

## how social movements matter

*Social movement activists, such as those who protested the Iraq War, often become discouraged when their immediate goals are not attained. But research shows that such movements can have deep and long-lasting consequences for politics, society and the activists themselves.*



Photo by Kerri Pickett, courtesy of the Minnesota Historical Society

**Movement participation often changes activists, and through them, the organizations to which they belong. This 18-year-old woman holding a flag in protest against land mines was arrested for the first time.**

In January 2003, tens if not hundreds of thousands of people assembled in Washington, D.C. to try to stop the impending invasion of Iraq. It did not look good for the demonstrators. Months earlier, Congress authorized President Bush to use force to disarm Iraq, and Bush repeatedly said that he would not let the lack of international support influence his decision about when—or whether—to use military force. Opposition to military action grew in the intervening months; the Washington demonstration coincided with sister events in San Francisco, Portland, Tampa, Tokyo, Paris, Cairo and Moscow. Protests, albeit smaller and less frequent, continued after the war began. Did any of them change anything? Could they have? How? And how would we know if they did?

Such questions are not specific to this latest peace mobilization, but are endemic to protest movements more gener-

ally. Social movements are organized challenges to authorities that use a broad range of tactics, both inside and outside of conventional politics, in an effort to promote social and political change. Opponents of the Iraq War wrote letters to elected officials and editors of newspapers, called talk radio shows and contributed money to antiwar groups. Many also invited arrest by civil disobedience; some protesters, for example, blocked entrances to government offices and military bases. A group of 50 “Unreasonable Women of West Marin” lay naked on a northern California beach, spelling out “Peace” with their bodies for a photographer flying overhead. Besides using diverse methods of protest, opponents of the war also held diverse political views. Some opposed all war, some opposed all U.S. military intervention, while others were skeptical only about this particular military intervention. This is a

familiar social movement story: broad coalitions stage social movements, and differences within a movement coalition are often nearly as broad as those between the movement and the authorities it challenges.

**Social movements crest and wane, often failing to attain their immediate goals, but they can lastingly change political debates, governmental institutions and the wider culture.**

Political activists and their targets act as if social movements matter, and sociologists have been trying, for the better part of at least four decades, to figure out why, when and how. It is too easy—and not very helpful—to paint activists as heroes or, alternatively, as cranks. It is similarly too easy to credit them for social change or, alternatively, to dismiss their efforts by saying that changes, such as advances in civil rights or environmental protections, would have happened anyway. What we have learned is that social movements are less a departure from conventional institutional politics than an extension of them—a “politics by other means.” In the end, we find that movements crest and wane, often failing to attain their immediate goals, but they can lastingly change political debates, governmental institutions and the wider culture.

It is often difficult to tell whether activism makes a difference because the forces that propel people to mobilize are often the same forces responsible for social change. For example, it is difficult to decide whether the feminist movement opened new opportunities to women or whether economic changes fostered both the jobs and feminism. Also, authorities challenged by movements deny that activism influenced their decisions. What politicians want to admit that their judgments can be affected by “mobs”? Why risk encouraging protesters in the future? Finally, movements virtually never achieve all that their partisans demand, and so activists are quick to question their own influence. As a result, proving that movements influence politics and policy involves difficult detective work.

But research shows that social movements can affect government policy, as well as how it is made. And movement influence extends further. Activism often profoundly changes the activists, and through them, the organizations in which they participate, as well as the broader culture. The ways that movements make a difference are complex, veiled, and take far longer to manifest themselves than the news cycle that covers a single demonstration, or even a whole protest campaign.

## when movements emerge

Activists protest when they think it might help them achieve their goals—goals they might not accomplish otherwise. Organizers successfully mobilize movements when they convince people that the issue at hand is urgent, that positive outcomes are possible and that their efforts could make a difference. In the case of the war on Iraq, for example, President Bush set the agenda for a broad range of activists by explicitly committing the country to military intervention. More conventional politics—elections, campaign contributions and letter-writing—had already played out and it became clear that none of these activities were sufficient, in and of themselves, to stop the war. In addition, the President’s failure to build broad international or domestic support led activists to believe that direct pressure might prevent war. The rapid worldwide growth of the movement itself encouraged activism, assuring participants that they were part of something larger than themselves, something that might matter. In effect, President Bush’s actions encouraged anti-war activism to spread beyond a small group of perpetual peace activists to a broader public.



Photo by David Bacon <<http://dbacon.igc.org/>>

**Anti-war protests in San Francisco during the spring of 2003. Differences within a movement coalition are often almost as deep as those between the movement and the authorities it challenges.**

With peace movements, it is clear that threat of war helps organizers mobilize people. Threats generally help political opposition grow beyond conventional politics. Movements against nuclear armaments, for example, emerge strongly when governments announce they are building more weapons. Similarly, environmental movements expand when government policies toward forests, pesticides, or toxic wastes become visibly negligent. In the case of abortion politics, each side has kept the other mobilized for more than 30 years by periodically threatening to take control of the issue. In each of these cases, those who lose in traditional political contests such as elections or lobbying campaigns often take to the streets.

Other sorts of movements grow when the promise of success arises. American civil rights activists, for example, were able to mobilize most broadly when they saw signals that substantial change was possible. Rosa Parks knew about Jackie Robinson and *Brown v. Board of Education*—as well as Gandhian civil disobedience—before deciding not to move to the back of the bus in Montgomery, Alabama. Government responsiveness to earlier activism—such as President Truman’s desegregation of the armed forces and calling for an anti-lynching law—though limited, fitful, and often strategic, for a time encouraged others in their efforts. And the success of African-American activists encouraged other ethnic groups, as well as women, to pursue social change through movement politics.

As social movements grow, they incorporate more groups with a broader range of goals and more diverse tactics. Absent a focus like an imminent war, activists inside and political figures outside compete with one another to define movement goals and objectives. Political authorities often respond with policy concessions designed to diminish the breadth and depth of a movement. While such tactics can divide a movement, they are also one way of measuring a movement’s success.

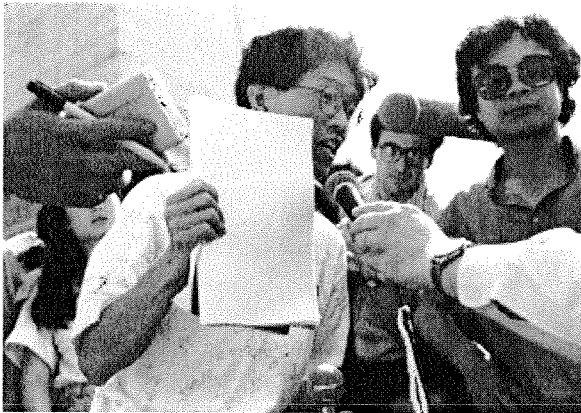


Photo by Scott Savitt

**Demonstration leaders in Tiananmen Square, Beijing, China, 1989. Activists protest when they think it may help them get something they cannot get through more conventional political means.**

### how movements matter: public policy

By uniting, however loosely, a broad range of groups and individuals, and taking action, social movements can influence public policy, at least by bringing attention to their issues. Newspaper stories about a demonstration pique political, journalistic and public interest in the demonstrators’ concerns. By bringing scrutiny to a contested policy, activists can promote alternative thinking. By displaying a large and engaged constituency, social movements provide political support for lead-

ers sympathetic to their concerns. Large demonstrations show that there are passionate citizens who might also donate money, work in campaigns, and vote for candidates who will speak for them. Citizen mobilization against abortion, taxes, and immigration, for example, has encouraged ambitious politicians to cater to those constituencies. In these ways, social movement activism spurs and supports more conventional political action.

Activism outside of government can also strengthen advocates of minority positions within government. Social movements—just like presidential administrations and congressional majorities—are coalitions. Anti-war activists in the streets may have strengthened the bargaining position of the more internationalist factions in the Bush administration, most notably Colin Powell, and led, at least temporarily, to diplomatic action in the United Nations. Mobilized opposition also, for a time, seemed to embolden Congressional critics, and encouraged lesser-known candidates for the Democratic presidential nomination to vocally oppose the war.

Social movements, by the popularity of their arguments, or more frequently, the strength of their support, can convince authorities to re-examine and possibly change their policy preferences. Movements can demand a litmus test for their support. Thus, George H. W. Bush, seeking the Republican nomination for president in 1980, revised his prior support for abortion rights. A few years later, Jesse Jackson likewise reconsidered his opposition to abortion. Movements raised the profile of the issue, forcing politicians not only to address their concerns, but to accede to their demands.

Although movement activists promote specific policies—a nuclear freeze, an equal rights amendment, an end to legal abortion, or, more recently, a cap on malpractice awards—their demands are usually so absolute that they do not translate well into policy. (Placards and bumper stickers offer little space for nuanced debate.) Indeed, the clearest message that activists can generally send is absolute rejection: no to nuclear weapons, abortion, pesticides or taxes. These admonitions rarely become policy, but by promoting their programs in stark moral terms, activists place the onus on others to offer alternative policies that are, depending on one’s perspective, more moderate or complex. At the same time, politicians often use such alternatives to capture, or at least defuse, social movements. The anti-nuclear weapons movement of the late 1950s and early 1960s did not end the arms race or all nuclear testing. It did, however, lead to the Limited Test Ban Treaty, which ended atmospheric testing. First Eisenhower, then Kennedy, offered arms control proposals and talks with the Soviet Union, at least in part as a response to the movement. This



Photo by Scott Savitt

**Protesters in Tiananmen Square before the military intervened to disperse the crowds, killing many demonstrators and imprisoning many more.**

peace movement established the framework for arms control in superpower relations, which subsequently spread to the entire international community.

In these ways, activists shape events—even if they do not necessarily get credit for their efforts or achieve everything they want. The movement against the Vietnam War, for instance, generated a great deal of attention which, in turn, changed the conduct of that war and much else in domestic politics. President Johnson chose bombing targets with attention to minimizing political opposition; President Nixon, elected at least partly as a result of the backlash against the antiwar movement nonetheless tailored his military strategy to respond to some of its concerns. In later years, he suggested that the anti-war movement made it unthinkable for him to threaten nuclear escalation in Vietnam—even as a bluff. In addition, the movement helped end the draft, institutionalizing all-volunteer armed forces. And, according to Colin Powell, the Vietnam dissenters provoked a new military approach for the United States, one that emphasized the use of overwhelming force to minimize American casualties. Thus, the military execution of the 1991 Persian Gulf war was influenced by an anti-war movement that peaked more than three decades earlier. This is significant, if not the effect most anti-war activists envisioned.

## political institutions

Social movements can alter not only the substance of policy, but also how policy is made. It is not uncommon for governments to create new institutions, such as departments and agencies, in response to activists' demands. For example, President Kennedy responded to the nuclear freeze movement

by establishing the Arms Control and Disarmament Agency, which became a permanent voice and venue in the federal bureaucracy for arms control. A glance at any organizational chart of federal offices turns up numerous departments, boards, and commissions that trace their origins to popular mobilization. These include the Department of Labor, the Department of Housing and Urban Development, the National Labor Relations Board, the Environmental Protection Agency, the National Council on Disability, the Consumer Product Safety Commission and the Equal Employment Opportunity Commission. Although these offices do not always support activist goals, their very existence represents a permanent institutional concern and a venue for making demands. If, as environmentalists argue, the current Environmental Protection Agency is often more interested in facilitating exploitation of the environment than in preventing it, this does not negate the fact that the environmental movement established a set of procedures through which environmental concerns can be addressed.

Government responses to movement demands also include ensuring that diverse voices are heard in decision-making. In local zoning decisions, for example, environmental impact statements are now a routine part of getting a permit for construction. Congress passed legislation establishing this requirement in 1970 in response to the growing environmental movement. Indeed, movement groups, including Greenpeace and the Sierra Club, negotiated directly with congressional sponsors. Similarly, juries and judges now routinely hear victim impact statements before pronouncing sentences in criminal cases, the product of the victims' rights movement. Both public and private organizations have created new departments to manage and, perhaps more importantly, document personnel practices, such as hiring and firing, to avoid being sued for discrimination on the basis of gender, ethnicity or disability. Workshops on diversity, tolerance, and sexual harassment are commonplace in American universities and corporations, a change over just two decades that would have been impossible to imagine without the activism of the 1960s and 1970s. In such now well-established bureaucratic routines, we can see how social movements change practices, and through them, beliefs.

Social movements also spawn dedicated organizations that generally survive long after a movement's moment has passed. The environmental movement, for example, firmly established a "big ten" group of national organizations, such as the Wildlife Defense Fund, which survives primarily by raising money from self-defined environmentalists. It cultivates donors by monitoring and publicizing government actions and environmental conditions, lobbying elected officials and



Photo by Lydia Gans

Disability advocates march to protest government reductions in social and medical services. The origins of numerous government departments, boards, commissions and programs can be traced to social movements.



Photo by Ken Gould

Social movements can educate participants about issues beyond the boundaries of a single campaign. In the year after demonstrating against the International Monetary Fund and the World Bank in Washington, D.C., this group of activists demonstrated in support of affirmative action, against the North American Free Trade Agreement (NAFTA) and during the Presidential Inauguration of 2001.



Photo by David Bacon <<http://dbacon.igc.org/>>

Striking university workers hand out leaflets to passing motorists. Social movements are less a departure from conventional institutional politics than an extension of them.

administrators, and occasionally mobilizing supporters to do something more than mail in their annual membership renewals. Here, too, the seemingly permanent establishment of “movement organizations” in Washington, D.C. and in state capitals across the United States has—even if these groups often lose—fundamentally changed policymaking. Salaried officers of the organizations routinely screen high-level appointees to the judiciary and government bureaucracy and testify before legislatures. Mindful of this process, policymakers seek to preempt their arguments by modifying policy—or at least their rhetoric.

## political activists

Social movements also change the people who participate in them, educating as well as mobilizing activists, and thereby promoting ongoing awareness and action that extends beyond the boundaries of one movement or campaign. Those who turn out at anti-war demonstrations today have often cut their activist teeth mobilizing against globalization, on behalf of labor, for animal rights or against welfare reform. By politicizing communities, connecting people, and promoting personal loyalties, social movements build the infrastructure not only of subsequent movements, but of a democratic society more generally.

Importantly, these consequences are often indirect and difficult to document. When hundreds of thousands of activists march to the Supreme Court to demonstrate their support for legal abortion, their efforts might persuade a justice. More likely, the march signals commitment and passion to other activists and inspires them to return home and advocate for abortion rights in their communities across the country, thereby affecting the shape of politics and culture more broadly.

The 2003 anti-Iraq War movement mobilized faster, with better organizational ties in the United States and transnationally, than, for example, the movement against the 1991 Persian Gulf War. But how are we to assess its influence? Many activists no doubt see their efforts as having been wasted, or at least as unsuccessful. Moreover, supporters of the war point to the rapid seizure of Baghdad and ouster of Saddam Hussein’s regime as evidence of the peace movement’s naïveté. But a movement’s legacy extends through a range of outcomes beyond a government’s decision of the moment. It includes consequences for process, institutional practices, organizations and individuals. This anti-war movement changed the rhetoric and international politics of the United States’ preparation for war, leading to a

detour through the United Nations that delayed the start of war. The activists who marched in Washington, San Francisco and Los Angeles may retreat for awhile, but they are likely to be engaged in politics more intensively in the future. This may not be much consolation to people who marched to stop a war, but it is true. To paraphrase a famous scholar: activists make history, but they do not make it just as they please. In fighting one political battle, they shape the conditions of the next one. ■

## recommended resources

Arkin, William M. “The Dividends of Delay.” *Los Angeles Times*, February 23, 2003. Arkin details the influence of the peace movement on U.S. military strategy in the Iraq War.

Giugni, Marco, Doug McAdam, and Charles Tilly. *How Social Movements Matter*. Minneapolis, MN: University of Minnesota Press, 1999. This collection employs diverse approaches in examining the outcomes of social movements across a range of cases.

Klatch, Rebecca. *A Generation Divided: The New Left, The New Right, and the 1960s*. Berkeley, CA: University of California Press, 1999. Klatch traces individual life stories of activists on both ends of the political spectrum during a turbulent period and beyond.

Meyer, David S. “Protest Cycles and Political Process: American Peace Movements in the Nuclear Age.” *Political Research Quarterly* 46 (1993): 451-79. This article details how government responses to peace movements affect policy and subsequent political mobilization.

Meyer, David S., Nancy Whittier, and Belinda Robnett, eds. *Social Movements: Identity, Culture, and the State*. New York: Oxford University Press, 2002. A collection that addresses the link between protesters and context across different settings and times.

McAdam, Doug and Yang Su. “The War at Home: Antiwar Protests and Congressional Voting, 1965 to 1973.” *American Sociological Review* 67 (2002): 696-721. Antiwar protests set an agenda for Congress, forcing resolutions about the war, but could not influence the outcomes of those votes.

Rochon, Thomas. *Culture Moves: Ideas, Activism, and Changing Values*. Princeton, NJ: Princeton University Press, 1998. Rochon looks at social movements as a primary way to promote new ideas and alter culture.

Tarrow, Sidney. *Power in Movement*. New York: Cambridge University Press, [1994] 1998. A broad and comprehensive review of scholarship on movements, synthesized in a useful framework.