



ecpr

EUROPEAN SUMMER SCHOOL IN POLICY ANALYSES

July, 17th - July, 28th 2006

**University of Bologna
University Residential
Centre of Bertinoro, Italy**

The European Summer School in Policy Analysis will bring together leading policy scholars with advanced students in the unique setting of a medieval castle near Bologna.

ESSPA is supported by the European Consortium for Political Research (ECPR).

Directors: Giliberto Capano/Herbert Gottweis/Hendrik Wagenaar

ESSPA

www.esspa.org

This Summer School aims to fill a gap in the catalogue of courses in contemporary policy analysis in Europe.

In general the analysis of public policy is underrepresented in the curricula of European universities. In political science curricula, public policy as a subject of systematic theorizing and empirical research is often underrepresented. Although policy theory is generally part of public administration curricula, policy analysis in the sense of the methods and techniques of analyzing public policy in the context of real-world politics is usually conspicuously absent. Moreover, whatever is taught in this realm is often based on welfare economic or public choice approaches to public policy that have been imported from the US-tradition of rational, technocratic policy analysis. At the same time, governments all over the world, have a strong demand for independent and informed analytical support in the context of policy programs in such contested fields such as food safety, spatial planning, environmental policy, declining inner city neighborhoods, immigration, crime, health policy, welfare state reform, or transportation issues. As a result, much of that work is now being done by commercial, for-profit research agencies and think-thanks, independent and removed from academic work in policy science.

The school will bring together an international group of scholars in contemporary policy science and policy practitioners recognized for their excellence, to teach about 20 young scholars who work on policy analytic subjects in various policy sectors.

Through an intense two week immersion in cutting-edge work (both theoretical and empirical) on policy theory and policy analysis, we aim to

- ▶ expose students and scholars to a wide a range of theoretical approaches, methods of analysis, and exemplars of problem formulation and analytic technique,
- ▶ help students develop dissertation projects, and
- ▶ stimulate closer academic co-operation between senior and junior researchers in policy science

The more general objectives of the Summer School are

- ▶ to bring awareness of advanced policy theory and analytic methods to a generation of young scholars
- ▶ to develop exemplars and formats for teaching contemporary policy analysis in political science and public administration curricula
- ▶ disseminate best practices in policy analysis that combine theoretical insights, solid empirical work, and relevant, informed advice

Hence, the European Summer School for Policy Analysis will contribute substantially to fill a gap in the teaching of public policy in Europe. It will bring together a faculty of policy instructors that covers a wide range of topics and approaches in policy research. For students of public policy, the summer school will offer a unique opportunity to experience a broad, in-depth exposure to policy research.

SPECIFIC AIMS

The specific aims of the European Summer School in Policy Analysis are twofold. First, the curriculum restores the original connection between the analysis of public policy and our understanding of the democratic organization of society; as expressed in Harold Lasswell`s famous phrase: " a policy analysis of democracy". Second, the curriculum aims to go beyond the a-theoretical, empiricist orientation of traditional policy analysis. Traditional policy analysis has largely ignored the important theoretical and methodological developments that have taken place in the social sciences more generally. We are aware that an understanding of the theoretical and epistemological foundations of policy analysis is essential for understanding the kind of knowledge policy analysis generates and the role it plays, or should play, in society. Knowledge plays an important role in the policy process – a point acknowledged by different approaches to political science and international relations; thus, the group encourages research on language, policy narratives, interpretation, paradigms, frames, discourse and practices, that are essential for the shaping of public policies. In summary form, the kind of policy analysis developed in ESSPA rests on three pillars: it is methodologically eclectic, pragmatic, and deliberative.

To sum up: the purpose of ESSPA is to provide students with the concepts and techniques of a policy analysis that is socially relevant, theoretically astute, as well as attuned to the democratic needs of contemporary liberal society.

Central to the educational approach of the Summer School is the interplay of theory and practice. This key principle expresses itself both in the content and the organization of the curriculum. Students will be exposed to an overview of the major theoretical approaches to governance and the policy sciences, and the prime techniques of policy research and analysis in a pluralistic, democratic society. They are then required to apply the concepts, explanations and tools that these various approaches provide. This involves among others the use of the case-method in teaching, in which real-world cases that are prepared to illustrate selected theoretical aspects are collectively discussed in the group. The school aims to introduce renowned practitioners to the curriculum to work with students on practical applications of theoretical approaches, and to bring into the curriculum some of the dilemmas, conflicts, and power play that are so characteristic of real-world policy analysis.

A key element of the curriculum is the focus on the students' own thesis work. Teaching will take place in seminars and "ateliers". In the latter students are required to work on assignments together, which they subsequently present in class. In this way the summer school will provide a varied and intensive learning environment. Each participant is required to deliver at least one presentation on design, method, data analysis, and empirical findings of their research proposal. This will take the form of an oral summary of a 7,500 words paper that will have been received by all participants (including the relevant member of the teaching staff) in advance of the Summer School.

The presentations will be followed by a period of intensive discussion between all participants.

The aims of this element of the curriculum include the following:

- ▶ to afford students an early opportunity to present their research in front of an international audience of persons working in the same broad area of the discipline
- ▶ to provide them with an opportunity to receive detailed feedback from their student peers and from the member of the ESSPA teaching staff whose field of expertise is closest to their own
- ▶ to permit participating students to assess the nature of their own potential contribution to the development of the discipline
- ▶ to encourage contacts between them and their peers, which will hopefully result in long-term mutual support and networks

The teaching staff will encourage the students to rewrite their original paper on the basis of the feedback they received, for the purpose of submitting it to a refereed journal. For this purpose, students are assigned to a staff member who will assist the student after successful completion of the ESSPA summer course to prepare the paper for publication.

Course content emphasizes innovation rather than highlighting a single approach. We think that innovative approaches are conversant with the new insights of social theory, philosophy of science, democratic theory, and above all the explicit theorization of the policy process. A variety of different methodological and substantive approaches shall be discussed. Methods include quantitative analysis, qualitative research and grounded theory, interpretative approaches, discourse analysis, political ethnography, deliberative policy analysis and mediation techniques. Substantive approaches include: second generation network theory, practice theory and the role of lay knowledge, policy learning, new institutionalism, policy stream and policy paradigm approaches, the analytics of government, and advocacy coalition theory. In addition to the core staff, for each of the topics represented in the program, the organizers intend to bring experts who have done original work on that particular topic. We think that variety and openness are the best prerequisites for innovation. The main focus of ESSPA will be on theoretical and methodological challenges in policy analysis and new strategies to develop a theoretically more coherent and politically and socially relevant policy analysis. We also think that an explicit theorization of the policy process facilitates knowledge utilization. Most importantly, it can set the conditions for an effective interplay between lay and professional knowledge. The group aims to contribute thereby to the restoration of the original connection between the analysis of public policy and the democratic organization of society.

Courses will be held in the English language. A good working knowledge of English is therefore essential to participate. The curriculum is designed to provide a coherent and cumulative learning experience.

DIRECTORS

Gilberto **CAPANO**
 Facoltà di Scienze Politiche "Roberto Ruffilli" - Università di Bologna

Herbert **GOTTWEIS**
 University of Vienna . Department of Political Science

Hendrik **WAGENAAR**
 Leiden University . Department of Public Administration

TEACHING STAFF FOR THE 2006 SUMMER SCHOOL

Gilberto **CAPANO** [University of Bologna]

Frank **FISCHER** [Rutgers University/University of Kassel]

Herbert **GOTTWEIS** [University of Vienna]

Maarten **HAJER** [University of Amsterdam]

David **LAWS** [Massachusetts Institute of Technology]

Giandomenico **MAJONE** [European University Institute, Florence]

Wayne **PARSONS** [University of London]

Deborah **STONE** [Dartmouth University]

Hendrik **WAGENAAR** [Leiden University]

PARTICIPATION REQUIREMENTS

It is vital to ensure that all participants share a common level of theoretical and empirical knowledge of the subject matter prior to the commencement of ESSPA. The responsibility for ensuring this is shared between the organizer and the student participants. The organizer will ensure that the Summer School brochure contains details of essential preparatory reading and will provide opportunities for prior email contact between participant students and the member of staff teaching the Summer School Session in which the student is to present his/her paper.

Meanwhile, it is expected that prior to the start of the ESSPA summer course each student will have

- ▶ read the reading listed for each session
- ▶ circulated to all participants a one page abstract of their paper directly after they have accepted their place
- ▶ produced and circulated a graduate level paper of no less than 7,000-8,000 words to all participants

In their papers, students are expected to present their research question(s) and discuss their proposed methodology. During the summer school itself, participants will each be expected to undertake an oral presentation of ca. 20 minutes duration on their paper, to lead the subsequent discussion, and to participate actively in the other sessions.

TUITION & ACCOMMODATION FEE

Tuition and accommodation for a complete session is €1400 (One thousand four hundred Euros).

This includes participation in the program and full board and lodging from Saturday July 15, 2006 through Saturday July 29, 2006. Tuition does not include books.

Included are lunch and dinner, except on Sunday July 23. Dinner is in one of the local restaurants in Bertinoro.

Upon admission, tuition should be paid at the latest six weeks in advance of the start of the session to secure participation.

Tuition can be transferred to the account of the summer school:

Account number: 000001443728

Account name: "Università degli studi di Bologna - POLO SCIENTIFICO DIDATTICO".

Care of: European Summer School in Policy Analysis, tuition

IBAN: IT/62/E/02008/13220/000001443728

BIC/SWIFT: UNCRIT2BZ12

Important: when the tuition fee has not been received by ESSPA on June 3, the candidate loses his/her right to admittance to the school.

ENROLLMENT

Type of Student ESSPA aims at

Summer school participants are young scholars who are currently engaged in graduate research on the policy process and who aspire to go beyond traditional instrumental policy research. The group for whom the ESSPA is most beneficial consists of PhD students who are one or two years into their projects. Postdocs are also invited to join if their work fits the school's aims. The key criterion for accepting applications is academic merit, i.e. the theoretical and methodological quality of the research project. Other considerations in the selection of students are: a balanced roster of substantive policy topics, a balanced distribution of countries and regions, and considerations of equal opportunity. ESSPA is open to participants from all ECPR member institutions. The organizers will make a deliberate effort to recruit students from new EU member states and association countries.

Recruitment, Submission, and Acceptance of Application

Information on the ESSPA and application procedures will be widely disseminated, including via the ECPR's Official Representatives, the ECPR Summer School brochure, the Standing Group's list server, the internet, and a variety of other media. To target students from new EU member states we will address the new policy program at the European University in Budapest. Applications will have to contain a 500 word abstract of the proposed paper and be submitted by March 1, 2006. We shall endeavour to decide on the applications within 14 days of that deadline and inform applicants by email of the outcome of their application as soon as possible thereafter. Those offered places will be asked to confirm their intention to participate within 10 days, after which those places will be offered to other applicants.

▶ **Application deadline is March 1, 2006**

Please send your applications etc to

Prof. Giliberto Capano

Facoltà di Scienze Politiche "Roberto Ruffilli" _ Alma Mater Studiorum
Università di Bologna - sede di Forlì

Centro di Analisi delle Politiche Pubbliche _ Corso Diaz, 45 _ 47100 Forlì _ Italy

Week 1

Monday	Atelier [Capano, Gottweis, Wagenaar] 09.00-10.30: two presentations 11.00-12.30: atelier	14.00-18.30: Deborah Stone: The Inner Life of Policy Analysis	
Tuesday	Atelier [Capano, Gottweis, Wagenaar] 09.00-10.30: two presentations 11.00-12.30: atelier	14.00-18.30: Deborah Stone: The Inner Life of Policy Analysis	
Wednesday	Atelier [Capano, Gottweis, Wagenaar] 09.00-10.30: two presentations 11.00-12.30: atelier	14.00-18.30: Deborah Stone: The Inner Life of Policy Analysis	Giandomenico Majone: key-note lecture
Thursday	Atelier [Capano, Gottweis, Wagenaar] 09.00-10.30: two presentations 11.00-12.30: atelier	14.00-18.30 Giandomenico Majone: Policy Learning and Institutional Structure	
Friday	Atelier [Capano, Gottweis, Wagenaar] 09.00-10.30: two presentations 11.00-12.30: atelier	14.00-18.30 Wayne Parsons Evidence Based Policy: Theories and Practices.	Meet the Practitioner

Week 2

Monday	Atelier [Capano, Gottweis, Wagenaar] 09.00-10.30: two presentations 11.00-12.30: atelier	14.00-18.30 Wayne Parsons Evidence Based Policy: Theories and Practices.	
Tuesday	Atelier [Capano, Gottweis, Wagenaar] 09.00-10.30: two presentations 11.00-12.30: atelier	14.00-18.30 Frank Fischer Postempiricist Policy Analysis	
Wednesday	Atelier [Capano, Gottweis, Wagenaar] 09.00-10.30: two presentations 11.00-12.30: atelier	14.00-18.30 Frank Fischer Postempiricist Policy Analysis	
Thursday	Atelier [Capano, Gottweis, Wagenaar] 09.00-10.30: two presentations 11.00-12.30: atelier	14.00-18.30 Maarten Hajer & David Laws: Network Governance and Conflict Resolution	
Friday	Atelier [Capano, Gottweis, Wagenaar] 09.00-10.30: two presentations 11.00-12.30: atelier	14.00-18.30 Maarten Hajer & David Laws: Network Governance and Conflict Resolution	

A complete list of reading materials to be studied by the students will be announced before January 1, 2006

Professor Deborah Stone (Dartmouth College)
The Inner Life of Policy Analysis: Values, Stories and Fights

Policy science as we know it today came into being after World War II. Its mission was to bring the rigor and objectivity of science to bear on public problems. Its hope was to make political conflict unnecessary, or at least amenable to resolution by rational deliberative processes instead of by power, violence or corruption. This conception of policy analysis as a science is what I call "the rationality project."

The dominant strain in policy education and practice remains the rationalist, scientific paradigm. Cost-benefit analysis, for example, is the method par excellence: tote up the positive and negative impacts of any program or proposed program, and the numerical result will tell us whether it's worth doing or whether it is more worthwhile than other proposals.

The overarching goal of this course is to explore how political conflict and the exercise of power are played out through—rather than displaced by—policy analysis. The sessions will cover three broad themes in the critique of the rationality project. First, we will examine "science" as a rhetorical and cultural construct that becomes an instrument of power for policy analysts and those who hire them. Second, we will examine how moral values (such as equity, responsibility, and altruism) enter into policy analysis explicitly and especially implicitly. Third, we will develop some tools for conducting critical policy analysis, with an aim toward bringing politics and morality back into policy analysis.

Professor Giandomenico Majone (European University, Florence)
Policy Learning and Institutional Structure: Comparing Risk Regulation in the EU and the USA

To a large extent policy learning means coming to understand that policy-relevant ideas should not be considered in isolation but should be related to other relevant ideas to see how they fit together in a coherent manner. This notion of policy learning is consistent with the logic of decision-making under uncertainty, and also with Herbert Simon's idea of the primacy of procedural rationality in the solution of policy problems of great complexity. Risk regulation offers one of the best illustrations of policy complexity, one reason being that in this policy area conceptual and scientific problems are at least as serious as the political and economic ones. Also, in many policy areas the causes of failure are well understood, and the general direction of reform is also reasonably clear, albeit politically difficult to implement. In the case of risk regulation, on the other hand, desirable reforms require not only political will but also far-reaching changes in mental attitudes. In part this is because probabilistic reasoning does not come naturally even to regulatory scientists or to experienced policymakers, yet it is essential to a defensible (and today this often means, internationally defensible) regulation of risk. In sum, if there is one policy area where systematic learning should be the main concern, this is risk regulation.

The next question is which institutional arrangements are more conducive to policy learning. I shall argue that a separation-of-powers system such as that of the United States provides better incentives in this respect than "institutional balance," which is the organizing principle of the EU. The slow but steady improvement in the conceptual foundations of risk regulation in the US will be traced through a sequence of four regulatory principles: prohibitions; lowest feasible risk; elimination of significant risk; and, balancing the costs and benefits of risk reduction. This sequence represents an outstanding instance of policy learning, consisting in a broader inclusion of relevant factors and greater consistency in putting together the various elements of the regulatory problem. Such learning was made possible by the interactions among different, partly cooperating, partly competing institutions, and by a style of policy discourse that puts a high premium on reliable quantitative information and on analytic sophistication. Compared to these American developments, risk regulation in the EU is still at a rather primitive stage, and is it not clear how policy learning may be improved within the present institutional framework. It will be shown that the regulatory principle currently advocated by the European institutions—the precautionary principle—is logically unsound and has serious unanticipated consequences.

Relevant material and references can be found in chapters 3 and 6 of G.Majone: Dilemmas of European Integration—The Ambiguities and Pitfalls of Integration by Stealth, Oxford University Press, 2005.

A complete list of reading materials to be studied by the students will be announced before January 1, 2006

Professor Frank Fischer (Rutgers University and University of Kassel)
Postempiricist Policy Analysis

This segment of the summer school program begins with the development and evolution of "argumentative turn" in policy analysis, focusing first on its epistemological foundations. After examining the limitations of the standard empirical-analytic approaches to policy analysis, the seminar presents a postempiricist alternative based on social constructivism, interpretive analysis, and practical reason.

From the epistemological discussion of postempiricism attention turns more concretely to a multi-methodological perspective derived from it. Built around Toulmin's logic of practical argumentation and Habermas's concept of comprehensive rationality, the methodology is offered as a critical framework capable of systematically integrating empirical analysis and normative critique. As such, it includes but also moves beyond conventional means-ends policy analysis to include higher levels of normative analysis and the types of discourses and methods related to them. The levels are examined in terms of specific case studies that relate to each of them.

In light of these methodological considerations, the third segment considers the need to reconstruct policy analytic-practices, both individual and institutional. In particular, attention turns to an examination of participatory policy analysis and the role of local knowledge. Both are explored in terms of their implications for traditional practices. Without rejecting the standard analytic methods, emphasis is placed on the establishing a meaningful interaction between policy expertise and citizen deliberation. In pursuit of this task, the epistemic relationship of local to expert knowledge is examined, as well as deliberative practices that seek to bring them together, such as citizen juries and consensus conferences. policy analysis explicitly and especially implicitly. Third, we will develop some tools for conducting critical policy analysis, with an aim toward bringing politics and morality back into policy analysis.

The final segment of this component assesses the possibilities of introducing postempiricist policy analysis into both the academic policy curriculum and the everyday practices of the policy analyst. What would be the educational implications? What kinds of the institutional and political barriers does such reform confront? How might they best be overcome?

Primary Texts:

- Frank Fischer, *Evaluating Public Policy*. Wadsworth, 1995
 F. Fischer and John Forester, eds. *The Argumentative Turn in Policy Analysis and Planning*. Duke, 1993.
 F. Fischer, *Citizens, Experts, and the Environment: The Politics of Local Knowledge*. Duke, 2000.
 F. Fischer, *Reframing Public Policy: Discursive Politics and Deliberative Practices*. Oxford, 2003.

Wayne Parsons (Queen Mary, University of London)
Evidence Based Policy: Theories and Practices.

Evidence based policy making (EBPM) is an approach which has attracted considerable interest from governments throughout the world. However, can policy be ever be evidence based? Does evidence drive policy, or does policy drive evidence? What is evidence? Whose 'evidence' counts? Using mainly British experience as a case study the course will examine the origins and development of the approach and offer a critique of its theories and practices. The segment comprises 4 elements.

- The origins of 'evidence based' approaches in medicine.
- The theoretical case for EBPM.
- The experience of EBPM in British government.
- The theoretical and practical deficiencies of EBPM.
- Alternative – postempiricist - approaches to 'better policy making'.

Primary Texts:

- <http://www.policyhub.gov.uk/> ; http://www.policyhub.gov.uk/better_policy_making/
 See in particular: http://www.policyhub.gov.uk/better_policy_making/#Key
 Read: *Modernising Government. Professional Policy Making for the 21st Century. Better Policy Making What counts? Interpreting evidence-based decision-making for management and policy. Report of the 6th CHSRF Annual Invitational Workshop*
 Also: prime source of key documents. <http://www.evidencenetwork.org/>
 See also: <http://www.campbellcollaboration.org/>; <http://www.cochrane.org/index0.htm>
 Other:
 H. Davies (et al) *What Works? Evidence Based Policy and Practice in the Public Service*. Policy Press, 2000.
 Parsons, Wayne, 'Modernising Policy Making for the twenty first Century', *Public Policy and Administration*, Vol 16, No 3 2001.
 Parsons, Wayne, 'From Muddling Through to Muddling Up – Evidence Based Policy Making and the Modernization of British Government', *Public Policy and Administration*, Vol 17, No 3 2002.

COURSE DESCRIPTION

A complete list of reading materials to be studied by the students will be announced before January 1, 2006

Professor Maarten Hajer (University of Amsterdam) &
Dr. David Laws (Massachusetts Institute of Technology)
Network Governance and Conflict Resolution

The shift to network forms of governance is well documented. Heightened perceptions of difference, socially explosive policy issues, and frame controversies are among the characteristics that make conflict a persistent feature of governance. These substantive conflicts play out in institutional settings in which the rules of the game themselves are often ambiguous and contested. The double demand of engaging substantive problems and, reflexively, working out a new "logic of appropriateness" for the institutional setting creates a revealing moment in the practice of policy making in a network environment. It provides insight into how perceptions of difference, uncertainty, and interdependence are balanced practically in the development of new forms of conflict resolution.

The analysis of these moments is the focus of this workshop. We will take a micro-analytic perspective and work intensively with participants on analyzing concrete case examples of institutional practice. The work on cases will introduce participants to methods for investigating the pragmatic and performative dimensions of practice as a way of tracing the dynamics of institutional development and analyzing the substantive character of institutional arrangements. We will also discuss theoretical strategies for tying micro-analysis to broader questions about the development of democracy and policy-making institutions.

ATELIER SESSIONS

Atelier Sessions are devoted:

- present and discuss students' dissertation work to and with other students and faculty (These presentations always take place for the whole group of students and available faculty.)
- Prepare for the afternoon seminars
- Practice research skills

For further explanation of the didactic format, see Teaching Philosophy. Purposes are a.o to create a network of (young) policy scholars in Europe, to forge working relationships between students and staff that extend beyond the school, to create a learning environment in which knowledge is attained in the context of practicing policy analytic and research skills.

Under the Title "**How To Do Policy Research and Analysis: Tricks of the Trade**" faculty members will present a menu of brief sessions devoted to practicing research skills. Sessions are not longer than two atelier sessions from 11.00 - 12.30.

Topics include:

- Transana, discourse analysis of video-tapes
- How to write a good paper
- How to write a good book
- How to analyse data
- Others to be announced.

Students can participate in these skills sessions upon demand.

The 2006 session of ESSPA will be kicked off on Sunday July 16, on 16.00 hours. The directors will welcome students and faculty. They will then introduce ESSPA, its goals, its didactic philosophy, its didactic format. Students and faculty will introduce themselves. After the welcome and introduction, ESSPA offers a welcome reception and dinner to students and staff.