

## CHAPTER 16 INTEREST GROUPS

### Narrative Lecture Outline

Are Americans still joining groups? Have the groups we join changed in the last few decades? What are the impacts of the answers to these questions? Keep these questions in mind as we proceed.

Traditionally, interest groups have been thought of as a way for citizens to access the government through “strength in numbers.” They have also been conceptualized as filling the void left by the failing political parties. In the last decade, political scientists have started to look at interest groups as supports for democracy in terms of contributing to social capital.

#### **What Are Interest Groups?**

There are a number of definitions of an interest group in your text as well as a number of aliases—pressure groups, lobby groups, special interests, etc. Some of the definitions point out the function of interest groups (to influence public policy), others point out what interest groups are not (political parties—they run candidates, while interest groups influence government), or focus on membership (shared interests or attitudes).

Interest groups may be best understood using examples. Let’s list some interest groups on the board. Then, ask questions like: Does anyone know what the largest and most powerful interest group in this country is? The answer is the AARP—American Association of Retired Persons, with 35 million members. Many students seem to think the answer would be the NRA (the National Rifle Association), with fewer than 3 million members, or the AFL-CIO (13 million members), or the American Medical Association (250,000 members). What makes them successful and powerful? What else do you know about the interest groups we listed here?

Political scientists tend to talk about interest groups in a variety of ways: how they form (Truman and disturbance theory), how many issues they deal with (multi vs. single), or as types (economic, public, governmental). You should be sure to read and understand that portion of the text, but today we will focus on the development of interest groups, their functions, and how to determine if they are successful.

#### **The Roots and Development of American Interest Groups**

Interest groups have been around at least since the founding of this country. James Madison, in *Federalist No. 10*, warned of the “mischief of faction” and argued that the best way to control it was through the proliferation of groups, so that no one group could get hegemony over the other groups.

#### **National Groups Emerge (1830-89)**

It was not until the 1830s that the first national groups began to form. Many were single-issue groups deeply rooted in Christian revivalism and concerned with issues such

as temperance (anti-alcohol), peace, education, and slavery. After the Civil War, more groups were founded such as the Women's Christian Temperance Union and the Grange (an educational society for farmers).

The railroad was a particularly effective interest group. The Central Pacific Railroad sent a lobbyist to Washington, who ended up becoming the clerk of the committees in both houses of Congress that were supposed to regulate the railroad industry. They proceeded to receive vast land grants from Congress and large subsidized loans. Other business interests were also on the rise, including Standard Oil.

### **Progressive Era (1890-1920)**

Rapid industrialization and high immigration had created a host of problems by the 1890s, including crime, poverty, unsafe working conditions, corruption and high prices due to monopolistic business practices. The political and social movement that grew up to combat these problems was the Progressive Movement.

The Progressive's desire to reform led to a proliferation of interest group formation including trade, labor, and the first public interest group. In response to this pressure, the government began to regulate business. Business organized to oppose regulation and the labor unions jumped into the fray as well.

### **Organized Labor**

In 1886, the American Federation of Labor (AFL) became the first national union bringing skilled workers from several trades together into one stronger national organization. They were quite effective in winning higher wages. Businesses began to push back. Business interests argued for "open shop" laws outlawing unions, and the AFL became increasingly politicized to fight these attempts. In 1914, after massive AFL lobbying, Congress passed the Clayton Act, allowing unions to organize free from prosecution and guaranteed the right to strike.

### **Business Groups and Trade Associations**

The National Association of Manufacturers (NAM) was founded in 1895 in response to the growing power of organized labor. NAM lobbied heavily for business rights and tariff protection, often lavishing money on members of Congress. In 1912, they were joined by the Chamber of Commerce and, shortly thereafter, by other trade associations such as cotton manufacturers.

In 1928, business lobbying had gone too far. The Senate requested that the Federal Trade Commission begin a massive investigation of lobbying tactics among business interests.

### **The Rise of the Interest Group State**

The next big explosion of new group formation began in the 1960s and continued into the 1970s. The rise of public interest groups during these years was reminiscent of the Progressive Era. The new groups were devoted to the interests of blacks, women, the elderly, the poor, and consumers, as well as the environment. These groups were strongly influenced by the Civil Rights Movement, the Vietnam War and the movements opposed to it. Other groups formed long ago, like the NAACP and the ACLU, found new vigor. Foundations like the Ford Foundation funded groups liberally. Among the most

influential of the public interest groups formed at this time were Common Cause and Public Citizen, the latter formed by Ralph Nader.

### **Conservative Backlash: Religious and Ideological Groups**

The growth and success of public interest groups, civil rights organizations, and women's rights movements in the 1960s and 1970s led to a conservative backlash in the late 1970s and 1980s. Religious and ideological conservatives became a potent force in U.S. politics, with the founding of the Moral Majority by Jerry Falwell in 1978. This group was widely credited with helping Ronald Reagan win the presidency. In 1990, Pat Robertson, of the TV program *The 700 Club*, formed a new group called the Christian Coalition. Religious conservatives accounted for one-third of votes cast in the 1994 elections. Following IRS troubles in the 1990s, the Christian Coalition had its tax-exempt status revoked and the group began to restructure as a for-profit entity, with a smaller nonprofit affiliate. The religious right continues to pressure Congress and others in power for bans on abortions, repeal of the marriage penalty, and a constitutional amendment allowing prayer in schools. The National Rifle Association and Focus on the Family are other conservative groups that have made substantial contributions or had influence in politics.

This leaves a quandary for the Republican Party. The religious right can really deliver votes, but they turn off moderate Republicans and business groups who donate most of the money for campaigns.

### **Business Groups, Trade and Professional Associations**

Business and other groups also rallied in the 1970s and 1980s. In 1972, they created the Business Roundtable to encourage business leaders to directly lobby government officials. Most large corporations have their own lobbyists in Washington, DC and give huge sums to favored politicians.

### **Organized Labor**

The political clout of organized labor has been falling since its heyday (the late 1950s, after the merger of the AFL and the CIO). Union membership has been falling for decades as the economy has been shifting from industry to service, and now high-tech. In 1997, only 13.9 percent of workers were unionized. In 1996, the unions seemed to reclaim some of their clout. They went back to basics and ran grassroots campaigns and did lots of soft money advertisements. In 1998, they moved away from the ads and vested more heavily in grassroots campaigning. Union members went to the polls in record numbers, voting mostly Democrat. However, the electoral weakness of labor was evident in the 2004 elections. Despite the active endorsement of organized labor, Dick Gephardt's (D-MO) candidacy for president went nowhere. He withdrew from the race after coming in fourth in Iowa.

In 2005, labor was further weakened when three of the largest member unions withdrew from the AFL-CIO. There were also strong disagreements about how the unions were spending money. It should also be noted that 84 percent of union members live in only 12 states.

## **What Do Interest Groups Do?**

As an example of what interest groups do, let's take the 1993 health care reform proposal put forward by President Clinton. More than \$100 million was spent in campaign contributions, television ads, expense paid trips for lawmakers on both sides, and more. Campaign contributions alone were over \$25 million and over \$8.2 million of that went to members of the five committees, most likely to have jurisdiction over the legislation. Six hundred and fifty health-related groups made contributions. The AMA sponsored fifty-five trips to sunny spots where lawmakers addressed groups, played golf, and sunned themselves. At least eighty former executive and legislative branch officials went to work for health interests at this time. But this is an extreme example.

Interest groups also do a lot of good. And some groups with little political clout and little money have made a huge difference, like the NAACP for example. Interest groups allow individuals to gather together to multiply their political power. A congressman may not meet with you as an individual, but they will meet with a representative of an association with 800,000 members! Banding together promotes common interests.

The downside is that most interest groups make claims without regard to broader interests or the effects of their demands on other groups or individuals. This selfishness is not positive for society as a whole and can lead to increased costs on programs or efforts that don't benefit everyone.

## **Lobbying Congress**

The most common and effective interest group technique is lobbying, or seeking to influence and persuade others to support your group's position. Lobbyists are hired by universities, businesses, foreign countries, trade associations and anyone else wanting their voice heard on the Hill.

The most popular ways to lobby include:

- testifying at legislative hearings
- talking directly to government officials
- helping to draft legislation
- alerting state legislators of a bill's effects on their districts
- having influential constituents contact a legislator's office
- mounting grassroots campaigns
- letter writing
- donating money
- litigation
- endorsing candidates and more.

However, a lobbyist cannot lie or misrepresent the truth if he or she wants to remain effective. Access to lawmakers is critical, and if you earn the reputation of being untruthful or disingenuous, doors will close all over Washington, DC. Of course, lobbyists put their group's position in a favorable light, but good lobbyists will also make lawmakers aware of the downsides of a bill and the arguments on that side as well.

The Federal Regulation of Lobbying Act in 1946 was the first attempt to regulate lobbying. The Act required lobbyists to register as a lobbyist and file quarterly financial

reports. But, few did. Public opinion polls continued to show that Americans think Congress is often “bought,” so in 1995, Congress passed the Lobbying Disclosure Act. Lobbyists (those who spend over 20 percent of their time in lobbying activities) are required to register with the Clerk of the House or the Secretary of the Senate, report their clients and the agency or house they lobbied, and estimate the amount they were paid by each client. In 1998, 14,000 lobbying groups were registered in Washington, D.C.

### **Lobbying the Executive Branch**

In the executive branch, lobbyists work closely with the administration to try to influence policy at the formulation and implementation stages of the process. There are many points of access in the executive from the White House to the agencies and beyond.

Especially strong links exist between interest groups and regulatory agencies (remember from the bureaucracy chapter?). Groups monitor and report on laws and the expertise of the lobbyists is often needed by various agencies as well.

### **Lobbying the Courts**

Many court cases are either sponsored by an interest group, or an interest group will submit a friend of the court brief to lobby the courts. Interest groups also attempt to influence judicial appointments, aiming for judges who might be sympathetic to their issues.

### **Grassroots Lobbying and Protest Activities**

Interest groups also mobilize individuals at a grassroots level through door-to-door campaigns or petition drives. Fax campaigns and Internet lobbying are also becoming popular. The goal is to get constituents to argue their case for them. They are often quite influential.

The Civil Rights Movement used nonviolent protest to excellent effect, and others have used more violent forms of protest to draw attention to problems. This has been an American tradition since the Boston Tea Party.

### **Election Activities**

Interest groups can also have an effect by electioneering such as:

- endorsements
- rating the candidates or office holders
- creating political parties
- get out the vote campaigns
- giving money
- and creating political parties.

### **Interest Groups and Political Action Committees (PACs)**

Since the 1970s, most interest groups have formed PACs. A PAC is a political arm for a business, labor, trade, professional, or other group legally authorized to raise funds on a voluntary basis from employees or members, for contribution to a party or candidate. PAC money plays a significant role in campaigns.

### **What Makes an Interest Group Successful?**

How would you measure the success of an interest group? (*Discuss.*)

Groups often claim credit for “winning” legislation, court cases, or elections. But in general, three things tend to lead to interest group success:

**Leaders and Patrons:** Having a prominent leader, who also finances your group, aids the reputation of the group and enhances a group’s ability to attain its goals.

**Funding:** Funding is critical. If a group does not have money, it is hard to get their message out.

**Members:** A group must have members to be successful. The whole purpose of organizing is strength in numbers...so a group needs numbers!

### **Conclusion**

In the final analysis, what can we say about interest groups? They are both democratic and anti-democratic, they are part of the system and hurt the system, in truth, they are a paradox. Was Madison right? Does the proliferation of groups keep a balance in the system and prevent any one group from getting too powerful, or has money corrupted the whole theory?

Your answers may rest on what you think of government. If you believe that government is made up of self-seeking, power and money hungry, dishonest rats and you believe that congressmen and deputy secretaries can be bought—then interest groups are bad because they encourage the corruption inherent in the system. On the other hand, if you believe people go into government for good, sound reasons, like helping others or solving societal problems and you believe most politicians are honest and have principles...and probably can’t be bought, then groups are good. Alternatively, you can think of it this way: Do interest group contributions change minds? Or do interest groups contribute to like-minded people? Could the NRA give enough money to Jim Brady to change his pro gun control stance? I seriously doubt it. Could the Abortion Rights League give enough money to an anti-abortion congressman to change his or her vote? No. So, are interest groups good, bad, or indifferent? You decide.

### **Web Sites for Instructors**

**American Association of Retired Persons (AARP)** is an interest and advocacy group devoted to the interests of those over fifty.

[www.aarp.org](http://www.aarp.org)

**American Civil Liberties Union (ACLU)** offers information on the entire Bill of Rights including racial profiling, women’s rights, privacy issues, prisons, drugs, etc. Includes links to other sites dealing with the same issues.

[www.aclu.org](http://www.aclu.org)

**AFL-CIO** is the largest trade union organization in America. Their Web site offers policy statements, news, workplace issues, and labor strategies.

[www.aflcio.org](http://www.aflcio.org)

Cal State Chico has a **Directory of Political Advocacy Groups**. The list is alphabetical by issue and includes contact information and annotations. If you click on the “about” tab, you get footnotes from whence all the information comes, as well as an explanation of why you should care about political advocacy groups.

[www.csuchico.edu/~kcfount/](http://www.csuchico.edu/~kcfount/)

The **U.S. Chamber of Commerce** is a business-oriented interest group whose Web site offers articles of interest, policy information, and membership info.

[www.uschamber.org](http://www.uschamber.org)

**Common Cause**, founded by Ralph Nader, was one of the first public interest groups. They promote responsible government.

[www.commoncause.org](http://www.commoncause.org)

Richard Kimber’s **Worldwide Index of Political Parties, Interest Groups, and Other Social Movements**

[www.psr.keele.ac.uk/parties.htm](http://www.psr.keele.ac.uk/parties.htm)

**Mexican American Legal Defense and Education Fund (MALDEF)** Web site offers information on Census 2000, scholarships, job opportunities, legal programs, regional offices information and more.

[www.maldef.org](http://www.maldef.org)

**Native American Rights Fund (NARF)** Web site offers profiles of issues, an archive, resources, a tribal directory, and treaty information, as well as a lot of other information.

[www.narf.org](http://www.narf.org)

The **National Association for the Advancement of Colored People (NAACP)** Web site offers information about the organization, membership, and issues of interest to proponents of civil rights. It also has sections on the Supreme Court, Census 2000, the Education Summit and includes links to other Web sites.

[www.naacp.org](http://www.naacp.org)

The **National Rifle Association (NRA)** offers information on gun ownership, gun laws, and coverage of legislation on associated issues.

[www.nra.org](http://www.nra.org)

**National Organization of Women (NOW)** Web site offers information on the organization and its issues/activities including women in the military, economic equity, and reproductive rights. They offer an e-mail action list and the ability to join NOW online. Also has links to related sites.

[www.now.org](http://www.now.org)

**Public Interest Research Group (PIRG)** is a public interest group that promotes issues such as the environment and anti-tobacco.

[www.pirg.org](http://www.pirg.org)

### Web Activities for Classes

- 1) Using the Internet, have class members locate polling data about the reliability of interest groups and the attitudes of the public towards them (try Gallup Polls, Roper Polls, and Congressional Quarterly sources, among others). Do the public attitudes found correlate with what we have learned about interest groups in this chapter? Why or why not?
- 2) Assign students to visit the Web sites of a number of interest groups. What are they doing? What are their key issues and tactics? Who are their members? How many members do they have? How does this information correlate with what we have learned in this chapter?
- 3) Have students look for interest group polling data (this works best if you have already covered the chapter in the text on polling and political socialization). They should find examples of good and bad polling by interest groups and discuss why some groups use egregious and wrong polling methods and others do not. Ask them to speculate on how these tactics affect the interest groups relationships with Congress, the executive, the public, and the media.
- 4) The largest and most powerful interest group in America today is the AARP. Have students visit the AARP Web site ([www.aarp.org](http://www.aarp.org)). Using what they learn from the Web site, the text, and class lectures/discussions, have them write a paper explaining why the AARP is successful in both membership and lobbying.

### General Class Activities and Discussion Assignments

- 1) Have class members interview several lobbyists (or invite several lobbyists to talk to your class). Discuss how they see their job and what tactics work and which ones don't. What issues do they deal with, and what do they offer to politicians? How do they define a successful lobbyist? After talking with the professional lobbyists, what do you think about lobbying now? Does it seem less "unsavory"? Do the media do lobbyists justice in their coverage?

- 2) Assign a group project: Form an interest group. Have each group decide what issue(s) they will promote, and how they would promote them. What strategies and tactics would they use? How would they attract members? How would they ensure the success of the group?
- 3) Have members of the class interview your member of Congress or their staff members about their views of interest groups and lobbyists (or invite them to class to discuss the issue). Have students write a paper addressing the following questions: What do they say? How much access do lobbyists actually have? How much influence? What kinds of tactics work best with Congress? Has your attitude towards lobbyists changed now that you know more about the process? Why or why not?

### **Possible Simulations**

- 1) Have the class divide into several sections. Two-thirds of the groups should be lobbyists (pro and con of a given issue), and the one third will be lobbied. This works best if you present them with issues first, for example, one set of groups would be assigned the issue of Social Security reform, another set of groups, gun control legislation, a third set of groups would get campaign finance. Each is then assigned a perspective. To take only the one example (gun control): group 1 would be a congressional committee taking up the issue, group 2 would be pro gun control, and group 3 is anti-gun control. It is most interesting if you give a scenario in which the answer is not cut and dry. For example: After Columbine High School, Congress is beginning to deliberate about measures to keep guns out of the hands of minors. The specific legislation that the group will address is asking all gun sellers to ensure that no minors have access to weapons of any kind. This will entail a law requiring gun sellers to ID all purchasers and double check dates of birth with a federal databank. The NRA and other groups are adamantly opposed. Gun control advocates are for the measure. Congress has a lot of undecided members. After the simulation, have students write a paper about the results.
- 2) Have students form groups and each group should pick an interest group that they perceive to be unsuccessful. Have them discuss strategies to make the group more successful and then discuss why.

### **Additional Sources**

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