a formal testing of the results at two critical moments of the research. First of all, we created preliminary results documents for each GBF target, which provided a basis for a second round of (17) interviews with external (outside of PBL) target experts (see Appendix 2); this included both topic experts and policy experts. During these interviews, we asked 1) if our preliminary results were recognisable, 2)

how to interpret the outcomes of our preliminary results, 3) if any additional questions could deepen our analysis, and 4) if the experts had any suggestions for country groupings. These interviews served as a review of the approach and questions asked, as feedback on the preliminary results and also provided perspectives on how to deepen and hone the analysis.

Based on these conversations, we were able to do a quality check of the model and to update the prompt lists, as the experts were also able to point out which results were surprising to them. Secondly, we then conducted a stratified sampling exercise to account for the quality of the model's output of the final prompt lists we used. To ensure comprehensive coverage and representation of the samples, they are selected based on different characteristics: 13 GBF targets, the five UN regions, and three dimensions of the targets questioned (content of the national targets, policy instrumentation, and comprehensiveness). With this stratification method, we selected a sample of 40 questions at random to annotate manually before comparing them to the output of the RAG framework. To ensure accuracy and reliability, all four authors of this report independently conducted a manual check of 30 samples, so that each sample was answered by three authors. As a next step, we compared the independent manual annotations. In a number of cases, researchers interpreted the national targets differently. Those samples were then discussed until we reached a consensus, creating a 'benchmark' to compare the model's output with. It must be noted that, in many cases, it was not easy to come to this consensus between ourselves, mainly because the Parties' texts and also the questions themselves often leave room for interpretation of what is meant precisely.

Evaluation of the RAG framework with manually annotated answers, as well as the involvement of topic and policy experts, is an important step to gain trust in the AI-generated answers and crucial to ensure that human knowledge remains the centre of an AI-driven analysis (DeSantis et al. 2025). While the application of the RAG framework for interpreting the Parties' texts, at least theoretically, should have been a 'relatively simple' case-study, in practice we have seen many cases of hard-to-interpret texts. This is also reflected by the fact that the researchers needed several sessions together to come to a consensus for the manual annotations in the first place. Evaluation of the AI outcomes was facilitated by the 'explanation' in the output in which the LLM explains why it came to a certain answer (see Appendix 4). While looking at the evaluation results, we distinguished three types: 1) the manual result of assigning (a) class(es) to a Party was exactly the same as the AI result. This result was obtained for 22 out of 40 samples; 2) the manual result of assigning (a) class(es) to a Party had no overlap with the AI result. This result was obtained for 11 out of 40 samples; and 3) the manual result of assigning (a) class(es) to a Party partly overlapped with the AI result. This result was obtained for 7 out of 40 samples. When comparing the model output with our manual answers that had no or partial overlap, we found that the model was often stricter than the manual readers. Although we can observe from this sample that the AI produced a matching assignment in just over half of the cases, we feel confident that overall patterns in the results for all targets and questions reflect how the ambitions of the GBF targets were translated into the national targets well enough at the aggregation level we further analyse and present our results. This is also confirmed by comparing our results with for example results of CBD-analysis of national targets and NBSAPs (CBD 2026).

The final format of the prompts can be found in Appendix 4. To effectively analyse patterns in national targets submitted in alignment to the GBF, we employed a clustering methodology. This approach sorts countries into clusters, which reveals overarching trends and distinctions among different national contexts. The study makes use of a 'review' module that allows to ask multiple documents predefined questions sequentially. For each GBF target analysed, the same list of

prompts was ran over all Party files with the National targets that that Party submitted in alignment to the GBF target. Each prompt was repeated 15 times, to account for the fact that LLMs are inherently non-deterministic, meaning that asking the same question twice, the answer can be different (mostly not in meaning but in wording). Based on these 15 runs, a Party was assigned to a class when the output of the model assigned the class to that Party in the majority of cases; so, at least 8 times in our setup. Analysis of the multiple runs shows that in most cases, Parties are assigned into the same class every run. Divergent classifications occurred in relation to all GBF targets, question types and languages, with no clear pattern emerging. Per GBF target analysed, we report on the subset of Parties that has submitted national targets in alignment to that GBF targets. Percentages reported are thus neither based on the entire CBD nor on the total set of countries that submitted national targets (140), but on the response per GBF target. Appendix 1 provides an overview of country- and national target response per GBF target. When found relevant, we report regional differentiation of the results, using the IPBES regions (Appendix 5).

The RAG framework used is open-source and available for reproducibility.⁴ Prompt lists for each target and question, answers, together with the input that was used, are stored for reproducibility purposes. These are all available through the corresponding authors.

⁴ The repository can be found on Github (link: <https://github.com/pbl-nl/appl-docchat>).

Appendix 4: Prompting example:

Prompt list for analysis of GBF target 2

In the prompting template below, the 'Context' refers to all national targets and 'User Query' refers to the question under the first column.

Question	Question_Template
Does the text mention targets on restoration of degraded areas? If yes, which areas are specified to be under restoration?	You are an AI assistant for a document analysis system. Analyze the retrieved context and return a response based on the User Query below. The context below contains output from a government which country name is mentioned in the first line. Consider the European Union as a single government. Context: {context} User Query: {question} Your task: Assign the context to one or more of the following classes: class 1: the government does not mention restoration of degraded areas class 2: the government mentions restoration, but does not specify where this will take place class 3: the government mentions restoration of terrestrial areas class 4: the government mentions restoration of inland water areas class 5: the government mentions restoration of coastal areas class 6: the government mentions restoration of marine areas It is possible that the context mentions multiple aspects, so the context can be assigned to multiple classes. However, if a government is assigned to class 1 or 2, it can not be assigned to other classes too. Return output in the following format: government: class(es) explanation The explanation is the explanation, based on the context, of why these class(es) have been chosen and why the other class(es) have not been chosen. If you don't know the answer because the context doesn't contain the information, then the class would be 1 Examples:

- if government X mentions targets on restoration of forests and grasslands the output would be X: 3 | explanation
- if government Y only mentions restoration of seas, the output would be Y: 6 | explanation
- if government Z doesn't mention any targets on restoration at all, the output would be Z: 1 | explanation
- if the context of government XY doesn't contain the information to assign the government to a class, the output would be XY: 1 | no context

Does the text mention targets on restoration of degraded areas? If yes, is it focused on ecological restoration or on ecosystem rehabilitation?

You are an AI assistant for a document analysis system. Analyze the retrieved context and return a response based on the User Query below.
The context below contains output from a government which country name is mentioned in the first line.
Consider the European Union as a single government.

Context: {context}

User Query: {question}

Definitions:

Ecological restoration - The process of assisting the recovery of a native ecosystem that has been degraded, damaged, or destroyed.

Ecosystem rehabilitation - The process of assisting the recovery of an ecosystem that has been degraded, damaged or destroyed through the reparation of ecosystem processes, productivity and services, but without re-establishing the pre-existing species composition and structure. For example, inter-planting trees on cropland using naturalized species to improve soil quality.

Your task:

Assign the context to one or more of the following classes:

class 1: the government does not mention restoration of degraded areas.

class 2: the government mentions restoration of degraded areas, but does not specify how areas will be restored.

class 3: the government focuses on ecological restoration.

class 4: the government focuses on ecosystem rehabilitation.

It is possible that the context mentions multiple aspects, so the context can be assigned to multiple classes.

However, if a government is assigned to class 1 or 2, it can not be assigned to other classes too.

Return output in the following format:

government: class(es) | explanation

The explanation is the explanation, based on the context, of why these class(es) have been chosen and why the other class(es) have not been

chosen.

If you don't know the answer because the context doesn't contain the information, then the class would be 1

Examples:

- if government X mentions ecological restoration and ecosystem rehabilitation, the output would be X: 3, 4 | explanation
- if government Y only mentions rewilding, the output would be Y: 3 | explanation
- if government Z doesn't mention any of the abovementioned categories, the output would be Z: 1 | explanation
- if the context of government XY doesn't contain the information to assign the government to a class, the output would be XY: 1 | no context

Does the text mention targets on restoration of degraded areas? If yes, does the text mention what outcome is aimed for through restoration targets? Examples of outcomes of restoration are functioning ecosystems, protection of specific species, connectivity, ecological integrity or provision of ecosystem services. Also look for other examples.	You are an AI assistant for a document analysis system. Analyze the retrieved context and return a response based on the User Query below. The context below contains output from a government which country name is mentioned in the first line. Consider the European Union as a single government. Context: {context} User Query: {question} Your task: Assign the context to one or more of the following classes: - class 1: the context does not mention restoration of degraded areas - class 2: the context mentions restoration of degraded areas, but does not mention envisioned outcomes of restoration - class 3: the context mentions functionality and resilience of ecosystems - class 4: the context mentions protection of specific species - class 5: the context mentions connectivity - class 6: the context mentions improved ecological integrity - class 7: the context mentions enhancing ecosystem services - class 8: the context mentions an outcome not mentioned above It is possible that the context mentions multiple aimed outcomes of restoration, so the context can be assigned to multiple classes. However, if the context is assigned to class 1 or 2, it can not be assigned to other classes too. Return output in the following format government: class(es) explanation The explanation is the explanation, based on the context, of why these class(es) have been chosen and why the other class(es) have not been chosen.
--	--

If you don't know the answer because the context doesn't contain the information, then the class would be 1

Examples:

- if government X mentions targets on restoration with the aim to recover species on the Red List index, the output would be X: 4 | explanation
- if government Y only mentions restoration to enhance ecosystem functioning and services, the output would be Y: 3, 7 | explanation
- if government Z doesn't mention any targets on restoration at all, the output would be Z: 1 | explanation
- if the context for government A doesn't contain the information to assign the context to a class, the output would be A: 1 | no context

Does the text mention targets on restoration of degraded areas? If yes, does the target include a quantified element?

You are an AI assistant for a document analysis system.

Analyze the retrieved context and return a response based on the User Query below.

The context below contains output from a government which country name is mentioned in the first line.

Consider the European Union as a single government.

Context: {context}

User Query: {question}

Your task:

Assign the context to one of the following classes:

1. the government does not mention restoration of degraded areas
2. the government mentions targets on restoration of degraded areas, but the target is not quantified
3. the government has a target for restoration which is in total less than 30% of the total area (including terrestrial area and marine area)
4. the government has a target for restoration which is in total 30% of the total area (including terrestrial area and marine area)
5. the government has a target for restoration which is in total more than 30% of the total area (including terrestrial area and marine area)
6. the government has a quantified target for restoration, but it is not clear what the total percentage will be, for example because it's given in hectares instead of percentages.

The context can be assigned to one class only

Return output in the following format:

government: class | explanation

The explanation is the explanation, based on the context, of why these class(es) have been chosen and why the other class(es) have not been chosen.

If you don't know the answer because the context doesn't contain the

information, then the class would be 1

Examples:

- if government X mentions that it will start restoring more areas, which is currently at 17%, the output would be X: 2 | explanation
- if government Y mentions that it aims for 30% of the terrestrial and inland water areas to be considered protected areas, and 10% of marine areas to be considered protected areas, the output would be Y: 1 | explanation
- if government Z mentions that it aims for 25% of marine areas to be effectively restored and for 50% of terrestrial areas to be restored, the output would be Z: 5 | explanation
- if government A mentions that 30% of the country will be under effective restoration, the output would be A: 4 | explanation
- if the context for government B doesn't contain the information to assign the government to a class, the output would be B: 1 | no context

Does the text mention targets on restoration of degraded terrestrial and freshwater areas? If yes, does the target include a quantified element?

You are an AI assistant for a document analysis system.

Analyze the retrieved context and return a response based on the User Query below.

The context below contains output from a government which country name is mentioned in the first line.

Consider the European Union as a single government.

Context: {context}

User Query: {question}

Your task:

Assign the context to one of the following classes:

1. the government does not mention restoration of degraded terrestrial and freshwater areas
2. the government mentions targets on restoration of degraded terrestrial and freshwater areas, but the target is not quantified
3. the government has a target for restoration of degraded terrestrial and freshwater areas which is in total less than 30% of the total terrestrial and freshwater area
4. the government has a target for restoration of degraded terrestrial and freshwater areas which is in total 30% of the total terrestrial and freshwater area
5. the government has a target for restoration of degraded terrestrial and freshwater areas which is in total more than 30% of the total terrestrial and freshwater area
6. the government has a quantified target for restoration of degraded terrestrial and freshwater areas, but it is not clear what the total percentage will be, for example because it's given in hectares instead of percentages.

The context can be assigned to one class only

Return output in the following format:

government: class | explanation

The explanation is the explanation, based on the context, of why these class(es) have been chosen and why the other class(es) have not been chosen.

If you don't know the answer because the context doesn't contain the information, then the class would be 1

Examples:

- if government X mentions that it will start restoring more areas, which is currently at 17%, the output would be X: 1 | explanation

- if government Y mentions that it aims for 30% of the terrestrial and inland water areas to be considered protected areas, and 10% of marine areas to be considered protected areas, the output would be Y: 1 | explanation

- if government Z mentions that it aims for 25% of marine areas to be effectively restored and for 50% of terrestrial areas to be restored, the output would be Z: 5 | explanation

- if government A mentions that 30% of the country will be under effective restoration, the output would be A: 1 | explanation

- if the context for government B doesn't contain the information to assign the government to a class, the output would be B: 1 | no context

Does the text mention targets on restoration of degraded marine and coastal areas? If yes, does the target include a quantified element?

You are an AI assistant for a document analysis system.

Analyze the retrieved context and return a response based on the User Query below.

The context below contains output from a government which country name is mentioned in the first line.

Consider the European Union as a single government.

Context: {context}

User Query: {question}

Your task:

Assign the context to one of the following classes:

1. the government does not mention restoration of degraded marine and coastal areas
2. the government mentions targets on restoration of degraded marine and coastal areas, but the target is not quantified
3. the government has a target for restoration of degraded marine and coastal areas which is in total less than 30% of the total marine and coastal area
4. the government has a target for restoration of degraded marine and coastal areas which is in total 30% of the total marine and coastal area
5. the government has a target for restoration of degraded marine and

coastal areas which is in total more than 30% of the total marine and coastal area

6. the government has a quantified target for restoration of degraded marine and coastal areas, but it is not clear what the total percentage will be, for example because it's given in hectares instead of percentages.

The context can be assigned to one class only

Return output in the following format:

government: class | explanation

The explanation is the explanation, based on the context, of why these class(es) have been chosen and why the other class(es) have not been chosen.

If you don't know the answer because the context doesn't contain the information, then the class would be 1

Examples:

- if government X mentions that it will start restoring more areas, which is currently at 17%, the output would be X: 1 | explanation

- if government Y mentions that it aims for 30% of the terrestrial and inland water areas to be considered protected areas, and 10% of marine areas to be considered protected areas, the output would be Y: 1 | explanation

- if government Z mentions that it aims for 25% of marine areas to be effectively restored and for 50% of terrestrial areas to be restored, the output would be Z: 3 | explanation

- if government A mentions that 30% of the country will be under effective restoration, the output would be A: 1 | explanation

- if the context for government B doesn't contain the information to assign the government to a class, the output would be B: 1 | no context

Does the text mention targets on restoration of degraded areas? If yes, what policy instruments will be used to reach these targets?

You are an AI assistant for a document analysis system.

Analyze the retrieved context and return a response based on the User Query below.

The context below contains output from a government which country name is mentioned in the first line.

Consider the European Union as a single government.

Context: {context}

User Query: {question}

Definitions:

Policy instrument - Policy instruments are understood as the different interventions (formal rules, laws, social norms and processes etc.) made by decision makers (governments and public authorities, intergovernmental organizations, companies etc.) to ensure that (public) policy objectives are

supported and achieved by influencing the behaviour of other stakeholders. The IPBES Catalogue differentiates among four different types of policy instruments: i) economic and financial instruments (financial incentives handling out or taking away economic resources), ii) legal and regulatory instruments (formal rules, laws and regulations), iii) rights-based instruments and customary norms (incl. human and collective rights as well as customary norms and institutions of indigenous people) and iv) social and cultural instruments -information-based instruments and voluntary or collective actions with an emphasis on the intertwined relationships between ecosystems and sociocultural dynamics

Your task:

Assign the context to one or more of the following classes:

class 1: the government does not mention restoration of degraded areas

class 2: the government does mention restoration of degraded areas, but does not mention what policy instruments will be used

class 3: the government will use Legal and Regulatory Instruments

class 4: the government will use Rights-Based Instruments and Customary Norms (this includes international and national human rights instruments whether binding or non-binding, and strengthening of collective rights, customary norms and institutions of marginalized groups)

class 5: the government will use Economic and Financial Instruments (examples are subsidies, taxes, charges, fiscal transfers or payments for ecosystem services (PES))

class 6: the government will use Social and Cultural Instruments (examples are heritage sites such as sacred sites and peace parks, information-related instruments like environmental education or eco-labelling, participation, or enhancement of collective action of local communities)

It is possible that the context mentions multiple aspects, so the context can be assigned to multiple classes.

However, if a government is assigned to class 1 or class 2, it can not be assigned to other classes too.

Return output in the following format:

government: class(es) | explanation

The explanation is the explanation, based on the context, of why these class(es) have been chosen and why the other class(es) have not been chosen.

If you don't know the answer because the context doesn't contain the information, then the class would be 1

Examples:

- if government X will use Legal and Regulatory Instruments and human rights instruments, the output would be X: 3, 4 | explanation

- if government Y only mentions economic or financial Instruments, the

output would be Y: 5 | explanation
- if government Z doesn't mention any of the abovementioned policy instruments, but does mention restoration of degraded areas, the output would be Z: 2 | explanation
- if the context of government XY doesn't contain the information to assign the government to a class, the output would be XY: 1 | no context

Does the text mention targets on restoration of degraded areas? If yes, does the text refer to policy processes or actors in the country related to these targets? You are an AI assistant for a document analysis system.
Analyze the retrieved context and return a response based on the User Query below.
The context below contains output from a government which country name is mentioned in the first line.
Consider the European Union as a single government.

Context: {context}

User Query: {question}

Definitions:

Non-state actors (NSAs) - organizations or entities that operate independently of any recognized government, playing significant roles in political, economic, and social spheres around the world. This category encompasses a wide range of entities, including non-governmental organizations (NGOs), multinational corporations, social movements, companies, investors, civil society organisations and indigenous peoples.

Sub-national actors - governmental entities operating below the level of the national government such as cities, municipalities, and provincial, state and regional governments.

Your task:

Assign the context to one or more of the following classes:

class 1: the government does not mention restoration of degraded areas
class 2: the government does mention restoration of degraded areas, but does not mention other relevant policy processes or actors that are described below
class 3: the government mentions national policy frameworks on nature/environment
class 4: the government mentions collaboration with ministries or other parts of government other than nature/environment
class 5: the government mentions regional organizations, for example the EU or African Union, or cooperation with other countries
class 6: the government mentions international conventions other than the CBD (Convention on Biological Diversity)
class 7: the government refers to the role of non-state actors or a relevant specific non-state actor
class 8: the government refers to (the role of) sub-national actors

It is possible that the context mentions multiple aspects, so the context

can be assigned to multiple classes.

However, if a government is assigned to class 1 or class 2, it can not be assigned to other classes too.

Return output in the following format:

government: class(es) | explanation

The explanation is the explanation, based on the context, of why these class(es) have been chosen and why the other class(es) have not been chosen.

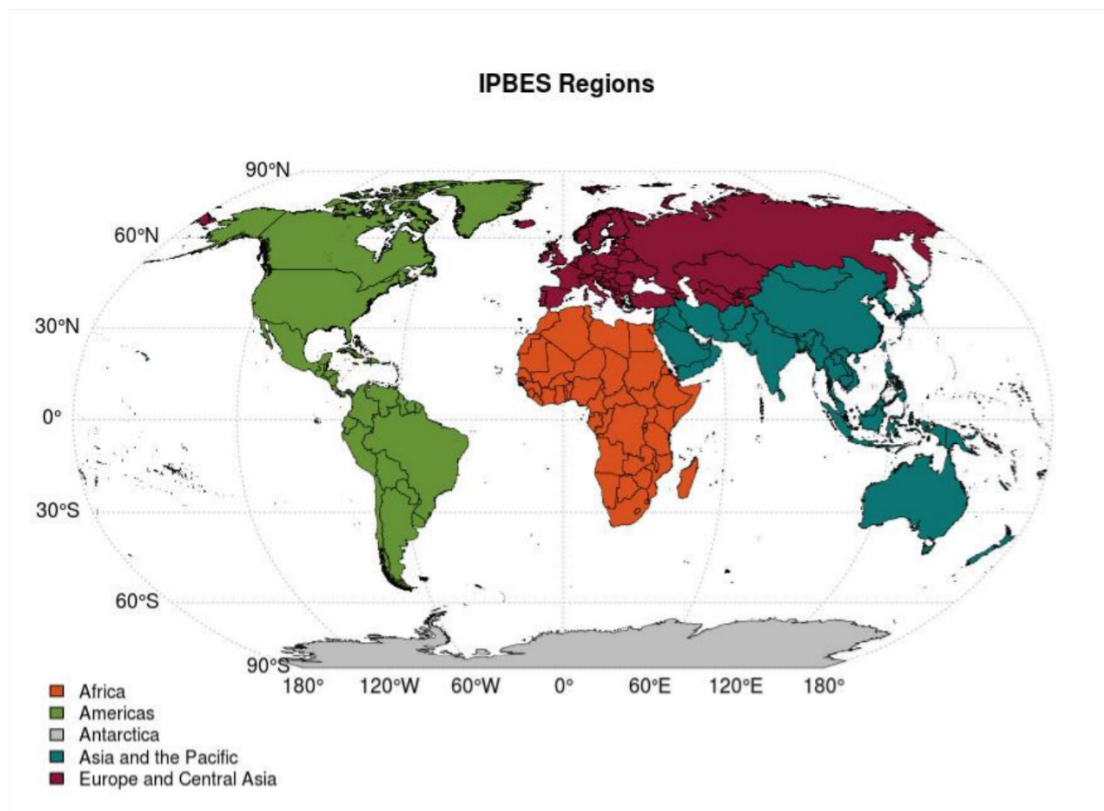
If you don't know the answer because the context doesn't contain the information, then the class would be 1

Examples:

- if government X only mentions collaboration with the ministry of agriculture, the output would be X: 4 | explanation
- if government Y only mentions working on integration of their biodiversity goals under CBD and climate goals under UNFCCC, the output would be Y: 6 | explanation
- if government Z doesn't mention anything about other policy processes relevant for restoration at all, but does mention a target on restoration of marine areas, the output would be Z: 2 | explanation
- if the context of government XY doesn't contain the information to assign the government to a class, the output would be XY: 1 | no context

Appendix 5: IPBES regions

Figure A.2⁵



⁵ This image is sourced from an IPBES dataset (link: <https://zenodo.org/records/3928281>).

Appendix 6: Methodology to calculate Protected Area and OECM coverage

To calculate collective commitments towards 2030, the World Database on Protected Areas (WDPA) and World Database on Other Effective Area-Based Conservation Measures (WDOECM) data of March 2026 were used, as well as national targets submitted to the CBD's Online Reporting Tool (ORT) by 1 December 2025 and 1 April 2026. The methodology of the Protected Planet Report 2024 was used and adapted where necessary to conduct this analysis

First, national protected area and OECM coverage was calculated for the years 2010 and 2020. To identify protected areas and OECMs that have a certain status and accurate areas, the datasets were filtered to exclude records with the following characteristics: UNESCO MAB areas; 'Established', 'Proposed', and 'Not reported' records from the STATUS column (therefore records with STATUS 'Adopted', 'Designated', and 'Inscribed' are included); and 'Coastal' and 'Marine' areas from the REALM column (therefore records with REALM 'Terrestrial' are included). Records consist of both polygon data and point data. A buffer was created around protected areas and OECMs reported as point data, using their 'reported area'. Then, using the 'status year', two datasets are created with two timestamps: 2020 and 2010. The 2020 dataset contains all protected areas and OECMs with a status year of 2020 and before; the 2010 dataset 2010 and before. Polygon and buffered point layers for both protected areas and OECMs are combined in a single layer for each timestamp. Each timestamp was then flattened, to avoid double counting, using dissolve.

Some countries have publicly withdrawn information on their protected areas from the datasets in recent years. 2015 data was used for those countries, which was overlayed with the flattened data and flattened again to create one single flattened layer. The flattened output was intersected with a global country-level map. Based on this, the total area of protected areas and OECMs at the country-level was calculated for both timestamps, using geodesic area calculations in WGS 1984. Based on this, national protected area and OECM coverage were calculated in percentage of total terrestrial area of the country/territory.

Second, proposed protected area and OECM coverage was calculated for the year 2030 based on quantified national targets. The percentage of terrestrial areas that Parties committed to was calculated once using ORT data of the data cut-off point of this report (1 December 2025) and later updated using ORT data of 1 April 2026. Many countries submitted a national target to the ORT in alignment with GBF target 3 which includes a percentage of area of protected area and/or OECMs. Some countries submitted relevant quantified commitments which needed further calculations (either national targets in km² or referring to percentages of specific ecosystems in the country): where possible, calculations were made on how much percentage of the country's terrestrial area this would cover. For those countries that did not submit a (quantified) national target on terrestrial protected areas and/or OECMs, we assumed that proposed protection would stay the same as in 2020.

Based on the 2010 and 2020 timestamps and the proposed protected area and OECM coverage for 2030, we calculated how much growth has been realised in each country between 2010 and 2020, how much growth has been committed to from 2020 to 2030 and , how much growth would be

required in the country to get from 2020 levels to 30% protection. Note that in some cases, national targets include a target year other than 2030. This analysis assumes that all submitted quantified commitments on terrestrial protected areas and OECMs are to be implemented in 2030.

Third, the national data was aggregated to the regional and global level.

The national-level data was aggregated to the regional level using the IPBES regions (see Appendix 5), as well as to the global level. Data on the United States of America, Holy See and Antarctica were removed, as the aim of the analysis was to get an understanding of levels of protection in terrestrial areas covered by CBD Party-countries. The European Union is a Party to the CBD, and so are the EU-member countries. For this analysis, we made use of the national targets submitted by the EU-member countries themselves. Note that regional differentiation was calculated based on state sovereignty, meaning that overseas territories, despite being geographically situated in different regions, are categorised with their sovereign countries.

Detailed methodology and data used are available through the corresponding authors.