Owens, Michael Leo  
Department of Political Science  
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**Project Summary**

A course I teach is Urban Public Policy. It attempts to provide students with a firm understanding of the key problems in urban America. It also is intended to help them identify different ways of discerning their causes and solutions. I’ve taught the course of a number of years. But I’ve never included material that relate to the environment. This is true despite requests for it from my students, as identified on their course evaluations. One reason I didn’t include environmental issues, even though they are central to urban America (e.g., environmental degradation) was that I thought I needed to be expert on the environment to adequately guide my students. Yet, a fundamental lesson I drew from the Piedmont Workshop was that I don’t need to be an expert on the environment nor in sustainability to introduce my students to aspects of the subject. Since the workshop I’ve puzzled over how to integrate sustainability. The key question for me was how much of an emphasis to place on it. While I could design an entirely new course, I decided, mainly for reasons related to where I’m at on the tenure track, to just carve out a space in my course and insert some readings related to an issue of sustainability that has always interested many of my students and myself—sprawl. Specifically, will course will now include a class session that defines, examines, and critiques the phenomenon of sprawl, placing a special emphasis on Atlanta. The readings will speak not only to sprawl but sprawl in relation to public health (another area of student interest) and growth management policies. Furthermore, students will now be able to research and write a broader range of policy papers. I think the course will be a great success and that I’ll gain the confidence to introduce sustainability as an academic, political, and policy lens in my other courses.

**Course Syllabus**

POLS 368 URBAN PUBLIC POLICY  
(REVISED POST-PIEDMONT SEMINAR)

Professor Michael Leo Owens, Ph.D.  
Tarbutton 333  
Office Hours: 3:00 p.m. - 5:00 p.m. Wednesdays and by appointment  
Phone: 7x9322  
Email: michael.leo.owens@emory.edu

**COURSE DESCRIPTION AND REQUIREMENTS**

In this course, we will introduce ourselves to the study of urban public policy. That is, we will consider governmental and nongovernmental action to address the problems of urban areas (i.e., cities and inner-ring suburbs), especially inner-city neighborhoods. The fundamental questions we will explore together are why, how, and to what end government and nongovernmental organizations act to reform problems in urban areas related to poverty and neighborhood decline. We will use a range of contemporary sources for understanding urban public policy. Our methods of acquiring knowledge will include lectures, discussions, readings, documentaries, and independent writing. Lectures and class discussions will form the skeleton of learning, with
the readings and documentaries providing the flesh of it. All of these items will be valuable to our understanding the problems of urban America and the range of responses to them.

**COURSE GOALS**

This course has (5) goals:

1. Provide students with a historical perspective and empirical foundation for talking intelligently about the problems of and solutions for urban areas, inclusive of sustainability;
2. Introduce students to the theoretical and empirical scholarship about urban public policy;
3. Lay a foundation for students to engage in informed critique, introspection, and reflection about public policy;
4. Elevate the level of reading and comprehension of all students through a rigorous review of scholarship and completion of appropriate assignments; and
5. Permit eligible students to complete a Minor in Community Building and Social Change.

**COURSE MATERIALS**

The materials for our course come from a book, along with a set of book chapters, journal articles, newspaper stories, a film, and documentaries. Concerning the book chapters, journal articles, newspaper stories, film, and documentaries Professor Owens makes them available to the class through the Woodruff Library. These materials are noted in the course outline with (ONLINE RESERVE) or (MEDIA RESERVE). As for the book, Professor Owens has arranged for the Emory University Bookstore to stock sufficient copies of it. It is:


If the book is out of stock at the Emory University Bookstore, Professor Owens encourages students to purchase the books through amazon.com, powellbooks.com, ebay.com, or another source of online book purchases. Students may also try Interlibrary Loan. Contact the Interlibrary Loan department of the Woodruff Library.

**EVALUATION OF STUDENT PERFORMANCE**

Professor Owens will evaluate your performance through one examination, the content and quality of a policy memo and in-class briefing, a final essay, and class participation.

**Midterm Examination (30 percent) – e-submission due @ [insert time and date]**

There will be a midterm examination. The examination will be a “take-home” examination but an atypical one for Emory students enrolled in political science courses. The examination will require students to read closely and consider well the course’s readings, as well as view a film outside of class. The film is Spike Lee’s “Clockers,” a gritty, moderately violent, and provocative film, one Professor Owens likes, that suggests the failures of urban public policy to make a positive difference in the lives of inner-city residents.

Before [insert date] students, alone or in groups, must watch “Clockers.” The film is in DVD format and on media reserve in the Heilbrun Music & Media Library (Woodruff Library). After watching the film, each student will independently write and submit a 6-page (maximum) essay. The essay will answer the following questions: (1) how might federalism and fragmented authority have contributed to the negative environment portrayed in the film; (2) how might the big trends in metropolitan America have contributed to the environment portrayed in the film; (3) what does the film suggest are the primary causes of and solutions to urban poverty (hint: think about and incorporate the ideas of problem definition and policy design)?

The objective of the examination is for students to demonstrate their ability to analyze and synthesize a range of materials in a way that presents and defends an argument. Students will submit their essays to the Digital Dropbox of the course’s Blackboard site no later than [insert time and date]. Except for extreme circumstances
(i.e., death in the family or personal severe illness), Professor Owens will not accept late essays. Finally, all essays are to be typed, double-spaced, and paginated, using 1” margins on all sides, left justification, and 12 pt Times New Roman as the font.

Policy Memo and Briefing (30 percent) – memo due @ [insert time and date]

Students alone or in teams of two – it’s the students’ choice – will research, type, and present an 8-page policy memo, not including references/bibliographies, on a topic concerning urban public policy. Suitable topics, which must be chosen by [INSERT DATE], include:

- Faith-Based Initiatives
- Eminent Domain
- Brownfield or Greyfield Redevelopment
- Renaissance Communities and/or Empowerment Zones
- Gentrification
- Earned Income Tax Credits
- Public Health as an Urban Crisis (e.g., diabetes or HIV/AIDS)
- Riots in Comparative Perspective: Paris and Los Angeles
- Nonprofit Programs for Employing Homeless & Low-Income Men (e.g., CareerGear)
- Regionalism
- Aquariums, Stadiums, and/or Museums as Economic Development
- Stadiums and Sports Teams as Economic Development
- Rebuilding the World Trade Center Post-9/11
- Poverty among Immigrant Enclaves
- Nonprofit Programs for the Elderly (e.g., Adopt-A-Grandparent)
- Sustainable Transit
- Decline of Inner-Ring Suburbs
- Poverty in New Orleans Pre-Katrina
- Rebuilding New Orleans Post-Katrina
- Living Wage Movement
- Urban Terrorism
- Homelessness in Atlanta
- Mental Illness in the City
- Urban Parks & Recreation
- Fatherhood Initiatives

All papers must address not only a topic but an interesting question related to the topic (e.g., how does access to quality and clean clothing affect the ability of the homeless to get and keep a job or what are the urban public health consequences of ex-prisoner reentry?). As for sources, all papers must rely on at least (1) nonfiction book other than the one required for our course and (2) articles from academic journals. All papers must be typed, double-spaced, paginated, and stapled, using 1” margins on all sides, left justification, and 12 pt Times New Roman as the font. Professor Owens expects all research papers to be written well. Therefore, he encourages all students to read The Political Science Student Writer’s Manual, which is on book reserve at the Woodruff Library. To assist you even more in submitting excellent written work, Professor Owens encourages students to review a copy of William Zinser’s On Writing Well (pp. 3-52), which is also on book reserve at the Woodruff Library. Lastly, Professor Owens requires that all papers be reviewed by the Emory Writing Center (Callaway 205A) before students submit them for a grade. Papers are due in the Digital Dropbox of the course’s Blackboard site by [insert time and date].

In addition to submitting a memo, all students will present policy briefings drawn from their memos. These briefings, which will take place in class between April 12th and April 24th, may take the form of PowerPoint presentations. Each presentation will be limited to 10 minutes (maximum without exception).

Final Essay (30 Percent) – due no later than [insert time and date]

All students will write 6-page (maximum) essays that answer three questions: (1) What is the study of urban public policy about; (2) what are the two key factors that affect the success of urban public policy to solve problems; and (3) what political, ideological, and cultural changes are required (and by whom) for urban public policy to improve the overall conditions of cities in relation to suburbs? Essays must be typed, double-spaced, and paginated, using 1” margins on all sides, left justification, and 12 pt Times New Roman as the font. Essays are due in the Digital Dropbox of the course’s Blackboard site by 7:00 p.m. on May 9th.

Class Participation (10 percent)
The course is mainly lecture. Nevertheless, Professor Owens expects active participation, which involves asking pertinent questions, answering questions voluntarily, sharing relevant insights, and contributing to the general learning of peers. The expectation is that you will read closely, take notes on the materials, and think critically about each assigned reading. Additionally, students are required to view all outside films and documentaries for the course, which are on reserve in the Heilbrun Music & Media Library (Woodruff Library). The films and documentaries are intended to enhance students’ understanding of the reading materials and class sessions, especially their relevance to the world of urban America. After viewing each documentary on MEDIA RESERVE students are required to write and submit a 1-page reaction paper that connects the documentary to the course’s contents.

To round out your understanding of current issues related to urban politics, as well as to generate in class discussion, students must—not should—read the metro section of the Atlanta Journal Constitution and the national section of either The New York Times or Wall Street Journal before each class session.

Consistently low levels of active participation by you will lower your final grade. Of course, absences influence active participation, which influence final grades. Excused absences (e.g., death in the family, severe personal or familial illnesses, or job interviews) will not influence your grade. As for unexcused absences, you may carry two of them during the semester. A third unexcused absence will result in a final grade reduction by one increment (e.g., A- drops to a B+). Professor Owens may track student attendance via attendance logs at the start of each class.

GRADING
The Department of Political Science has adopted a policy to describe in general terms the level of student performance associated with earning overall (i.e., final) grades in the department’s courses. Below are the standards for the department and this course, which Professor Owens will use in awarding overall (i.e., final) grades for the course, informed by students’ fulfillment of the course’s requirements:

• **A (Exceptional Performance).** Consistently outstanding work on all course-related tasks at a level that distinguishes the student from other members of the class. A comprehensive and incisive command of the issues, literature, and substantive information relevant to the course. A frequently demonstrated exceptional capacity for original, creative, critical and logical thinking. The ability to master and integrate large amounts of factual material and abstract theories. An outstanding ability to discuss effectively course subject matter using both written and oral communication skills.

• **A- (Excellent Performance).** Consistently strong work on all course-related tasks. A comprehensive command of the issues, literature, and substantive information relevant to the course. A clearly demonstrated capacity for original, creative, critical and logical thinking. Understands well and can integrate the relevant factual and theoretical material central to the course. A strong ability to discuss effectively course subject matter using both written and oral communication skills.

• **B+ (Very Good Performance).** Consistently above average work on all course-related tasks. A very good grasp of the issues, literature, and substantive information relevant to the course. A generally demonstrated capacity for original, creative, critical, and logical thinking. A very good command of factual and theoretical material, and some capacity to integrate the two. A solid ability to discuss effectively course subject matter using both written and oral communication skills.

• **B (Good Performance).** Good and generally consistent work on all course-related tasks. A general understanding of the issues, literature, and substantive information relevant to the course. Modest evidence of the capacity for original, creative, critical and logical thinking. A good understanding of factual and theoretical material, but limited evidence of the capacity to integrate the two. A basic ability to discuss effectively course subject matter using both written and oral communication skills.

• **B- (Satisfactory Performance).** Satisfactory work on course-related tasks. A reasonable understanding of the issues, literature, and substantive information relevant to the course. An infrequently demonstrated capacity for original, creative, critical and logical thinking. Understands at a basic level the facts and theories related to the course, but demonstrates weak integration skills. A
limited or inconsistent ability to discuss effectively course subject matter using both written and oral communication skills.

- **C+/C/C- (Adequate Performance).** Adequate performance on course-related tasks. An understanding of the basic elements of the issues, literature, and substantive information relevant to the course. A rarely demonstrated capacity for original, creative, critical and logical thinking. An inability to go beyond a recitation of basic factual material related to the class. Demonstrated weaknesses in the ability to discuss effectively course subject matter using both written and oral communication skills.

- **D/D+ (Minimal Passing Performance).** Barely acceptable work on course-related tasks. A generally superficial and often inconsistent familiarity with the issues, literature, and substantive information relevant to the course. A failure to demonstrate the capacity for original, creative, critical and logical thinking related to course content. An uneven understanding of basic factual material related to the course; no evidence of fact/theory integration. Demonstrates significant gaps in the ability to discuss effectively course subject matter using both written and oral communication skills.

- **F (Unacceptable Performance).** Fails to meet minimum course expectations. Unable to understand even the most basic elements of the issues, literature, and substantive information relevant to the course. Demonstrates an inability to engage in coherent written or oral discussion of course material. Does not satisfy specific course expectations with respect to attendance, deadlines, participation, etc.

For students taking this course for a grade, grades will be awarded as follows: A (95-100 points); A- (90-94 points); B+ (85-89 points); B (80-84 points); B- (75-79 points); C+ (70-74 points); C (65-69 points); C- (60-64 points); D+ (55-59 points); D (50-54 points); and F (0-49 points). For students taking the course Satisfactory/Unsatisfactory, an S will be awarded to students that earn equal to or greater than a D (≥ 50 points). Participation will be grade on a simple S/U basis at the discretion of Professor Owens.

**ACCOMMODATIONS FOR DISABLED INDIVIDUALS**

Emory University complies with the Americans with Disabilities Act of 1990 and offers accommodations to students with disabilities. No student is required to divulge to anyone, not even Professor Owens, that they have a disability. Also, Professor Owens is not required to accommodate students claiming a disability without proper documentation by Emory’s Office of Disability Services. If you have documented your disability with the Office of Disability Services and requested accommodations please make an appointment with Professor Owens as soon as possible to discuss the quantity, types, and suitability of accommodations you may need from him in this course. Please note and remember: Professor Owens is disabled. Specifically, he has a hearing impairment. By choice, he does not wear a hearing aid. He asks that students accommodate his impairment by speaking up and clearly when asking a question or responding to comments.

**SEMESTER OUTLINE**

**Themes for Understanding Urban (City & Suburban) Areas**

**An Introduction to Urban Problems and Public Policy**

Note: View the documentary *Outcry—The Greatest Civil Unrest of the 20th Century* (MEDIA RESERVE) before 1/23 class. A 1-page reaction paper is due at the start of the class.

Readings:


Reflection Question(s): How may the 1992 LA riots be relevant to a course on urban public policy
The Mystery of Urban Crisis and Decline

Readings:

Reflection Question(s): Generally, what is your impression of cities? Is it positive, negative, or neutral? Why? What factors influence your impression of cities? How did urban areas (esp. cities) become what they are today?

The National Urban Scene I: Context Matters

Readings:

Reflection Question(s): What have been important transformations that have affected cities? How does knowing about them help us understand the current context of urban America?

The National Urban Scene II: Federalism and Authority Matters

Readings:

Reflection Question(s): Who is responsible for addressing (“solving”) urban problems?

Rationales for Urban Public Policy

Readings:

Reflection Question(s): Why does government act on behalf of urban areas? What does it hope to achieve?

Urban Problems & Policy Agendas

Readings:
- David Rochefort and Roger Cobb, “Problem Definition: An Emerging Perspective,” from

Kennedy School of Government, “Zoning Restrictions on Social Services for the Poor: The Case of Hartford, CT,” pp. 1-22 (ONLINE RESERVE)

**Reflection Question(s):** How do we know a “problem” when we see one? Why do some urban problems receive more attention than other problems?

### The Tools of Urban Policy

**Readings:**

- Anne Schneider and Helen Ingram, “Policy Design and Democracy,” from *Policy Design for Democracy*, pp. 1-3 (ONLINE RESERVE).
- Anne Schneider and Helen Ingram, “Foundations, Elements, and Consequences of Design,” from *Policy Design for Democracy*, pp. 80-100 (ONLINE RESERVE)

**Reflection Question(s):** What has government done to improve urban areas? Why has it sometimes made urban areas worse? Generally, should we characterize the efforts of government on behalf of urban areas, especially cities, as a “success” or “failure”?

### Poverty: Is the “System” or the “Individual” to Blame?

**Readings:**

- Newt Gingrich, “Foreword,” in *Renewing American Compassion*, pp. ix-xiii (ONLINE RESERVE)
- Marvin Olasky, “Down the Drain?,” in *Renewing American Compassion*, pp. 118-140 (ONLINE RESERVE)

**Reflection Question(s):** What are the primary causes of urban poverty today? How does socioeconomic institutions and individual choices matter?
Just Say “No” to Drugs? Nancy, You Must Be Joking

Note: View “Clockers” (MEDIA RESERVE). Since Professor Owens will be at the Institute for Research on Poverty (University of Wisconsin-Madison) from 2/18-2/24, students should use class time to view the film.

Readings:


• C.W. Nevius, “Meth Speeds Headlong into Suburbs,” San Francisco Chronicle (March 5, 2005), pp. 1-2 (ONLINE RESERVE)

Reflection Questions: In what ways does the film argue that the theoretical explanations for poverty are “true”? Why does Strike deal drugs? Why didn’t he use them, too? Why don’t we focus more on suburban drug dealing and use?

Criminal Minded, You’ve Been Blinded: Incarceration and the Challenges of Reentry

Guest: Charles Roscoe Heaton (Emory, 2001), President, Flowers From Heaven

Note: View The Inner Change Freedom Initiative (MEDIA RESERVE) before 2/27 class.

Readings:


• Stephen Benz, “Emory Grad, Ex-Convict, Seeks a Pardon and a Job,” Emory Wheel, February 1, 2006, pp. 1-2 (Online Reserve)

Reflection Question(s): Why does incarceration continue to increase in America? What are the consequences for cities? What are the barriers to successful reintegration of ex-prisoners?

Urban Poverty: Is the “System” or the “Individual” to Blame? (continued)

Readings:


• Orlando Patterson, “A Poverty of the Mind,” New York Times (March 26, 2006), pp. 1-3 (ONLINE RESERVE)

• Newt Gingrich, “Foreword,” in Renewing American Compassion, pp. ix-xiii (ONLINE RESERVE)

• Marvin Olasky, “Down the Drain?,” in Renewing American Compassion, pp. 118-140 (ONLINE RESERVE)

Reflection Question(s): What are the primary causes of urban poverty today? How does
socioeconomic institutions and individual choices matter?

**Poverty Deconcentration**

Note: In class we’ll view a short documentary, either *Hope VI—A Promise Realized* OR *Neighborhood Transformation: The Atlanta Case Study*

Readings:

- Susan Popkin et al., *A Decade of Hope VI: Research Findings and Policy Challenges*, pp. 7-17, 27-31, and 41-46 (ONLINE RESERVE, note: the pages are the official pages in the report not the PDF’s pages)

Reflection Question(s): Why move more poor people out and more prosperous people into low-income neighborhoods? Can the poor reduce their poverty without having non-poor people as neighbors?

**Midterm Examination**

Note: On this day Professor Owens will contribute class time to students to complete their exam essays. Exams are due by 9:00 p.m. Drop them in the Digital Dropbox of the Blackboard site for the course.

**Spring Break**

**Conducting Research for a Policy Memo**

Note: Class will meet in Room 314 of the Woodruff Library

**Housing and Community Development**

Note: View the documentary *Holding Ground—The Rebirth of Dudley Street* (MEDIA RESERVE) before the 3/22 class. A 1-page reaction paper is due at the start of the class.

Readings:

- Robert Putnam, “The Dudley Street Neighborhood Initiative: Grass Roots in the City,” in *Better Together: Restoring the American Community*, pp. 75-97 (ONLINE RESERVE)

Reflection Question(s): What is the “myth” of community development? Can we improve poor places by developing housing? Is “gilding the ghetto” a useful strategy?

**Homelessness**

Readings:

- National Coalition for the Homeless, *Who is Homeless?*, pp. 1-5 (ONLINE RESERVE)
- National Coalition for the Homeless, and National Law Center on Homelessness &
Poverty, A Dream Denied: The Criminalization of Homelessness in U.S. Cities, pp. 8-23 (ONLINE RESERVE)

Reflection Question(s): Who is homeless? Why are they homeless? Why “criminalize” homelessness? What can be done about homelessness other than “criminalizing” it?

Fixing Urban Schools

Readings:

Reflection Question(s): Who is responsible for the condition of urban public schools today? Are private schools better than public schools in terms of student performance? What are key urban school reforms underway?

Sprawl, Health, and Growth Management

- Howard Frumkin et al, Urban Sprawl and Public Health: Designing, Planning, and Building for Healthy Communities, Chs. 1 “What is Sprawl? What Does it have to do with Health?” 2 “The Origins of Sprawl,” and 11 “From Urban Sprawl to Health for All”

Hunger and Food Insecurity

Note: Complete the Hunger 101 online simulation before the 4/3 class. The details of the assignment are located on the Blackboard site under “Exercises.”

Readings:
- Ashley Sullivan and Eunyoung, Hunger & Food Insecurity in the 50 States, 1998-2000, pp. 1-9 (ONLINE RESERVE)
- Peter Eisinger, “The Quality of Mercy: The Capacity of the Nonprofit Emergency Food System in Detroit,” in Nonprofits in Urban America, pp. 25-37 (ONLINE RESERVE)

Reflection Question(s): What’s the difference between hunger and food insecurity? Why are people in cities hungry and food insecure in a prosperous nation? What are ways of reducing food
insecurity and hunger?

**Disability & Accessibility in Urban America**

Readings:
- Humphrey Taylor, *National Organization on Disability/Harris 2004 Survey of Americans with Disabilities*, pp. 1-33 (ONLINE RESERVE, note that these are PowerPoint Slides)
- Roxanne Furlong, “Five Inclusive Cities,” *New Mobility* (October 25, 2006), pp.1-5 (ONLINE RESERVE)

Reflection Question(s): Why should we attend to disability and accessibility as urban policy problems?

**Work, Not Welfare**

Note: View *William Julius Wilson: Solving Black Inner City Poverty* (MEDIA RESERVE) before 4/10 class. A 1-page reaction paper is due at the start of the class.

Readings:
- Gordon Lafer, “Introduction” from *The Job Training Charade*, pp. 1-18 (ONLINE RESERVE)

Reflection Question(s): Are work and welfare mutually exclusive? Can everyone who wants to work find and retain a “good” job? What are ways to improve the ability of inner-city residents to find work?

**Policy Memo Briefings**

**Policy Memos Due**

Note: Drop them in the Digital Dropbox of the Blackboard site for the course.

**The Future of Urban Public Policy:**

Readings:
- Center for Budget and Policy Priorities, *Essential Facts About the Victims of Hurricane Katrina*, pp. 1-3 (ONLINE RESERVE)

Reflection Question(s): What will be the post-Hurricane Katrina fate of U.S. cities? Why should we care?

**Final Essay Due**

Note: Essays are due by 7:00 p.m. Drop them in the Digital Dropbox of the Blackboard site for the course.