공공갈등 해결을 위한 갈등영향분석의 선진사례와 한국 적용가능성 연구

(Study on the Improvement of 'Public Conflict Assessment' in Korea)

2020년 6월

국무조정실
박 정 용

< 차 례 >

| 1 | 국외훈련 개요 |

1. 훈련국 : 영국 (The United Kingdom)

2. 훈련기관명 : 엑시터 대학교
(University of Exeter)

3. 훈련분야 : 갈등조정

4. 훈련기간 : 2018. 7.14 ~ 2020. 7.13

2 훈련기관 소개

기관명	Univ. of Exeter (영국)
소재지	Department of Politics, Amory Building, Rennes Drive, Exeter, Devon, EX4 4RJ, The United Kingdom
홈페이지	http://www.exeter.ac.uk

연혁	o 잉글랜드 서남부(Southwest) Devon 주 Exeter에 위치한 공립 (public) 종합대학교.
	  - 1855년 : Sir Stafford Northcote에 의해 예술대학으로 개교
	  - 1955년 : Streatham 캠퍼스로 이동
	  - 1955년 : 종합대학으로 승격 (학부 : 예술/과학/사회/ 법)
	  - 1978년 : St Luke 교육대학 합병
	  - 2000년 : Peninsula 의과대학 설립
	  - 2004년 : Cornwall 캠퍼스 오픈
	  - 2012년 : 연구중심대학 협의체 Russel Group 가입

개관 (조직)	o **엑시터 대학교는 6개의 college로 구성**
	  - The project School, College of Engineering, Mathematics and Physical Sciences, College of Humanities, College of Life and Environmental Sciences, College of Social Sciences and International Studies, Medical School
	
	o **대학 순위는 영국내에서 10위권 내외에 위치**
	  - 2016 Times UK University Ranking 7위, 2017 Times UK University Ranking 9위
	  - THE world university ranking 2018, UK 16위, World 130위, 러셀그룹 일원(12년가입)이면서 최근 성장세가 가장 빠른 대학
	  - 2016년 타임지 영국대학랭킹 7위, 2017년 9위 등 신흥명문 안착

훈련 학과	o **MPA(Master of Public Administration) with Applied Studies**
	
	  - College of Social Sciences and International Studies의 Politics department에 포함되어 있으며, 원칙적으로 외국인을 대상으로 운영
	  * Politics는 The Times and The Sunday Times Good Univeristy Guide 2017에서 영국내 9위로 평가
	
	  - MPA과정은 학문 중심의 일반적인 대학원 과정이라기 보다는 외국인 실무자를 대상으로 한 특수대학원 성격

교섭 창구	Jo Hamilton, Head of Admissions / pg-ad@exeter.ac.uk

3	훈련결과보고서

Study on the Improvement of
'Public Conflict Assessment' in Korea

(Comparative Analysis of 'Code of Practice on Consultation' in the U.K.)

< Abstract >

Public conflicts are incurring enormous social costs in pursuing major public policies and projects. These conflicts, if not managed in time, delay policy and project implement and reduce public trust. Therefore, the 'Public Conflict Assessment (PCA)' was introduced to prevent or resolve predicted conflicts in Korea. The 'Public Conflict Assessment' is a system that prepares appropriate consultation methods to resolve expected conflicts by interviewing stakeholders related to public policies. However, there are many criticisms such as the fact that only a small number of PCAs are held, and the process is unclear. Accordingly, in order to improve the current PCA, a comparative analysis is conducted with the 'Code of Practice on Consultation', a similar system in the UK, to examine matters applicable to Korea. The UK's CPC is a mandatory system for collecting opinions of stakeholders before the implementation of major public policies. This improves the quality of public policy and prevents conflicts by collecting opinions in various ways, including online and written interviews. This study aims to examine the ways in which Korea's PCA can develop through comparative analysis of the systems and cases of PCA and CPC.

I. Instruction

When pursuing public policy, the stakeholders and the citizens are often in sharp conflict. If this conflict continues, there can be no agreement that is required for making and implementing the policies, and this will result in excessive social costs. (Baron, 1991; 26-27). In Korea, public conflicts arise due to the conflicts of interests in the process of implementing government policies or public projects, delay in the implementation of the policies, and increasing mutual distrust, resulting in enormous socio-economic costs. PIMFY (Put in My Front Yard) for facilities such as schools and government offices and NIMBY (Not in My Back Yard) for facilities such as waste disposal plants or nuclear waste disposal facilities are typical phenomena. (Jung, 2018)

The definition of 'public conflict' is not clear. The Korean government defines the term 'public conflicts' under the Regulations on the Prevention and Resolution of Conflicts of Public Organization. According to this regulation, public conflicts are defined as "conflicts of interest arising from the process of establishing or promoting public policies (legislation, revision, establishment and promotion of various project plans, etc.)". In other words, it can be said that public conflicts are conflicts in which governments are involved in some form due to the conflicts or confrontations with the stakeholders or the residents that occur in the process of establishing or promoting policies or public services implemented by government or public institutions.

Public conflicts related to national policies and projects can incur enormous social costs along with delays in implementing policies and projects. Failure to manage these conflicts in time will deepen distrust among stakeholders. Therefore, the prediction and prevention of conflict is very important.

'Conflict Assessment (Analysis)' is to identify major issues of stakeholders and analyze 'consensus' on the basis of commonalities and differences of mutual recognition, to check the obstacles of discussion and to establish a consultation method appropriate to the nature of the conflict.

Korea introduced the 'Public Conflict Assessment (PCA)' in 2007 to predict and prevent these kinds of conflicts. In addition, the Korean government is striving to settle this by establishing the 'Public Conflict Assessment Guidelines' in 2015.

However, it is pointed out that there are limits and it needs to be supplemented. The criteria for the project to which the Conflict Assessment is conducted are ambiguous and the criteria for judgment are not specific. In addition, there is a criticism that there is no standard for the assessment process, and it is operated differently depending on the organization. The Biggest problem is that many organizations try to avoid the PCA because PCA is a recommendation, not an obligation.

In order to find ways to improve Korea's PCA, it is necessary to compare and analyze similar systems in developed countries. This study aims to compare and analyze the PCA with the 'Code of Practice on Consultation' in the UK, which is a preliminary opinion gathering procedure and conflict prevention system that is mandatory to promote public policy. As comparing the two systems, actual cases will also be compared to seek the direction of improvement of PCA in Korea.

II. Theoretical discussion

1. Public conflict and Conflict Resolution

1) The concept of the Public Conflict

The public conflict is defined differently by scholars. Lan (1997) argues that public conflict is a conflict arising from a variety of social problems, covering all levels of social problems, including regional and generational conflicts. On the other hand, Jung (2011) states that the conflict between a government and a private group or between governments is the center of public conflict. However, even in private conflicts, if the conflict between them has a huge impact on the public and requires government intervention, it is included into public conflict. On the 'Regulations on the Prevention and Resolution of Conflicts in Public Organizations' (Presidential Decree No. 26928) in Korea, It is defined as "Public conflicts are conflicts of interest that arise in the process of establishing or promoting public policy(Enactment or revision of law, establishment or promotion of various project plans)." In this study, public conflict refers to a phenomenon in which a government or a public organization conflicts or confronts stakeholders or residents in the course of a policy or project. In this study, public conflict refers to a phenomenon in which a government or a public agency conflicts or confronts stakeholders or residents while implementing a policy or project.

Generally, some conflicts can be a driving force for social development by maintaining a healthy tension, but if the degree is too high and beyond the limits that the society can accept, these conflicts rather hurt the health of the society and hinder its development. If the conflict persists with the promotion of public projects, consensus for policy making and enforcement will not be reached, resulting in excessive social costs. (Baron, 1991, 26-27). In this regard, In Korea, the public conflict caused by conflicts of interests or values in the process of government policy or public works, delays the implementation of policies and increases mutual

distrust, resulting in enormous socio-economic costs and social fragmentation. Not in My Back Yard (NIMBY) for facilities such as a nuclear reactor and a waste disposal plant, or PIMFY (Put in My Front Yard) for facilities such as a schools and government offices are the examples of these conflicts. (Jung, 2011)

2) Methods for resolving public conflicts

The solution to public conflict can be divided into 'Judicial judgment' and 'Alternative Dispute Resolution' (ADR).

Traditionally, public conflict has been managed in a form determined by the judiciary's decision in litigation. However, this traditional solution has many limitations. First, the ruling takes a lot of time. Therefore, the government's budget waste and long-term dissatisfaction due to long-term project interruptions are a problem. Second, the resolution through judicial judgment remains limited to interpretive judgment of the law, and there is a limit to properly adjusting the conflicts of collective values or differences of perception. Third, judicial resolution focuses on identifying and regulating passive and substantive damage rather than active management of conflict, making it difficult to identify and resolve the entire process and the cause of conflict. These problems may cause new conflicts to arise from judicial decisions, or emotional problems between stakeholders, which may hinder the acceptance of policies or projects.

The 'Alternative Dispute Resolution' (ADR) is emerging to overcome the limitations of such judicial conflict management. ADR is a way to resolve disputes without trial. The clear definition of ADR varies by scholars, but it can be understood as a comprehensive concept that means all practices and techniques for dispute resolution other than litigation. (Lieberman. & Henry, 1986). The direction of the search for

a new conflict resolution mechanism should be premised on improving the effectiveness of private conflict resolution efforts among the parties. In other words, prior to resolving conflicts through litigation, the efforts to resolve collaboratively rather than confrontationally through dialogue and negotiation between the parties must first be attempted and recognize that such attempts are more valuable and more efficient than litigation prevailing.

Typical ADR methods include 'negotiation', 'mediation', and 'arbitration', as well as a variety of ways for neutral helpers to settle disputes without litigation. Specifically, mediation, fact-finding, conciliation, facilitation, and ombudsman methods are used by independent government/organizations or by neutral individuals. Conflict Assessment is also one of the methods for ADR.

Lieberman & Henry (1986) states the purpose of using ADR: First, consider the possibility of resolving disputes, and try to resolve them outside the court. Second, reduce the cost and time required to resolve conflicts. Third, to prevent the transfer of the dispute to court. Ultimately, however, the ADR is key to facilitating communication between the parties and to finding solutions that are satisfactory to the parties by fair procedures. In other words, it seeks solutions that are more in line with the internal interests and needs of the parties. In addition, due to the high involvement of the residents in the dispute resolution process, the conflicting parties' compliance with the conflict resolution method can be ensured and further complaints can be reduced. This makes it possible to proactively prevent damage from conflicts. (Mnookin, 1998)

2. Public conflict resolution and deliberate democracy

1) The relationship between public conflict resolution and deliberate democracy

Public conflicts incur a lot of social costs, so it is important to have a conflict resolution process. As mentioned earlier, traditional laws, institutional mechanisms are limited in resolving the conflicts. Thus, as part of ADR rather than judicial resolution, there is an increasing demand for conflict resolution mechanisms that reflect the needs of citizens who want to participate directly in problem solving. That is, the importance of consensus building is highlighted based on participation, communication, and trust among stakeholders for public conflict resolution.

Consensus building among stakeholders to resolve these public conflicts is also linked to deliberative democracy. Deliberative democracy can be defined as "informed participation by citizens in the deliberative process of community decision making". (Week, 2000: 360). In other words, deliberative democracy is an "institutionalized mechanism designed to allow various citizens (representatives) to participate in and influence the deliberation process in the decision-making process on any public issue." (Bogason & Musso, 2006: 12). Consensus building on public conflict is first based on agreements between stakeholders. It can also be reached through negotiations between stakeholders, but consensus building in the form of public conflict resolution means "broad stakeholder engagement in problem solving, learning and deliberation of participants in the debate process, and a deliberative democracy approach with decisions as a component "(Jung, 2018: 102). Therefore, consensus building is based on two-way communication between the government, stakeholders and citizens. This focuses on the discussion process in which the government, stakeholders and residents participate in the decision-making process with equal qualifications and go beyond the level of passive opinion gathering through the government's unilateral information provision, public

hearings, and briefing sessions. It is a system of preferences transformative participation based on democracy.

In particular, the deliberative democratic approach in resolving public conflicts is a collaborative problem-solving method through consensus and agreement between stakeholders, opposed to a representative democratic decision-making system that overwhelms majority control. (Fung & Wright, 2001: 7). By consensus through the wide participation and in-depth discussion of stakeholders involved in the decision-making process, it ultimately contributes to conflict resolution. In other words, the formation of consensus for resolving public conflicts is linked to the achievement of deliberative democracy through consultation and discussion.

Susskind (2004) determined that, in relation to public conflict resolution, Public Policy Dispute Resolution (PPDR) helps to achieve deliberate democracy. Democracy is the search for an optimal decision-making process that satisfies the public interest. Conflict resolution is the kind of deliberate democracy that can be developed.

2) Overview of deliberative democracy

(1) Characteristics and limitations of deliberative democracy

Most of the key ideas of the deliberative democracy came from Jurgen Habermas. Habermas defined deliberative democracy as "the institutionalization of the process of communicating between the institutionalized deliberation and the informal public opinion, and the process of communication" (Habermas, 1992/2007, p.400). He focused on the process of public opinion formation that influences institutionalized public scrutiny, namely 'public sphere'. He argued that the citizens should produce public opinion and public will in the public sphere without the burden of decision-making, and that the

final democratic decision-making should be entirely handled by an institutionalized deliberative mechanism such as parliament. (Harbermas, 1992/2007; 478).

According to Habermas, the deliberative democracy means 'helping the public sphere to form refined public opinion'. In this process, deliberation works as a tool for producing 'better citizens' for democracy by promoting knowledge regarding political issues and political efficacy, and political participation of the citizens. In this respect, Habermas' s deliberative democracy can be regarded as the cooperation between the institutionalized deliberation and the informal public opinion, the corresponding procedure, and the institutionalization of the communication presuppositions. The realization of this deliberative democracy is a step heading for 'citizen control' that goes beyond the 'Tokenism' (informing, consulting, and placement), according to the criteria provided by Arnstein (1969), and Arnstein categorizes the interactions between the local communities and the governments as 'a Ladder of Citizen Participation'.

Habermas observed that deliberative democracy is materialized through ideal discourses that meet the following conditions. 1) All the potential participants in the discourses should have an equal opportunity to use the communicative language activities. As a result, the participants can always start a discourse, and keep going on asking and answering with arguments and refutations. 2) All the participants in the discourse should have an equal opportunity to present their own interpretations, claims, recommendations, clarifications and justifications on the issue, and to present contradictory evidence or rebut the arguments regarding their validity. Consequently, no prejudice can permanently get away from subjectivity and criticism. 3) Only speakers as actors who have equal opportunities to express their arguments, feelings and wishes are

allowed to participate in the discourse. 4) Language actors as actors with equal opportunities to use regulatory linguistic activity, that is, the equal opportunities to command, to rebel, to grant, to prohibit, to promise, to guarantee, to excuse, are allowed in the discourse. (Hong, 2011: 158)

Fishkin (2005), another prominent theoretician of deliberative democracy, emphasized the process of deliberation, especially the process of deliberate debate, as well as the issue of participation, and stressed that deliberation is the most important process in democracy. He designed the practical implementation method of the deliberative democracy with a focus on deliberative polling around the world. He proposed 'political equality', 'non-tyranny', and 'deliberation' as the three criteria for democracy, and stated that the democracy without a deliberative process is an imperfect democracy. Also, He suggested five essential elements for proper deliberation: information, substantive balance, diversity, conscientiousness, and equal consideration. (Fishkin, 2009: 32-34)

Week (1997: 359-361) pointed out that the goal of deliberative democracy is "revitalizing civic culture, improving the nature of discourse, and generating the political will necessary to take effective action on pressing problem". In addition, the elements of deliberative democracy are as follows. 1) Broad public participation: the participation of all the parties concerned in the deliberation process or in determining policies should be guaranteed. Gaining representativeness is also important not only from the key stakeholders but also from people of different ages, genders, regions, and social status from the demographic point of view. In addition to the wide scope of participation, diversity of participation is also suggested as an important factor. 2) Informed Public Judgment: In order to exchange opinions effectively, it is necessary to disclose the information to the public and to analyze it. It tends to be

consistent and stable that the 'Public judgment' is informed and being informed. 3) Opportunity for Deliberation: not only the wide scope of participation but the diversity of participation is also regarded as an important factor. Therefore, in terms of participation, the process of deliberation should be prepared in order for the various stakeholders and representatives to make their voices heard. 4) Credible Results: in order to minimize the objection regarding the result of the discussion, credibility on the result has to be raised. Week emphasizes that consensus should be reached between the participants by reasoned arguments.

Cohen (1997: II) argues that "the notion of democracy is rooted in the democratic association of which the justification of the terms and conditions of association proceeds through public argument and reasoning among equal citizens". And He explains the following features of the formal conception of deliberative democracy. 1) Deliberative democracy is an ongoing, independent association whose participants expect it to be continued indefinitely. 2) Members of the association share the promises that will make the deliberations happen and coordinate their activities according to the norms reached through their deliberations. For them, free consideration among people as equals is the basis of legitimacy. 3) Deliberative democracy is a pluralistic association. Participants have diverse preferences, beliefs, and ideals about their own lives. While sharing the promise of deliberative solutions concerning the problems of collective choice, they also have different goals and do not consider particular preferences, beliefs or ideals to be essential. 4) Because the members of a democratic association consider the deliberation procedures as a source of legitimacy, it is important for them to get clarified, not just the result of the deliberation. They prefer institutions that demonstrate the link between deliberation and outcome. 5) Participants perceive each other as having the ability to

examine, that is, the ability to initiate public exchange of the reasons and to act in accordance with the outcome from such reasoning.

These scholars argue slightly differently regarding the meanings and the characteristics about deliberative democracy, but to summarize, there are three factors, which are 'participation', 'deliberation', and 'consensus,' that work as condition for operation in deliberative democracy. Regarding these factors, first, it is necessary to guarantee the participation of all parties concerned in decision making or with the issues in the process of deliberation. Second, for the deliberation to take place, civility such as mutual respect, community consciousness, and credibility is needed among the participants in the discussion process. Third, the deliberative democracy can contribute to conflict resolution by reaching consensus through communication and discussion among the participants.

In addition, deliberative democracy emphasizes that personal preference can be changed through deliberation when confronted with various interests and values. The legitimacy of democracy is not a mere aggregation of interests or vote by majority, but an authentic deliberation. Additionally, since consensus reaching through deliberation requires a rational argumentation, the procedural conditions such as minimal communication ability, reciprocity, and broad-mindedness are indispensable. (Cohen, 1997).

However, it is pointed out that it is difficult for the deliberative democracy to work properly in the actual policy environment as it presumes very ideal and normative situation. Cohen (1997) explains the following four criticisms of deliberative democracy. The first objection is that the deliberative democracy can proceed to 'sectarianism'. Deliberative democracy is very much obsessed with 'an ideal of active citizenship' that causes conflicts between certain

ideals. Therefore, deliberative democracy is being criticized for the fact that it might provoke conflict and antagonism toward the state and the existing system which may harm the stability of society. However, he observed that political legitimacy could be achieved through free consultation among equal citizens and that the factionalism could be overcome by this procedure. The second criticism is that the deliberative democracy causes 'incoherence'. It can rule out one of the general principle of democracy, which is the majority rule, and this might trigger confusion and conflict. But he criticized the majority rule for being incomplete by itself as it only refers to a collection of simple preferences. The citizens' preferences and beliefs are expressed through free deliberation, and if this leads to the development of the policy, the dissonance could be resolved. The third criticism is that the behavior of citizens based on deliberative democracy can be 'injustice'. The decisions made through consensus by free communication between citizens can rather constrain the freedom of citizens and produce unjustified conclusions. But Cohen's opposition focused on the freedom of expression. If the people as equals discuss in depth through free communication, they can prevent the negative outcome. The final criticism is that the concept of deliberative democracy is 'irrelevant' to political conditions. There are limitations to the role of the deliberative democracy in the circumstances where the 'direct democracy' is not working. However, he observed that the deliberation process is like a playground where citizens can bring up the issues on the political agenda and participate in discussions, and thereby making it possible to overcome the limits of representative democracy and make better decisions.

Despite Cohen's answer to this question, whenever it is impossible to overcome the limitations in the deliberation process such as imbalance of power and resource allocation, constraints of time and

information, problem raised regarding the representativeness of the participant, and inferior citizenship, the process of deliberation may become a tool for justifying the existing control or trigger severe conflicts and confusion (Fung and Wright, 2001). Thus, in order to make good use of deliberative democracy, institutional devices and sophisticated research plans are needed that could supplement the limitations and weaknesses.

(2) Deliberative Democracy: Relations with Representative Democracy and Techno-bureaucracy

Having discussed the concept of deliberative democracy and the criticisms toward it, this section will examine the arguments that the deliberative democracy could go against the representative democracy which is based on the rule of law in more detail.

According to Barber (1984), the system of liberal democracy based on the representative system has reduced people's interest in politics, and ultimately concentrated political power to the few elites. Thus, he argues that liberal democracy is nothing but a fragile democracy that does not conform to the original idealism of democracy. In this sense, deliberative democracy, which enables the citizens, who were onlookers of the political process, to give direct opinions on important issues or policies for the community and to reflect their will, could be an important substitute considering the vulnerability of representative democracy

The key role of Habermas' s theory on public sphere is to reduce the negative effects of the representative democracy in the law-governed country. He emphasizes the active participation of citizens in politics, but it is by no means a support for the direct democracy from the ancient Greek. In other words, he does not seek the direct control by the citizens. Instead, the main purpose of

the citizens' participation in politics is to produce communicative power through public opinion and development of public will in the public sphere. (Harbermas 1992/2007 413-414). In this case, the communicative power has a real influence on the political system, but in order for the communicative power to be enforced, it must be transformed into an administrative power in the form of a law, Therefore, it could be said that the citizens in the modern society are having influence on the political system only by participating in the public sphere.

This means that the citizens exercise their political influence in the public sphere, but the decision itself is delegated to the legal process, that is to say, to the representative institutions, which reduces the burden of the citizens directly deciding on public matters. This does not mean that the participation rate of the citizens in the public sphere will be reduced. This is because the citizens who participate in the public sphere are distinguished from those who simply and passively make use of the results determined unilaterally in the political system. It is clear that the actors of the political system who are aware of the political importance of the public sphere will respect the formation of the citizens' public opinion and its influence. Habermas thus seeks to revitalize democracy by participation of the citizens, without having to resort to the foundation of representative democracy.

On the other hand, 'techno-bureaucratic decisions' are conceptually in contrast to deliberation democracy and they are ideologically on the opposite side (Bogason & Musso, 2006: 6). 'Expert-oriented decision-making' refers to a mode of decision-making that tries to support 'technical rationality' and 'cost-effectiveness' through the oligopoly of public decision-making authority, top-down and hierarchical decision-making, such as 'bureaucracy', 'administrative

state' and 'affirmative state'. Meanwhile, 'expert-oriented decision making' and 'deliberative democratic decision making' each has a meaning as 'ideal type', but in reality, it is hard to find 'expert-oriented decision making' or 'deliberative democratic decision making' cases in a pure sense. Fung and Wright (2001: 18) focuses on the 'catalytic role' of administrative experts for the development of deliberative democracy, emphasizing that the administrative experts and participation of the citizens does not work completely separated from one another.

3. Conflict assessment

1) Concept and History of Conflict assessment

The most desirable way to resolve conflicts and disputes is to prevent them from occurring. '(Public) Conflict Assessment' refers to the preparation of countermeasures for anticipated conflicts by foreseeing and analyzing the factors of public policy conflict in society when establishing and promoting public policy. [Article No.2, Regulation on the Prevention and Resolution of Conflicts in Public Organizations]

This Conflict assessment began with the practice of Two-Party Mediation, where a neutral coordinator met with each other individually before meeting with both parties. In particular, conflicts involving a large number of stakeholders are often intricately intertwined with various issues. Therefore, systematic preliminary preparation is necessary before proceeding with the multilateral consultation process.

In the early 1970s, the United States began to use the conflict assessment to prevent and resolve public conflicts. Gerald Cormick (1976) used a similar method of the conflict assessment to resolve

conflicts in the construction of the 'Snoqualmie River' dam in Washington in 1973. Prior to this, the conflict assessment was used to negotiate rule-making by drafting prior consultation with stakeholders. The Georgetown Law Journal, published by the Georgetown Law School, introduces the use of the conflict assessment in the negotiation of legislation. (Harter, 1982). The Administrative Conference of the United States officially proposed that the conflict assessment is needed before legislation is enacted. (Pritzker & Dalton, 1990, pp. 98-103). In the late 1980s, Moore (1986), Carpenter & Kennedy (1988), and others showed that conflict mediators used a wide range of the conflict assessment techniques. To the extent that the 'Society for Professionals in Dispute Resolution (SPIDR)' selected guidelines for the conflict assessment as one of the best practices for governments to implement, the conflict assessment became a conflict management technique commonly used to resolve public conflicts using stakeholder engagement procedures. (Susskind & Thomas-Larmer, 2004) The term 'conflict assessment' is commonly used, but also the terms 'issue assessment', 'situation assessment', 'conflict analysis' or 'stakeholder analysis' are used. (McKearnan, 1997, p.9)

2) Purpose of Conflict assessment

Conflict assessment identifies stakeholders that play an important role in conflict, judges whether there is a consensual alternative based on the results of analysis on the common points and differences of opinions of stakeholders, and resolves conflicts through stakeholder dialogue and compromise. It is a process to find out if stakeholders are willing to participate in the consultation process. If the analysis of stakeholder interviews determines that there is a necessity and possibility of proceeding with the consultation process,

who will be the representative and what is the agenda, how many times the meeting will be held, and whether a joint investigation is needed to confirm the facts and the final agreement is Conflict assessment is to suggest to the organizer what to do. (Shin & Park, 2005)

Conflict assessment is not a method for an assessor to investigate and judge unilaterally, but a communication process that objectively collects and delivers opinions of stakeholders. Stakeholders share information on the cause of the conflict, the stakeholders, and solutions to resolve the conflict through interviews with the assessor or through the conflict assessment report. They will decide whether or not to participate in the consultation process.

The formation of human relationships between assessors and stakeholders is also an important purpose of conflict assessment. One-on-one and face-to-face interviews provide a good opportunity for assessors to personally get to know the stakeholders if the conflict assessment continues to participate as a coordinator. Stakeholders can also be interviewed to see if the assessor can become a competent host with neutrality and fairness.

The conflict assessment written by the assessor organizes various opinions for each stakeholder group and issue, and distinguishes common points and differences, analyzes the possibility of consensus on major issues and obstacles in the proceeding of the consultation process, thereby It serves to provide a holistic picture of the potential for conflict resolution by stakeholders. Stakeholders can inform their claims and interests through the conflict assessment, and at the same time, understand the claims and interests of other stakeholders to predict the necessity and success of participation in the consultation process.

The conflict assessment can also be used as a means to promote transparency and fairness, such as selecting representatives for each

stakeholder group, by revealing who, what, and how they intend to resolve through stakeholder consultation procedures for civil society rather than stakeholders. (Susskind & Thomas-Larmer, 2004)

3) ADR and Conflict Assessment

Conflict resolution by ADR is basically a stakeholder consultation method. This approach resolves public conflicts between the government and the public through dialogue and compromise, which differs from the decisions of the executive, courts or the decision made by the majority of the council in that it and respects the right of minority stakeholders to know and choose. The conflict assessment is one of the ADR techniques for preventing and resolving public conflicts based on mutual trust partnerships with stakeholders and governments who are concerned about or will be affected by policy. However, as discussed above, the ADR approach has emerged with regards to resolving public conflicts. So, many scholars focus on resolving conflicts and study on mediation or conciliation rather than preliminary investigations or consensus processes in relation to public conflict.

4) Functions of the Conflict Assessment

So why is the conflict assessment needed to resolve public conflicts? Functions of the conflict assessment can be examined as follows.

First, Conflict assessment can contribute to democratic policy making and enforcement. Conflict assessment analyzes the issues and priorities of the policy alternatives desired by the public. Thus, it contributes to democratic decision-making, and in this process, more positively reflect opinions of the people (the stakeholders) and their

interests (values). As mentioned earlier, it contributes to the development of deliberative democracy. In addition, the conflict assessment in the public policy induces active participation in the process through the implementation of a procedural process for the formation of mutual understanding between stakeholders and stakeholder groups, and analyzes the impact of public conflicts by disclosing the results of consensus building. Shortly, it contributes to the democratic representation of stakeholder groups in the process.

Second, it contributes to the efficiency of conflict management through objective and scientific analysis. It preliminarily analyzes unnecessary procedures or situations that are not practical in the decision or execution of public policies or projects, thereby proving unnecessary or uncertain facts in the final decision, as well as reducing unnecessary time, effort, and cost. There are many cases of NIMBY conflicts and PIMFY conflicts, which are rooted in deep-valued conflicts of interest structures, key stakeholders are likely not to participate in the policy process and are likely to use other external means (intentional delays in project, legal resolution, etc.) for their benefit. So, in these cases, a hasty approach to conflict is more likely to fail in conflict resolution. Generally, the period of the conflict assessment takes about 3~4 months. Some policy makers point out that this is rather inefficient as a waste of time. They insist, in many conflicts, the issue with the stakeholders in the conflict is clear. However, if the key stakeholders are excluded or conflict issues are missed in the initial process of policy implementation, it can be said that the cost incurred when the policy implementation is delayed is much higher. (Susskind & Thomas-Larmer, 2014). Therefore, considering the overall aspect of conflict management, the period of 3-4 months in the initial step of public policy implementation can be considered as an investment to implement the policy smoothly.

Third, the conflict assessment contributes to securing legitimacy of conflict resolution and enhancing the credibility of government policies. It is not a process conducted by the head of the institution to discover the actual policy alternatives to resolve the conflict, but rather to identify useful information in the procedural process for searching, discovering and determining such policy alternatives. Therefore, the conflict assessment makes it possible to identify interest concerns through the sharing of objective and scientific information between stakeholders and interested groups about possible conflicts that may arise in the policy process or project implementation process. These are why the conflict assessment contributes not only to the trust of the policy itself but also to the enhancement of the trust of the government, which is the subject of the conflict assessment. On the contrary, in the conflict management process, the main stakeholders or groups are overlooked in the conflict assessment process. Even if an agreement is drawn up, there will be a lack of justification for conflict resolution by the exclusion of representative stakeholders. This may result in a lack of acceptability of conflict resolution content and a lack of representativeness of the participation process, leading to a lack of credibility of the subjects, as conflict issues that are important to key stakeholders are missing from the agenda of conflict resolution procedures.

5) Procedures and Contents of the Conflict Assessment

Susskind & Thomas-Larmer (2004) outlined the contents and procedures that should be included in the conflict assessment. Although there may be some differences depending on the nature of the conflict, in general, the conflict assessment is a process of identifying the major issues with stakeholders, analyzing the

possibility of consensus based on the stakeholders' perception, and designing an appropriate mutual consultation method. The conflict assessment proceeds in the following order: (1) introductions, (2) information gathering, (3) analysis, (4) process design (if appropriate), (5) report writing, and (6) report distribution.

The first is 'Introductions'. This is a 'preliminary work' for evaluating public conflicts. The conflict assessor should collect preliminary information about the conflict or the situation. Through this, the conflict situations are revealed, and potential interviewees are identified. Next, contact the interviewees to explain the purpose and content of the 'Conflict Assessment' and schedule an interview. It also includes preparing an interview protocol (including question lists) for the interview. The preparation of the interview protocol should include questions that confirm the background of the conflict and the stakeholder's perception of the main issue. It also includes checking what the interviewee thinks about the other party's assertion of the conflict and whether the interviewee has a willingness to negotiate a dialogue or compromise to resolve the conflict.

The second is 'information gathering'. At this stage, stakeholder interviews are actually conducted to identify and organize the content of the conflict. Stakeholder interviews are conducted as individual interviews rather than group interviews. The reason is that in the case of a group interview, it is difficult to listen to the truthful answer by being aware of other interviewees. Therefore, Susskind & Thomas-Larmer (2004) recommend eye-to-eye communication in person, not by phone or text. When conducting an interview, the assessor should focus on the interviewee's perception of the conflict counterpart, the interviewees preference related to the conflict resolution, their real desire or interest hidden inside the external position, and their opinion for resolving methods of the conflict. In addition, the influence of the interviewees in the overall conflict

situation should be checked.

The third is 'Analysis'. At the end of the interview, the assessor should analyze who has the key influence in the conflict, what they think, and how to resolve the conflict. The assessor should summarize the interview results, and map what they agree and disagree. This summarizes the commonalities and differences between the perceptions of interviewees. Also, the possibility of resolving conflicts on issues with different perceptions can be examined. To do this, it is necessary to ensure that there are no factors that make resolution impossible.

< Table (1): Conditions that hinder the possibility of consensus >

1. There are few if any areas of potential agreement among stakeholders and no obvious opportunities to trade across issues valued differently. 2. One or more key stakeholders refuses to participate or has good reasons not to negotiate. 3. An unrealistic deadline for reaching consensus has been imposed on the parties. 4. There is a better option available (i.e., stakeholders can count on meeting their interests through other channels). 5. The convenor is incapable of granting the neutral facilitator with the autonomy he or she requires (or wants to control the process and the outcome solely for its own gain). 6. Huge power imbalances exist among the stakeholders. 7. There is no way to fund the consensus building effort. 8. There is no pressure to form a consensus building process (i.e., there is no deadline, no political mandate, and no interest on the part of key stakeholders).

< Source: 'Conducting a Conflict Assessment' (2004)

The fourth is 'Process Design'. If the assessor believes that the consensus process is feasible, the next step is to design a process to resolve the conflict. This takes the form of recommendations included in the 'conflict assessment report'. What is important is that the consensus process of the draft conflict assessment report prepared by interviewees, can be revised in accordance with the suggestions of conflict stakeholders in the future. The elements of the proposed process should be discussed and corrected (if necessary) at meetings with the stakeholders of the conflict. In other words, the ownership of the process for consensus building belongs to the stakeholders, and the proposed consensus process in the assessment report is only a starting point for discussion. Susskind & Thomas-Larmer (2004) say that there is no right answer to the consensus-building process for conflict resolution. The consensus process should be designed differently for each conflict. However, they suggest that the factors to be included in general process design are as follows: (1) the goals of the consensus building effort, (2) the agenda of issues to be discussed, (3) procedures for selecting the appropriate stakeholder representatives, (4) the time frame and schedule for meetings, (5) ground rules, (6) the relationship of the process to other decision-making efforts, and (7) Budget and Funding Mechanism. In particular, they emphasize that clear and feasible goals should be presented, and issues should be clear in scope and priority. It is also recommended not to forget to identify other factors that may affect the operation of the consultation process.

The fifth is 'Report Writing'. The results of the interview and the proposed consensus process should be summarized and presented in document form to the interviewees at the meeting. In this regard, McKearnan (1997) said that many dispute resolution practitioners

prefer to report the results of the assessment orally to maintain confidentiality and increase the likelihood of consensus building. However, in a situation where the conflict is complex and there are various stakeholders, if the key issues are not accurately identified in documents, another misunderstanding and conflict may occur in the future. Therefore, unless it is unavoidable, a written report is generally recommended.

< Table (2): Main contents to be included in the conflict assessment report>

1. Introduction: This section should review the initiation of the assessment, naming the convenor, the assessor, the purpose of the assessment, how the assessment was conducted, the number of people interviewed, and, perhaps, a short summary of the points of agreement and disagreement among the interviewees.

2. Findings: As discussed previously, this section should summarize the interests and concerns of the interviewees, using language that protects confidentiality.

3. Analysis: This section should include the assessor's analysis of the findings, including a matrix. It should point out where stakeholders' interests overlap and where they diverge and identify potential barriers to agreement.

4. Recommendations: This section should include, first, a recommendation regarding whether or not the assessor thinks a consensus building process should proceed. Second, if the assessor recommends that such an effort go forward, this section should sketch a possible process design—the work plan for proceeding.

< Source: 'Conducting a Conflict Assessment' (2004) >

The last is 'Report Distribution'. First, the report with the word "draft"

is distributed to all interviewees. Through this, it is necessary to seek opinions on the recognition of conflict situations, opinions of stakeholders, and the proposed consensus process plan. This allows the assessor to check each stakeholder's interests and readiness for the consensus process. After the comment deadline, the assessor revises the draft and issues a final report. If the consensus-building process is encouraged among stakeholders, the convenor will promote conflict resolution according to the guidelines presented in the report, including selecting mediators and holding meetings.

III. Korea's Public Conflict Assessment (PCA)

1. Contents of Public Conflict Assessment

1) Overview

Korea's Public conflict assessment (PCA) was introduced to Korea in 2007 based on the 'Conflict Assessment' presented by Susskind & Thomas-Larmer. As mentioned earlier, 'Public Conflict Assessment (analysis)' refers to the "preparation of countermeasures for anticipated conflicts by foreseeing and analyzing the factors of public policy conflict in society when establishing and promoting public policy. It means taking measures against the expected conflict." (Article 2, Regulation on the Prevention and Resolution of Conflicts in Public Organizations) To this end, Korea stipulates that the PCA should include: 1) Overview and expected effects of public policy, 2) Contents of stakeholder identification and opinion surveys, 3) Opinions from related organizations and experts, 4) Conflicting factors and expected major issues and interests 5) Social impact of conflict 6) Specific plans for the prevention and resolution of conflicts

[Article 10-3, Regulations on the Prevention and Resolution of Conflicts in of Public Organizations)

2) The PCA process and Discussion on standards

Korea is explaining the PCA's implementation standards through the 'Public Conflict Assessment Guidelines'. It is shown in Table(3) below.

< Table (3): Implementation Standard of PCA >

Standard	Contents
When the total cost of public projects is 50 billion won or more	1) In principle, PCA should be conducted for new projects that exceed the 50 billion won total project cost, which is the scope of the preliminary feasibility study and the scope of large national projects. 2) It is not possible to judge whether or not a public conflict has occurred based on the project size, but it is desirable to conduct a PCA in order to prevent conflict, as a large project with a large project size has a relatively high possibility of conflict. 3) However, even if the total project cost is more than 50 billion won, if there is no room for conflict or if it is judged to be insignificant, the PCA may not be conducted through deliberation of the 'Conflict management deliberation committee'.
	1) Selecting locations for evacuation facilities, such as nuclear power plants, landfills, crematoriums, detention centers, nuclear waste treatment facilities, and nursing homes, is a typical project type that causes community conflicts.

When the public projects correspond to the installation of a avoided facility (NIMBY: Not In My Back Yard)	2) There may be a considerable recognition difference between the government and local residents as to whether or not the facility is a avoided facility. 3) Even if the department in charge decides that the facility is not a avoided facility and promotes the project, there are many cases where local residents perceive it as a avoided facility that worsens land prices and deteriorates the educational environment. 4) Therefore, it is necessary to consult with a private conflict management expert to review this more broadly from the perspective of local residents rather than the government's unilateral judgment.
When public projects fall under the preferred facility (PIMFY: Please In My Front Yard), and there is concern about conflicts	1) Even if the location of the preferred facility is selected, conflicts may arise due to competition between regions, so the PCA should be conducted in advance. 2) Conflicts may arise due to excessive competition between regions in the process of selecting locations for preferred facilities as shown in the case of determining the location of a new airport in the Southeastern Region, the KTX Honam Line, and the location of a nuclear power plant decommissioning technology research center. 3) In the case of large-scale national projects, site selection is more likely to be done by a political process rather than objective analysis, and many regions are included as interest groups, which can further intensify competition, and the possibility of conflict may occur due to low acceptance of the selection results.

	4) The PCA in this case should focus on designing a transparent and fair procedure to determine the final location by establishing criteria for location selection by understanding the positions and interests of each region.
When an individual's property rights are expected to be infringed	1) A PCA is conducted to identify the expected size and aspect of property infringement in advance, as it may face strong opposition from the parties from the early stages of the project if the infringement of property rights of a specific individual or group is expected due to public works. 2) Even when compensation for property rights infringement is carried out in accordance with the relevant laws and regulations, if the fairness of the compensation standards and the appropriateness of the compensation level do not reach the level of the stakeholders, the conflict situation may be exacerbated, so careful approach in the compensation process is needed
When public projects are likely to undermine the values of environmental preservation, national health, and cultural heritage protection.	1) A PCAs should be conducted in the planning stage for public projects that may damage the values of environmental preservation, national health, and cultural property protection. 2) Unlike infringement of property rights, issues of value such as environmental preservation and national health are often accepted as incapable of compensation or exchange, and related public projects are likely to be prolonged once conflicts arise.

	3) Controversy over the destruction of the environment at the construction of the tunnel section of the Gyeongbu Expressway, Seongnam Mountain, concerns about the sinking of cultural properties raised during the construction of the Munjeong Dam, and concerns about the damage to the educational environment of parents of neighboring local parents in the process of relocating the Seongnam Probation Station 4) Recently, value conflicts are often associated with profit conflicts, resulting in multiple conflicts, and it is necessary to identify and deal with value issues related to the project in advance through the PCA
When multiple interest groups exist	1) A PCA should be conducted when the interests are complicated because there are many interested parties, related organizations and local governments. 2) If there is a difference between those who benefit from the project and those who are expected to suffer, there is a high possibility that conflicts will arise due to conflict of interests. 3) In particular, dam construction is a representative issue in which conflict patterns between a number of related organizations and stakeholders can be complicatedly developed, as the beneficiary area and the affected area are often sharply divided, and controversy over the destruction of the environment is possible.

In the case of repeated conflicts or collective complaints	1) If it is confirmed that there have been many conflicts or collective complaints in the course of promoting similar projects in the past, it is necessary to conduct a PCA. 2) The construction of dams, power transmission facilities such as transmission lines, correctional facilities, military facilities, road construction, regional development, etc. are representative areas where conflicts have occurred repeatedly should be reviewed 3) If collective complaints cannot be resolved at an early stage, conflicts of interest between different stakeholders can be sparked into public conflict, so it should be referred to as a leading indicator to determine the potential for conflict.

< Source: 'Public Conflict Assessment Guideline' (OPC, 2015)

The PCA process in Korea is carried out in the following 6 steps. 1) Decision on conducting PCA 2) Initiate PCA 3) Conduct in-depth interview 4) Analyze interview results 5) Design the procedure for consensus building on process 6) Prepare and share PCA report (OPC, 2015)

< Table (4): Procedures for preparing and conducting PCA >

[Step 1] Decide whether to conduct public conflict assessment	• Discussion by 'Conflict Management Deliberation Committee' • Decision of the head of public organization • assessor selection • Preparation of service contract for PCA • Provide basic materials

[Step 2] Initiate public conflict assessment	• Select interviewees and prepare a list • Cooperative letter sent • Preparation of question list
[Step 3] Conduct in-depth interviews	• Design of the way the interview is conducted • Flexible and structured interviews • Appropriate meeting place and time required
[Step 4] Analysis of interview results	• Classification of interviews by putting them in the stakeholder category • Distinguishing between consensus-able issues and issues that are difficult to reach • Seeking the possibility of mutual benefit by negotiation • Identify obstacles to resolution • Analysis of the success and failure conditions of the consensus process
[Step 5] Designing consensus building procedures	• Proposing clear and feasible goals • Suggest the scope and priority of the issue • Selection of procedure participants and presentation of scale • Identify other factors that can affect the operation of the consensus process and provide directions for improvement • Proposal of budget or fund for operating consensus procedure
[Step 6] Writing and sharing a PCA report	• Composition on the content of the PCA report • Share draft reports and make corrections • Final distribution of PCA report

< Source: 'Public Conflict Assessment Guideline' (OPC, 2015)

As mentioned earlier, the procedure for conducting PCA in Korea is almost the same as the 'conflict assessment' presented by Susskind & Thomas-Larmer. However, there are additional details regarding the decision on whether or not to conduct the PCA. According to the regulations, the final authority for the implementation of the "Public Conflict Assessment" is given to the heads of public organizations related to the public policy concerned. (Article 10-1, Regulations on the Prevention and Resolution of Conflicts in of Public Organizations) That is, even if a serious conflict is expected in pursuing any public policy, if the head of a public organization determines that a "public conflict assessment" is not necessary, it is not necessary to implement it.

In this regard, some restrictions are placed in the conflict management regulations. If the "Conflict Management Deliberation Committee" in each public organization suggests that the PCA is necessary, it is to accept the recommendation and conduct the PCA unless there is a specific reason. (Articles 13 and 14) The 'Conflict Management Deliberation Committee' is a consultative body established to discuss conflicts arising in relation to the promotion of public policy. The central government is obliged to install it, but it is recommended to install it for local governments. Therefore, there is a criticism that public policy is highly likely to proceed without the PCA, which causes unexpected conflicts, delays in policy progress and makes social costs.

In line with this point of view, the Office for Government Policy Coordination (OPC), which manages the systems and regulations related to the PCA, provided specific criteria for conducting the PCA through guidelines as follows. (OPC, 2015: 22 ~ 28): 1) When the total project cost of the public project is more than 50 billion won, 2) When the public project corresponds to the installation of a refusal facility (NIMBY: Not In My Back Yard), 3) The public project

preferred facility (PIMFY: Please In My Front Yard), 4) In the event that an individual's property rights are infringed, 5) Public works that may damage the values of preserving the environment, protecting public health, and protecting cultural heritage 6) when there are multiple interest groups engaged, 7) In cases where conflicts or collective complaints occur repeatedly. The OPC provides various examples in relation to the above 7 criteria, and emphasizes that the PCA should be conducted if any of them is applicable. In addition, it is recommended that the head of public organizations actively implement the PCA for policies and projects that are expected to have sufficient conflict even if they are not included in these criteria. However, it is clear that the criteria for judging whether or not to implement them are ambiguous. Different people will have different judgments as to whether public works are preferred or unfavorable. In addition, it is unclear to what extent the majority of interest groups can be reached and how many times repeated conflicts should be viewed.

As a result of confirming the actual results of the PCA in previous studies, 43 central ministries conducted a total of 210 PCAs in 2012-2016. (Yun, 2017). In other words, the PCA was conducted 42 times a year, and it can be considered that it was conducted about once for each ministry. Actually, because different ministries have different types and sizes of policies and projects, they cannot be judged uniformly. (Ministry of Land, Infrastructure and Transport conducted 91 times for 5 years). However, the fact that even though each department is carrying out dozens or hundreds of policies and projects every year, but the actual rate of the PCA is low, suggests that government's conflict management capability is insufficient.

3) Analysis and comparison of similar assessments

In a similar way to the PCA, the current progress in Korea includes environment, regulation, and health impact analysis (assessment), among which many are known and representatively used are 'Environmental Assessment' and 'Regulatory Assessment'.

(1) Environmental Assessment (EA)

'Environmental Assessment' (EA) refers to the collective name of both 'Strategic Environmental Assessment' (SEA) and 'Environmental Impact Assessment' (EIA).

The SEA refers to the adequacy and location of the plan in terms of the environment through confirmation of conformity with the environmental preservation plan and establishment and analysis of alternatives when establishing a high-level plan that affects the environment. It refers to promoting the sustainable development of the land by examining the feasibility of the government (Article 2 of the Environmental Impact Assessment Act). In other words, this refers to the environmental evaluation of the Policy, Plan, and Program (3P) at the stage before the project plan, and is distinguished from the EIA, which is the environmental assessment at the project stage. do. Therefore, it is a decision support means that considers the environmental, economic, and social impacts in the decision-making process to establish a sustainable plan of 3P, which is the upper level before the project.

The SEA is divided into policy plans and basic development plans according to the object and nature of the project. The policy plan is a plan that generally presents basic directions or guidelines for development and conservation for all or part of the country, and refers to the basic plan for tourism development, the basic plan for distribution industry development, and the national rail network construction plan.

The basic development plan is a plan that targets some areas of the country, and is a plan to establish a specific development zone before establishing an implementation plan, etc. in an individual statute. This refers to the designation of a planned residential district, designation of an industrial complex, and promotion plan for reorganization.

The EIA conducted after the SEA affects the environment when the project is granted, authorized, approved, licensed or decided on an implementation plan, implementation plan, etc. that affect the environment. By investigating, predicting, evaluating the impacts in advance, a plan to avoid, eliminate, or reduce harmful environmental impacts is provided (Article 2 of the Environmental Impact Assessment Act).

In other words, by comparing and analyzing the proposed development behavior and alternatives for establishing development behavior, it enables more rational decision-making, and provides a framework to simultaneously consider design problems and environmental pollution problems when planning. This is a material that provides directions to eliminate or minimize adverse effects in advance. The target project for EA is defined as 78 unit projects in a total of 17 fields (Article 22 of the Environmental Impact Assessment Act).

(2) Regulatory Assessment

The Regulatory Assessment (RA) is "to present the criteria for judging the validity of regulations by predicting and analyzing in advance using objective and scientific methods the general impacts of people's daily life and society, economy, and administration due to regulation" (Article 2 of the Framework Act on Administrative Regulations). The RA allows regulators to extensively review

regulatory and alternatives to regulation when exploring and designing policy alternatives to solve problems, and the cost and benefits of regulation even when the introduction of regulations is inevitable. In other words, it is possible to derive rational regulatory decision-making by selecting and presenting the best regulatory alternatives with balanced consideration of the ripple effect, the effectiveness of execution, etc. (OPC, 2013: 1).

The RA is intended to minimize this and increase the quality of regulation through rational policy decision-making, as adverse effects and adverse effects can be caused by the impact on the economy and society according to the content of regulation. In addition, through systematic analysis, it is intended to prevent the establishment or reinforcement of unrealistic and unreasonable regulations in advance, and through the RA, it is possible to understand the policy objectives of the existing regulation, the degree of compliance, and the change in regulation costs. The aim is to improve the administrative policy of regulators by making efforts to solve problems such as discovering or converting design and non-regulatory alternatives (OPC, 2013: 2).

The assessment items and elements of the RA are largely divided into an analysis summary and an analysis element. The analysis summary includes the regulatory office name, the classification of regulations, personal information of the relevant ministries and authors, the regulated period of time, and the existing regulations and new regulations (Reinforcement) The contents of the regulation and the regulatory system should also be included (OPC, 2013: 10).

The main assessment factors explain the overall background and cause of the need for regulation and the necessity of establishing and strengthening regulations, reviewing regulatory alternatives, analyzing and comparing cost benefits, and analyzing the impact of regulations, and then analyzing the appropriateness and effectiveness

of the regulations. The results should be presented.

In the process of the RA, unlike the SEA or the EIA of environmental assessment, the final regulatory assessment report is submitted by creating, modifying, supplementing, and evaluating the RA over three times.

When comparing the EA and RA with the PCA, the government analyzes the environment, regulations, conflict background, causes, functions, and effects that can affect the overall economic, social, and living conditions of the country. It is a common point in impact assessment to try to minimize the damage of the people due to policy or project. However, unlike the PCA, the EA is divided into strategic environmental assessment (SEA) and environmental impact assessment (EIA) to synthesize expert assessments and actual assessments of the EA to facilitate a more systematic and detailed environmental analysis. Accordingly, different factors are selected to differentiate them by type. Unlike the PCA, the RA improves the accuracy of the analysis by reducing errors in the RA and adding and changing necessary elements every time through a three-step process.

2. Case analysis on PCA

1) Bugae Area 4 Housing Redevelopment Project

(1) Overview

In 2010, when apartments and houses in Bugae Area 4 in Bupyeong Distract became aging, local residents created a "Bugae Area 4 Redevelopment Union" to apply for the redevelopment project. The "Bugae 4 Area Housing Redevelopment Project" is a project that builds a total of 1,120 households on a 6,688㎡ area.

However, the project did not proceed until 2015 due to conflicts between the residents.

The "Redevelopment Union" in favor of redevelopment insisted that the redevelopment will improve the residential environment and increase the value of the real estate in Bugae 4 area. On the other hand, residents who opposed to the redevelopment, "Property Guardian Union", demanded that their property be liquidated in cash because the value of their assets would decline after redevelopment. Also, some residents opposed to the redevelopment itself. As this situation lasted for 5 years, complaints against each other continued, and the investment cost of £4 million was already incurred in the redevelopment project. (Conflict Mediation Center, 2015: 19-24).

Accordingly, the Bupyeong District Office decided to promote the "Public Conflict Assessment" in order to alleviate the ongoing conflict between residents and resolve the congestion of the project.

(2) Public Conflict Assessment Process

The PCA period lasted for a total of 3 months from September to December 2015, and with the consent of all stakeholders, the third organization, the 'Conflict Mediation Center', decided to conduct the PCA. First, the Conflict Mediation Center confirmed the issues and local residents' opinions about the redevelopment. Through a preliminary investigation of the conflict, the opinions and logic of the pros and cons were summarized, and interviewees were selected.

The interviewees included the 'Bugae 4 Area Redevelopment Union', 'Property Guardian Union', government officials, local councilors, maintenance companies, and housing designers, and the discussions were held several times. The entire stakeholder's position was confirmed and summarized and delivered back to the stakeholders to find a possible consensus on the issue.

Through this process, the PCA report was written, and it was announced in December 2015. The main contents were, first, to form a "conflict management team" under the agreement of the two sides, and to propose a public discussion on the submitted data. Second was to conduct both the asset evaluation at the present time and the expected asset value evaluation after redevelopment, transparently. Accordingly, it was requested that both the pros and cons should have a convincing result. (Conflict Mediation Center, 2015: 4)

(3) Results and evaluation

In accordance with the contents of the PCA report, the Bupyeong district office formed the 'Conflict Management Team' with recommendations from both sides, and held resident briefing sessions and expert meetings, respectively. Through open public information sessions, both sides could objectively understand each other. The expert meeting was conducted twice to review the conflicting issue, 'Profitability of Redevelopment Projects'. Through this, the other side understood that there was profitability of the redevelopment project, and decided to promote the redevelopment project. Subsequently, the details of the project were adjusted, and the 'Bugae 4 Area Housing Redevelopment' Project was officially approved in March 2019.

This case has great significance that the conflicts between stakeholders were resolved through agreement between stakeholders rather than mediation or arbitration by third parties. In particular, it can be said that this is a good example of confirming the opinions of both sides through the PCA and suggesting ways to resolve the conflict. (Yoon, 2017) However, this case has a limitation that the PCA was not used to prevent conflicts before the project was

implemented, and the conflict between stakeholders was intensified. Even though the conflict could be resolved early in the project, the local government's indifference caused waste of time and cost

2) Dang-jin Electric Transmission Line Construction

(1) Overview

Korean Electric Power Corporation (KEPCO), a public company that supplies electricity exclusively, announced plans to build a pylon that connects electric transmission lines in the Dang-jin area in May 2012. However, this was a one-way announcement that had no consultation with the residents of the area, so the residents of Dang-jin reacted strongly. In particular, residents were very concerned about the health damage caused by electromagnetic waves generated from the transmission line installed on the ground. Dang-jin's local council also voted against the construction, and public opinion against construction has developed into national demonstrations. In this regard, KEPCO met with local residents several times and negotiated, but the agreement on the issue of compensation amount and the underground burial of the transmission line was rarely reached. In response to this, KEPCO felt the limitations of direct consultation in 2014, and decided to pursue a consensus process to resolve the conflict by conducting the PCA.

(2) Public Conflict Assessment Process

The PCA related to this issue was conducted by the 'Korea Conflict Management Association (KCMA)' and was conducted for a total of 7 months from December 2014 to June 2015. The KCMA proceeded through the general PCA method. First, a 'preliminary investigation'

was conducted. In order to grasp the conflict situation, project managers were interviewed, and related data were collected. Through this, stakeholders were selected, and conflicts were settled. Next, the 'Interview with Stakeholders' was held. The assessor selected 50 people from local residents, project officials, and public officials to clarify the issues through interviews. The third step was 'in-depth analysis'. It was arranged with expert advice on the necessity of installing transmission lines, the cost required for underground construction, and the health problems of the residents. The fourth step was the 'preparation of a consensus process'. With reference to similar cases of conflict management success, a plan was prepared by discussing with each other through a consultative body between stakeholders. Step 5 was the preparation of the PCA report. The analytical institution drafted the matters discussed and submitted the final report to KEPCO.

(3) Results and evaluation

The final report on PCA was submitted to KEPCO in June 2015. The main recommendation was to 'make a discussion association' to find a consensus. However, the proposed 'composition of association' was not realized. First of all, local residents did not trust the PCA report promoted. Because the assessor was selected by KEPCO, there was a strong backlash. In addition, the accumulated conflicts between KEPCO and the local residents have been too large to proceed with the face-to-face discussion. The construction of electric transmission lines in the Dang-jin area is currently under discussion now. The main reason for the failure of this PCA was that it was pushed too late. However, there was also a positive aspect of this PCA. Meanwhile, KEPCO thought the residents were opposed to the construction itself. However, through an in-depth interview, it was

discovered that the residents did not oppose to the transmission line installation itself. Of all the transmission lines passing through the Dang-jin area, only a few lines passing near the residential areas of the local residents were opposed. In other words, before the PCA, it wasn't possible to grasp the exact issue due to lack of communication and deepening conflicts.

IV. Analysis of similar UK systems

1. Review of similar systems in UK

1) Background

Unlike the government-led PCA in Korea, the UK has historically had a tradition of resident consultation. In particular, government departments in the UK have a system that collects and reflects the opinions of ordinary citizens and stakeholders in the early stages of the policy process to prevent public conflicts. (Hyun, 2012).

The first is 'Code of Practice on Consultation' (CPC). it is mandatory to collect opinions of key stakeholders before making policy decisions. In addition, for matters that are difficult to discuss in writing, the 'Public Involvement (PI)' is used to prevent disagreements between the government and stakeholders before the policy is promoted through public hearings, surveys, and public opinion polls. Also, a system that guarantees citizen participation in the policy-making process on social issues is operated through the 'Public Engagement (PE)', where citizens' creative ideas can be suggested or policy proposals can be actively presented in the policy-making process.

Among these, the Code of Practice on Consultation (CPC) is an administrative rule to regulate the procedures and contents that

reflect policies by collecting opinions of citizens and stakeholders in the policy process. This can be said to have the same purpose as Korea's 'Public Conflict Assessment (PCA)', in terms of preventing conflicts by collecting opinions in advance before carrying out policies and projects.

2) Code of Practice on Consultation (CPC)

The rule was enacted in November 2000 in the Cabinet Office's 'Better Regulation Executive (BRE)'. Unlike other OECD countries such as Russia, the United States, Germany, and Japan, the procedural and legal provisions for citizen participation in the UK are characterized by the fact that they are conducted according to the administrative regulations of the Cabinet, not the law. (Yun, 2017). Currently, not the BRE, but the 'Department of project Innovation and Skills' is in charge of the CPC related work. The CPC is also conducted in a face-to-face manner with structured agreements, but recently, methods for collecting opinions of citizens and stakeholders online are spreading. Stakeholders on local or national policy issues can participate in CPC through the integrated government website (gov.uk).

The CPC is implemented by the central government's administrative organizations, and in the case of public agencies or local administrative organizations, it is encouraged to follow these rules. The rules themselves are not legally binding and cannot take precedence over external legislation, such as UK legislation or the European Union law, but the internal regulations guide the government and administrative organizations.

The CPC, revised in 2008, provide 7 criteria for consultation. (HM Government, 2008)

< Table (5): The 7 Consultation Criteria >

Criterion ①: When to consult
Formal consultation should take place at a stage when there is scope to influence the policy outcome.

Criterion ②: Duration of consultation exercises
Consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible.

Criterion ③: Clarity of scope and impact
Consultation documents should be clear about the consultation process, what is being proposed, the scope to influence and the expected costs and benefits of the proposals.

Criterion ④: Accessibility of consultation exercises
Consultation exercises should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach.

Criterion ⑤: The burden of consultation
Keeping the burden of consultation to a minimum is essential if consultations are to be effective and if consultees' buy-in to the process is to be obtained.

Criterion ⑥: Responsiveness of consultation exercises
Consultation responses should be analyzed carefully and clear feedback should be provided to participants following the consultation.

Criterion ⑦: Capacity to consult
Officials running consultations should seek guidance in how to run an effective consultation exercise and share what they have learned from the experience.

< Source: "Code of Practice on Consultation (2008) >

First, it is "When you consult". Formal written consultations should be conducted throughout the policy process but must be conducted at an early stage of policy development. It is important to accurately identify the interest groups or parties that will be affected by the policy in advance, and in the policy development stage, contacting the groups of stakeholders should be done as soon as possible so that they can participate in the discussion. In addition, if it is necessary to conduct informal consultations with stakeholders to prepare for the main CPA, it is a principle to proceed prior to the formal written consultation.

Second, it is "Duration of consultation exercises". Formal consultations are held at least once and at least 12 weeks from the beginning of the policy development stage. (The formal consultation period must include written consultation). If there are reasons for the special circumstances of the stakeholders, vacation periods, election periods, etc., the consultation period can be extended. On the other hand, if time is imminent due to emergency conditions such as national security or other international procedures such as EU international law, it is possible to proceed shorter than 12 weeks. However, in the case of shortening, it is necessary to prepare a consultation document that reinforces additional efforts to ensure the efficiency of the discussion and consultation by the head of the public organization.

The third is 'Clarity of scope and impact'. In the process of proceeding with the consultation process, the contents of the consultation document, stakeholder groups, and opinions should be clear, and the cost-benefit analysis and the impact of the agreement should be evaluated on the agreements drawn up by the consultation. In particular, the "Consultation stage Impact

Assessment", which analyzes the cost, benefits, and risks of the proposed policy in parallel with the formal written consultation, should also be published. In addition, if there are any comments on the assumptions and prerequisites of the Consultation stage impact assessment, the assessor should also prepare their responses and comments.

The fourth is "Accessibility of consultation exercises". Regarding the accessibility of written consultations, formal consultation should ensure clear, concise and comprehensive accessibility. In order to properly organize and operate consultation, the stakeholder group should be confirmed at the beginning of the consultation process and accessibility must be ensured to all possible stakeholder groups. In addition, it is necessary to secure a procedure for respondents to express their opinions by electronic means, such as the Internet, and to consider groups of stakeholders who cannot access traditional written or online consultation methods. The plain language should be provided for easy understanding, ~~and~~ a summary of consultation documents of 2 pages or less should be provided, and the consultation documents need to be disclosed through the Internet in the form of official documents.

Fifth, it is 'The burden of consultation'. It was newly introduced in 2008 to minimize the burden on the consultation process when written consultation is valid and the parties to the consultation join the consultation process. This means that it is necessary to reduce the burden of procedural when conducting consultations by limiting the submission of repetitive questions or objections by stakeholders and supporting the presentation of various opinions or evidence.

Sixth is 'Responsiveness of consultation exercises'. Stakeholder responses should be carefully analyzed and, if necessary, clear feedback should be provided in the course of the consultation

process. Response analysis should be conducted carefully and without prejudice, and it is needed to analyze the population representative and the degree of participation of group members. The summary that should be provided during the written consultation should analyze and summarize the questions requested during the consultation and the responses of the stakeholder groups, and provide a clear explanation and rationale for the reason for the change if the plan is changed through consultation.

Seventh is 'Capacity to consult'. The administrative agency that conducts the written consultation should provide guidelines for efficiently carrying out the consultation, and designate a Consultation Coordinator to supervise the proceedings of the relevant administrative departments. The administrative department in charge of the formal written consultation appoints the coordinator, and the coordinator acts as an advisor for the implementation of the consultation and monitors and supervises the compliance of the rules. In addition, the coordinator assesses the effectiveness of the proceeding of the consultation process based on issues such as which consultation method is more successful, and whether the response influenced the final decision, taking into account the number and type of responses from stakeholders. The CPC is being developed further by including additional criteria once every few years.

< Table (6): Consultation Principles 2018 >

A. Consultations should be clear and concise
Use plain English and avoid acronyms. Be clear what questions you are asking and limit the number of questions to those that are necessary. Make them easy to understand and easy to answer. Avoid lengthy documents when possible and consider merging those on related topics.
B. Consultations should have a purpose

Do not consult for the sake of it. Ask departmental lawyers whether you have a legal duty to consult. Take consultation responses into account when taking policy forward. Consult about policies or implementation plans when the development of the policies or plans is at a formative stage. Do not ask questions about issues on which you already have a final view.

C. Consultations should be informative
Give enough information to ensure that those consulted understand the issues and can give informed responses. Include validated impact assessments of the costs and benefits of the options being considered when possible; this might be required where proposals have an impact on project or the voluntary sector.

D. Consultations are only part of a process of engagement
Consider whether informal iterative consultation is appropriate, using new digital tools and open, collaborative approaches. Consultation is not just about formal documents and responses. It is an on-going process.

E. Consultations should last for a proportionate amount of time
Judge the length of the consultation on the basis of legal advice and taking into account the nature and impact of the proposal. Consulting for too long will unnecessarily delay policy development. Consulting too quickly will not give enough time for consideration and will reduce the quality of responses.

F. Consultations should be targeted
Consider the full range of people, project and voluntary bodies affected by the policy, and whether representative groups exist. Consider targeting specific groups if appropriate. Ensure they are aware of the consultation and can access it. Consider how to tailor consultation to the needs and preferences of particular groups, such as older people, younger people or people with disabilities that may not respond to traditional consultation methods.

G. Consultations should take account of the groups being consulted
Consult stakeholders in a way that suits them. Charities may need more time to respond than projectes, for example. When the consultation spans all or part of a holiday period, consider how this may affect consultation and take appropriate mitigating action, such as prior discussion with key interested parties or extension of the consultation deadline beyond the holiday period.

H. Consultations should be agreed before publication
Seek collective agreement before publishing a written consultation, particularly when consulting on new policy proposals. Consultations should be published on gov.uk.

I. Consultation should facilitate scrutiny
Publish any response on the same page on gov.uk as the original consultation, and ensure it is clear when the government has responded to the consultation. Explain the responses that have been received from consultees and how these have informed the policy. State how many responses have been received.

J. Government responses to consultations should be published in a timely fashion
Publish responses within 12 weeks of the consultation or provide an explanation why this is not possible. Where consultation concerns a statutory instrument publish responses before or at the same time as the instrument is laid, except in very exceptional circumstances (and even then publish responses as soon as possible). Allow appropriate time between closing the consultation and implementing policy or legislation.

K. Consultation exercises should not generally be launched during local or national election periods.
If exceptional circumstances make a consultation absolutely essential (for

example, for safeguarding public health), departments should seek advice from the Propriety and Ethics team in the Cabinet Office. This document does not have legal force and is subject to statutory and other legal requirements.

< Source: Consultation Principles 2018 (2018) >

3) Comparison with PCA in Korea

The PCA in Korea and the CPC in the UK have many similarities. The PCA focuses more on the prevention of conflict and the CPC focuses more on democratic policy making, but it aims to develop a more efficient policy and increase its acceptability. In addition, it is similar that both of them seek opinions by selecting stakeholders related to the policy over a period of about 3 months to collect opinions and prepare a better policy.

However, there are some differences. First of all, with regard to the 'Goal', the PCA focuses on the "procedure" for consensus building. Rather than coordinating conflicts and suggesting alternatives, the purpose is to identify conflicts between policy stakeholders and suggest directions to resolve them. However, CPC is more focused on "content". Emphasis is placed on creating more democratic and effective policies through consultation with stakeholders. In addition, there is a difference in 'Implementation timing and method'. The UK's CPC must be implemented prior to public policy and project conducting. However, the PCA in Korea clearly stipulates that the system itself need to be promoted before policy decisions, but in reality, if conflicts arise after the policy announcement, it is often implemented as a means to resolve them. (Yun, 2017). As mentioned above, it is because PCA is a recommendation, not an obligation. In addition, PCA proceeds with face-to-face interviews,

while CPC collects opinions through various methods such as online and letter.

2. Case Analysis on CPC

1) Staffordshire libraries

(1) Overview

In 2012, Staffordshire was under tremendous budget to respond to various issues from local authorities. As a result, budget cuts were inevitable for 'library service'. Staffordshire libraries have already saved £ 1.1 million through service improvements, without closing the library or stopping the services between 2008 and 2012. Nevertheless, by 2016, it was necessary to save £ 1.675 million. In many other regions, the library was closed due to lack of budget, so Staffordshire initially considered closing some of the 43 libraries. However, Staffordshire's managers and employees wanted to maintain a 'library service' and wondered what was needed. Therefore, Staffordshire decided to promote budget savings through service innovation, not closure, and to design, develop and implement a new service delivery model through extensive public consultation by using CPC.

(2) Consultant process

In the meantime, all 43 libraries in Staffordshire were run by the "county council" and the staff were paid. Employees recognized the need to develop a sustainable library model that saves money. Therefore, they thought it was necessary for all libraries in the local to produce services through more collaboration with the community.

First, as a "planning phase," staffs discussed how the library can provide better services to the local community along with its users, partners, and stakeholders. The goal was to work with the community to understand what kind of library services people want. It was also to ensure that the value of the service was maintained. To this end, a "public consultation" was planned. The 'public consultation' plan was developed based on the country's 'Code of Practice on Consultation (CPC)', and best practices were considered when conducting similar large-scale consultations. They decided to prepare reform plans by analyzing and dividing 43 libraries. by that, They prepared a "4 major reform strategy". In consideration of the capacity of the library and the number of users, the development direction of each category was presented as 'Extra', 'Core', and 'Local'. In addition, a strategy was proposed to increase residents' online library participation. They decided to collect opinions of the residents about the library, including these strategies.

< Table (7): 4 major strategies for library reform >

	Strategies
Library Extra	These "Centres of Excellence" would have the widest range of services and the greatest capacity for sharing space with a wide range of partners. This would mean access to more services. Staffordshire County Councilwould continue to lead and manage the library and deliver the full library service. (Proposed Cities: Burton, Lichfield, Newcastle and Tamworth)
Library Core	Those proposed to be 'Library Core' libraries need to cater for a big, diverse community but would be more flexible to the needs of communities than a 'Library Extra'.

	Staffordshire County Council (SCC) will continue to provide the full library service. It is proposed that fifteen libraries would be 'Library Cores' which would be led and managed by SCC, with a range of services provided by SCC. There will be potential for sharing premises, developing services in partnership and opportunities to be more flexible to meet the needs of individual communities. (Proposed to cities: Biddulph, Burntwood, Cannock, Cheadle, Clayton, Codsall, Eccleshall, Leek, Kidsgrove, Perton, Rugeley, Stafford, Stone, Uttoxeter, Wombourne)
Library Local	It is proposed that twenty-four libraries need to focus more on the needs of the community, as they attract only 24% of library users. Through the consultation we will explore the appetite for a range of options. This includes opportunities for community organisations to lead, manage and deliver the local Library Service giving them the opportunity to maintain or introduce services to meet local need. (Proposed cities: Audley, Baswich, Barton, Blythe Bridge, Brereton, Brewood, Cheslyn, Hay, Heath Hayes, Hednesford, Holmcroft, Glascote, Gnosall, Great Wyrley, Norton Canes, Knutton, Kinver, Loggerheads, Penkridge, Rising Brook, Shenstone, Silverdale, Talke, Werrington, Wilnecote)
Library Plus	It is proposed that current online service "Your Library Online" is enhanced. The online service would take advantage of technological advancements. It would be easy and convenient for all users to be able to access information and library services when and where it suits them.

< Sources: "Let's Talk Libraries Staffordshire (2012)

Then, they decided to use a variety of approaches to promote a broad participation. This includes: 1) a main consultation document outlining the detailed proposals across the county, 2) feedback form (online and paper), 3) drop in / roadshow sessions in libraries for people to find out more, 4) workshops for particular groups, 5) social media. In addition, information was provided on the range of services currently available in all libraries, usage trends and current library costs, and alternative models. It also provided information on what services communities in other regions provided.

The second is the official 'public consultation'. The entire library open consultation was held for 12 weeks. (2014.7.16 ~ 10.7). The approach carried out was targeted to a variety of interest groups in a variety of ways to ensure maximum participation of the population. This approach included 4,255 responses to surveys, including online, and 3,500 organized public events. In addition, they received feedback through correspondence, email, social media, petitions and youth surveys.

Along with this, a 'Collective consultation' was also held. Apart from the 12-week public consultation, employees and union representatives were given the opportunity to present their ideas and suggestions individually or collectively within a systematic and time-limited process. This has also led employees to understand public consultation and have a sense of ownership of library reform. Throughout the process, many ideas and suggestions received from employees were detailed and in high quality, and over 80 ideas and suggestions were considered. They formed an analysis team led by employees and evaluated the most promising ideas. As a result, employees had a sense of ownership of the services that they must provide. In addition, by strengthening support for the results through

peer-to-peer reviews, employees shifted their relationship from "done to" to "do things together".

(3) Results and evaluation

First of all, the public and collective consultations have great implications for the participation of individuals, employees, communities, partners, interested organizations and other key stakeholders. And, it took place before any decision was made to close the library or change the delivery service. This has been a driving force to encourage active participation of all those who participate in the consultation. (UK Gov, 2016)
Employees actively participated and presented various opinions with the thought of being their own policy makers. As a result, it was possible to prepare a budget reduction plan to maintain a sustainable library in the future. In particular, strategies using online volunteering, introducing an automatic management program, and using volunteers from local communities were effective. These saved the £ 175 million needed to maintain the library. Most of all, there was no library closure in Staffordshire. They now have more community involvement in library services and have built stronger partnerships with community groups. As of 2017, 23 libraries are managed by community organizations.

This case is a desirable case of public consultation so that it was selected as a successful public consultation case of the UK government in 2016. One of the great reasons for the success of Staffordshire Library is that it has a shared the goal of working together, which is to create a new sustainable model for library operation in the future. In addition, as mentioned above, the key to success was to reflect various opinions without prejudice by

collecting opinions without setting any results. Even now, Staffordshire is encouraging its employees and citizens to realize the potential of the local library, maintain its value and continue to make substantial changes within the community.

2) Police Frontline counter in London

(1) Overview

The mayor of London was considering about ways to cut the budget as the government continued to cut subsidies. Metropolitan Police has been saving £ 600m since 2010 and had to save another £ 400m by 2020. At this time, London mayor "Sadiq Khan" sought to reduce the police budget while continuing to protect public safety. Accordingly, in June 2017, London announced the draft of its plan with the main objective of closing expensive and less-used 'police frontline counters' and expanding the provision of police services online.

The mayor of London insisted on increasing public demand to access Metropolitan Police services on smartphones, tablets and computers, saving £ 10million for frontline policing. (Mayor of London, 2017)

(2) Consultant Process

Mayor of London announced 'Public Access and Engagement Strategy' in June 2017 and agreed to hold public consultations from July 14, 2017 to October 6, 2017. The consultation included surveys, emails and mailings of London residents. In addition, public meetings were held in all boroughs to inquire and share opinions to improve police services for local residents.

The public consultation consisted of a total of 17 questions, and the main questions were 1) expansion of online communication and 2) reduction of police frontlines. In particular, with regard to the reduction of police frontlines, it was emphasized that in 2016, 22% of crimes were reported in frontline policing, whereas 2016 was reduced to 8%.

< Table (8): Public Access Consultation - 17 Questions >

1. Do you agree that the Metropolitan Police Service should do more to communicate online?
2. Can you think of a good place to have a Dedicated Ward Officer Hub?
3. Is it right to replace Contact points with Community Contact Sessions?
4. How could Community Contact Sessions help your community?
5. Do you agree that other more flexible ways to contact the police (like Community Contact Sessions) is better than keeping front counters?
6. Have you anything else to say about more flexible ways to contact the police?
7. We are planning to move some front counters to save money. Do you agree with this?
8. Should we look at low-cost alternatives to front counters where some people live more than 45 minutes from their nearest counter?
9. How can we get in touch with hard to reach communities and help them to speak up about policing issues?
10. How could Community Contact Sessions help your community?
11. How can the Metropolitan Police work more closely with local councils when they ask local people what they think about certain things?
12. What type of information would help communities understand more about policing and crime in their area?
13. What type of information would help communities protect

themselves against crime and anti-social behaviour? What is the best way to give this information?

14. Some people worry too much about crime. How should the police reassure people about crime?

15. How can we help local people to speak up about policing? Would people find this easier if some of it was online?

16. How can communities be reassured about crime and policing in their area?

17. What training would local people need to be able to help the police to reduce crime or anti-social behaviour in their area?

< Source: "Public Access and Engagement Strategy (2017) >

With approximately 4,000 opinions gathered and 35 public meetings, the Mayor of London announced the final results in November 2017. They decided to close 38 police frontline counters with relatively few users. Through this, they decided to guarantee the employment of police officers at a reduced cost and to improve police services. In addition, it was decided to improve access to local police services by improving telephone and online services, and to secure additional police service budgets by disposing of unused buildings.

(3) Results and evaluation

Since the announcement of the plan in June 2017, there have been some criticisms of the London mayor's public consultations while understanding the police budget shortage. In particular, 'The consultation institute' (2017) criticized this consultation as one of the worst public consultations of 2017. First of all, it pretended to consult even though a decision had already been made. In other words, it was the 'pre-determination'. In particular, the criticism that the question of the closure of the "police frontline counters" presupposed that it was closed and demanded unilateral consent

from the residents. Next, the question of public consultation itself was "Leading questions" to elicit specific answers. The question of whether it is necessary to expand the online communication of crime is that people should agree.

Another criticism was that the data presented for public consultations were inaccurate or unprofessional. Regarding the results of the response, there was criticism that there was no demographic data to understand who responded. In fact, although it was said to expand the online police service, the elderly, such as those with difficulty in online access, were very likely to use the 'police frontline counters', but they did not consider it.

However, the fact that the government decided to maintain the number of police officers in order to eliminate security gaps in a situation where budget cuts were inevitable can be positively evaluated. It is also positive that it tried to reflect the opinions of the residents, such as maintaining the front counters of Dagenham and Bexleyheath through collecting opinions from the citizens.

V. Review of Previous Research

1. Analysis on the operational status of the PCA

Yun (2017: 71-89) divided the PCA into three stages, 'Initial Plan', 'Process', and 'Post Management', to effectively manage the PCA. In order to grasp the necessary factors and improvement measures in each stage, the operational status of the PCA was investigated. He asked experts and officials who have written or conducted the PCA about current operational methods and problems of the PCA. In addition, a qualitative research method was used to in-depth discussion of what was actually experienced in the field. Based on

the discussions in this qualitative investigation, he reviewed the areas that need to be modified and supplemented more intensively for the efficient use and development of the PCA to a number of experts and officials related to the PCA.

1) Initial Plan of PCA

First of all, this study confirmed expert opinions on the 'project selection criteria'. The government has stated in Article 10 of the "Regulations on the Prevention and Resolution of Conflicts of Public Organizations" as the basis for conducting a PCA in government policies or projects. In addition, as mentioned earlier, the Office for Government Policiy Coordination (OPC) provides 7 criteria for the PCA in 'Public Conflict Assessment Guideline'. In addition, the government's ministries provide a standard for conducting a PCA slightly differently depending on the characteristics and circumstances of each ministry.

Summarizing the results of the 1st and 2nd Delphi inquiry about what experts and government officials who have experienced or conducted actual PCAs, regarding the selection criteria, summarized the following opinions: 1) When a conflict is predicted at the project planning stage, 2) When the conflict is deadlocked beyond the peak due to the progress of the project, 3) When the project budget is large 4) When the project has already caused serious conflict, 5) When similar conflicts are repeated or similar conflicts are anticipated, 6) When dialogue is difficult due to conflict between project executives and stakeholders, 7) In case of continuous group complaints due to projects, 8) Conflicts in central and local media When related reports are issued, 9) When compensation due to the project is impossible or at a high cost, 10) When proceeding with the intention of the head of the project execution agency and the

purpose of the pilot project.

Among the standards that are not discussed in government regulations or public conflict assessment guidelines, 'similar conflicts are repeated or similar conflicts are predicted', 'in case of difficulty in dialogue due to conflict between project executives and stakeholders', and 'There are cases in which collective complaints continue to occur'. These standards are opinions from experience of conducting a PCA directly in the field, and should be considered when preparing detailed criteria for a PCA in the future.

The second is expert opinion on the 'implementation purpose'. In general, the main purpose of the analysis of conflict impact is 'diagnosis of conflict cause and preparation of resolution', and there were many opinions such as 'prevention of conflict and preparation strategy' and 'accurate understanding of conflict'. In addition, opinions such as 'exploring the possibility of resolving problems through consensus', 'suggestion of solutions for conflict management', 'providing opportunities to open dialogue', and 'establishing and forming a trust base with stakeholders', 'finding the parties to the conflict and exploring the cause of the conflict' and 'successful management of the conflict' were confirmed through the 1st and 2nd Delphi. Through these, the purpose of the PCA is to identify the cause of the conflict and to serve as a bridge to conflict resolution with stakeholders as a preparation step to resolve the conflict.

The third is the 'professional judgment standard'. It was the opinion of experts through the expert conference that the professionalism of the organization or individual performing the PCA can greatly affect the analysis process and results of the PCA. Therefore, if someone summarize the results of finding out in Delphi what criteria can be used to judge the professionalism of those who perform a PCA, they

can see that the following opinions have emerged. The expertise of the organization or individual to perform the PCA can be judged by 'similar experience and performance related to conflict', 'similar experience and performance related to conflict', 'role and competency as a neutral and mediator' In addition, through the 'degrees in related fields and the length of work in related fields', 'recommendation of interested parties', 'understanding of the purpose and procedure of PCA', 'wide understanding of conflict and the local community', and there was an opinion that professionalism can be judged. These standards of professionalism are not currently mentioned in government regulations, guidelines, or conflict management manuals by departments, so the standards for professionalism to prepare for real PCA are urgently provided, and effective performance and results of PCA. It should be helpful in deriving.

Fourth, experts' opinions on 'the main matters' to be considered in the initial planning stage of the PCA. In response, experts and public officials who conducted a PCA answered the following as important matters, and these parts should be reflected when enacting or revising laws related to the PCA in the future. The government's Ministry of PCA manual will also include these contents, which will make the process of preparing for PCA more systematic and easier. The main points in the initial planning phase, which were most frequently mentioned, are 'budgeting and sustainable support for conducting a PCA', 'recruiting and selecting competent analysis organizations for the PCA', 'accurate understanding of the subject matter to be analyzed', They were opinions on 'purpose and conditions of the PCA' and 'promise to ensure Independence, neutrality of the PCA attendant'. In addition, 'professional research team', 'will of contact person)', 'scope of stakeholders', 'necessity to

analyze the PCA', 'related laws and systems', 'level of communication with clients', 'promoter opinions', etc. Through this, important points in the initial planning stage of the PCA can be regarded as securing the budget for conducting the PCA, the ability of the analytical organization to prepare for the PCA, and the willingness of the ordering agency to oversee it.

2) Process of PCA

The first thing to consider when conducting PCA is 'assessment factor of analysis result'. In other words, the key to the process of the PCA is how to evaluate the analyzed results. The government regulations, 'Regulations on Prevention and Resolution of Conflicts of Public Organizations', state the main inclusion, but as a result of inquiring about other matters, a summary of the results revealed the following assessment factors.

The main assessment elements are 'exact diagnosis of cause of conflict', 'presentation of viable alternatives to conflict resolution', 'fidelity of conflict element analysis (conflict situation, source, stakeholders, etc.)', 'accurate understanding of conflict issues', 'conflict situation, objectivity and comprehensiveness of the issue analysis between the parties' came out with a number of opinions. In addition, 'expected conflict development appropriateness', 'logic of conversational analysis', 'stakeholder's Appropriateness', 'fairness to stakeholders', 'how much helpful in real conflict resolution', 'the opinion that the applicability of the consensus formation procedure' and 'the possibility of conflict spread by evaluation of current policies or projects' should be included in the assessment factor. Therefore, in the future, the government regulations should be enacted or revised, or these factors may be added to the PCA manual to help increase accurate standards and fairness in evaluating the results of

the PCA.

The second is the 'key point' to be considered in the process. Summarizing the opinions on the key points to pay attention to during the PCA process is as follows. When conducting a PCA, 'when to conduct a PCA', 'Analysis of conflicts between parties', 'agreement process design and implementation', 'interactive interview activities (meeting various parties)', 'researcher's objective performance neutrality' were the main opinion. In addition, the PCA can be directly conducted with 'research cost', 'confirmation of PCA promotion', 'analysis result (report) sharing', 'service cost fairness', etc. It can be seen that the cost and the availability of the subsequent analysis have an impact on the progress of conflict analysis. Therefore, the PCA can be said to be the most important issue as to how well the process of the initial planning stage was prepared and how smoothly the connection to the management stage is followed. In the process, institutional supplementation should be made to facilitate the transition to the previous and subsequent stages.

Third is the expert opinion on the 'limits' of the process. What are the limitations that may arise while conducting the PCA? 'Government, public institutions, and stakeholders have a low understanding of the PCA', 'consultative possibilities, and limitations in consensus formation process design', and 'the will of the agency (person in charge)' act as factors that prevents accurate analysis. Moreover, 'the cost and time limitations required for conducting PCA', 'negative views on researchers conducting PCA', 'when conflict analysis and co-organization are requested together', 'conflict of interests cases, 'autonomy (independence) security issues for assessors', 'objectivity and fairness of analysis results', and 'unable

to find conflict resolution solutions' are factors that hinder or reduce the progress of PCA. Therefore, institutional arrangements are needed to prevent these issues from occurring during the process of the PCA, and measures to minimize these limitations should be prepared.

3) Post Management after PCA implementation

After the PCA is implemented, a council is basically formed to further resolve conflicts. After the PCA, the most important point in the management stage was the "organization of the council" that was discussed at the expert meeting. Therefore, as a result of inquiring what factors are necessary for the formation of the council, the summary is as follows.

The main constitutive factors that should be considered in the content of the PCA or to be considered afterwards are 'representation of the participants of the council', 'capability of coordinating experts', 'participation of proponents and stakeholders', 'methods and procedures of dialogue' and 'the willingness of the related parties to resolve'. In addition, 'conflict sensitivity', 'confidence in interviewers', 'possibility to support related budgets, management, etc.', 'agreement on the rules of the council', 'authenticity of the party's organization', 'neutrality and on-siteness', 'choose a resident representative' and 'the method and opinions of recommender' can be factors in the formation of the council. Through these, the PCA can be said to be the key to how to resolve the conflict by forming a consultative body through cooperation with the stakeholders who are the parties to the conflict, not just the problems of the government agencies who carry it out. Therefore, although there are regulations on the consultative body in the current government regulations, more systematic and stakeholder-considered elements

through the PCA should be additionally included in the regulations or the manual.

Next, he reviewed the PCA's 'performance and utilization plan'. The first thing that needs to be done in order to prepare for efficient operation of the PCA is the question of why it is poor to perform or utilize the PCA to date. The results of listening to the opinions of experts and officials to find an answer to this are summarized as follows. First, the reason for the low performance or use of the PCA is the lack of awareness of the need for the PCA. It is the PCA that prevents conflict in advance and acts as a bridge to prepare an accurate solution to the conflict. The need for this is not yet recognized in many areas or in the field. Therefore, it is necessary to make efforts to have the need for the PCA and the success stories through it known to each public institution and the public at the government level. In addition, the analysis of conflict impact is for the purpose of analysis, and through this, the false perception that the conflict is to be resolved can be said to be in line with the lack of awareness of the aforementioned needs.

Since the exact role and purpose of the PCA is well known, it should be appropriately used for conflict issues that really require the PCA. In addition, there are a number of problems that PCA is not well utilized due to issues such as 'insufficient linkage between analysis and conflict resolution', 'cost and time limitations', and 'actualization of most conflict issues into political and emotional problems'. In addition, 'awareness that conflict assessment is not necessary for conflict prevention', 'conflict occurrence (intensity, spread) concerns after analysis', 'problems in charge of responsibility in the event of conflict', 'use as a measure for evasion purposes', 'Insufficient manpower, etc. to perform', 'insufficient presentation of consensus formation process', 'insufficient publicity about

effectiveness', etc. Therefore, an institutional, environmental and social framework should be prepared to supplement these problems.

4) Sub-conclusion

Yun (2017: 90-107) also conducted a survey to examine the overall stages of the PCA in a more specific and broader manner based on the results of Delphi surveys by experts and officials. The conclusions he made are as follows.

It was found that Delphi and the survey respondents highly valued the necessity and effectiveness of the PCA discussed so far. This is clearly seen in terms of utilization as a result of the PCA. 74.1% of the respondents answered that the PCA helps to resolve the actual occurrence of conflict. If they have experience in conducting a PCA, they evaluated that it helps to find an effective conflict resolution method not only in similar conflicts but also in different conflict situations.

The PCA is aimed at analyzing the nature of the conflict and the scope of its stakeholders rather than the purpose of presenting alternatives at the time the actual conflict occurs. Therefore, it is most important to predict the conflict situation with stakeholders in an environment that changes according to policy from the policy planning stage. In this regard, Delphi and questionnaire respondents cited the expertise of the organization or individual conducting the PCA as the most important success factor.

However, unlike the evaluation of the importance of PCA, actual institutions were found to apply the upper rules without separate internal regulations for the PCA. Given the increasingly complex nature of conflict, different attributes of conflict arising from performing institution-specific functions, such as characteristics such

as the size, level, and scope of stakeholders, and procedures for conducting project in conflict are different. Therefore, it is necessary to develop an internal conflict management assessment format considering the characteristics of the organization, not general conflict management.

2. Analysis on the Improvement plan of the PCA

1) Review of Limitations of PCA

Yun (2017: 174-204) summarized the main issues of PCA currently in operation through various surveys. Since the PCA related law was enacted in 2007, if there is a possibility of conflict in government policies or projects, or if a conflict has already occurred, conduct a PCA to investigate the overall cause and background of the conflict and analyze matters necessary to resolve the conflict in the future.
However, since the period for conducting the PCA is still short, and prior studies related to this classify the PCA as one of the public conflicts, the theoretical basis for the PCA itself is lacking. In other words, there should be additional studies to clarify the definition of the PCA and to classify the conflict types in the PCA in more detail. The cases related to the PCA are mostly studies that were described only by enumerating a series of contents based on a single case, so there is a lack of research comparing each case and identifying problems. Moreover, compared to previous studies on public conflict and conflict management, research on stakeholders or actual conflicts is comparatively analyzed by type, and discussions on efficient operation methods of the PCA are lacking. It is also a necessary situation.
When examining the actual status of the PCA system, a uniform conflict-oriented assessment method is used. For this reason, many

people point out that the analysis method is more monotonous than other environment or regulatory impact assessment. In addition, the government has used sporadic PCA processes by departments, and the problem of objectivity and accuracy of the PCA continues to arise. Therefore, it is necessary to continuously discuss the construction of the integrated standard model for comprehensive PCA. The biggest problem among the problems in the operation of the PCA system is the lack of legal enforcement of the PCA.

In the case of an environmental assessment similar to the PCA, related regulations such as the 'Framework Act on Environmental Policy, the Environmental Assessment Act', and the 'Enforcement Decree and Enforcement Rules of the Environmental Impact Assessment Act' are subdivided. The degree of legal binding is weaker than the environmental impact assessment.

Therefore, the PCA is divided into three stages (initial-progress-after) to complement minor theoretical studies on the PCA and to design improvements and efficient operation of problems that appear throughout the PCA system. The problems of the assessment system and the main elements of each stage were examined. As discussed in the previous, based on the discussion through each Delphi and survey the problems of each stage of PCA were synthesized.

(1) Limits and problems of initial planning

The problems presented in the initial planning stage of the PCA were examined for each analysis method. The most discussed issues presented during the initial planning stage through Delphi show that the budget and management manpower to consider the PCA in advance in the project planning stage is insufficient, and the selection criteria of professional researchers for conducting the PCA.

It is insufficient and the purpose of conducting the PCA is unclear. In addition, the lack of accurate understanding of researchers and clients for the projects subject to the PCA, governments, public institutions, and stakeholders have little understanding of the PCA, and promises to ensure the independence and neutrality of researchers conducting a PCA. It is difficult to derive objective and accurate assessment results due to lack of them

When looking at the problems presented through the survey, survey respondents are evaluating the most appropriate selection criteria to conduct the PCA when the conflict is predicted in the project planning stage as the initial implementation criteria of the PCA, but actual PCA is conducted in advance. In the case of incompleteness, the biggest problem appears. Moreover, there are often no internal regulations for PCA by government ministries, and detailed regulations for each project are lacking. Although there were many responses that the timing of the PCA would be most effective in the project planning stage, there were fewer cases in the actual project planning stage. That is, it was found that the ultimate purpose of the PCA was used as a method of post conflict management, which is far from proactive conflict prevention and management.

In the initial planning stage of the PCA, the organization establishes a conversation table for the purpose of the PCA (such as interests and issues) and a dialogue table with stakeholders who are in conflict and distrust. It is a prerequisite to recognize that it is for designing in advance. This indicates a negative view of the research team that analyzes, or undermines the independence and neutrality of the research team, if the prior recognition is insufficient, especially if the organization determines that the PCA does not contribute to the direct resolution of the conflict situation. Also, in severe cases, rather than seeking a solution to the problem, the conflicting effect

analysis by the ordering party is considered as a method for evading the responsible person. Therefore, in the early stages of conflict, the requirements for conducting the PCA and the requirements for selecting experts who are actually responsible for the analysis should be clearly established. In addition, the criteria that can be operated and managed in the early stages must be clearly prepared so that the analysis can be conducted in accordance with the purpose of the PCA.

(2) Limits and problems of the process

When looking at the problems caused by Delphi among the major problems in the process of the PCA, there were many opinions about the negative views of researchers conducting a PCA and presupposing the direction desired by the organization. A similar problem has arisen that affects the decrease in the degree of completeness of the PCA due to the cost and time limitations required to conduct the PCA.

In addition, due to the rejection of interviews by some parties, limitations were issued in collecting opinions necessary for analysis, or due to limitations in the process of seeking consensus and designing consensus formation, problems with difficulties in moving to the utilization process after the PCA were also caused. There are also difficulties in preparing solutions due to disagreements and unrealistic demands from the project owners and stakeholders. Also, due to the lack of sufficient dialogue or rapport with the interviewees for the PCA, difficulties in accurately grasping the conflict emerged.

Looking at the problems caused by the survey, there were different responses between officials and experts on whether or not to hold the 'conflict management deliberation committee'. In the case of public officials, the conflict management deliberation committee was

held to be low, but many experts answered. This indicates that the conflict management deliberation committee is unbalanced, and this result can also be caused by differences in the conflict management methods by department. Therefore, the role of the 'Conflict Management Deliberation Committee' and reorganization of related regulations with clearer standards for holding are needed. In addition, the experience of conducting a PCA by civil servants is less than that of experts, which may be the result of lack of awareness about the work environment of civil servants or the conduct of the PCA by civil servants.

As a result, the low understanding of the stakeholders on the PCA is the biggest limiting factor in the PCA. In the case of assessment, the conflict resolution and the independence of the performing organization's independence resulted in a negative impact on the progress and results of the PCA. It was found that it interfered with the smooth progress of the PCA. The Conflict Management Deliberation Committee also showed that it only deliberated or decided whether to conduct a PCA, but it did not affect the implementation process and analysis. This caused problems that could not be prevented in advance.

The PCA can actually be called 'Conflict Diagnosis'. Conflict diagnosis can be seen as a concept consistent with the purpose of establishing a conflict management plan and plan for resolving conflicts, as the meaning of 'pre-steps' for conflict prevention and resolution is clearly revealed. However, the PCA used so far misunderstands the results of the PCA due to inconsistencies in the mutual recognition between the ordering party and the stakeholders, between the ordering party and the performing organization, and between the ordering party (head office) and the executing party (headquarters or project department). In many cases it causes. In

particular, there is an expectation that if the customer conducts a PCA, the research institute will make everything including conflict resolution and implementation. This is due to the inability to accurately understand the concept and purpose of PCA, but it can be said that it originates from the name of the PCA itself. It should be taken as a concept for diagnosing conflict, and a plan to proceed to an additional step should be prepared for conflict resolution after the PCA.

(3) Limits and problems of utilization after the PCA

When looking at the problems raised after the PCA, many opinions pointed out in Delphi to point out that the conflict issue can be sparked into a political or emotional problem by performing the PCA. The issue of the lack of an analysis suggesting procedures for consensus building was also mentioned. Particularly, there were opinions that it was difficult to develop into a post-analysis phase by suggesting too abstract or normative alternatives in the PCA. As a result, it was pointed out that the relationship between the PCA and the conflict resolution plan is insufficient, resulting in a situation in which the conflict may be deepened or amplified after the PCA. In addition, the PCA is used only for the purpose of evading the responsible person rather than the actual help of problem solving, and it shows that there is insufficient publicity of exemplary conflict resolution cases through conducting the PCA.

As a result of the survey, public officials and experts responded differently to the publication of the PCA report. This is because the standard for disclosing the report to the general public is unclear because the report is the owner of the report. After the PCA the responses of public officials and experts also differed in the composition of the council, which was the main reason for the low

participation of stakeholders in the council. For the organization of the council, the representativeness of the participants of the council emerged as the most important factor, showing that it is urgent to prepare a standard for this. In addition, the lack of awareness about the necessity of the PCA comes as the main reason for the poor use of the PCA, and a situation is needed to improve it.

In the case analysis, the PCA showed that it is necessary to change the perception that desires everything from conflict resolution to the conflict resolution. Therefore, after the PCA, the resolution of the conflict must be progressed to an additional step, and the legal system for the overall PCA needs to be improved.

2) PCA operation improvement plan

As described above, Yun (2017) suggests ways to improve or add to the PCA system by stages of PCA, based on the problems associated with PCA.

(1) Operation improvement in the initial stage

First, the improvement plan is reviewed in relation to the "implementation requirements" of the PCA. Whether the current assessment is conducted is the case where the head of the central administrative agency determines that there is a risk of excessive social costs due to conflicts of interests when establishing and changing public policies. That is, since the discretionary decision of the head of the central administrative agency is a decisive factor in the conduct of the PCA, it is necessary to extend the subject of the PCA to the head of the central administrative agency and to prepare an institutional mechanism for this.

Therefore, Yun (2017) divided the PCA into three types as an

improvement method in the early stages of the PCA. It was selected whether to proceed from the analysis stage. In addition, it insists that it is necessary to classify the execution criteria, analysis subjects, and analysis contents for each analysis step so that conflict analysis can be conducted according to the project time and conflict situation.

Before discussing the contents of the PCA, he defined the newly proposed types of PCA as follows. 'Simple Assessment' is a short report form of PCA, which is prepared by related officials and contains basic background and related information about conflicts that may appear in government policies or projects. This is mainly for internal reporting by relevant government agencies, and it can be said that this is a PCA that is simplified for each ministry.

'Strategy Assessment' is a new proposal that is differentiated from PCA and is a concept introduced from the Strategy Environmental Impact Assessment of Environmental Impact Assessment. It can be said that prior to conducting the PCA, the government officials and expert groups gathered on the conflict issues to identify and discuss the contents of the conflict that could occur due to government projects and policies. Therefore, different assessments are conducted according to the importance of the matter, the nature and severity of the conflict. For serious issues, the 'Conflict Deliberation Committee' can decide whether to conduct a Strategy Assessment after conducting a Strategy Assessment according to the progress of the project and the nature of the conflict.

The requirements for each step of the analysis of PCA are divided into 'Simple Assessment', 'Strategy Assessment', and 'PCA' as shown in <Figure (1)>. It seems desirable to include information and to be configured in such a way that implementation requirements for each step are added.
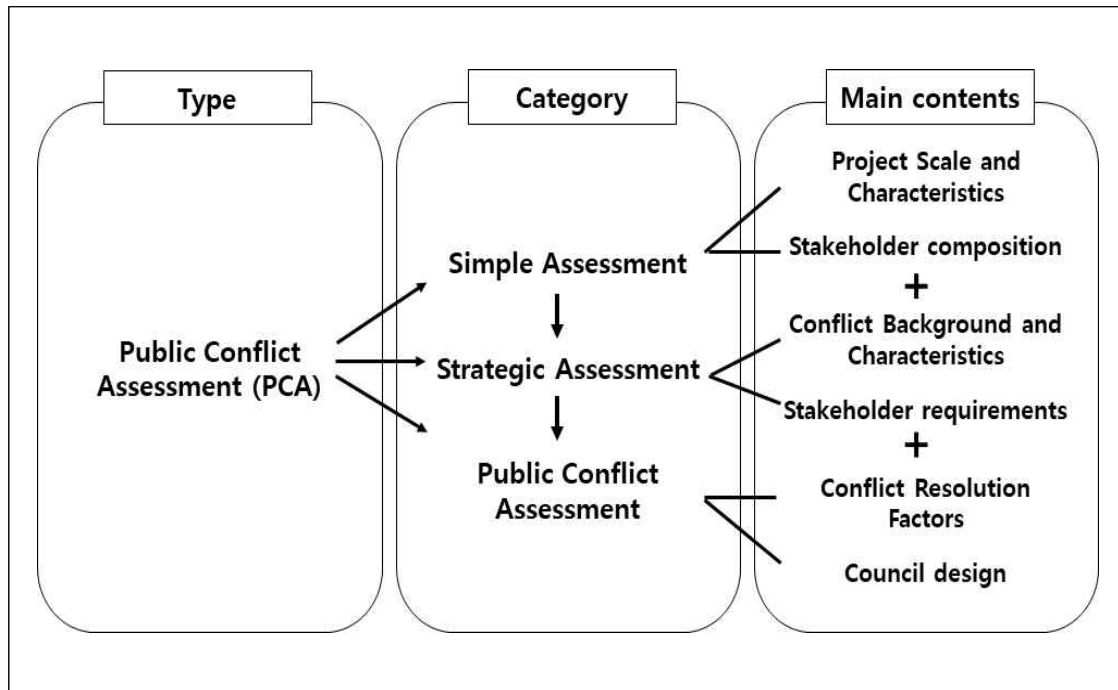
<Figure (1): Requirements for conducting PCA>

< Source: 'Effective Activation Strategies for Improving Public Conflict Assessment' (Yun, 2017: 187) >

Therefore, in the case of simple assessment, the basic contents of the conflict will be collected by including the basic information (project scale and characteristics) of the project that is likely to cause a conflict and grasping the composition and distribution of stakeholders related to the conflict. In the case of strategy assessment, the contents of simple assessment will be included, additionally, the background and characteristics of the conflict will be investigated, and the requirements of stakeholders will be closely investigated and the results will be written in the analysis report. Therefore, in the case of PCA, the contents of the simple assessment and strategy assessment are basically entered, and the elements necessary for resolving the conflict are analyzed, and the contents of the council design will be covered in the PCA report.

The detailed implementation standards are as follows. In the case of

simple assessment, it will be conducted when discussing in the government's project plan design process, it will proceed to identify predictable conflicts and predict conflicts. The main contents to be done in the simple assessment are to grasp the project size and project characteristics, to grasp the composition and distribution of predictable stakeholders, and to identify the elements of the conflict prevention to prevent the progress and spread of the conflict.

In the case of strategy assessment, it is carried out to diagnose the possibility of conflict for the project being planned and to establish a preventive plan before deciding whether to proceed with the project. The main analysis is to investigate the cases of conflict in the same field and to grasp the background and characteristics of the expected conflict. In addition, understanding of the major issues and key stakeholders of the project will be conducted. It will cover the contents of planning and considering the possibility of conflict and the potential factors of conflict. Therefore, the contents of this strategy assessment are applied prior to the promotion of the government's project and policy plans to predict the occurrence of the conflict in advance and proceed as a pre-screening to prevent the spread or amplification of the conflict.

The PCA is different from simple assessment or strategy assessment, and is conducted after the project is confirmed or when conflicts occur and progress, and it is conducted to find out the possibility of conflict for the confirmed project and to find ways to implement conflict resolution. The main contents will be to identify key and nearby stakeholders, analyze the cause of the expected conflict, and deal with the content of the conflict issue and expected issues. In addition, an analysis of the conflict resolution plan for each group and a proposal for designing a council for preventing and deepening conflict will be included. Therefore, the PCA can be

applied at the stage of implementation and progress of the project, and the entire conflict can be handled through the PCA for projects that are already in conflict. The following table summarizes the analysis steps of the three assessments mentioned so far.

< Table (9): Criteria of Analysis Step>

	Time	Reason	Contents	Stage
Simple Assessment	During the Project plan design process and discussion	Identifying and predicting possible conflicts in advance in the project plan design process	- Identify project scale and project characteristics - Identify the composition and distribution of predictable stakeholders -Identify conflict prevention factors to prevent progress and spread of conflict	Planning stage
Strategy Assessment	Before deciding whether to proceed with project	Diagnosing the possibility of conflict with the project being planned and establishing a prevention plan	- Investigation of conflict cases in the same field -Understanding the expected conflict background and conflict characteristics -Identify major issues and key stakeholders of the project -Establish a plan considering the possibility of conflict	Before Plan conducting

			-Identification of potential causes of conflict	
PCA	After the project promotion is confirmed or In the event of conflict	Identify the possibility of conflict in the project to be confirmed and Considering conflict resolution action Plan	- Identify key and nearby stakeholders - Analysis of expected causes of conflict - Conflict issues and expected issues - Analysis of conflict resolution methods by group - Proposal for the design of the council to prevent conflicts and prevent intensification	Project implementation and progress

< Source: 'Effective Activation Strategies for Improving Public Conflict Assessment' (Yun, 2017: 193) >

The second is about the "Assessment body" of the PCA. Looking at the subject (assessor) conducting the PCA at each assessment step, it is desirable to prepare it for the simple assessment by the relevant officials through internal analysis. This is because they have the best understanding of the conflict situation and development process or relevant issues, and have the advantage of being able to expedite administrative action. However, since it is prepared for internal reporting, the objectivity, neutrality, or credibility of the analysis results may be deteriorated, so even the official in charge may complete the related experience or education or prepare it for a conflict management official.

Conversely, in the case of strategy assessment and the PCA, as external analysis, scholars (those who have extensive knowledge of conflict management and related experience), experts (conflict management non-profit organization experts), and Ombudsmen (neutral personnel or institutions appointed by the court) My mediators, etc.) should be prepared in order to increase objectivity and neutrality and secure professionalism and reliability. However, there is a cost involved and the period should be sufficiently guaranteed rather than simple analysis. In addition, in the case of external analysis, the criteria for selecting the assessor should be established because the criteria for selecting the assessor must be clearly presented to obtain the results suitable for the purpose and characteristics of the analysis.

The third is about the use of the 'Conflict Management Deliberation Committee'. In the early stages, the use of the conflict management deliberation committee should be diversified more broadly than before, and should be converted to proceed with in-depth discussions on whether PCA is required for each project. Moreover, considering that conducting PCA is a tool to help rational decision-making by those who have the authority to resolve conflicts, it is not only policy or project proponents that are the targets of those who have the authority to resolve problems, but also Those affected (stakeholders) should also be included. However, considering the finality and representation of the stakeholders in the conflict issue, it will not be easy to prepare realistic implementation requirements. Powers and roles need to be strengthened.

Currently, the conflict management deliberation committee uses the PCA as the main function, but in reality, the conflict management deliberation committee deliberates or decides whether or not to conduct the PCA with the suggestions of public institutions.

Therefore, in order to improve the system for conducting and operating PCA in terms of strengthening the functions of the conflict management deliberation committee, the deliberation of the PCA step by step is expanded to expand the functions of the deliberation committee, and the committee also analyzes the conflict impact features. In the case of simple assessment, it is often written for internal reporting, and it is desirable to decide whether to proceed with strategy analysis or PCA through a deliberation committee after simple analysis. In contrast, in the case of assessment analysis, it is necessary to expand the scope of the deliberation so that the deliberation can be selectively decided according to project characteristics or conflict issues. After sufficient review with strategy assessment, it is necessary to proceed with deliberation so that PCA can be systematically conducted. That is, establishing a cooperative system with the Conflict Management Deliberation Committee to strengthen the relationship between conflict diagnosis and response system management process and the PCA will be a way to improve the existing the PCA operation plan.

the fourth. It is a 'caution' in the early stages of PCA. The initial stage is mainly the contract establishment and analysis preparation stage between the client and the assessor in the PCA. In this stage, the organization's ordering degree must be properly established and the assessor should clearly understand the purpose of the order. Also, at this stage, the organization should make sure that the PCA has been ordered from experts (external assessors) in order to neutrally manage individual conflict issues to the stakeholders, and must clearly communicate that the assessor's neutrality and objectivity must be maintained. In addition, the contractor must guarantee the promise of independence of external assessors, and the budget and sustainable support for PCA should be guaranteed.

(2) Operation improvement plan in progress stage.

First, it is an improvement plan related to the 'progressive element' of the PCA. The key elements of the stage of the PCA are to diagnose the cause of the conflict, analyze the opinions of stakeholders and issues related directly or indirectly to the conflict, and based on this, agree to resolve the conflict smoothly. It can be said to design the formation procedure.

In order to diagnose the cause of the conflict, it is necessary to first find out about the situation before and after the conflict, the cause of the conflict, and the type of the conflict. To do this, it is necessary to collect necessary information through literature research and data collection for related projects. In addition, it is necessary to make it possible to grasp the entire conflict situation by creating a road-map that can learn about the causal relationship and linkage of each information. In addition, it will be possible to make a comprehensive diagnosis of the cause of the conflict by grasping the structural conditions and problems that are making the conflict and finding out how the stakeholders related to the conflict are organized. In the case of the analysis of the issue, which is the most important step in the process, it will be helpful in designing a council to prepare practical problems and future solutions in addition to the causes and backgrounds of conflict that are objectively revealed through second interviews with stakeholders. the assessor will have to figure out what he can do.

The following is about 'how to gather opinions' from stakeholders. Fundamentally, the PCA aims to grasp the possibility of dialogue among stakeholders and design the dialogue committee accordingly. Therefore, securing communication channels and building trust

between assessors and stakeholders are also important factors. In addition, PCA also plays an educational role for stakeholders. In the process of gathering opinions with stakeholders, stakeholders may be shaken by conflict information as they learn that conflict is possible or is occurring. Because of this, it is necessary for the assessors of PCA to be cautious in delivering information and attitude. Therefore, it is necessary to make a difference in the method of collecting opinions for each analysis step so that opinions of stakeholders can be collected according to the characteristics of the analysis.

In the case of simple assessment, the process of collecting opinions can be omitted because it is not focused on collecting opinions of stakeholders as it is for internal reporting. However, if necessary, the conflicts and possible conflicts can be analyzed by grasping the distribution and relationships of stakeholders by the official in charge. In the case of strategy assessment and PCA, the opinions of stakeholders should be included. In the case of strategy analysis, the opinions of stakeholders are selectively collected according to the characteristics of the project or conflict issues, making it easier for experts to prepare for conflict analysis. It can help you figure out. It is desirable to gather opinions of stakeholders at the stage of strategy assessment, before the PCA, to help the process design of the PCA by collecting opinions in advance about the conflict issues for the leaders of the stakeholder group. In particular, it would also be desirable to reflect their opinions on the production of an interview protocol. The interview protocol is intended to prevent a problem in which the content of an interview varies for each interviewee, and an interview protocol suitable for each assessment step should be prepared. PCA is obliged to collect opinions of stakeholders and should be used to grasp the nature and key causes of the conflict rather than conducting formal interviews by

collecting opinions and comparing them.

< Table (10): Method of collecting opinions at each stage >

Category	Contents
Simple assessment	- Omit the process of collecting opinions of stakeholders -Identification of stakeholders of the officials in charge and analysis of potential conflicts
Strategy assessment	- Collect opinions of interested parties selectively according to each issue - Using participatory decision-making methods: scenario workshop, consensus meeting, public opinion survey, etc.
PCA	- Obtaining opinions of interested parties - 2nd opinion collection and analysis

< Source: 'Effective Activation Strategies for Improving Public Conflict Assessment' (Yun, 2017: 195) >

It is important to observe the verbal expression as well as the non-verbal expression of the interviewee by conducting the interview in 2:1 for the 1st interview among the two interviews of PCA. It would also be desirable for one person to ask questions and focus on the other person's responses, and the other to take care of recording and observation. After the first interview, the 2nd interview should be conducted for each stakeholder group to focus on the key issues of the group. In addition, it is important to understand the characteristics of the group in advance so that the interview can be conducted smoothly, and it is important to allow the participants to be free to discuss in a comfortable atmosphere.

If individual opinions were collected through the first interview, you can compare and analyze the opinions of both the individual and the group by listening to the entire group through the second interview, and help to establish individual and group strategies when designing the consensus building process.

This type of interview was developed as one of the methods of dispute resolution and participatory democracy in the United States, but unlike in Korea, the United States, based on the 'Adversarial System'. It is a structure that asks for coordination. Therefore, rather than resolving conflicts led by the government, each individual or organization has a process that asks what caused the conflict problem in accordance with relevant laws, what is the solution, and how to do it. For this reason, the PCA currently used in Korea is a report for 'process management' that is different from a normal policy report, but not a report for 'policy answers'. Conciliation (facilitation), Facilitation (promotion), etc. can be said to proceed in the management stage after the PCA.

The following is related to the "Report Requirements" of the PCA. The requirements for preparing a PCA report should be operated differently for each assessment step. To do this, necessary items should be added at each stage in the existing report preparation requirements, and the contents of the report may vary slightly depending on the project characteristics of each department. Therefore, it is urgent to prepare a report preparation requirement reflecting these contents. The core of the report preparation requirements for each assessment step should include the contents of the previous step as the step progresses. Even if the analysis stage is different, it is because the contents of the previous stage must be sufficiently reflected to facilitate the impact analysis of the next stage and affect the quality of the assessment.

3) Improvement plan after the PCA

Since conflict assessment has been conducted formally as part of the public conflict management regulations, it has been difficult to clearly determine how much it contributes to conflict resolution and mediation after the PCA. Therefore, rather than limiting the analysis of conflict impacts to diagnosis and talking about the need to improve the awareness of the project manager, a plan should be prepared to be a practical service to be used in an actual field. To this end, Yun (2017) argues as follows for ways to improve the issues that need to be done after the end of the PCA.

First, 'disclosure and sharing of information' in the PCA. After the PCA, information should be disclosed and shared to inform that residents' opinions that have undergone a decision-making process are reflected in depth. In particular, through interviews, interviewees can measure how their words will be conveyed, which can be said to be important in terms of information disclosure and sharing. Since the objective information derived through the PCA can play an important role in conflict resolution and the possibility of solving problems through negotiations between stakeholders can also be objectively judged, the disclosure of information on these contents is the PCA. It can be said to be an important step for the smooth progress of the subsequent process. Therefore, the degree of information disclosure and sharing is determined in three analysis steps (simple assessment, strategy assessment, and the PCA). Accordingly, it is expected that it will play a major role in increasing the utilization of PCA in the future and helping to resolve smooth conflicts.

< Table (11): Information Disclosure and Sharing by Analysis>

	Information Disclosure and Sharing
Simple assessment	- Disclosure scope: government officials and related experts in government departments - Shared scope: internal view
Strategy assessment	- Disclosure Scope: Government department officials, related experts, local residents and stakeholders - Share scope: internal and related stakeholders
PCA	- Disclosure and sharing scope: general public * However, if the matter of the project is national security and important security matters, it will be closed.

< Source: 'Effective Activation Strategies for Improving Public Conflict Assessment' (Yun, 2017: 201) >

In the case of simple assessment, since it is written for internal officials and related experts, it is appropriate to limit the scope of disclosure to those concerned, and it is desirable that the scope of sharing is also done internally. In the case of strategy assessment, the scope of disclosure is expanded more than in the case of simple assessment, so that local residents and related stakeholders can also make it public, so that it is possible to check how much of the opinion collection was reflected at the time of analysis.

Through this, it is expected to increase the transparency of the government policy implementation process and the objectivity and realism of strategy assessment. Unlike simple assessment and strategy assessment, in the case of the PCA, the information is made available to all the general public so that it is transparent to the public how much the government's project is in progress for both direct stakeholders and those interested in related projects. It needs

to be announced. However, if the government project contains national security or important security information, it should be proposed as an information disclosure scope for simple analysis so that the seriousness of the matter is not compromised.

The following is the 'post conflict management requirements' after the PCA. After the PCA is over, one of the post-conflict management requirements necessary for the formation of the consultative body proposed in the analysis and the resolution of the conflict is to hold a public hearing to disclose the contents and analysis results of the PCA. Through this, it would be desirable to discuss the contents and results of the assessment, and to provide an opportunity to grasp the issues that the stakeholders' opinions have not been reflected or should be corrected. This process of information disclosure can play an important role in the smooth exchange of opinions, conflict resolution, and consensus in the formation of a resolution and resolution.

In the case of New York State in the United States, the process of conflict resolution and consensus began to take an interest in government dispute settlement in the 1970s and 1980s, and resolved disputes through a network formed based on two criteria: 'social movement' and 'justice'. This is based on the principle of partyism different from the conflict management process in the country, and the stakeholders who are in conflict with the government project express their dissatisfaction with the conflict and mediate it as a bridge between the government and stakeholders to resolve or resolve the conflict. New York is working with local dispute resolution centers to provide dispute resolution services available to all local residents. More than 70,000 residents a year use the dispute center, and the New York State Government, the New York Dispute Association, and regional dispute centers are working to resolve a

number of dispute cases, including 45,000 companies-to-project, residents-to-residents, and consumers-to-project. In connection with this, they have been conducting conflict resolution and related education and counseling for problems in the region. Particularly, in the United States, the conflict resolution stage is divided into stages in the event of a conflict, and the conflict process and solution preparation methods are diversified and used according to the degree of conflict. In the dispute resolution stage, Negotiation, Mediation, Conciliation, Facilitation, etc. are settled according to the nature of the dispute, such as one-to-one or group-to-group at each stage before the dispute.

This stage of dispute resolution can be used as a method of preparing a solution to the conflict in the formation of a consultative body during the process after the PCA. Looking at the stage of the dispute, Negotiation refers to resolving the conflict through two or more people in a discussion and deciding how and how to resolve it, and there may be an attorney or representative. Mediation is an educated neutral person helping to solve a problem or to find a solution to it, which is to help people communicate or negotiate effectively with the help of a mediator. Conciliation allows third parties to find a way to resolve a conflict. The mediator has no authority over a modest agreement, but separates them from the parties to the dispute and provides an opinion on the dispute. Facilitation is to help the neutral to participate in the conflict to help the parties in the conflict group, share the parties' desired directions and resolutions to resolve the conflict, and open a problem solving or efficient meeting.

By using these steps, when establishing a consultative body, the method of conflict resolution is determined using a method of dispute resolution, and a participatory decision-making method (public

research, citizen jury system, scenario workshop) is used to draw an agreement. If operated, it will be easy to reach a smooth conflict resolution. In addition, if a conflict resolution plan is prepared after the consultation, it would be desirable to prepare a countermeasure for conflict management after the project is progressed so that it can respond quickly in the event of a similar conflict. In addition, it is expected that a more scientific and systematic conflict management can be achieved through data collection of conflict management big data by collecting the entire contents of conflict management.

4) Sub-conclusion

Through researches, Yun (2017) proposed a plan to revitalize operations in each conflict assessment step by step. As an improvement method in the early stages of the PCA, the PCA is divided into three types, which is the simple assessment, the strategy assessment, and the PCA. Analysis content, etc. Through this, a method was proposed to analyze the conflict according to the project timing and conflict situation.

A key element of the stage of the PCA is to diagnose the cause of the conflict, analyze the opinions of stakeholders and issues related directly or indirectly to the conflict, and based on this, agree to resolve the conflict smoothly. It can be said to design the formation procedure. In the case of the analysis of the issue, which is the most important step in the process, it will be helpful in designing a council to prepare practical problems and future solutions in addition to the causes and backgrounds of conflict that are objectively revealed through second interviews with stakeholders. It can be said that it is most important to identify possible issues. After the PCA is over, the consultations presented in the analysis are formed and the post-conflict management requirements necessary for the resolution

of the conflict are held by holding a public hearing to disclose the content and assessment results of the PCA. It would be desirable to discuss the results and to provide an opportunity to understand what the stakeholders' opinions have not yet reflected or should be corrected.

In addition, as discussed above, the PCA can resolve or reduce the negative impact of conflict by examining, predicting, and evaluating the impact factors of these policies or plans on the country or society when establishing and promoting public policies or national projects. It can be said to be a scientific and comprehensive means of conflict management.

In light of the purpose and purpose of this PCA, the current national policy cause of the conflict is managed more scientifically and systematically, and a plan is proposed to overcome the limitations of the application of the PCA technique. In the short term, the revision of related laws is required, and in the mid to long term, the basic legal improvement method of his report is that the basic law on public conflict management is required.

VI. Conclusion: Policy suggestions

The theoretical background of Conflict assessment has been explained so far, and the contents of the "public conflict assessment (PCA)" in Korea and the actual cases are reviewed. In addition, for comparative analysis with Korea's PCA, the contents and cases of "Code of Consultation," a system that can collect opinions of the stakeholders and proactively prevent conflicts in the UK, was analyzed. Based on this, this study suggests the following as a way to improve Korea's 'public conflict evaluation (PCA)'.

First, it is related to 'whether or not it is conducted.' The UK's CPC

is mandatory when it comes to promoting public policies that affect the rights and obligations of its people. However, the PCA is left to the head of the public organization to decide whether or not to implement it. Accordingly, as mentioned above, there are only a few dozen cases of PCA implementation even though hundreds of public policies are implemented every year. Due to this, it is not easy to prevent public conflicts. Like the British CPC, the PCA needs to be enforced in certain condition.

Second, it is the 'condition of conduct'. Implementing the PCA for all public policies and projects would be a waste of time and money. Therefore, it is necessary to set a certain standard and to perform the PCA if it is applicable. However, the Korean regulations provide some conditions of conduct, such as over 50 billion won, NYMBY or PIMPY, but the criteria are not clear. It is necessary to prepare more specific conditions so that all organizations promoting public policy can confirm whether they meet the PCA's conditions of conduct before implementing the policy.

Third, it is the "time of conduct". The regulation stipulates that PCAs be implemented when "public policies are established or promoted". In the cases of "Bugae Area 4 Housing Redevelopment Project" and "Dang-jin Electric Transmission Line Construction" mentioned above, the policy has already been announced and PCA is implemented to resolve conflicts during the process. This is different from conducting the CPC in the UK prior to policy implementation. The conducting of the PCA will have to proceed with asking the opinions of stakeholders before the policy is confirmed and announced. In a situation where the conflict has already become serious, the conducting of the PCA can be a waste of time and money.

Fourth, it is the 'method of conduct'. PCA is limited to face-to-face interviews. In addition to face-to-face interviews, CPC in the UK collects opinions of stakeholders in various ways, including online

and written. The face-to-face interview is limited, and it takes a lot of time and money. So, depending on the case, essential stakeholders may be excluded from the interview, or resources could be wasted. Therefore, it is necessary to appropriately combine online, written, and face-to-face interviews for each expected conflict. In order to apply these recommendations for improvement, many studies will need to be conducted. Since the PCA system was implemented in 2007, there have not been many previous studies on this, and it is difficult to find a study that suggested a complex improvement plan. Therefore, further research will be needed in the future to preemptively prevent public conflicts that may occur due to introducing new public policies.

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