

POLITICS IN STATES AND COMMUNITIES

Tenth Edition

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THOMAS R. DYE



POLITICS IN STATES AND COMMUNITIES

Tenth Edition

Thomas R. Dye

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PREFACE

Politics in States and Communities is distinguished by

- Its focus on *politics*
- Its *comparative* approach
- Its concern with *explanation*
- Its interest in *policy*

Its focus is on conflicts in states and communities and the structures and processes designed to manage conflict. This “conflict management” theme emphasizes the sources and nature of conflict in society, how conflict is carried on, how key decision makers in states and communities act in conflict situations, and how public “politicos” emerge and determine “who gets what.” The political conflict management theme guides the discussion of formal governmental structures: federalism, state constitutions, parties and primaries, apportionment, legislative organizations, gubernatorial powers, court procedures, nonpartisanship, mayor and manager government, metropolitan government, community power, school boards and superintendents, tax systems, budget making, and so on.

An equally important theme is that states and communities in America play an important role in the political life of the nation. State and local governments do more than merely provide certain services such as education, road building, or fire protection. They also perform a vital political function by helping to resolve conflicts of interest in American society.

NEW TO THIS EDITION

This tenth edition is the most extensive revision of the text in its thirty-year history. Updates and new topics have been added throughout. Topics such as privatization, “reinventing government,” devolution, women in state politics, immigration, divided government, judicial federalism, economic power in communities, affirmative action, Native Americans and tribal government, “reinventing” education, and inequality in America have been added or updated to reflect the recent, dynamic changes in state and local politics. Both the organization and pedagogy of the book have been refocused to make it easier for instructors to teach the material and easier for the students to learn, analyze, and review the information.

ORGANIZATION

In response to reviewers and changes in how the course is taught, we have reorganized and merged chapters on local government and community politics (now Chapters 10 and 11) and on community power, planning, and land use (now Chapter 13). Chapter 8, entitled “Bureaucratic Politics in States and Communities,” is entirely new. This has resulted in reducing the total number of chapters to seventeen, making it easier to teach this material in a one-semester course.

INSTRUCTIONAL FEATURES

For the first time this book includes multiple instructional features designed to provide timeliness and relevance, to capture students’ attention and interest, to involve students interactively with political questions, and to aid in the study of state and local politics. While the new instructional features should aid in teaching state and local politics, the text material was not “dumbed down.” It still describes the most important research by students in the field, including updates of this research through 1999.

“Questions to Consider” Each chapter now opens with a set of questions for students to think about as they read through the material. These questions include factual queries as well as opinion surveys, which are deliberately designed to inspire debate. For example, students are asked to consider whether states should deny welfare benefits to illegal aliens or whether they generally favor affirmative action. Many of these interactive questions are also found on our Web site (www.prenhall.com/dye). After students answer the questions on line, they can immediately see how their peers around the country answered the same questions.

“People in Politics” These features are designed to personalize politics for students, to illustrate to them that the participants in the struggle for power are real people. They discuss where prominent people in politics went to school, how they got started in politics, how their careers developed, and how much power they came to possess. Examples include Governor Jesse “The Body” Ventura, County Commissioner Mary McCarty, Mayor Rudolph Giuliani, and the late Dr. Martin Luther King, Jr.

“Up Close” These features illustrate the struggle over who gets what. They range over a wide variety of current political conflicts, such as federalism and the drinking age, state constitutions and the right to bear arms, power in “Regional City,” Orange County’s bankruptcy, and Florida’s experiment with charter schools.

“Rankings of the States” Comparative analysis is used throughout the text both to describe and to explain differences among states and communities in governmental structure, political processes, and public policy. Through the *Rankings of the States* boxes, students can observe their own state on such measures as population size and growth rate, income and education levels, liberalism and conservatism, crime rates, SAT scores, and educational spending.

“Did You Know?” These features, designed to be both instructive and entertaining, inform students about various aspects of American states and communities—everything from state birds, songs, flowers, and nicknames to ratings for the “most livable” states and most crime-ridden cities.

Chapter Pedagogy Each chapter contains a running glossary in the margin and Web information designed to help students better master the information as they read and review the chapters.

SUPPLEMENTS AVAILABLE FOR THE INSTRUCTOR

Companion Web Site (www.prenhall.com/dye) Containing a wealth of additional resources, this free Web site offers interactive practice tests, writing instruction, career information, and the interactive survey for your students.

- **Instructor’s Manual.** For each chapter, a summary, a review of concepts, lecture suggestions, topic outlines, and additional resource materials—including a guide to media resources—are provided.
- **Test Item File.** Thoroughly reviewed and revised to ensure the highest level of quality and accuracy, this file offers more than 1,800 questions in multiple choice, true/false, and essay format with page references to the text.
- **Prentice Hall Custom Test.** A computerized test bank contains the items from the Test Item File. The program allows full editing of questions and the addition of instructor-generated items. Available in Windows, DOS, and Macintosh versions.
- **Telephone Test Preparation Service.** With one call to our toll-free 800 number, you can have Prentice Hall prepare tests with up to 200 questions chosen from the Test Item File. Within 48 hours of your request, you will receive a personalized exam with answer key.

SUPPLEMENTS AVAILABLE FOR THE STUDENT

Companion Web site (www.prenhall.com/dye) Students can now take full advantage of the World Wide Web to enrich the study of state and local politics through the *Politics in States and Communities* Web site. Created by Aubrey Jewett of the University of Central Florida, the site features interactive practice tests, chapter objectives and overviews, and additional Web links and exercises. Students can also access information on writing in political science, career opportunities, and internship information.

Political Science on the Internet, 1998–1999 Edition (ISBN 0-13-978768-2) This brief guide introduces students to the origin and innovations behind the Internet and provides clear strategies for navigating the complexity of the Internet and World Wide Web. Exercises within and at the end of the chapters allow students to practice searching for the myriad of resources available to the student of political science. This 48-page supplementary book is free to students when purchased as a package with *Politics in States and Communities, 10th Edition*.

ACKNOWLEDGMENTS

The author of a textbook is deeply indebted to the research scholars whose labors produce the insight and understanding that a text tries to convey to its readers. This text contains more than 450 research citations relevant to state and local politics in America. Hundreds of scholars have contributed to this impressive body of literature. I have tried my best to accurately describe and interpret their work; I apologize for any errors in my descriptions or interpretations.

For many years I have depended heavily on the work of Harriet Crawford, who has labored diligently to turn my scriblings into manuscripts. And I am deeply indebted to Linda Pawelchak, who was especially burdened in the editorial preparation of this tenth edition.

The following reviewers provided helpful suggestions for this edition: J. Edwin Benton, University of South Florida; Richard Conboy, Lake Superior State University; James R. Forrester, West Liberty State College; and Doris E. McGonagle, Texas A&M University.

Thomas R. Dye

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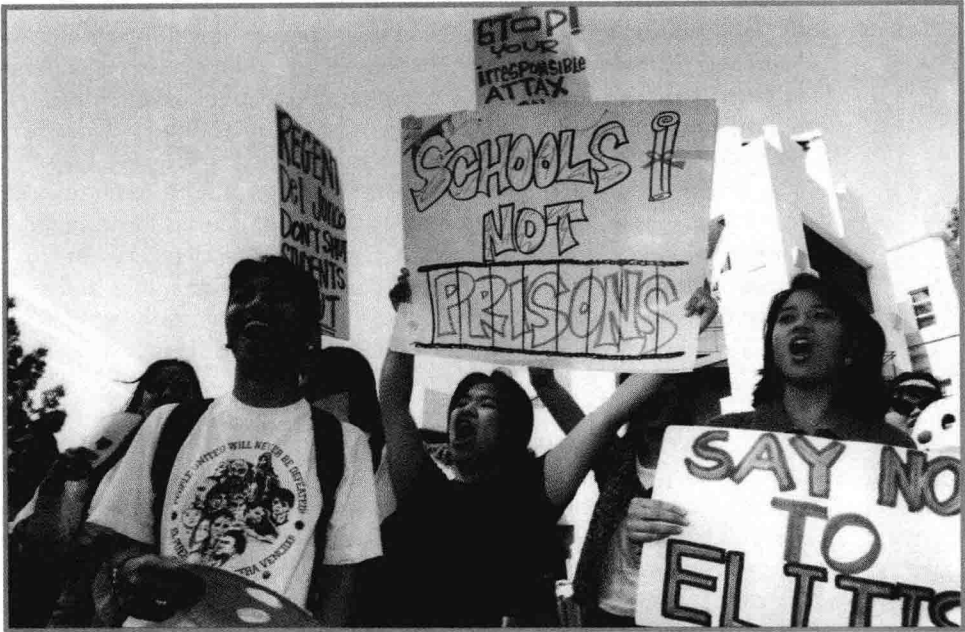
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1

POLITICS IN STATES AND COMMUNITIES



QUESTIONS TO CONSIDER

What is the most important responsibility of state and local government in the United States?

- ☐ Providing public services
- ☐ Managing social conflicts
- ☐ Both equally important

Do you think states should deny welfare benefits to illegal immigrants?

- ☐ Yes
- ☐ No

How would you describe your state politically?

- ☐ Conservative
- ☐ Liberal
- ☐ Moderate

What is the most costly state government function?

- ☐ Education
- ☐ Welfare
- ☐ Highways

■ **Comparative political study.** Comparing political institutions and behaviors from state to state and community to community in order to identify and explain similarities or differences.

A POLITICAL APPROACH TO STATES AND COMMUNITIES

Politics is the management of conflict. An understanding of “politics” in American states and communities requires an understanding of the major conflicts confronting society and an understanding of political processes and governmental organizations designed to manage conflict. State and local governments do more than provide public services such as education, highways, police and fire protection, sewage disposal, and garbage collection. These are important functions of government to be sure; but it is even more important that government deal with racial tensions, school disputes, growth problems, economic stagnation, minority concerns, poverty, drugs, crime, and violence. These problems are primarily *political* in nature; that is, people have different ideas about what should be done, or whether government should do anything at all.

Moreover, many of the service functions of government also engender political conflict. Even if “there is only one way to pave a street,” political questions remain. Whose street will get paved? Who will get the paving contract? Who will pay for it? Why not build a school gym instead of paving the street?

So it is appropriate that a book on *politics* in states and communities deals not only with the structure and organization of state and local government, but also with many of the central policy questions confronting American society. It is true that these problems are national in scope, but they occur in our communities and our states. And much of this book is devoted to describing how these questions arise in state and local settings, and how state and local governments confront them.

THE COMPARATIVE STUDY OF STATES AND COMMUNITIES

The task of political science is not only to *describe* politics and public policy in American states and communities, but also to *explain* differences encountered from state to state and community to community through comparative analysis. We want to know *what* is happening in American politics, and we want to know *why*. In the past, the phrase “comparative government” applied to the study of foreign governments, but American states and communities provide an excellent opportunity for genuine comparative study, which is comparing political institutions and behaviors from state to state and community to community in order to identify and explain similarities or differences.

Comparison is a vital part of explanation. Only by comparing politics and public policy in different states and communities with different socioeconomic and political environments can we arrive at any comprehensive explanations of political life. Comparative analysis helps us answer the question *why*.

American states and communities provide excellent “laboratories” for applying comparative analysis. States and communities are not alike in social and economic conditions, in politics and government, or in their public policies. These differences are important assets in comparative study because they enable us to search for relationships between different socioeconomic conditions, political system characteristics, and