

The state of Idaho, fearing that a lawsuit could delay the siting of the prison for years and increase costs significantly, removed Pocatello from the list of potential locations. The state had, in fact, apparently decided that the state capital of Boise would receive the siting of the prison. Boise, home of the men's correctional facility, seemed a natural choice, having a highly trained and available correctional workforce. Boise and then-Mayor Dirk Kempthorne (R) were both considered success stories. While Pocatello was suffering, Boise grew tremendously. An economic success, it became a major regional city.

Following the announcement that Boise would be the new prison site, and consistent with pluralism's notion of an open system, the ACLU exited the political system because its interest had been satisfied. However, the pro-growth interest groups in Pocatello began their political maneuvering. Under pressure from the pro-prison interest groups, the state legislative coalition from Pocatello traveled to Boise to meet with Governor Cecil Andrus and to cash in a **political IOU**.

A political IOU is what we described in the first chapter as a political trade. Cashing in a political IOU occurs when a group of elected officials, interest groups, or elites demand (and subsequently receive) a political favor in return for past political favors or allegiances. Governor Andrus, a Democrat in a heavily Republican state, always relied heavily on Pocatello for votes and support. The Democratic majority in Pocatello had been instrumental in Andrus's very narrow gubernatorial victory over the Republican challenger David Leroy. The state legislative delegation had faithfully supported Andrus and had helped deliver votes. In fact, the governor's political debts went back to his two victories the previous decade. The legislative delegation reminded Andrus of Pocatello's role in his political victories and prodded the governor to reconsider Pocatello as a prison site.

At this point, Boise Mayor Dirk Kempthorne announced that because Pocatello had been hit so hard by economic downturn, he would support the new prison being built there rather than in Boise. The mayor's announcement shocked casual observers of politics, but astute students of Idaho's politics knew that Kempthorne was gearing up for a race for an open U.S. Senate seat and that his generosity at this time primed him for support from Pocatello.

Meanwhile, Governor Andrus, understanding the political necessity of trading and rewarding, agreed to put political pressure on the Idaho State Board of Corrections to "reconsider" Pocatello. Within a week the Board announced that Pocatello was back in the running for the prison. Remember that politics occurs at multiple levels. In other words, the pro-prison interest groups in Pocatello used politics on the state legislators, who, in turn, used politics on the governor, who, we must assume, used politics on the Board of Corrections.

The city of Pocatello, not only back in the ballgame, but the apparent political winner, announced that a new location for the prison had been chosen. Virtually all that had to be accomplished was the "simple" implementation of building the new prison in Pocatello. Yet, as we shall see, politics does not stop at the implementation stage. The new site, Cusick Creek, was on Pocatello's west mountain bench. Consistent with the principles of pluralism, group theory, and the politics of policy formation, an established interest group entered the political system, and one new interest group formed to enter the fray.

The established interest group was the local chapter of the Sierra Club. This environmental interest group was resisting the siting of the prison in the Cusick Creek area because the location was in a federally protected watershed that was supposed to be protected from development. The prison violated the group's interests, namely, protecting the local environment from damaging development. The Sierra Club mobilized political opposition to the new location and most notably used its political ties to the local congressional representative, U.S. House of Representatives member Richard Stallings (D-ID). Stallings,

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