

***USE OF ECONOMIC INCENTIVES IN BIOREGIONS CONSERVATION
WORKSHOP***

Kirstenbosch Garden, Cape Town

22-23 October 2008

*Arranged by: EPRU (EjD Centre UCT)
In Collaboration with: RA Node in SA, SANBI and SANParks*

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1. Background

This document represents the summary of the “*Systematic Conservation Planning & Adaptive Management*” and “*The Use of Economic Incentives in Bioregions*” Workshop held in October, 2008 at Kirstenbosch Gardens in Cape Town. The workshop was organised by the Environmental Policy Research Unit (EPRU) at the University of Cape Town in collaboration with RA Node in SA, SANBI and SANParks. The workshop, the first of its kind brought together various experts who address the many problems of ecosystem and biodiversity conservation.

The purpose of the workshop was to discuss the major conservation challenges and how experts from different fields could come together to strengthen conservation measures, with the objective of exploring and investigating the use of economic incentives as a conservation catalyst. As such, experts from different fields (ecologists from land and marine, environmentalist, agriculturalist, social scientist, economists) and different organisations (private, public, non-government, and academia) were present.

1.1 Theme of the Workshop

The workshop started off with a focus on systematic conservation planning and adaptive management because of its influence in the success or failure of conservation. The rest of the time was then spent on the theme of understanding the use of economic incentives in bioregions and the crafting of a research programme on that topic.

1.1.1 How do or should systematic conservation planning and adaptive management relate?

Main challenges:

- The blue print programme vs. programme implementation;
- Monitoring and evaluation;
- The role of communities and governing institutions.

1.1.2 The use of economic incentives in bioregions

Main challenges:

- The blue print programme vs. programme implementation;
- The role of communities and governing institutions;
- Implementation and guidance from lessons learned;
- Role and implementation of economic incentives;
- Integration of responses in all biodiversity and ecosystem.

1.2 Objectives of the Workshop

The workshop was guided by the following objectives:

- Establish stakeholders' threats, challenges and opportunities, with the aim of identifying and prioritising interventions for conservation and sustainable resource use;
- Provide a forum to share experiences, with the objective of strengthening conservation measures;
- To increase collaboration and integration of stakeholders' conservation interventions;
- To learn from each others' conservation interventions.

1.3 Workshop Participation

There was an overwhelming interest in the workshop. However, due to resource shortages a total of about 60 stakeholders from a number of organisations including SANParks, SANBI, DEAT, CSIR, C.A.P.E, University of Cape Town, University of Pretoria, University of the Western Cape and University of the Witwatersrand. Also represented was EfD Kenya. The list of participants including the workshop's agenda and presentations are attached in the appendix.

1.4 Structure of the Workshop

The workshop started off with presentations by invited speakers then followed by discussions. Thus, the workshop contained presentations, question and answer sessions, group discussions and an overall session that identified areas requiring immediate attention. All participants had an opportunity to give their views and opinions regarding the challenges and opportunities that exist in biodiversity conservation.

2. Workshop Presentations

2.1 Systematic Conservation Planning set out to be adaptive - is it, or what happened?

A presentation by Chris Mangules

2.2 Systematic Planning and Adaptive Management-separately we fail, together we succeed?

A presentation by Kevin Rogers

2.3 Incorporating Adaptive Management into Conservation Planning Process

A presentation by Richard Crowling

2.4 Adaptive feedbacks in the design, implementation, and spatial management of protected areas

A presentation by Stephen Holmes

2.5 Some experiences from KZN Wildlife of Adaptive Management and Systematic Planning.

A presentation by Peter Goodman

2.6 Monitoring and Evaluation Key: meaningful hierarchical nesting of targets and thresholds

A presentation by Judith Kruger

2.7 Examples of the business operationalisation of these integrating

A presentation by Mike Knight

2.8 Marine Systematic Conservation Planning and Adaptive Management

A presentation by Mandy Lombard

2.9 The Use of Economic Incentives in Biodiversity Conservation in Bioregions

A presentation by Edwin Muchapondwa

2.10 The C.A.P.E experience

A presentation by Hugo Van Zyl

2.11 A framework for studying the use of economic incentives in bioregions: What we have learnt so far

A presentation by Kelly Scheepers

2.12 Emerging challenges from presentations

- How to avoid isolated solution;
- How to fill the knowledge gap that exists;
- Existing knowledge lacks proper implementation;
- Lack of monitoring and evaluation;
- How to involve communities and the governing institutions;
- How to get the best returns on conservation investments;
- Finding the opportunity costs of conservations;
- How to make the economic approach practical;
- There is a need to revisit the lessons learned.

3. Group Discussions

3.1 Themes and Challenges

The stakeholders were asked to identify themes and the main challenges under each theme based on their area of expertise, work experience or on issues that they were familiar with. As a result the following themes were identified; Cape region; marine; trans-frontier conservation; parks and people; planning and organising protected areas (PAs) and organisational capacity.

However because of constraints such as lack of expertise, time etc. the following themes were instead formed; parks and people, marine and cape region, the group discussions identified the major challenges which are outlined in table 1.

Table 1: Challenges per Theme

Parks and People	Cape Region	Marine
Governing Institutions		
<ul style="list-style-type: none"> • Effective institutions • Policy makers & communities collaborations • Rules and regulation that ensure proper functioning • Integration of best practice into planning 	<ul style="list-style-type: none"> • Effective institutions • Policy makers & communities collaborations • Rules and regulation that ensure proper functioning 	<ul style="list-style-type: none"> • Integration of best practice into implementation
Park Management		
<ul style="list-style-type: none"> • Taboos and culture in park management decisions • Monitoring and evaluation of parks • Cost & benefits of expanding land use 	<ul style="list-style-type: none"> • Cost & benefits of expanding land use • How to deal with alien species 	<ul style="list-style-type: none"> • Monitoring and evaluation of management • How to deal with alien species
People / Communities		
<ul style="list-style-type: none"> • The relation between conservation and poverty • Projects to enhance community livelihood • Behavioural change to enhance conservation • Compensation schemes for wildlife destruction • Involvement vs. non-involvement of communities • Monitoring welfare of people in & around parks 		<ul style="list-style-type: none"> • Involvement vs. non-involvement of communities • Monitoring welfare of people in & around parks
Carbon Market		
<ul style="list-style-type: none"> • Assessing carbon stock benefits 	<ul style="list-style-type: none"> • Assessing carbon stock benefits • Carbon banking / sequestration • Carbon markets e.g. thicket, grasslands garden route 	
Agriculture and Land Tenure		
<ul style="list-style-type: none"> • Impact of tenure rights in conservation areas • Relationship between livestock & wildlife health 	<ul style="list-style-type: none"> • Economic benefits of rehabilitating communal areas 	
Valuation & Payment for Ecosystem Services		
<ul style="list-style-type: none"> • Create demand and supply of ecosystem services • Valuing ecosystem services • The role of conservation in climate change 	<ul style="list-style-type: none"> • Create demand and supply of ecosystem services • Valuing ecosystem services • Cost of conservation • Role of land price in influencing biodiversity • “Offset” opportunities e.g. coastal regions, golf courses 	<ul style="list-style-type: none"> • Valuing ecosystem services • Cost of conservation

3.2 Emerging Issues from Group Discussions

The main challenges that emerged from the discussions where the participants felt needed further investigation include valuation and payment for ecosystem services, effectiveness of the governing institutions and community welfare. Table 2 shows the clustered challenges, where the italics portray priority areas.

Table 2: Clustering and prioritisation of challenges

Governing Institution	Park Management	People/ Communities	Carbon Markets	Agriculture and Land tenure	Valuation and Payment
<ul style="list-style-type: none"> • <i>Effective institutions</i> 	<ul style="list-style-type: none"> • Integrating traditional cultures 	<ul style="list-style-type: none"> • Conservation & poverty link 	<ul style="list-style-type: none"> • <i>Assessing carbon stock benefits</i> 	<ul style="list-style-type: none"> • Tenure rights in conservation 	<ul style="list-style-type: none"> • <i>Creating markets for services</i>
<ul style="list-style-type: none"> • <i>Effective rules & regulations</i> 	<ul style="list-style-type: none"> • <i>Monitoring & evaluation</i> 	<ul style="list-style-type: none"> • Projects to enhance community livelihood 	<ul style="list-style-type: none"> • Carbon banking / sequestration 	<ul style="list-style-type: none"> • Livestock & wildlife health link 	<ul style="list-style-type: none"> • Water catchment areas
<ul style="list-style-type: none"> • <i>Stakeholder collaboration</i> 	<ul style="list-style-type: none"> • Communication & outreach 	<ul style="list-style-type: none"> • Behavioural change to enhance conservation 	<ul style="list-style-type: none"> • Establishing carbon markets 		<ul style="list-style-type: none"> • <i>Valuing ecosystem services</i>
<ul style="list-style-type: none"> • <i>Integration of best practice</i> 	<ul style="list-style-type: none"> • <i>Cost & benefits of land expansion</i> • Alien species 	<ul style="list-style-type: none"> • Wildlife destruction compensation schemes • <i>Involvement vs. no-involvement of communities</i> • <i>People's welfare in & around parks</i> 			<ul style="list-style-type: none"> • Conservation & climate change link • <i>Cost of conservation</i> • Land price influence on biodiversity • “Offset” opportunities

4. Overall Workshop Outcomes

4.1 Overall Outcomes

The major challenges that arose from the workshop by order of importance include, valuation of ecosystem services, exploring the use of PES, including the involvement of communities in conservation. Overall the application of economic incentives was well received; however participants felt that more needs to be explored regarding the use of economic incentives in conservation, particularly how the implementation will be done, and what is needed for the preparatory phase before implementing such programmes. Participants felt that as a first step current programmes that address economic incentives should be evaluated so that the lessons learned can be implemented in the consecutive programmes. Other issues that were expressed include application of MPAs and the involvement of the governing institutions.

4.2 Specific Outcomes

Governing Institutions

- Effectiveness of the governing institutions, including the effectiveness of policies and regulations;

Management

- Integrating traditional cultures into PA management;
- Monitoring and evaluation of PA;
- Communication and outreach of conservation measures and benefits.

Stakeholders

- Stakeholder collaboration,
- Collaboration should also involve the private sectors and non government organisation
- Address the benefits of streamlining stakeholders;
- Guidelines of how to promote the involvement of stakeholders;
- Address the need for stewardship programmes.

Successive implementation

- Understand markets for ecosystem service, before implementing PES;
- Analysis current programmes that explore conservation and poverty, and outline lessons learned;
- Link economic incentives with current existing resources, so as to outline lessons learned;
- Assess benefits and effectiveness of current projects, before implementing new ones.

Conservation/PAs

- Establish the impact of tenure rights in conservation measures;
- Establish effective ways of dealing with alien species;
- Determine the cost and benefits of expanding PA;
- Explore alternative ways of promoting conservation initiatives;
- Develop integrated maps that can identify major conservation, poverty and climate challenge areas.

People/Communities

- Aforestation projects to benefit communities
- Conservation and poverty link
- Projects to enhance community livelihood
- Behavioural change to enhance conservation
- Wildlife destruction compensation schemes
- Involvement vs. no-involvement of communities

Energy

- Effect of energy crisis to conservation.

Climate change

- Climate change risks;
- Conservation and climate change link.

Economic evaluation of ecosystem services

- Identification of scarce resources;
- “Offset” opportunities;
- Benefits of ecosystem services;
- Risk assessments;
- Cost of conservation;
- Influence of land price in biodiversity conservation.

Payment for Ecosystem Services (PES)

- Creating demand and supply for ecosystem services;
- Understanding markets for ecosystems;
- Making ecosystem markets for water catchment areas sustainable;
- Link between common property resources and markets;
- Creation of buffer zones.

Marine Protected Areas (MPA)

- How to deal with PES in marine;

- Quantifying and evaluating the value of marine species;
- How to involve communities.

Carbon Market

- Assessing carbon stock benefits;
- Carbon banking / sequestration;
- Establishing carbon markets.

Agriculture and land tenure

- Tenure rights in conservation;
- Investigating livestock and wildlife health.
- Outline of the Methodology

5. Research Themes

This section outlines the major research themes that need further exploration given the workshop outcomes.

5.1 Overview of Institutions, Policy Instruments and Regulations

Participants felt that all efforts are lost without effective institutions; hence efforts are necessary to establish ways of establishing effective and sustainable institutions, rules and regulations.

5.2 PAs Management in relation to Monitoring and Evaluation, Community Involvement and Cultural Integration

There is a need to monitor and evaluate PAs, the current monitoring and evaluation measure has not be sustainable and is under review. This approach should investigate the effectiveness and efficiency of PAs. Other management challenges include communication and outreach programmes, and involving communities in PAs management including integrating traditional and cultural aspects of communities in PAs management.

5.3 The Role of Stakeholders in Conservation

Stakeholder involvement is seen as one of the greatest challenges, mainly because programmes often left out key persons resulting in less than optimum results. Stakeholders are all persons that are in one way or another affected by a particular programme, hence should also include communities. This also implies that decision making process should include not only policy makers but management of PAs, communities, private, government and non government organisation.

Hence the need as outlined by participants to establish ways of streamlining stakeholders including identifying the benefits of such an approach.

5.4 The Role of Successive Programme Implementation, particular focus on “Lessons Learned”

The view was that before any new programmes are established or implemented, there is a need to review and evaluate the existing programmes. It is essential that we determine whether current programmes are effective and if not what can be done to ensure that new programmes become effective. Hence a need to establish “lessons learned” guidelines from existing programmes.

It was also felt that there is a need to establish and understand the market for ecosystem services, before attempting to explore or implement any PES programmes.

5.5 Alternative Methods to boost Conservation Measures

Geographical maps that integrate the major conservation, poverty and climate challenge areas are significant and would enable the task team to identify priority areas, including the type of intervention that is needed in each region. For example the map would assist in whether to implement a conservation only measure, or conservation and poverty alleviation measures in a particular region so as to ensure a more effective outcome.

The use of tourist attraction such as “The Table Mountains” was identified as an alternative example of promoting conservation, where conservation would include the public and private sectors.

5.6 Ecosystem Conservation and Community Welfare

Many agreed that people are an essential element in gaining successful conservation. It was further felt that there were a lot of grey areas that needed further investigation.

The first area that needs investigation is the link between poverty and degradation or conservation. Does poverty result in degradation or does degradation result in poverty? Although current policies do not cater for community involvement in conservation, participants felt that it is important to establish how we could integrate communities into conservation measures.

It was also suggested that conservation programmes that can also alleviate poverty are worth investigating such as aforestation programmes involving the Marula trees and water catchment areas. However water catchment area was the most favoured as a programme that can promote conservation and poverty alleviation. Another challenge involves finding ways of compensating communities for wildlife destruction, although currently a programme exist, it is not effective and sustainable.

However it was also expressed that it was essential to find ways of ensuring that communities assist in conserving the biodiversity, ecosystem including PAs. It is also worth establishing communities’ perception of ecosystem service benefits. It was mentioned that it would be worth exploring incentives as a way of ensuring success in conservation by communities. However a caution was made regarding the types of incentives that should be implemented, that is incentives should be sustainable to the communities and not a once off payment.

Views were also expressed on finding ways to sell these ideas to the governing institutions.

5.7 Climate Change and Conservation

The areas that need further investigation is PAs conservation and climate change, the link between the two and what can be done to mitigate against both climate change and biodiversity and ecosystem degradation. There is also a need to determine the climate change risks.

Geographical maps that integrate the major conservation, poverty and climate challenge areas are significant and would enable the task team to identify priority areas.

5.8 Ecosystem Services Evaluation

Participants realised the importance of economic evaluation and mentioned that it was an area that needed further investigation. The most mentioned was the need for economic evaluation of the ecosystem services, important information which is currently lacking. Establishing the cost of conservation including conservation as opposed to using the land for agriculture or as grassland needs further investigation. Also mentioned is the need to establish the economic benefit of expanding land for PAs.

Other areas that were mentioned as worth investing include the opportunities that exist in “offsets” such as coastal regions and golf courses, including the cost and benefits.

5.9 Payment for Ecosystem Services

It was established that before implementing PES programme, we need to investigate and understand the markets for ecosystem services. Once this has been established we can then proceed to identify and create demand and supply for various ecosystem services, an area which also needs to be investigated. One of the most mentioned ecosystem that needed further exploration is that water catchment areas, including investigating why these areas have so far proven not to be sustainable.

5.10 Marine Protected Areas Management

This theme was identified as having a lot of research questions. Very little has been done in exploring and evaluating the ecosystem, little has also been done to establish and to investigate the possibility of implementing PES programmes. There is also a need to establish whether MPAs have benefited communities and finding ways to include communities in conservation measures. Other questions that need to be addressed include establishing whether MPAs are effective in conservation, how MPAs can manage alien species and how to handle tax breaks in MPAs.

5.11 Carbon Markets Management

Carbon markets are a relatively new challenge in South Africa, as such many areas need further exploration including investigating the benefits of carbon stocks, establishing carbon markets and ensuring the benefits are reached by communities.

6. Conclusion and then Way Forward

The workshop was the first of a series of workshop aimed at sorting out ways of applying economic incentives in conservation measures. The participants want further collaboration with each other in addressing the conservation challenges that they face.

The outcome of the workshop will be used to identify challenges in each conservation theme, with an overall objective of addressing the challenges

Appendix 1: Workshop Programme and Agenda

*You are invited to the following joint event
at Kirstenbosch Botanical Garden, Cape Town
on Wednesday 22 and Thursday 23 October 2008*

(1) A one-morning SCP&AM symposium (Wednesday 22nd, starting 08h30)

*How do or should
systematic conservation planning & adaptive management relate?*

This symposium examines the increasingly-discussed but not clearly resolved issue of how systematic conservation planning and adaptive management inter-relate. They claim to support each other, but in reality an appropriate mix often does not eventualise. The symposium will feature key speakers including Chris Margules and Richard Cowling. There will be adequate discussion time. For a draft programme, see next page.

Followed by: (2) A one-and-a-half day proposal-refining workshop for the exciting initiative

*“The use of economic incentives in
conservation-oriented regional management”*

The Wednesday afternoon will take the form of a general introduction to the programme about economics in bioregional contexts. Talks will include discussion of a draft manuscript on the concepts behind, and design of, the programme; and of concrete projects that have already been formulated or begun. This afternoon session will end with a description of the potential capacity of the programme across South Africa, and its modus operandi for collaboration. All this is to provide general background, and a basis for Thursday’s programme.

Thursday (we anticipate from 09h00 till 16h00) will be used to flesh out the programme portfolio in detail. If your agency or university has a potential interest in participating in the programme, this is the opportunity to embed your particular regional agenda into what becomes programme specification. The day will be facilitated to achieve this, so please expect a working day documenting such contributions. Full programme two pages ahead.

All attendees of the Wednesday morning symposium will be welcome to stay on after lunch if they wish; and new attendees to the second part are welcome for lunch. Persons who decide on Wednesday afternoon to stay for Thursday are welcome to do so.

If you are interested in attending either or both of these events, e-mail kerri.brick@uct.ac.za. There will be no charge for attendance, teas or lunches. If you wish to request further assistance, motivate this in the e-mail. Please forward this invitation to any interested candidates.

Arranged by: EPRU (UCT), RA Node in SA, SANBI and SANParks

Appendix 2: List of Participants

Name	Email	Organisation
1 Abigail Kamineth	AKamineth@mandelametro.gov.za	Mandela Metro
2 Albert Mfenyana	Albert.Mfenyana@deat.ecape.gov.za	EC Province
3 Alison Joubert	alison@southernwaters.co.za	Southern Waters
4 Andrew Knight	tawnyfrogmouth@gmail.com	
5 Ane Oosthuizen	Ane.Oosthuizen@nmmu.ac.za	SANParks
6 Benis Egoh	benis@sun.ac.za	Stellenbosch University
7 Bev Geach	bev.geach@ecparks.co.za	EC Parks
8 Byela Tibesigwa	byelat@hotmail.com	EPRU
9 Catherine Hughes	Catherine_Hughes@golder.com	
10 Chris Margules	c.margules@conservation.org	Conservation International
11 Danie Pienaar	dpienaar@sanparks.org	SANParks
12 Dave Balfour	Dave.Balfour@ECParks.co.za	EC Parks
13 David Cumming	cumming@icon.co.zw	University of Zimbabwe
14 Derek Berliner	fishpa@mweb.co.za	
15 Devlyn Hardwick	DHardwick@csir.co.za	CSIR
16 Dirk Versfeld	dirki@iafrica.com	
17 Don Kirkwood	dkirkwood@capenature.co.za	Cape Nature
18 Edwin Muchapondwa	Edwin.Muchapondwa@uct.ac.za	EPRU
19 Eric Mungatana	eric.mungatana@up.ac.za	University of Pretoria
20 Ernita Van Wyk	evwyk@csir.co.za	CSIR
21 Fahiema Daniels	Daniels@sanbi.org	SANBI
22 Frank Matose	fmatoose@uwc.ac.za	University of Western Cape
23 Harry Biggs	Biggs@sanparks.org	SANParks
24 Hugo Van Zyl	hugovz@mweb.co.za	C.A.P.E
25 James Magidi	magidi@sanbi.org	SANBI
26 Jeanne Nel	jnel@csir.co.za	CSIR
27 Johane Dikgang	johane.dikgang@uct.ac.za	EPRU
28 John de Wet	jdewet@sai.co.za	
29 John Gallo	gallo.ja@gmail.com	
30 Josephine Musango	jkaviash@yahoo.com	EPRU
31 Judith Kruger	JudithW@sanparks.org	SANParks
32 Kelly Scheepers	kellys@sanparks.org	SANParks
33 Kerri Brick	kerri.brick@uct.ac.za	EPRU
34 Kerry te Roller	teroller@sanbi.org	SANBI
35 Kevan Zunckel	KZunckel@golder.co.za	
36 Kevin Rogers	Kevin.Rogers@wits.ac.za	University of Witwatersrand
37 Kiruben Naicker	knaicker@deat.gov.za	DEAT
38 Liesl Hill	Lhill@csir.co.za	CSIR

39	Lindie Smith-Adao	LSmithAdao@csir.co.za	CSIR
40	Louise Swemmer	louises@sanparks.org	SANParks
41	Mandy Lombard	gemsbok@mweb.co.za	
42	Marc Leroy (Errol and Mishak)	leroymr@ledet.gov.za	
43	Marion Johnson	JohnsonM@sanbi.org	SANBI
44	Markus Hofmeyr	markush@sanparks.org	SANParks
45	Mathieu Rouget	Rouget@sanbi.org	SANBI
47	Mbulelo Dopolu	MbuleloD@sanparks.org	SANParks
48	Melodie McGeoch	MelodieM@sanparks.org	SANParks
49	Mike Knight	mikek@sanparks.org	SANParks
50	Nicky Allsopp	allsopp@sanbi.org	SANBI
51	Nikki Funke	nfunke@csir.co.za	CSIR
52	Patrick O'Farrell	POFarrell@csir.co.za	CSIR
53	Pete Goodman	pgoodman@kznwildlife.com	KZN Wildlife
54	Richard Cowling	rmc@kingsley.co.za	
55	S Dlamini	Sikhumbuzo.Dlamini@ecparks.co.za	EC Parks
56	Samantha Ralston	landuse@capenature.co.za	Cape Nature
57	Sean Archer	sean.archer@uct.ac.za	EPRU
58	Sediqa Khatieb	Khatieb@sanbi.org	SANBI
59	Stephen Holness	S.Holness@nmmu.ac.za	SANParks
60	Sue Snyman	suesnyman@gmail.com	EPRU
61	Tammy Smith	smitht@sanbi.org	SANBI
62	Tony Rebelo	Rebelo@sanbi.org	SANBI
63	Wilfred Nyangena	wnyangena@kippra.or.ke	KIPPRA
64	Wilma Lutsch	wlutsch@deat.gov.za	DEAT