

The changing organizational framework in Galapagos

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From the early 1980s to today, the political and social landscape of Galapagos has substantially changed, as the local economy expanded and the resident population in the islands grew. This article examines organizational aspects of this change and looks at the number of organizations that influence decision-making in Galapagos and the number of organizational workplaces in the islands.

The Galapagos Islands are an oceanic archipelago with a small human population and a limited area for development. The islands provide an excellent setting to examine how a small, close-knit, island community organizes itself, particularly under the constraints of:

- 1) The difficulty in establishing economies of scale in organizations, making them less efficient and less cost-effective;
- 2) The scarcity of skilled and capable people because of the small population size and the consequent difficulty of finding qualified people to fill critical functions; and,
- 3) The increased costs of running organizations due to dependence on resources that must be transported to the islands.

The Galapagos Regional Plan (Ministerio del Ambiente, 2003) includes programs and projects to revise and strengthen organizations to reduce conflict, clarify areas of action, and increase efficiency. The Regional Plan also highlights weak leadership, political instability, and political patronage as risks to improved human organization. Despite the emphasis on organizations in the Regional Plan, in general, the organizational framework of Galapagos has received little critical attention. An analysis of civil society organizations in Galapagos was presented in the Galapagos Report 2000-2001 (Ospina, 2002). Here we complement this earlier paper and present trends related to both public and civil society organizations in Galapagos.





Photograph Alex Hearn

Local and central government organizations

Since 1980, the number of government institutions¹ in Galapagos responsible for public policy, regulations, and/or health and welfare has grown, resulting in an increasingly complicated governance framework (Figure 1). There are over 50 central government organizations and nine local government organizations with responsibilities in Galapagos; over 40 of these organizations have a physical presence in Galapagos (Annex 1). The growth in government workplaces² in Galapagos, using the dates of establishment of 126 locales in the five inhabited islands including state run schools and colleges, demonstrates the rapid growth in recent years (Figure 2).

According to the official government censuses, the number of employees in the public sector grew from 1237 in 1990 to 2115 in 2006, predominantly in central

government organizations (Figure 3). In the last ten years, from 1997 to 2007, total government expenditures in Galapagos grew from an estimated US\$10M to over US\$40M³ (Fundacion Natura, 2002).

The 1998 Special Law for Galapagos identifies the National Institute for Galapagos (INGALA) as the central planning organization and the INGALA Council⁴ as the leadership, policy setting, and coordinating body for Galapagos. However, INGALA's role over the last ten years has been made difficult by: (i) leadership instability in central government organizations including INGALA itself; (ii) weak technical and planning capacities in INGALA; (iii) resistance to the governing role of the INGALA Council; and (iv) incomplete representation on the INGALA Council. The organizational complexity of Galapagos, in the absence of effective coordination, makes leadership, visioning, planning, and the realization of objectives difficult.

1 This analysis focused on the total number of organizations as one measure of organizational complexity and does not reflect variability in the relative sizes and influences of organizations, which adds additional complexity.

2 We included only government workplaces for which we were able to determine a reliable date of establishment.

3 Ministry of Economy and Finances <http://mef.gov.ec>

4 Membership of the INGALA Council includes the governor, three mayors, prefect, Ministry of the Environment, Ministry of Tourism, Ministry of Defense, Ministry of Economy and Finances, Ministry of Economic and Social Inclusion, Ecuadorian Committee for the Defense of Nature and the Environment (CEDENMA), Galapagos Chamber of Tourism (CAPTURGAL), fishing sector, agricultural sector, and the Charles Darwin Foundation as an official advisor without vote.

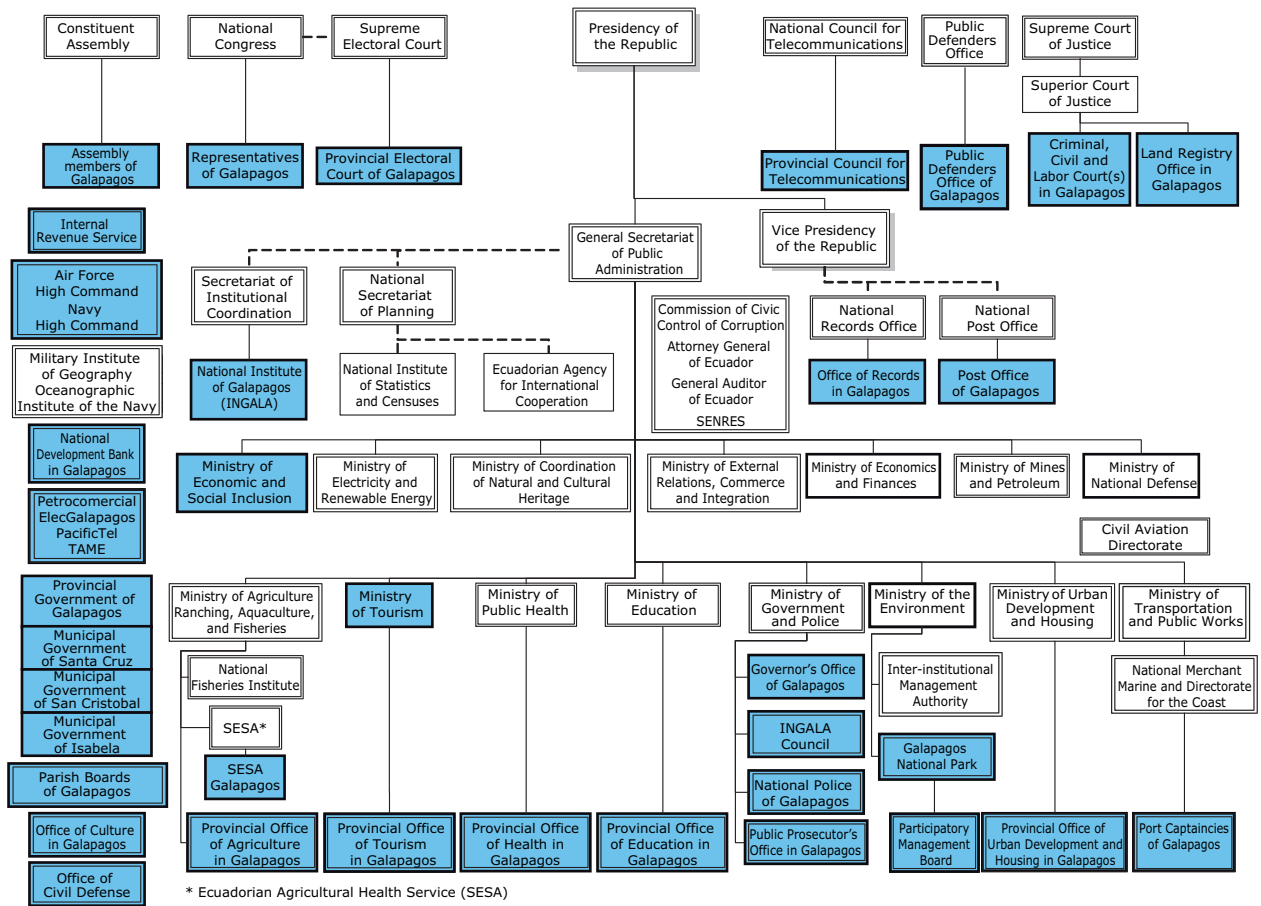


Figure 1. Government organizations with activities or policy-making responsibilities in Galapagos (blue institutions have offices in Galapagos; heavy-bordered organizations are members of the INGALA Council).⁵

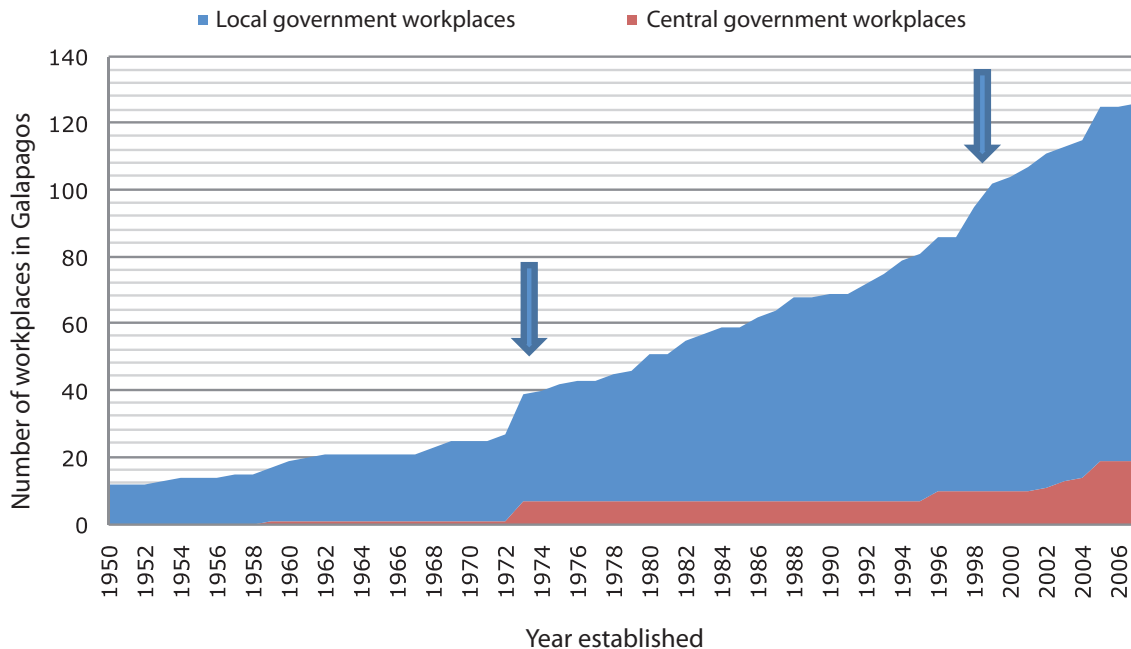


Figure 2. Growth in the number of government workplaces in Galapagos, based on their dates of establishment (arrows indicate the declaration of Galapagos as a province in 1973 and the Special Law for Galapagos in 1998).

⁵ Based on the ESTRUCTURA ORGÁNICA DEL SECTOR PÚBLICO ECUATORIANO, www.senres.gov.ec, updated December 2007.

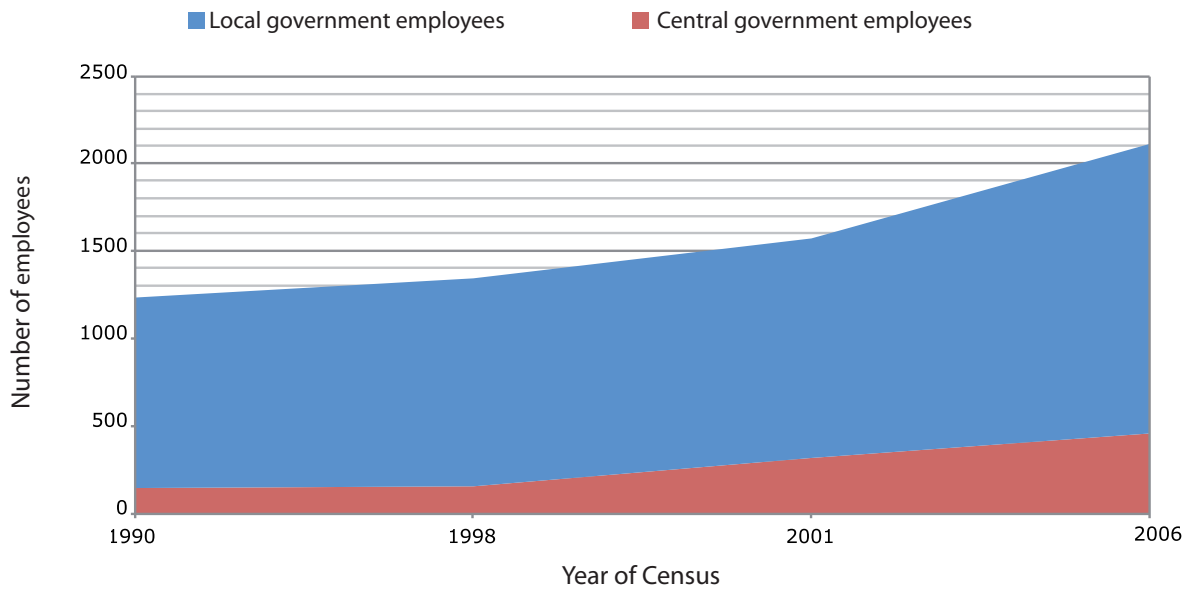


Figure 3. Number of employees in government offices in Galapagos by category. Source: INEC census data from 1990, 1998, 2001, and 2006

Civil society organizations

Over the last 20 years, civil society in Galapagos has become increasingly complex. An analysis of the establishment dates of civil society workplaces (excluding those that were established and then disappeared) – shows that their growth has been similar to that of central government

organizations (Figure 4). Two features of Galapagos civil society are that 75% of the civil society organizations represent interest groups such as fishing, tourism, and conservation interests, among others, and, as Ospina (2002) indicated, many local organizations are focused on commercial interests.

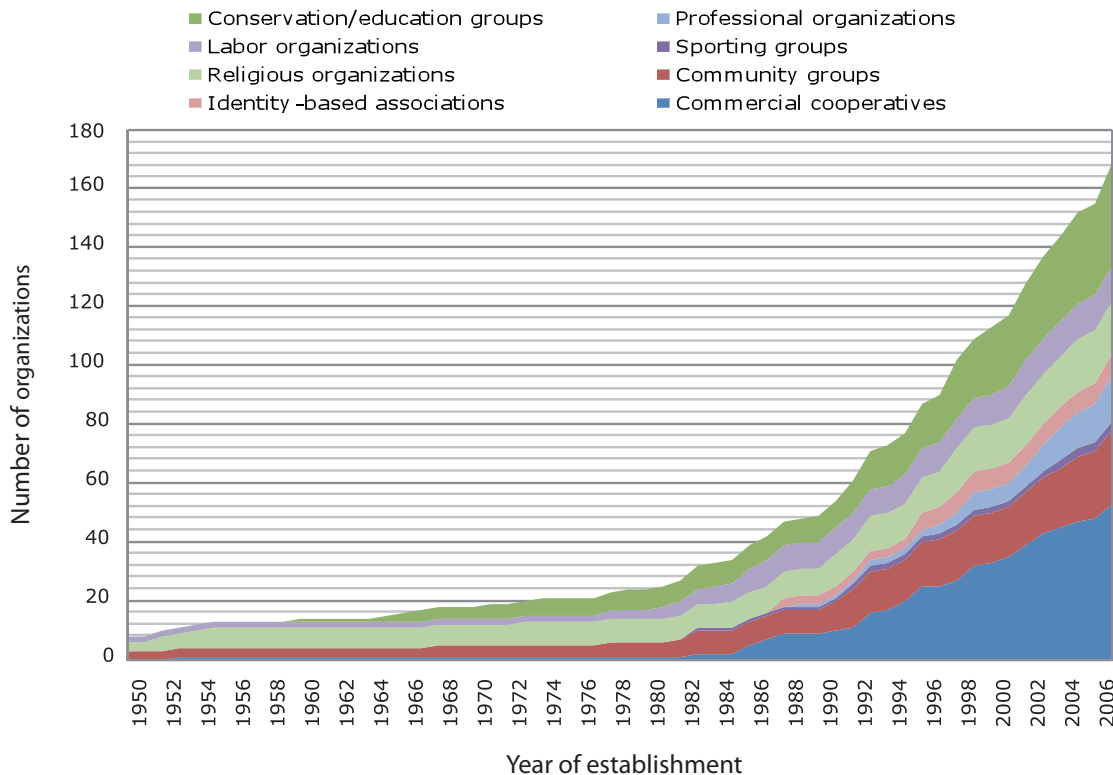


Figure 4. Number of functioning workplaces of local associations, foundations, and organizations with a physical presence in Galapagos (based on dates of establishment).

International and national non-governmental organizations

Another aspect of the organizational framework in Galapagos is the participation of international and national non-government organizations and inter-government bilateral and multilateral interests;

the numbers of these organizations with offices in the islands grew from 3 in 1990 to 16 in 2006 (Figure 5). At least 60 other international and national foundations, multilateral agencies, bilateral agencies, and NGOs provide funding to Galapagos but do not maintain a physical presence in the islands.

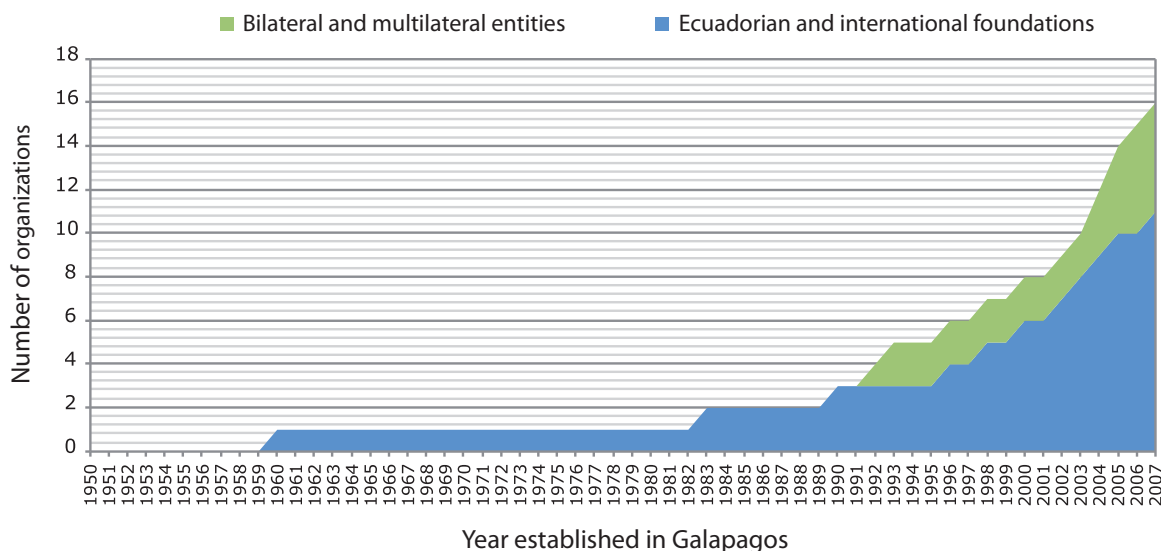


Figure 5. Number of national and international organizations and foundations with offices in Galapagos.

Observations

This analysis of organizations in Galapagos raises two questions related to the fact that the growth in the number of organizations working in Galapagos tracks the growth in the human population. Firstly, while a growing human population requires increased public services and representative structures, does this necessitate an increasing number of central government and civil society organizations? And secondly, has accountability increased with the increase in numbers of public sector and civil society organizations?

A consistently expressed concern is the overlap in competencies and replication of functions of the different organizations in the public sector and civil society in Galapagos. For example, numerous

organizations⁶ take decisions that affect the most important activity in Galapagos - tourism. This large number of decision-makers leaves room for alternative interpretations of policy, provides multiple routes to influence decision-making, reduces clear accountability and transparency in decision-making, and requires substantial coordination and leadership to advance towards a shared vision. In addition, there is much overlap in the actions and roles of conservation organizations.

Good governance occurs when public and private organizations are efficient and accountable to the public. Most central government organizations have websites and, by law, publish annual financial and operational information. However, during this study it was difficult to obtain financial or operational information from the public

6 President's Office, Assembly and Congress, INGALA, Ministry of Coordination of Natural and Cultural Capital, Ministry of Tourism, Provincial Directorate of Tourism, Transportes Aéreos Militares Ecuatorianos (TAME), Prefecture, Municipal Councils, Governor's Office, Participatory Management Board, National Park, Inter Institutional Management Authority, Ministry of the Environment, Port Captains, Merchant Marine, Civil Aviation, Navy, and the Ministry of Defense.

and civil society sector organizations in Galapagos. The difficulty encountered in finding annual reports from the majority of organizations in Galapagos is an indicator of weak accountability. Many civil society organizations are built around particular interests and there are arguably too few broad-spectrum organizations seeking to establish a "sense of community" in Galapagos. Galapagos seems to propagate organizations that have insufficient

accountability and efficiency, and are not effectively coordinated to work toward common goals.

This analysis suggests that economic growth has forced reactively the current political and economic model rather than the model arising from effective planning. Consequently, the current organizational framework has become increasingly complicated without perhaps producing sufficient desired results in sustainable development.

Annex 1: List of organizations involved in Galapagos

Commercial organizations

Agricultural Association of Cascajo Santa Cruz
 Agricultural Center of Isabela Canton
 Agricultural Center of San Cristóbal Canton
 Agricultural Center of Santa Cruz Canton
 Association of Artisanal Fishing Boat Owners of Puerta Ayora (APROPASA)
 Association of Bay and Dive Tours (Bay Tour Operators)
 Association of Billiard Parlors and Bars
 Association of Cattle Owners of "El Junco" San Cristóbal
 Association of Cattle Owners of Isabela
 Association of Cattle Owners of Santa Cruz
 Association of Dive Guides of Galapagos
 Association of Farm Workers of Santa Cruz
 Association of Galapagos Guides (AGG)
 Association of Interpretive Guides of the GNP (AGIPA)
 Association of Merchant Marines for Galapagos Transport
 Association of Micro Entrepreneurs of Isabela
 Association of Micro Entrepreneurs of Santa Cruz
 Association of Tourism Company Operators in Galapagos (ASOGAL)
 Association of Tourism Operators of Galapagos (ADATUR)
 Ceclilia Alvear Women's Organization (OMCA)
 Constrascartin Transport Cooperative
 Credit Union of the Chamber of Commerce of Quito
 El Porvenir Pre-association of Farmers
 Farmers Association
 Fishing Cooperative of Isabela (COPAHISA)
 Fishing Cooperative of San Cristóbal (COPESAN)
 Fishing Cooperative of San Cristóbal (COPESPROMAR)
 Fishing Cooperative of Santa Cruz (COPROPAG)
 Galapagos Chamber of Tourism (CAPTURGAL)
 Galapagos Islands Transport Cooperative
 Galapagos Transport (TRANSGALPAS)
 Galapaguera Transport Cooperative
 Inter-island Maritime Transport Cooperative (CABOMAR)
 Inter-island Maritime Transport Cooperative (COPESTUR)
 Island Cooperative of Express Terrestrial Transport of Galapagos (CITTEG)
 Island Transport Company (CITRAN)
 Lava Tube Cooperative
 Light Island Transport Cooperative (COTRANSLI)
 Lobería Transport Cooperative
 Magic Hands Pre-association
 Maritime Transport of Isabela (TRANSMARTISA)
 Meat and Dairy Products of Galapagos (GALACARNES)

Meat Cooperative
Mushucan Cooperative
Organization of Active Women of Isabela (OMAI)
Poultry Production Cooperative of Galapagos (COPROAVIGAL)
San Cristóbal Chamber of Tourism (CATURCRIS)
Santa Cruz Chamber of Commerce
Sierra Negra Transport Cooperative
Sierra *Piquero Patas Azules* Transport Cooperative
Submarine Marvels of Galapagos (MARSUBGAL)
The *Juntos Venceremos* Association
The *Pescado Azul* Women's Association
The *Pinzón Artesanal* Women's Organization of Isabela (OMPAI)
Tourism Association of Isabela
Union of Fishing Cooperatives of Galapagos (UCOOPEPGAL)

Community organizations

Association of Clients of the República del Ecuador Hospital
Don Jorge Foundation
Galapagos Scout Group
Neighborhood Associations
Pioneers of Galapagos Association
Youth Council

Local conservation organizations

Albatross Ecological Foundation (Fundación Ecológica Albatros)
Foundation for Responsible Alternative Development (FUNDAR)
Foundation for the Ecological Defense of Galapagos (FEDEGAL)
Independent Environment (Ambiente Independiente)

International and national foundations

Charles Darwin Foundation
Conservation International
Ecology Project International
Foundation for the Future of Latin America (Fundación Futuro Latino Americano)
Foundation for the Promotion and Support of Development (IPADE)
Galapagos Foundation
Jatun Sacha Foundation
Red Cross
Sea Shepherd
Wild Aid
World Wide Fund for Nature

Sports organizations

County League of Santa Cruz
Neighborhood League
Sports Federation of Galapagos
Surfing Club
Triathlon of Santa Cruz

Educational centers and organizations

Alejandro Humboldt Superior Technical Institute
Catholic University of Guayaquil
Don Bosco Distance Learning High School
Drops of Hope Foundation (Fundación Gotitas de Esperanza)
Equinos Technical University

Fray Agustín de Azkunaga High School
 Immerse-Connect-Evolve Foundation (ICE)
 Loma Linda Adventist School
 Montessori School
 New Era for Galapagos Foundation (Fundación Nueva Era Galápagos)
 Pedro Pablo Andrade Educational Unit
 Private Technical University of Loja
 Private Technical University of Loja Isabela
 Prometheus Foundation
 Runakunapak Yachay School
 San Francisco de Asis Educational Unit
 San Francisco University of Quito (GAIAS)
 Scalesia Foundation
 Tomas de Berlanga School

Professional organizations

Artists Association of San Cristóbal
 Association of Galapagos Journalists
 Association of Galapagos Professionals
 Association of Isabela Artisans
 Bakers Association
 Builders Association
 Cabinet Makers Guild of Santa Cruz
 Carpenters Guild of Santa Cruz
 Ecological Artisan Park Guild
 Foundation for the Support and Commercial Development of Artisans of Ecuador
 Las Palmas Inter-professional Artisans Association
 Masters and Masons Guild
 Masters and Operators Association
 Mechanics Guild of Santa Cruz
 Ships Carpenters Guild of Santa Cruz
 Tailors and Dressmakers Association
 Woodcarvers Guild

Identity groups

Association of Esmeraldeños
 Association of Lojanos
 Association of Orences
 Association of Salacas
 Association of Salasacas Nucanchi Llacta Salasaca "Nuestro Pueblo"
 Community of Salasacas
 Organization of Salasacas Residing in Galapagos

Religious organizations and churches

Assembly of God
 Catholic Church
 Church of Christ MI-EL
 Church of God
 Franciscan Missions
 Hosanna Christian Center
 Jehovah's Witnesses
 Name of Jesus Evangelical Apostolic Church
 Pentecostal Church

Employer and employee organizations

Association of INGALA Employees

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Association of Municipal Employees
ElecGalapagos Workers Union
Hospital República del Ecuador Union
Municipal Employees Union
Municipal Workers Union
National Teachers Union
Professional Drivers Union

Central government organizations

Board for the Protection of Children's Rights
Central University of Ecuador
Civil Aviation Directorate
Civil Court
Civil Defense
Civil Register
Criminal Court
Deputy Political Officials
Ecuadorian Agricultural Health Service (SESA) - Galapagos Quarantine and Inspection Service (SICGAL)
Ecuadorian Air Force in Galapagos
Ecuadorian Institute for Social Welfare (IESS)
Ecuadorian Institute of Social Welfare (IESS) hospitals
Environmental Police
Fire Department
Fuel company (Petrocomercial)
Galapagos Electric Company (ElecGalapagos)
Galapagos National Park
General Accounting Office of the State
Governor's Office of Galapagos
Guayaquil University (Fabricio Valverde Laboratory)
INGALA Council
Inter-institutional Management Authority (AIM)
Internal Revenue Service
National Development Bank
National Fisheries Institute
National Institute of Children and Families
National Institute of Children and Families Center for Integrated Development in San Cristóbal
National Institute of Galapagos (INGALA)
National Office for the Eradication of Malaria
National Police
Naval School Education Unit
Notary Publics
Office of Ecuadorian Culture
Oscar Jandl Hospital San Cristóbal
Participatory Management Board (JMP)
Police Commission
Political Bosses
Port Captaincies
Post Office of Ecuador
Primary Schools
Phone company (Pacifictel)
Provincial Election Tribunal of Galapagos
Provincial Office of Agriculture in Galapagos
Provincial Office of Economic and Social Inclusion
Provincial Office of Education
Provincial Office of Education – Santa Cruz Division
Provincial Office of Health
Provincial Office of Social Welfare
Provincial Office of Telecommunications
Provincial Office of the Ministry of Urban Development and Housing
Provincial Office of Tourism

Provincial Transportation Board
Public Defenders Office
Public Prosecutors Office
Regional Office of the Island Merchant Marine
República del Ecuador Hospital
Satellite Health Center in Isabela
Second Naval Zone Command
Secondary Schools
TAME Airlines

Local government organizations

Consortium of Municipalities of Galapagos
County Councils for Children and Adolescents
County Health Councils
County Tourism Councils
Inter-institutional Centers for the Management of Invasive Species
Invasive Species Control Unit of Isabela
Municipal Governments
Municipal Schools
Provincial Government of Galapagos
Provincial Representatives
Town Councils

Bilateral and multi-lateral donors

Araucaria XXI (Spanish government; Spanish Agency of International Cooperation)
E8 (Energy companies of the G8): United Nations Development Program
Global Environment Facility (United Nations Development Program)
Japanese International Cooperation Agency (JICA)
ProINGALA (Italian government; United Nations Development Program)