



# Submission on the inclusion of additional headline, component and complementary indicators for the monitoring framework for the Kunming–Montreal Global Biodiversity Framework

A CBD Women's Caucus submission

May 2025

The CBD Women's Caucus, on behalf of its more than 800 members around the world, submits the following inputs and consideration as contribution to the information that will be made available for the 27th meeting of CBD Subsidiary Body of Scientific, Technical and Technological Advice, as requested and mandated by the CBD COP decision 16/22 to take into account the diversity of values, worldviews and knowledge systems, including the traditional knowledge of indigenous peoples and local communities, as well as the intersectional approaches.

The CBD Women's Caucus welcomes the opportunity to respond to Notification 2025-044, inviting submission of information on the inclusion of additional headline, component and complementary indicators for the monitoring framework for the Kunming–Montreal Global Biodiversity Framework.

Monitoring is an integral part of the accountability to deliver on an ambitious and effective KM-GBF. In the decision to adopt the Gender Plan of Action (CBD/COP/DEC/15/11), the importance of gender equality and women's and girl's empowerment for an effective implementation of the KM-GBF and achieving long-term biodiversity goals is affirmed together with the recognition of the importance of the full and effective participation and leadership of women.

In Section C of the KM-GBF, among the considerations for the implementation, reporting, and evaluation, it is stated under "gender":

"(h) Successful implementation of the Framework will depend on ensuring gender equality and empowerment of women and girls, and on reducing inequalities.";

Decisions are clear that gender equality is not an optional for halting and reversing biodiversity loss, and that it is the gender-responsiveness of the overall KM-GBF implementation that needs to be monitored in a holistic and cross-cutting way through:

- A headline indicator for Target 23 as primary measure, in addition to binary indicators
- Gender-responsive indicators at national level
- Disaggregated data by sex for all relevant targets
- Multiple and diverse sources of data and evidence, including community monitoring

These are mutually reinforcing ways needed to enable tracking progress on gender equality and participation, women’s rights and empowerment for an effective, inclusive and just implementation of the GBF.

This is also in line with the recommendations of the AHTEG on monitoring (CBD/IND/AHTEG/2024/6/2) for further strengthening the monitoring of Section C, including through:

- Relevant indicators and disaggregations in the monitoring framework ;
- Strengthening monitoring processes
- Strengthening engagement in developing monitoring systems including through ensuring adequate means of implementation

A preliminary analysis of updated NBSAP shows that around 40% of the countries have a standalone target dedicated to gender equality, or with a clear dimension of gender equality in the plan, including the gender action plan. There is Parties’ leadership and commitment to support a coherent gender responsive implementation of the Kunming-Montreal Global Biodiversity Framework, However, this is not enough.

## 1. HEADLINE INDICATOR FOR TARGET 23

The monitoring framework (CBD/COP/DEC/15/5; CBD/COP/DEC/16/31) currently lacks a headline indicator for Target 23. Lack of a headline indicator limits the ability to monitor and report progress in advancing gender equality and women’s rights in biodiversity-related policy- and decision-making, and their implementation. The CBD Women Caucus recommends that a headline indicator for Target 23 be agreed to ensure full accountability in the implementation of a gender responsive KM-GBF guided and supported through a comprehensive package of decisions also adopted at COP 15 (CBD/COP/DEC/15/4) and COP16. We recommend that the current indicator on national implementation of the Gender Plan of Action (GPA), currently included in the Monitoring Framework (MF) as a component indicator, be considered and adopted as the new headline indicator for Target 23. First of all, the GPA implementation indicator is a multi-dimensional indicator covering three outcomes and several objectives of the GPA. Moreover, it covers all elements in Target 23 that together can drive integrated actions towards achieving the target and enabling the overall gender-responsive implementation of the KM-GBF at the national level.

Presently, only the component’ indicator (23.CT.2) on national implementation of the Gender Plan of Action fulfills all criteria for headline indicators in the monitoring framework of the Kunming-Montreal Global Biodiversity Framework, and could be submitted as potential Headline Indicator.

The indicator on national implementation of the Gender Plan of Action:

- .Has data and metadata (<https://www.gbf-indicators.org/metadata/other/231-C>)
- Methodology co-developed by WCMC and with Parties, observers<sup>[1]</sup> and key stakeholders
- Thorough peer review with Parties in 2024
- Acknowledged and included in CBD/COP/DEC/16/31.

In consideration that suggested additional headline indicators would have to fulfill the agreed criteria, realistic alternatives are only SDGs indicators. The following are currently included as Component Indicators and complementary indicators in the Monitoring Framework (CBD/COP/DEC/16/31). They all focus on important elements of Target 23, including participation and decision-making, land rights, and tenure.

[1] <https://women4biodiversity.org/indicator-methodology/>

- 22.CT.1 Proportion of total adult population with secure tenure rights to land, (a) with legally recognized documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure (SDG 1.4.2)
- . 23.CT.1 Proportion of seats held by women in (a) national parliaments and (b) local governments
- 22.CY.1 Proportions of positions in national and local institutions, including (a) the legislatures; (b) the public service; and (c) the judiciary, compared to national distributions, by sex, age, persons with disabilities, and population groups
- 22.CY.3 (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure (SDG 5.a.1.)
- 22.CY.5 Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group 22.CY.4 Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control.

In addition, it is recommended that the current complementary indicators in Target 23 CY4 and in Target 22 be moved to component indicators and cover important dimensions of women empowerment and offer viable options for national indicators to measure advancement on the gender equality agenda.

## 2. DISAGGREGATED DATA

Disaggregated data by sex is one fundamental way to measure the gender-responsiveness of the KM-GBF as mandated by the COP decision CBD/COP/DEC/15/11. This approach can help capture the specific impacts on women and girls as well as the contributions of women to biodiversity conservation and its sustainable use. Moreover, in the context of monitoring how section C is being considered in the implementation of the KM-GBF, Parties are urged to, **....disaggregating the headline indicators by** indigenous peoples and local communities, sex, age, persons with disabilities and other relevant groups and by ecosystem type, where appropriate, using relevant component, complementary and national and local indicators relevant to section C ...(CBD/COP/DEC/16/31).

In general, much of the disaggregated data for headline indicators are available through national-level statistics and databases, regularly collected through census and other data. In case data availability might limit the use of specific disaggregated data in National Reports due in 2026 and 2029, the gaps and priorities for data disaggregation should be identified including alternative ways to collect data to advance and improve future monitoring.

Disaggregation is still weak in the Monitoring Framework (MF). First, the disaggregation for headline indicators is only optional, while it should be mandatory. Disaggregation by sex/gender is critical to help measure the gender-responsiveness of the KM-GBF not only for Target 9 and Target 23.



To ensure full accountability for an implementation that can ensure gender equality and empowerment of women and girls, it is recommended that disaggregated data be added in the MF for all relevant goals and targets including:

- **Goal C** (ex: monetary benefits received by women)
- **Goal D** (ex: gender-responsive allocation; International funding targeted at gender equality and women's rights policy objectives within biodiversity-related activities)
- **Target 3 Indicator- 3.1** (governance type methodology to be adjusted in order to measure women's ownership, control, governance and access)
- **Target 10** (ex: income of women small-scale food producers)
- **Target 21** (ex: women's access to environmental information, and FPIC of their specialised ecological knowledge)

### 3. BINARY INDICATORS

Binary indicators are a useful tool but cannot replace a headline indicator. The way binary indicators are designed can be useful in providing a general picture of the state of gender equality at national level but cannot measure the quality and effectiveness of governments' initiatives to implement Target 23 and actions to advance gender equality and ensuring a gender-responsive implementation of the KM-GBF.

Considering the current list of questions of binary indicators for Target 23, two questions are important to be retained focusing on capacity building and financial allocation, both means of implementation "....means of implementation, including financial resources, capacity-building, technical and scientific cooperation, and access to and transfer of technology (Goal D).

- **Question:** Has your country allocated specific financial resources to support gender-responsive programmes and initiatives aimed at promoting women's participation and leadership in biodiversity conservation?
- **Question:** Has your country undertaken capacity-building activities to support gender-responsive programmes and initiatives aimed at promoting women's participation and leadership in biodiversity conservation?

### 4. COMMUNITY-LED MONITORING

The broad scope of the KM-GBF necessitates a broad range of information, evidence and knowledge sources to accurately establish baselines, assess progress in holistic and comprehensive ways. and identify knowledge gaps and other challenges, including in reference to the identified social groups (CBD/SBSTTA/26/INF/14). In decision 15/5 (paragraph 6) *"Invites Parties and relevant organizations to support community-based monitoring and information systems and citizen science and their contributions to the implementation of the monitoring framework for the Kunming-Montreal Global Biodiversity Framework."* Community monitoring and citizen science can provide important, additional data on biodiversity conservation, use, and equitable benefit-sharing at the local level and from voices of groups of custodians and defenders of biodiversity that might otherwise not be reported. The data have the potential to be effectively contributed to and integrated in national reports. This could further strengthen the whole of society approach in the implementation, monitoring, and reporting of the KM-GBF.

### **Case Study<sup>[2]</sup> : Community-Led Monitoring of Mining Impacts in Marudi Mountain, Guyana**

The South Rupununi District Council (SRDC), representing the Wapichan Indigenous communities in southern Guyana, has developed and implemented a community-led environmental monitoring programme to safeguard their lands, territories, and resources. One of the most critical areas of concern has been Marudi Mountain—known in the Wapichan language as Marutu Taawa—a site of profound cultural, spiritual, and ecological importance. Despite its significance, Marudi has been subject to extensive mining activities, both legal and illegal, over several decades.

In response to escalating environmental degradation and social disruption linked to these mining operations, the SRDC established its monitoring programme in 2013, following extensive community consultations as part of the Wapichan Territorial Management Plan. The initiative is structured around trained local monitors drawn from villages across Wapichan territory. These monitors utilize GPS technology, smartphones equipped with GeoODK data collection tools, and drones to systematically document illegal activities and environmental impacts. Their methodology was developed in collaboration with international partners and is grounded in both traditional ecological knowledge and contemporary technical approaches.

Between 2013 and 2018, the SRDC monitoring team recorded more than 250 instances of potentially harmful or illegal activities across Wapichan territory. Nearly half of the 380 documented environmental and cultural impacts were directly attributed to mining operations. In the Marudi Mountain area, monitors recorded extensive deforestation, pollution of critical waterways, the destruction of traditional hunting and fishing grounds, and serious health risks linked to mercury exposure. These findings were independently corroborated by scientific assessments conducted by the World Wildlife Fund (WWF), which reported dangerously high turbidity and mercury levels in water samples from Marudi Creek and the Kuyuwini River. Mercury levels in hair samples from residents of nearby Parabara Village were found to significantly exceed World Health Organization (WHO) safety thresholds, with the most vulnerable group—women of childbearing age—exhibiting the highest concentrations.

Despite raising repeated concerns with national authorities and engaging in formal consultations, the Wapichan people have not been meaningfully included in decision-making processes affecting their territory. Mining licenses were issued without obtaining their free, prior, and informed consent, and the draft environmental and social impact assessment (ESIA) for Marudi was produced without community participation.

The SRDC monitoring programme offers a proven, community-based model for real-time environmental oversight and rights-based land governance. Its integration of Indigenous knowledge, technical training, and cross-village coordination positions it as a vital mechanism for addressing violations of national law and international human rights obligations. The SRDC has formally recommended that the Government of Guyana recognize and support the monitoring programme and establish collaborative frameworks for enforcement with relevant agencies such as the Guyana Geology and Mines Commission, the Environmental Protection Agency, and the Guyana Forestry Commission.

The experience in Marudi Mountain demonstrates that community-led monitoring is not only feasible but essential for the protection of Indigenous lands, the advancement of environmental justice, and the realization of the rights of Indigenous peoples as recognized under both domestic and international law.

<sup>[2]</sup> South Rupununi District Council. (2018, September). Wapichan environmental monitoring report.



**The CBD Women's Caucus (CBD WC) is the women's constituency within the Convention on Biological Diversity (CBD).** It stands as a self-organised global platform, supporting women and girls worldwide to advocate for their rights within biodiversity-related decision-making processes across all levels.

**For more information:**

Amelia Arreguín Prado, CBD Women's Caucus Coordinator,  
[coordination@cbd womenscaucus.org](mailto:coordination@cbd womenscaucus.org)

