Responsible Land Governance and Project Management Competences for Sustainable Social Development. The Chilean-Mapuche Conflict

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ABSTRACT

Responsible land governance can contribute to achieve social development, decreasing poverty and famine and reach an inclusive economic development. Agroforestry system comprises a wide range of stakeholders and diverse social, political, economic and natural environments. The conflict between some mapuche communities and the Chilean State has been maintained since the XIX century due to how the public and private projects have been managed and to the type of land tenure and governance, cultural recognition, identity and ancestral rights. Currently, the conflict is a matter of political, social and cultural contingency. Using the "working with people" planning model, this investigation analyse the current governance in the zone and prove that with the consideration of International Project Management competences by the stakeholders it is possible to promote a resolution, creating the instances for a responsible land governance. Further it is proposed that the multilateral organizations have to deepen the work with different organizations.

Keywords: International Project Management Competences, Working with People, Sustainable rural Development
JEL Classification: Q15

1. INTRODUCTION

Land governance has been defined by the Food and Agriculture Organization of the United Nations (FAO) as "rules, processes and structures through which decisions are made about the use of and control over land, the manner in which the decisions are implemented and enforced, and the way that competing interests in land are managed" (Palmer et al., 2009). A responsible land governance contribute positively to achieve social development in rural and urban areas, decreasing poverty through an inclusive economic development (FAO, 2012; Palmer et al., 2012). In a participative process (Palmer et al., 2012), FAO have developed the "Voluntary Guidelines on the Responsible Governance of tenure of land, fisheries and forests in the context of national food security" (VGGT). On this document are established voluntary principles (of implementation and general) and recommended

practices to be adopted by states, companies and civil society in countries that implement the VGGTs to solve problems related to land tenure and governance processes related to the use and exploitation of natural resources (FAO, 2012). The VGGTs are mainly oriented to governments and state organisms, nevertheless, land tenure and governance issues affect to a multiple stakeholders, so the VGGTs have to be considered by all of them (Beckh et al., 2015). Agroforestry systems comprehend a wide variety of stakeholders, people and institutions, as diverse social, political, economic, technologic and natural environments, that is why projects related to the land use have to considerer each of these parts to achieve consensus (Teklemariam et al., 2015).

The processes to achieve an adequate land governance have to be developed considering all the stakeholders (Beckh et al., 2015), making possible known the stakeholders opinion and interests.

Responsible land governance that allow to promote the sustainable development is participative, transparent, effective and equitable, with rule of law and public control, where the political, economic and social priorities are in consensus with society (United Nations Development Programme, 1997).

The stakeholders interaction facilitates the project development, whose project teams have to know and manage the competences (knowledge, skills and attitudes) and resources. Appropriately to obtain a successful project (Prieto et al., 2015; De Los Ríos et al., 2016; Wang et al., 2016). Nowadays, it is necessary to consider all the context factors, where the project is developed, and take into account the stakeholders interests (Prieto et al., 2015), and not to consider only the technical factor (Palmer et al., 2012). The context factors will not be necessary under the project manager control, nevertheless knowing them and considering them during the management process can determine the success or failure of the project (Wang et al., 2016).

Policy and economic development in Chile have promoted the constant development of natural resources projects (Modrego and Berdegué, 2015), where the social and cultural components represent the main complexity (Ozguler, 2016; Jijelava and Vanclay, 2017) and it not consideration is one of the main causes of the social conflicts (Eckerberg, 2013). Prieto et al. (2015) indicated that the behavioural components and the stakeholders' perception during the project development affect the development of conflicts. Those project teams that manage adequately the competences related to these components, could decrease the generation of conflicts. The planning for the project development have to consider all the stakeholders to have interaction, active participation and communication among them (Rauschmayer and Wittmer, 2006; Prieto et al., 2015). This interaction process affects positively the project development (De Los et al., 2013; Ozguler, 2016). An adequate interaction among the stakeholders permits combine the expert knowledge of the project team with the expertise knowledge of the affected people, creating the "shared knowledge" (Cazorla et al., 2013; De Los Ríos et al., 2016). The generation of shared knowledge consider the project needs and human aspect that surround it (Herrera et al., 2015).

The objectives of the investigation are: (1) Present the Chilean-mapuche conflict as a conflict generated by an inadequate land governance; (2) demonstrate that the competences during the project management process, specially the behavioural competences, are essential to promote the solution of the conflict and implement a responsible land governance; and (3) propose an investigation line to work with the stakeholder and make a participative proposal to solve the conflict.

It is proposed: (1) Responsible land governance requires the consideration of skills and project management competences by the organizations and teams from the political, social and entrepreneurial dimensions; and (2) the implementation of VGGTs requires of working process with all the stakeholders, that implies a paradigm change of FAO and other multilateral organisms interventions to implement proposals of this type.

It analyses a conflict that has been part of the Chilean history since the 19th century (Aylwin, 1995) and it is still an important subject in political, social and entrepreneurial level, with national and international interest. The conflict has generated controversy in the way of how it has been manage, generating social, cultural, economic and political impact. The conflict causes are directly related with (a) the projects that have been developed in the zone, and (b) with the governance and land tenure process carried on (Aylwin, 2004; Peredo and Barrera, 2005; Carrasco, 2012). To understand the implemented governance is necessary to know the political-institutional context and the historic development of the society (Zurbriggen, 2011).

2. STUDY CASE

The Mapuches (mapu: Land; Che: People) are a society that has been developed mainly from agriculture, cattle, cavalry and commerce. Their communities have a political chief, a military leader and a spiritual and religious authority. The importance of the land in the Mapuche culture can be perceived in the Tuwün of each inhabitant that makes reference to the place of origin or the "territory from which they come" (Latcham, 1924). In 1819 legal recognition was given to the Mapuche people, this permitted to Mapuche and non-Mapuche people generate land purchase contracts. In 1850 decade, the first land occupation strategies were established by non-Mapuche people (Aylwin, 1995). During the economic crises in 1857 the "Araucanía Occupation" was promoted due to the potential of the lands in the region to solve the economical problem of the moment (Pinto, 2000). During the occupation process, legal and military strategies were used (Aylwin, 2000; Ameghino, 2013) which permitted to the Chilean State to appropriate of Mapuche territory located in Bío Bío, La Araucanía, Los Ríos y Los Lagos regions (Pineda, 2014) (Figure 1a and 1b), changing the type of land administration and control. At the beginning of the 20th century, and with the objective of decreasing the disputes and confrontations, the Chilean State implemented policies to control the acquisition of indigenous territories by foreign and non-mapuche people (Aylwin, 1995).

Economical and governmental initiatives promoted the economic development in the conflict zone, affecting the access to the land of the Mapuche people (Leyton, 2009; Soto and Gómez, 2014). The land concentration has been a common process during the 19th and 20th centuries (FAO, 2017). In Chile, the Gini land coefficient (GLC) is 0.93, where 1.0 is the maximum value. In 1998, 2 forestry company concentrated more than the 50% of the forest land surface (Carrasco, 2012), with a distributions of hectares of 78% in big companies, 18% middle income companies and 4% of small business (Leyton, 2009). In the 2013, the Araucanía region presented a GLC of 0.77 (Martin and Krivonos, 2013).

In Chile there are 1.508.722 Mapuche inhabitants, 44.7% lives in the conflict regions, of which 42.4% lives in La Araucanía (Instituto Nacional de Estadística [INE], 2012). 30.9% of La Araucanía population (Mapuche and non-Mapuche) lives in rural areas (INE, 2012), being related with the agriculture, cattle raising, forestry and fisheries that generates the 22.1% of the jobs

Figure 1: (a) Political map of Chile. (b) Four regions with indigenous confrontation and their capital cities. Nowadays, the conflict is mainly developed in the Araucanía region
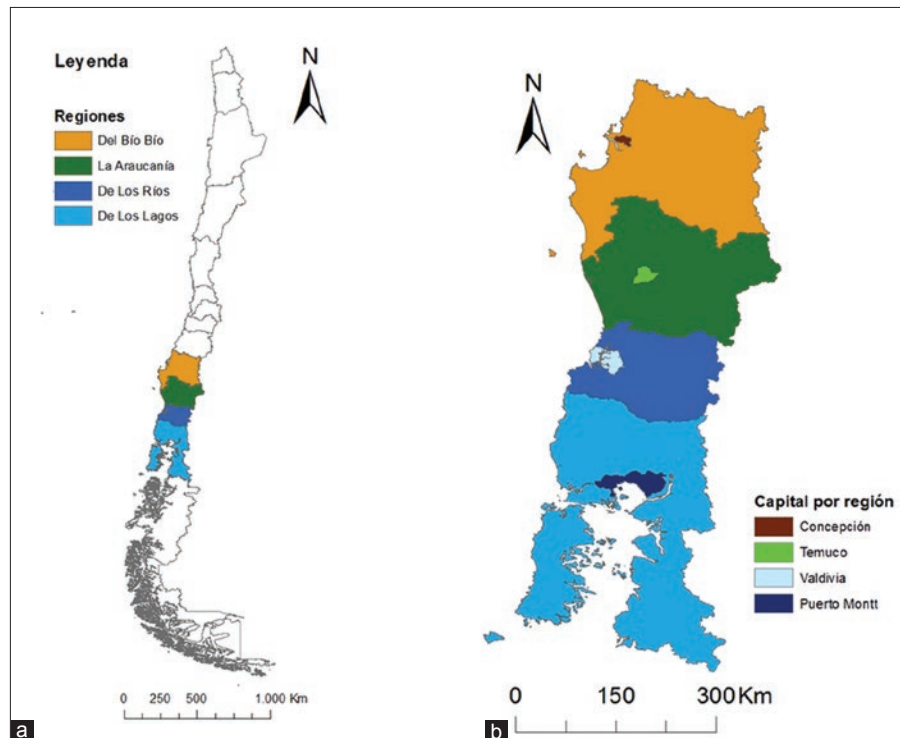
(INE, 2017). The conflict increase has been determined by the expansion of the forestry industry and the land concentration by the companies (Gómez, 2015). Forestry companies have established plantations in territories that some Mapuche communities claim as their own. At the same time, the monoculture production systems have generated environmental and sociocultural impacts that have been reported by the communities (Carrasco, 2012), provoking legal and social confrontations between the local population and the companies (Soto and Gómez, 2014; Gómez, 2015). In 1993 the 19.253 law was created that "Establishes rules on the protection, promotion and development of indigenous people and create the National Corporation of Indigenous Development," nevertheless the 10th article of this law does not recognize the existence of traditional Mapuche authorities (Pineda, 2014). In 1990 was approved the construction of Ralco hydroelectric power plant in Mapuche lands. The inter-American court of human rights intervened in this process and qualified it as a project that violated the Mapuche's human rights and generated an "indigenous ethnocide" (Guerrero, 2016). The construction was carried out displacing the entire affected community.

The conflict remains as a confrontation between the Chilean State and Mapuche culture because the process of implementation of projects have been lacking of integration and social sensitivity (Aylwin, 2000; Guerrero, 2016), specially in those lands that presents a Mapuche cultural heritage (Gómez, 2015), affecting the trust and confidence of the Mapuche communities with the public and private organizations (Peredo and Barrera, 2005). The conflict generates social instability and, as other natural resources exploitation conflicts, it has not been exempts from acts of violence (Aylwin, 2004; Eckerberg, 2013; Soto and Gómez,

2014; Wang et al., 2016) that have even been qualified as terrorist acts (Aylwin, 2000). Investigations have also detected affections in relation to land governance and tenure, recognition and respect for the legitimate rights tenure, customs, cultural identity, socio-environmental impact an ancestral rights of Mapuche communities (Aylwin, 1995; 2000; Pinto, 2000; Carrasco, 2012; Pineda, 2014). This situation makes difficult to achieve adequate land governance for a sustainable development. In spite of generating division and social instability, land tenure conflicts can be used as an opportunity to generate new ideas and incentives that promote an adequate resource management (Gómez et al., 2009).

3. METHODOLOGY

Bibliography, reports and studies related to the project developed in the conflict zone were analysed. Semi-structured interviews were conducted to experts, with a questionnaire, which allowed to obtain empirical information of the conflict, the competences of the projects teams and the type of governance in the territory (McNeill et al., 2014). The governance was analysed through the Working With People (WWP) model proposed by Cazorla et al. (2013) (Figure 2), considering the International Project Management Association (IPMA) Competence Baseline, IPMA, (Martínez, 2009) and the general and implementation principles of the VGGTs.

WWP is a planning model that considers key elements of social planning, as social learning, collaborative participation and the project management models through the interaction of its three dimensions, (1) technical-entrepreneurial, (2) political-contextual and (3) ethical-social, that are directly related with the (a) technical, (b) contextual and (c) behavioural IPMA competences (De Los Ríos

et al., 2016). The technical-entrepreneurial dimension, or business field, is conformed by companies that generates goods and services; the political-contextual dimension, or political and governmental field, consider the politic organizations and public administration, whom generates the legal context where the stakeholders operate; the ethical-social dimension, or civil society field, considers the behaviour, attitudes and values of the civil society and NGOs. All the stakeholders must consider the stakeholders identified in others dimensions being able to manage the competences related to the three dimensions of WWP (Cazorla et al., 2013).

Through the interviews was possible (1) known the interviewees perception of the land governance; (2) analyse the governance model through the participation of the stakeholders in the decision-making, formulation and execution process during the projects development in the conflict zone and; (3) identify if the organizations considers the adequate project management competences and which they should improve to promote the conflict solution and the implementation of a responsible land governance.

In the political and governmental field, interviews were conducted with the FAO-Chile sociologist, Senator from La Araucanía region and the mayor of the capital city in the same region. In the civil society field the interviews were conducted with a Former Police Officer Security Expert; the Mapuche Executive Director of Chile Intercultural NGO (NGO-ED) and an Influential Mapuche Political Scientist. In the business field, interviews were conducted with an Inclusive Tourist businessman; company Adviser Expert in ISO norm; with a Forestry Producer; and with the President of a Mapuche cooperative of women artisans.

The questionnaire was the same for all interviewees, who were selected according to their spatial representativeness and depth of knowledge and experience (Mejía, 2000) related to the Mapuche conflict, land governance in the area and their knowledge in the project management. The interviewees have an expertize knowledge in the region and in the Chielan-Mapuche history conflict, related to a learning process because of their relation with the conflict zone. This process permitted to analyse the competences, considering the opinion of each expert interviewed. The questionnaire was divided in four sections. The first consisted in ipsative alternatives about the influence of stakeholders in the sustainable development and the land governance in the conflict zone (1 less impact, 3 high impact); second, third and fourth sections focused to obtain information related to the role of the organizations from the three fields of WWP model. In second, third and fourth sections the interviewees responded closed questions (yes/no) and questions about the consideration of IPMA competences during the projects development using a forced Likert scale (1 never; 2 almost never; 3 sometimes; y 4 always), avoiding neutral responses and obtaining preferences by the interviewees (Ried, 2014). The assessment was validated using the Cronbach alpha (Cronbach, 1951) showing that the scale components had a high internal consistency, 0.83 (Sullivan and Artinojr, 2013).

International Project Management Competences (IPMA) and general and implementation VGGTs principles (FAO) that were

considered in the questionnaire are those related to the stakeholders interaction and with the ethic, social sensibility and conscience that have the organizations during the project development that can affect the confidence among the stakeholders (De los Ríos et al., 2016). Some competencies were linked to more than one question in the questionnaire.

4. RESULTS

In the following sub-index are presented the most important elements considered by the experts interviewed and their opinion about the competences that have to be developed to facilitate the conflict resolution. Personal communication fragments obtained during the interview process are showed.

4.1. Governance in the Chilean-Mapuche Conflict

The participation and impact of the organizations in the sustainable development and in the land governance is mainly influenced by companies; in second place by the public sector; and with less impact the civil society (Table 1), where the needs and demands of the Mapuches communities are not always considered. During the decision-making process the "presence of Mapuche's representatives is minimal" (NGO-ED, Personal Communication, May 2017), but has been proposed, "to create a council where the Mapuche people choose their representatives to negotiate with the State representatives" (Senator, Personal Communication, June 2017).

Policies implemented in Chile permitted to companies and their production practices to affect the social development (Carrasco, 2012). To achieve adequate land governance, is necessary to

Table 1: WWP Fields influence in the sustainable development and land governance

Field	Impact (%)		
	1	2	3
Business	10	20	70
Political and governmental	10	70	20
Civil society	80	10	10

WWP: Working With People

Figure 2: Working with people model dimensions. Source: Cazorla et al., 2013
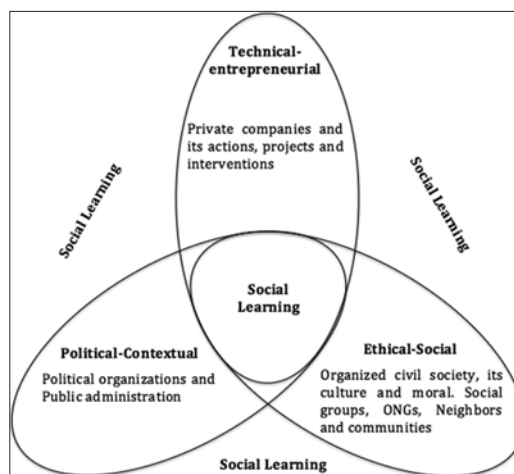
promote the social development through the creation of jobs, train leaders that represent the Mapuche communities and their demands, and generate agreements that are fulfilled, since the non-fulfilment of previous agreements "have affected the confidence among the stakeholders" (Political Scientist, personal communication, May 2017), where the Reliability and Ethical competences have been absents. Besides, it is necessary to promote the stakeholders active participation and generate initiatives that permit "education, cultural exchange and understanding of different points of view about the territory" (Tourist businessman, personal communication, June 2017). Nowadays, these initiatives are not being properly implemented, leaving aside permanent organization and some stakeholders.

In the Presidential announcement "Plan of recognition and development for La Araucanía region", of 23th June of 2017 by the Chilean President, Michelle Bachelet, begins a process that pretends to promote indigenous participation during the decision-making process that can affect the communities development. This would include, parliamentary quotas for Mapuches, updating the land cadastre and an investment fund to promote the development of public works projects, especially those related to the use of land and water resources, among others. Nevertheless, this plan has not had a positive appraisal by politics, Mapuche leaders and companies, who argue that the origin of the conflict was not considered and there are not concrete solutions. A multi-disciplinary presidential advisor committee generated this plan, but the only Mapuche representatives that participated on this

were those that belong to a political organization leaving Mapuche political and religious authorities out of the committee. Peredo and Barrera (2005) demonstrated that when a representation is poorly defined those who wants to participate lose their interest because they perceive that their participation is not effective and their interventions tend to be limited. At the same time, they consider that the institutions do not always take account the important issues (Peredo and Barrera, 2005).

90% of the interviewees declared that the Chilean State and it organisms do not promote a responsible land governance, being all the stakeholders responsible "but in different levels" (FAO-Chile Sociologist, personal communication, May 2017). Besides, armed groups promote the polarization and radicalization of the conflict. All the interviewees agree that solving the conflict is not an easy job, but promoting the participation and inclusion process will help to reach a common solution to the conflict (FAO-Chile Sociologist, personal communication, May 2017). It was also emphasized that the consultation process carried out by public agencies are not being participatory processes, affecting the reliability of these.

Each interviewee assessed the governance model of the zone. On this evaluation some VGGTs general and implementation principles were assessed, and its consideration by the stakeholders (Table 2). There are some companies that are beginning to implement participation process, modifying their business models focusing in the Corporate Social Responsibilities to promote the communities wellbeing (Carrasco, 2012), nevertheless there are

Table 2: Consideration of VGGTs principles by the organizations of the different WWP fields

Field	VGGT principle	Valuation (%)			
		1	2	3	4
Business	General				
	Recognize and respect	0	50	50	0
	Safeguard legitimate tenure rights	0	50	50	0
	Prevent tenure disputes	0	50	50	0
	Of implementation				
	Equity and justice	5	60	35	0
	Holistic and sustainable approach	20	30	50	0
	Consultation and participation	10	40	50	0
	Rule of law	10	70	20	0
Political and governmental	General				
	Recognize and respect	0	40	40	20
	Safeguard legitimate tenure rights	0	40	40	20
	Prevent tenure disputes	0	40	40	20
	Of implementation				
	Non-discrimination	30	40	25	5
	Equity and justice	5	40	40	15
	Gender equality	10	40	40	10
	Holistic and sustainable approach	0	40	40	20
	Consultation and participation	5	65	20	10
	Rule of law	20	50	20	10
	Continuous improvement	10	90	0	0
Civil society	General				
	Recognize and respect	70	10	0	0
	Of implementation				
	Gender equality	0	10	90	0
	Consultation and participation	20	60	20	0
	Accountability	20	60	20	0
	Continuous improvement	15	35	40	10

The values are shown according to the percentage of preference by the interviewees in forced Likert scale. WWP: Working with people, VGGT: Voluntary Guidelines on the Responsible Governance of tenure

still companies that are not willing to generate changes to promote a responsible land governance. Besides, there is almost no interest by Mapuche society to participate in the decision-making process, due to they feel that the Mapuche participation and opinion is not considered, plus consultation process that has not been well valuated by society and with a poor Mapuche participation (Ameghino, 2013).

A discussion has also been generated about the existence of Rule of law, one of the VGGTs implementation principles. Rule of law is a condition that has to be promoted by the State and all the individual and organism of the society that can affect the liberty of the other society members. Nevertheless, the violent acts perpetrated by some Mapuche organizations in private property have placed the existence of Rule of Law in the conflict zone at the core of the discussion, diminishing importance to the generation of solution proposals. The interviewees had opposite opinions on this principle, saying that "there is not rule of law, many people lives unsafe because of the rural violence" (Mayor, personal communication, June 2017), and on the other hand, one of them said "there is rule of law, the juridical system is doing their job" (NGO-ED, personal communication, May 2017).

4.2. Project Management Competence in the Chilean-Mapuche Conflict

4.2.1. Technical competences for the project implementation in the conflict zone

These competences indicates which are the essential elements to "start, manage, develop and close a project" (Martínez, 2009), being necessary of consideration by the project manager and his team. In the conflict zone, the executed projects, programmes and policies have not a good appraisal by all the stakeholders, particularly those natural resource intervention projects. The interviewees assessed the technical competences of the stakeholders of the different dimensions of WWP model (Table 3).

The current model is aimed to promote social development through business and economic development, nevertheless, "companies, mainly agroforestry and energy, do not have a positive valuation by communities" (NGO-ED, personal communication, May 2017).

Up to 60% of the interviewees asserted that companies collect and manage correct information about the conflict, ancestral rights and land tenure, to not intervene territories of Mapuche cultural importance, highlighting the Information and Documentation competences of the companies. "Project management teams with adequate knowledge and competences are going to be able to carry out diagnoses prior the execution of projects, that with a Control and Report system will reduce the generation of new conflicts" (Adviser expert, personal communication, June 2017). 50% of the interviewees affirmed that private organizations have an adequate Control and Report system that permit them to determine the risk and opportunities in land tenure matter.

On the other hand, 70% of the interviewees agreed that the State work related to tenure rights and policies to decrease the conflict problem is not enough. 70% indicated that State and public organisms interventions are insufficient and does not contribute to land tenure problem resolution. 80% asserted that the public organisms do not use a correct participative method for the decision-making process, highlighting that public organisms communication is not adequate due they do not consider the characteristics and conditions of communities.

Although in many cases the communities are consulted before to take decisions related with land development, these process are incompleted and do not meet the objective (NGO-ED, Personal Communication, May 2017). Finally, 90% of the interviewees affirmed that the State do not consider all the Interested Parties, due they have favoured some personal needs without consider the communities needs.

4.2.2. Behavioural competences, stakeholders relationship and participation

These competences indicates how the stakeholders must interact with the context in which the project are developed (Martínez, 2009). The consideration of behavioural competences by project teams can determine the success of the project due the behaviour and relation among the stakeholders that affect the project management. The local stakeholders have to have an active participation during the project development (De Los Ríos et al., 2013).

Table 3: Consideration of the technical IPMA competences by the organizations in the WWP fields

Field	Technical competences	Valuation			
		1	2	3	4
Business	Interested parties	15	50	35	0
	Risks and opportunities	0	50	50	0
	Project organization	0	50	50	0
Political and governmental	Interested parties	5	65	20	10
	Project objectives and requirements	50	40	10	0
	Risks and opportunities	0	40	40	20
	Quality	5	65	20	10
	Team work	10	90	0	0
	Problem resolution	15	70	10	5
	Information and documentation	50	40	10	0
Civil society	Interested parties	70	30	0	0
	Project organization	10	10	60	20
	Team work	20	60	20	0
	Problem resolution	20	60	20	0

The values are shown according to the percentage of preference by the interviewees in forced Likert scale. IPMA: International Project Management Association, WWP: Working with people

The State, governmental organisms and political actors are who have greater responsibility at the responsible land governance implementation process, due they establish the rules and laws, and generate the instances for the VGGT implementation (FAO, 2012). On this process, companies and civil society play a fundamental role due they are interested parties in the land development. The interviews process permitted to obtain the valuation of some behavioural competences (Table 4) that are being considered in business, political and governmental, and civil society field.

The interviewees agreed that to promote the interaction between stakeholders the State has to generate policies according with Mapuche population demands, considering the triggering factor of the conflict and not work only in "social benefits without consider the historical debt from the Chilean State with the Mapuche people" (NGO-ED, Personal Communication, May 2017). The "unwillingness to solve the conflict in time is a big mistake, because it can increase the radicalization of certain violent groups, generating serious consequence at national level, as it has happened in other parts of the world, where international organizations have had to intervene" (Former Police Officer, Personal Communication, March 2017).

Around 50% of the experts agreed that companies are not carrying out adequate consulting process that permit to assess the potential effect of their intervention on the land tenure customary rights of Mapuche communities. 53% of the interviewees assert that companies have a system to manage the Conflicts and crisis related to the land tenure problems that arises when the exploitation project are carried on.

Table 4: Valuation of IPMA behavioural competences by the organizations in the WWP field

Field	Behavioural competences	Valuation			
		1	2	3	4
Business	Openness	5	60	35	0
	Consultation	20	30	50	0
	Conflict and crisis	10	70	20	0
	Values appreciation	0	50	50	0
	Ethics	0	50	50	0
Political and governmental	Leadership	20	50	20	10
	Openness	0	40	40	20
	Results orientation	10	90	0	0
	Consultation	0	40	40	20
	Negotiation	10	90	0	0
	Conflict and crisis	15	70	10	5
	Values appreciation	5	40	40	15
	Ethics	5	40	40	15
Civil society	Leadership	10	10	60	20
	Openness	10	35	55	0
	Creativity	10	10	60	20
	Consultation	20	60	20	0
	Reliability	70	30	0	0
	Values appreciation	70	30	0	0

The values are shown according to the percentage of preference by the interviewees in forced Likert scale. IPMA: International Project Management Association, WWP: Working with people

On the other side, close to 80% of the interviewed people declared that the public organizations don't have an adequate system that allows to manage the conflicts and crisis. While, everyone agreed that "the Chilean State carried out a consultation process to the indigenous before to start any project or to implementate legislative measures over the natural resources that affects the communities," only 50% indicates that this process of consultation is suitable to generate public policies regarding the needs and demands of the Mapuche communities. This is on direct relation with the absence of participative process on behalf of the Chilean State, confirmed by up to 90% of the experts.

Despite above, the former police officer affirmed, "there is no political interest to solve the conflict. It is assumed that is a local problem, but it really affect all the country" (Personal Communication, March 2017). It is highlighted the importance of "listen and dialogue with all the interested parties" that permit to integrate the stakeholders opinion" (Francisco Huenchumilla, Former Intendant of La Araucanía Region, Written Statement, August 2015), calling for the VGGT implementation to solve the conflict. Related with the conflict and crisis manage of the State organisms, the senator said that "if there is not a social peace proposal, Araucanía will keep under flames," alluding to the violence events that have occurred lately (Personal Communication, June 2017).

Finally, 80% of the interviewees agreed that Civil Society influences in the decision-making process related with the land development, nevertheless, all of them highlighted that influence is less and can be increased if the civil organizations and people were more engaged and motivated to generate favourable changes. Only 30% assert that civil society are able to participate of the negotiation process, and the solution process of the conflict are more related to the violent acts than to a joint solution. Civil society empowerment and their representatives, "through a formation and train process is necessary" (FAO-Chile Sociologist, personal communication, May 2017) to participate actively in the process of knowledge and experience exchange, negotiation and decision-making process regarding the use and access to land.

4.2.3. Contextual competences in relation to the Mapuche culture, violence and legislation
These competences are related to the knowledge in the context of how the projects are developed, in order to relate properly with the public policies and the public administration in a local, regional, national and international levels, and the relation with other key stakeholders for the success of the projects (De Los Ríos et al., 2016). The adequate contextualization requires to understand the social and cultural dynamics, and the public policies of the territory (Jijelava and Vanclay, 2017). The companies must adapt to the new norms, carried on by the different agreements of which Chile has committed (Carrasco, 2012). In the conflict, even the companies or the State have not considered properly the cultural context where the conflict is taking place, due to the lack of awareness of the patrimonial relevance of the Mapuche territory, where the investment project takes place neither the Mapuche political organization system. At the same time, the public policies and programs driven by the public organizations have not been

the right ones for the Mapuche communities, due to in many cases, are a response to the public and social pressure, and not to the demands of the most needed communities (Aylwin, 2004). In the interviews that were carried out by expert shareholders, they valued some of the contextual competences (Table 5) present on the organizations of the different dimension of the model WWP.

The 55% of the interviewed stakeholders declared that the companies incorporate properly to whom may be affected on their land tenure rights, either the rights are legally recognized or ancestral rights. 80% of the interviewed declared that the State organizations and public administration does not consider properly the permanent organizations, due to the process of consult that is made in an inefficient way and does not fulfill the purpose of which was conceived (Consultant and Academic Expert on ISO Standard, Personal Communication, June 2017). Finally, the 60% declared that the incorporation of civil organizations and civil society, in order to give feedback to the companies and public organizations, is not proper.

5. DISCUSSION

Nowadays the relation between the stakeholders in the conflict is unstable, the trust is low so as the disposition to solve the conflict. The radicalization of the stakeholder's position has left without effect the Government proposals. The majority of the interviewees agreed that reaching a solution to the conflict will not be easy, and that the access and use of natural resources is a fundamental issue, that is why it is necessary to "know and identify the problem, the people and the process to move forward to a solution" (Former Police Officer, personal communication, March 2017), analyzing all the components of the conflict. Through the suitable consultation process, active participation, communication and information gathering. The wide range of stakeholders that participates on the process of governance, turns the decision-making process more complex, nevertheless, the companies and public organizations are considering more and more all the involved stakeholders as key parties to succeed in

Table 5: Valuation of IPMA contextual competences by the organizations in the WWP field

Field	Contextual competences	Valuation (%)			
		1	2	3	4
Business	Permanent organization	15	50	35	0
	Legal	0	50	50	0
Political and governmental	Policy orientation	50	40	10	0
	PPP implementation	10	40	40	10
	Permanent organization	10	90	0	0
	Legal	23	44	23	10
Civil society	PPP implementation	10	10	60	20
	Permanent organization	20	60	20	0

The values are shown according to the percentage of preference by the interviewees in forced Likert scale. IPMA: International Project Management Association, WWP: Working with people

their projects. The formation on the Project Management teams, the political will, empowerment and formation of the communities representatives, are key factors to potentiate the facilitation on this integration. Nowadays the Chilean State and the companies must take decision using the management mechanisms, diplomacy and negotiation, with the objective of reaching joint ventures with other parties (Zurbriggen, 2011).

The incorporation of stakeholders and a continuous risk analysis process, will allow the organizations reduce the uncertainty on a project success. The knowledge of suitable information will avoid land tenure conflicts, generating responsible investment projects without affecting negatively the society. The Chilean State and public organizations must generate the effective exchange between the parties and facilitate the comprehension of the information, in order that the society can actively participate on the decision-making process.

Some companies have moved towards initiatives of Corporate Social Responsibilities through programs and projects of support to the communities (Carrasco, 2012), affecting positively the social development of the surrounding Mapuche communities. At the same time, there are some State's initiatives to promote the entrepreneurship and improve the capacities and opportunities of the small companies and Mapuche organizations. There are cooperatives and small businesses of Mapuche's families that offer products and services related to their culture (gastronomy and tourism mostly).

The intervention of natural resources must be approached through the integration of all stakeholders' points of view, especially those resources with ancestral and patrimonial importance. It is necessary to consider proper each of the behavioral competences in order to obtain fruitful and positive interactions. It is necessary to implement consultation processes with an open attitude, where the mutual respect and cultural difference between Mapuches and non-Mapuches does not matter. In the management of the conflict, there must be assessment on the causes and consequences of itself, and to gather additional information that allows to elaborate possible solutions (Martínez, 2009). The competence conflict and crisis should be deeply worked by the stakeholders, in order to get a joint solution to the conflict through a negotiation process.

The conflicts could reverberate negatively for the people and companies affecting the trust between the parties, for that they should be managed with transparency and ethics, promoting the search of solutions (Martínez, 2009) that allows to get a process of governance in the proper territory. Ii is necessary to know experiences from similar situations in other countries, nevertheless, the most important thing is to "listen and understand other points of view to promote the responsible governance" (Tourism Businessman, Personal Communication, June 2017). The proper participative processes allow to consider the stakeholders opinion and the knowledge that they bring can contribute for creation and implementation of policies and laws that affect them. An open attitude of the managers and legislators will promote the correct integration of the communities and consider the points of view of the society and its culture. At the moment, the Chilean

State policies could be understood as contradictory, because they allocate resources for the acquisition of land in behalf of the Mapuches, and at the same time promotes and execute projects that affects those communities without the proper query (Aylwin, 2004).

The behavioral competences have an important role in the search of initiatives that allow to implement VGGT. Openness; Values Appreciation; Conflict and Crisis; and Ethics of each one of the stakeholders, can determine the achievement of responsible governance on land tenure. The companies have awareness of the impact that they produce on the Mapuche communities' development, so they modified their way to operate and intervene the land (Carrasco, 2012).

The policies can not emerge from the hierarchical power of the State or the market, but should be built on a process that involves organizations plurality, as in public and privates, because of the interdependency that exists between the State, the companies and the civil society (Zurbriggen, 2011). The correct consideration of permanent organization will facilitate the development of the project thanks to the contextualization that they allow. Consider as the key to know how are the policies defined, which are they expectations and the risk that the projects involve.

The certification process of which the companies are being submitted, promotes the interest on implementing policies that allow to involve the communities in the development of projects and interventions. "The companies had understood the importance of involve the society to succeed in their projects" (FAO-Chile Sociologist, Personal Communication, May 2017). Nevertheless, the land public programs have been insufficient in relation to the demands of land that the Mapuche communities had (Aylwin, 2004).

6. FINAL CONSIDERATIONS

This investigation is the first approach to the implementation of VGGTs, through competences for the project management and the model WWP. This investigation used a way of work that can be used to permit all the stakeholders participation, solve the Chilean-Mapuche conflict and promotes the sustainable development.

The investments from big companies were mostly done without taking care of the Mapuche's culture and ancestral heritage importance. Neither considers the customary rights of possession, only taking care of the commercial value of the territory and not considering the patrimonial value of the lands for the local communities. It is determinant to incorporate all the stakeholders into to the implementation process of the VGGTs, particularly those who represent the Mapuche communities. In the same way, a responsible execution of the projects in agroforestry systems must be performed considering those who are directly dependent of the intervened resources. The interaction and active participation of the territory stakeholders, must be built upon a relation of trust and respect, where the ethics are predominant, in this path it should be possible to find a mutual solution to the conflict. At the same time, more participation of Civil Organizations and local stakeholders will empower their representatives, that will give awareness of the reality of its territory and community (Rauschmayer and Wittmer, 2006; De Los Ríos et al., 2013; Eckerberg, 2013).

FAO and the multilateral organizations must deepen the work that they develop with the governments and state organizations, at the same time, make working relationships with private organizations, academics and civil society. The last ones, had a fundamental role in the land governance. It is necessarily to involve them in the process of discussion and negotiation, to know their points of view, interests and resources, considering the social, spiritual, cultural, economic and environmental values.

The WWP model promotes the interaction between all the stakeholders (Cazorla et al., 2013), that favours an active participation of the different land stakeholders, in the decision-making process. This model is presented as an inclusive model of the different stakeholders, as well as the implementation process of the VGGT of Land (Beckh et al., 2015). In this way the WWP model can be used to reach a conflict solution and facilitate the implementation of FAO's VGGT, through the stakeholders interaction.

The arguments presented on this investigation are the result of interviews and bibliographic review made empirically. In order to deepen the analysis of governance in the Chilean-Mapuche conflict and other conflicts related to governance and land possession, it is necessary to perform further investigations that contribute new testimonies and data.

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