

THE STRUCTURE OF POWER IN AMERICAN SOCIETY*

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I

POWER HAS TO DO WITH whatever decisions men make about the arrangements under which they live, and about the events which make up the history of their times. Events that are beyond human decision do happen; social arrangements do change without benefit of explicit decision. But in so far as such decisions are made, the problem of who is involved in making them is the basic problem of power. In so far as they could be made but are not, the problem becomes who fails to make them?

We cannot today merely assume that in the last resort men must always be governed by their own consent. For among the means of power which now prevail is the power to manage and to manipulate the consent of men. That we do not know the limits of such power, and that we hope it does have limits, does not remove the fact that much power today is successfully employed without the sanction of the reason or the conscience of the obedient.

Surely nowadays we need not argue that, in the last resort, coercion is the 'final' form of power. But then, we are by no means constantly at the last resort. Authority (power that is justified by the beliefs of the voluntarily obedient) and manipulation (power that is wielded unbeknown to the powerless)—must also be considered, along with coercion. In fact, the three types must be sorted out whenever we think about power.

In the modern world, we must bear in mind, power is often not so authoritative as it seemed to be in the medieval epoch: ideas which justify rulers no longer seem so necessary to their exercise of power. At least for many of the great decisions of our time—especially those of an international sort—mass 'persuasion' has not been 'necessary'; the

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fact is simply accomplished. Furthermore, such ideas as are available to the powerful are often neither taken up nor used by them. Such ideologies usually arise as a response to an effective debunking of power; in the United States such opposition has not been effective enough recently to create the felt need for new ideologies of rule.

There has, in fact, come about a situation in which many who have lost faith in prevailing loyalties have not acquired new ones, and so pay no attention to politics of any kind. They are not radical, not liberal, not conservative, not reactionary. They are inactionary. They are out of it. If we accept the Greek's definition of the idiot as an altogether private man, then we must conclude that many American citizens are now idiots. And I should not be surprised, although I do not know, if there were not some such idiots even in Germany. This—and I use the word with care—this spiritual condition seems to me the key to many modern troubles of political intellectuals, as well as the key to much political bewilderment in modern society. Intellectual 'conviction' and moral 'belief' are not necessary, in either the rulers or the ruled, for a ruling power to persist and even to flourish. So far as the role of ideologies is concerned, their frequent absences and the prevalence of mass indifference are surely two of the major political facts about the western societies today.

How large a role any explicit decisions do play in the making of history is itself an historical problem. For how large that role may be depends very much upon the means of power that are available at any given time in any given society. In some societies, the innumerable actions of innumerable men modify their milieu, and so gradually modify the structure itself. These modifications—the course of history—go on behind the backs of men. History is drift, although in total 'men make it'. Thus, innumerable entrepreneurs and innumerable consumers by ten-thousand decisions per minute may shape and re-shape the free-market economy. Perhaps this was the chief kind of limitation Marx had in mind when he wrote, in *The 18th Brumaire*: that 'Men make their own history, but they do not make it just as they please; they do not make it under circumstances chosen by themselves. . . .'

But in other societies—certainly in the United States and in the Soviet Union today—a few men may be so placed within the structure that by their decisions they modify the milieu of many other men, and in fact nowadays the structural conditions under which most men live. Such elites of power also make history under circumstances not chosen altogether by themselves, yet compared with other men, and compared with other periods of world history, these circumstances do indeed seem less limiting.

I should contend that 'men are free to make history', but that some

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men are indeed much freer than others. For such freedom requires access to the means of decision and of power by which history can now be made. It has not always been so made; but in the later phases of the modern epoch it is. It is with reference to this epoch that I am contending that if men do not make history, they tend increasingly to become the utensils of history-makers as well as the mere objects of indeed seem less limiting.

The history of modern society may readily be understood as the story of the enlargement and the centralization of the means of power—in economic, in political, and in military institutions. The rise of industrial society has involved these developments in the means of economic production. The rise of the nation-state has involved similar developments in the means of violence and in those of political administration.

In the western societies, such transformations have generally occurred gradually, and many cultural traditions have restrained and shaped them. In most of the Soviet societies, they are happening very rapidly indeed and without the great discourse of western civilization, without the Renaissance and without the Reformation, which so greatly strengthened and gave political focus to the idea of freedom. In those societies, the enlargement and the co-ordination of all the means of power has occurred more brutally, and from the beginning under tightly centralized authority. But in both types, the means of power have now become international in scope and similar in form. To be sure, each of them has its own ups and downs; neither is as yet absolute; how they are run differs quite sharply.

Yet so great is the reach of the means of violence, and so great the economy required to produce and support them, that we have in the immediate past witnessed the consolidation of these two world centres, either of which dwarfs the power of Ancient Rome. As we pay attention to the awesome means of power now available to quite small groups of men we come to realize that Caesar could do less with Rome than Napoleon with France; Napoleon less with France than Lenin with Russia. But what was Caesar's power at its height compared with the power of the changing inner circles of Soviet Russia and the temporary administrations of the United States? We come to realize—indeed they continually remind us—how a few men have access to the means by which in a few days continents can be turned into thermonuclear wastelands. That the facilities of power are so enormously enlarged and so decisively centralized surely means that the powers of quite small groups of men, which we may call elites, are now of literally inhuman consequence.

My concern here is not with the international scene but with the United States in the middle of the twentieth century. I must emphasize

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'in the middle of the twentieth century' because in our attempt to understand any society we come upon images which have been drawn from its past and which often confuse our attempt to confront its present reality. That is one minor reason why history is the shank of any social science: we must study it if only to rid ourselves of it. In the United States, there are indeed many such images and usually they have to do with the first half of the nineteenth century. At that time the economic facilities of the United States were very widely dispersed and subject to little or to no central authority.

The state watched in the night but was without decisive voice in the day.

One man meant one rifle and the militia were without centralized orders.

Any American as old-fashioned as I can only agree with R. H. Tawney that 'Whatever the future may contain, the past has shown no more excellent social order than that in which the mass of the people were the masters of the holdings which they ploughed and the tools with which they worked, and could boast . . . 'It is a quietness to a man's mind to live upon his own and to know his heir certain.'

But then we must immediately add: all that is of the past and of little relevance to our understanding of the United States today. Within this society three broad levels of power may now be distinguished. I shall begin at the top and move downward.

II

The power to make decisions of national and international consequence is now so clearly seated in political, military, and economic institutions that other areas of society seem off to the side and, on occasion, readily subordinated to these. The scattered institutions of religion, education and family are increasingly shaped by the big three, in which history-making decisions now regularly occur. Behind this fact there is all the push and drive of a fabulous technology; for these three institutional orders have incorporated this technology and now guide it, even as it shapes and paces their development.

As each has assumed its modern shape, its effects upon the other two have become greater, and the traffic between the three has increased. There is no longer, on the one hand, an economy, and, on the other, a political order, containing a military establishment unimportant to politics and to money-making. There is a political economy numerously linked with military order and decision. This **triangle of power** is now a structural fact, and it is the key to any understanding of the higher circles in America today. For as each of these domains has coincided with the others, as decisions in each have become broader, the leading men of each—the high military, the

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corporation executives, the political directorate—have tended to come together to form the power elite of America.

The political order, once composed of several dozen states with a weak federal-centre, has become an executive apparatus which has taken up into itself many powers previously scattered, legislative as well as administrative, and which now reaches into all parts of the social structure. The long-time tendency of business and government to become more closely connected has since World War II reached a new point of explicitness. Neither can now be seen clearly as a distinct world. The growth of executive government does not mean merely the 'enlargement of government' as some kind of autonomous bureaucracy: under American conditions, it has meant the ascendancy of the corporation man into political eminence. Already during the New Deal, such men had joined the political directorate; as of World War II they came to dominate it. Long involved with government, now they have moved into quite full direction of the economy of the war effort and of the post-war era.

The economy, once a great scatter of small productive units in somewhat automatic balance, has become internally dominated by a few hundred corporations, administratively and politically inter-related, which together hold the keys to economic decision. This economy is at once a permanent-war economy and a private-corporation economy. The most important relations of the corporation to the state now rest on the coincidence between military and corporate interests, as defined by the military and the corporate rich, and accepted by politicians and public. Within the elite as a whole, this coincidence of military domain and corporate realm strengthens both of them and further subordinates the merely political man. Not the party politician, but the corporation executive, is now more likely to sit with the military to answer the question: what is to be done?

The military order, once a slim establishment in a context of civilian distrust, has become the largest and most expensive feature of government; behind smiling public relations, it has all the grim and clumsy efficiency of a great and sprawling bureaucracy. The high military have gained decisive political and economic relevance. The seemingly permanent military threat places a premium upon them and virtually all political and economic actions are now judged in terms of military definitions of reality: the higher military have ascended to a firm position within the power elite of our time.

In part at least this is a result of an historical fact, pivotal for the years since 1939: the attention of the elite has shifted from domestic problems—centered in the 'thirties around slump—to international problems—centered in the 'forties and 'fifties around war. By long historical usage, the government of the United States has been shaped by domestic clash and balance; it does not have suitable agencies and

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traditions for the democratic handling of international affairs. In considerable part, it is in this vacuum that the power elite has grown.

(i) To understand the unity of this power elite, we must pay attention to the psychology of its several members in their respective milieux. In so far as the power elite is composed of men of similar origin and education, of similar career and style of life, their unity may be said to rest upon the fact that they are of similar social type, and to lead to the fact of their easy intermingling. This kind of unity reaches its frothier apex in the sharing of that prestige which is to be had in the world of the celebrity. It achieves a more solid culmination in the fact of the interchangeability of positions between the three dominant institutional orders. It is revealed by considerable traffic of personnel within and between these three, as well as by the rise of specialized go-betweens as in the new style high-level lobbying.

(ii) Behind such psychological and social unity are the structure and the mechanics of those institutional hierarchies over which the political directorate, the corporate rich, and the high military now preside. How each of these hierarchies is shaped and what relations it has with the others determine in large part the relations of their rulers. Were these hierarchies scattered and disjointed, then their respective elites might tend to be scattered and disjointed; but if they have many interconnections and points of coinciding interest, then their elites tend to form a coherent kind of grouping. The unity of the elite is not a simple reflection of the unity of institutions, but men and institutions are always related; that is why we must understand the elite today in connection with such institutional trends as the development of a permanent-war establishment, alongside a privately incorporated economy, inside a virtual political vacuum. For the men at the top have been selected and formed by such institutional trends.

(iii) Their unity, however, does not rest solely upon psychological similarity and social intermingling, nor entirely upon the structural blending of commanding positions and common interests. At times it is the unity of a more explicit co-ordination.

To say that these higher circles are increasingly co-ordinated, that this is *one* basis of their unity, and that at times—as during open war—such co-ordination is quite wilful, is not to say that the co-ordination is total or continuous, or even that it is very surefooted. Much less is it to say that the power elite has emerged as the realization of a plot. Its rise cannot be adequately explained in any psychological terms.

Yet we must remember that institutional trends may be defined as opportunities by those who occupy the command posts. Once such opportunities are recognized, men may avail themselves of them. Certain types of men from each of these three areas, more far-sighted than others, have actively promoted the liaison even before it took its truly modern shape. Now more have come to see that their several

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interests can more easily be realized if they work together, in informal as well as in formal ways, and accordingly they have done so.

The idea of the power elite is of course an interpretation. It rests upon and it enables us to make sense of major institutional trends, the social similarities and psychological affinities of the men at the top. But the idea is also based upon what has been happening on the middle and lower levels of power, to which I now turn.

III

There are of course other interpretations of the American system of power. The most usual is that it is a moving balance of many competing interests. The image of balance, at least in America, is derived from the idea of the economic market: in the nineteenth century, the balance was thought to occur between a great scatter of individuals and enterprises; in the twentieth century, it is thought to occur between great interest blocs. In both views, the politician is the key man of power because he is the broker of many conflicting powers.

I believe that the balance and the compromise in American society—the ‘countervailing powers’ and the ‘veto groups’, of parties and associations, of strata and unions—must now be seen as having mainly to do with the middle levels of power. It is these middle levels that the political journalist and the scholar of politics are most likely to understand and to write about—if only because, being mainly middle class themselves, they are closer to them. Moreover these levels provide the noisy content of most ‘political’ news and gossip; the images of these levels are more or less in accord with the folklore of how democracy works; and, if the master-image of balance is accepted, many intellectuals, especially in their current patrioteering, are readily able to satisfy such political optimism as they wish to feel. Accordingly, liberal interpretations of what is happening in the United States are now virtually the only interpretations that are widely distributed.

But to believe that the power system reflects a balancing society is, I think, to confuse the present era with earlier times, and to confuse its top and bottom with its middle levels.

By the top levels, as distinguished from the middle, I intend to refer, first of all, to the scope of the decisions that are made. At the top today, these decisions have to do with all the issues of war and peace. They have also to do with slump and poverty which are now so very much problems of international scope. I intend also to refer to whether or not the groups that struggle politically have a chance to gain the positions from which such top decisions are made, and indeed whether their members do usually hope for such top national command. Most of the competing interests which make up the clang and clash of American politics are strictly concerned with their slice of the existing

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pie. Labour unions, for example, certainly have no policies of an international sort other than those which given unions adopt for the strict economic protection of their members. Neither do farm organizations. The actions of such middle-level powers may indeed have consequence for top-level policy; certainly at times they hamper these policies. But they are not truly concerned with them, which means of course that their influence tends to be quite irresponsible.

The facts of the middle levels may in part be understood in terms of the rise of the power elite. The expanded and centralized and interlocked hierarchies over which the power elite preside have encroached upon the old balance and relegated it to the middle level. But there are also independent developments of the middle levels. These, it seems to me, are better understood as an affair of entrenched and provincial demands than as a centre of national decision. As such, the middle level often seems much more of a stalemate than a moving balance.

(i) The middle level of politics is not a forum in which there are debated the big decisions of national and international life. Such debate is not carried on by nationally responsible parties representing and clarifying alternative policies. There are no such parties in the United States. More and more, fundamental issues never come to any point or decision before the Congress, much less before the electorate in party campaigns. In the case of Formosa, in the spring of 1955, the Congress abdicated all debate concerning events and decisions which surely bordered on war. The same is largely true of the 1957 crisis in the Middle East. Such decisions now regularly by-pass the Congress, and are never clearly focused issues for public decision.

The American political campaign distracts attention from national and international issues, but that is not to say that there are no issues in these campaigns. In each district and state, issues are set up and watched by organized interests of sovereign local importance. The professional politician is of course a party politician, and the two parties are semi-feudal organizations: they trade patronage and other favours for votes and for protection. The differences between them, so far as national issues are concerned, are very narrow and very mixed up. Often each seems to be forty-eight parties, one to each state; and accordingly, the politician as campaigner and as Congressman is not concerned with national party lines, if any are discernible. Often he is not subject to any effective national party discipline. He speaks for the interests of his own constituency, and he is concerned with national issues only in so far as they affect the interests effectively organized there, and hence his chances of re-election. That is why, when he does speak of national matters, the result is so often such an empty rhetoric. Seated in his sovereign locality, the politician is not at the national summit. He is on and of the middle levels of power.

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(ii) Politics is not an arena in which free and independent organizations truly connect the lower and middle levels of society with the top levels of decision. Such organizations are not an effective and major part of American life today. As more people are drawn into the political arena, their associations become mass in scale, and the power of the individual becomes dependent upon them; to the extent that they are effective, they have become larger, and to that extent they have become less accessible to the influence of the individual. This is a central fact about associations in any mass society: it is of most consequence for political parties and for trade unions.

In the 'thirties, it often seemed that labour would become an insurgent power independent of corporation and state. Organized labour was then emerging for the first time on an American scale, and the only political sense of direction it needed was the slogan, 'organize the unorganized'. Now without the mandate of the slump, labour remains without political direction. Instead of economic and political struggles it has become deeply entangled in administrative routines with both corporation and state. One of its major functions, as a vested interest of the new society, is the regulation of such irregular tendencies as may occur among the rank and file.

There is nothing, it seems to me, in the make-up of the current labour leadership to allow us to expect that it can or that it will lead, rather than merely react. In so far as it fights at all it fights over a share of the goods of a single way of life and not over that way of life itself. The typical labour leader in the U.S.A. today is better understood as an adaptive creature of the main business drift than as an independent actor in a truly national context.

(iii) The idea that this society is a balance of powers requires us to assume that the units in balance are of more or less equal power and that they are truly independent of one another. These assumptions have rested, it seems clear, upon the historical importance of a large and independent middle class. In the latter nineteenth century and during the Progressive Era, such a class of farmers and small businessmen fought politically—and lost—their last struggle for a paramount role in national decision. Even then, their aspirations seemed bound to their own imagined past.

This old, independent middle class has of course declined. On the most generous count, it is now 40 per cent of the total middle class (at most 20 per cent of the total labour force). Moreover, it has become politically as well as economically dependent upon the state, most notably in the case of the subsidized farmer.

The *new* middle class of white-collar employees is certainly not the political pivot of any balancing society. It is in no way politically unified. Its unions, such as they are, often serve merely to incorporate it as hanger-on of the labour interest. For a considerable period, the

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old middle class *was* an independent base of power; the new middle class cannot be. Political freedom and economic security *were* anchored in small and independent properties; they are not anchored in the worlds of the white-collar job. Scattered property holders were economically united by more or less free markets; the jobs of the new middle class are integrated by corporate authority. Economically, the white-collar classes are in the same condition as wage workers; politically, they are in a worse condition, for they are not organized. They are no vanguard of historic change; they are at best a rear-guard of the welfare state.

The agrarian revolt of the 'nineties, the small-business revolt that has been more or less continuous since the 'eighties, the labour revolt of the 'thirties—each of these has failed as an independent movement which could countervail against the powers that be; they have failed as politically autonomous third parties. But they have succeeded, in varying degree, as interests vested in the expanded corporation and state; they have succeeded as parochial interests seated in particular districts, in local divisions of the two parties, and in the Congress. What they would become, in short, are well-established features of the *middle* levels of balancing power, on which we may now observe all those strata and interests which in the course of American history have been defeated in their bids for top power or which have never made such bids.

Fifty years ago many observers thought of the American state as a mask behind which an invisible government operated. But nowadays, much of what was called the old lobby, visible or invisible, is part of the quite visible government. The 'governmentalization of the lobby' has proceeded in both the legislative and the executive domain, as well as between them. The executive bureaucracy becomes not only the centre of decision but also the arena within which major conflicts of power are resolved or denied resolution. 'Administration' replaces electoral politics; the manoeuvring of cliques (which include leading Senators as well as civil servants) replaces the open clash of parties.

The shift of corporation men into the political directorate has accelerated the decline of the politicians in the Congress to the middle levels of power; the formation of the power elite rests in part upon this relegation. It rests also upon the semi-organized stalemate of the interests of sovereign localities, into which the legislative function has so largely fallen; upon the virtually complete absence of a civil service that is a politically neutral but politically relevant, depository of brain-power and executive skill; and it rests upon the increased official secrecy behind which great decisions are made without benefit of public or even of Congressional debate.

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IV

There is one last belief upon which liberal observers everywhere base their interpretations and rest their hopes. That is the idea of the public and the associated idea of public opinion. Conservative thinkers, since the French Revolution, have of course viewed with alarm the rise of the public, which they have usually called the masses, or something to that effect. 'The populace is sovereign,' wrote Gustave Le Bon, 'and the tide of barbarism mounts.' But surely those who have supposed the masses to be well on their way to triumph are mistaken. In our time, the influence of publics or of masses within political life is in fact decreasing, and such influence as on occasion they do have tends, to an unknown but increasing degree, to be guided by the means of mass communication.

In a society of publics, discussion is the ascendant means of communication, and the mass media, if they exist, simply enlarge and animate this discussion, linking one face-to-face public with the discussions of another. In a mass society, the dominant type of communication is the formal media, and publics become mere markets for these media: the 'public' of a radio programme consists of all those exposed to it. When we try to look upon the United States today as a society of publics, we realize that it has moved a considerable distance along the road to the mass society.

In official circles, the very term, 'the public', has come to have a phantom meaning, which dramatically reveals its eclipse. The deciding elite can identify some of those who clamour publicly as 'Labour', others as 'Business', still others as 'Farmer'. But these are not the public. 'The public' consists of the unidentified and the non-partisan in a world of defined and partisan interests. In this faint echo of the classic notion, the public is composed of these remnants of the old and new middle classes whose interests are not explicitly defined, organized, or clamorous. In a curious adaptation, 'the public' often becomes, in administrative fact, 'the disengaged expert', who, although ever so well informed, has never taken a clear-cut and public stand on controversial issues. He is the 'public' member of the board, the commission, the committee. What 'the public' stands for, accordingly, is often a vagueness of policy (called 'open-mindedness'), a lack of involvement in public affairs (known as 'reasonableness'), and a professional disinterest (known as 'tolerance').

All this is indeed far removed from the eighteenth-century idea of the public of public opinion. That idea parallels the economic idea of the magical market. Here is the market composed of freely competing entrepreneurs; there is the public composed of circles of people in discussion. As price is the result of anonymous, equally weighted, bargaining individuals, so public opinion is the result of each man's

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having thought things out for himself and then contributing his voice to the great chorus. To be sure, some may have more influence on the state of opinion than others, but no one group monopolizes the discussion, or by itself determines the opinions that prevail.

In this classic image, the people are presented with problems. They discuss them. They formulate viewpoints. These viewpoints are organized, and they compete. One viewpoint 'wins out'. Then the people act on this view, or their representatives are instructed to act it out, and this they promptly do.

Such are the images of democracy which are still used as working justifications of power in America. We must now recognize this description as more a fairy tale than a useful approximation. The issues that now shape man's fate are neither raised nor decided by any public at large. The idea of a society that is at bottom composed of publics is not a matter of fact; it is the proclamation of an ideal, and as well the assertion of a legitimation masquerading as fact.

I cannot here describe the several great forces within American society as well as elsewhere which have been at work in the debilitation of the public. I want only to remind you that publics, like free associations, can be deliberately and suddenly smashed, or they can more slowly wither away. But whether smashed in a week or withered in a generation, the demise of the public must be seen in connection with the rise of centralized organizations, with all their new means of power, including those of the mass media of distraction. These, we now know, often seem to expropriate the rationality and the will of the terrorized or—as the case may be—the voluntarily indifferent society of masses. In the more democratic process of indifference the remnants of such publics as remain may only occasionally be intimidated by fanatics in search of 'disloyalty'. But regardless of that, they lose their will for decision because they do not possess the instruments for decision; they lose their sense of political belonging because they do not belong; they lose their political will because they see no way to realize it.

The political structure of a modern democratic state requires that such a public as is projected by democratic theorists not only exist but that it be the very forum within which a politics of real issues is enacted.

It requires a civil service that is firmly linked with the world of knowledge and sensibility, and which is composed of skilled men who, in their careers and in their aspirations, are truly independent of any private, which is to say, corporation, interests.

It requires nationally responsible parties which debate openly and clearly the issues which the nation, and indeed the world, now so rigidly confronts.

It requires an intelligentsia, inside as well as outside the universities, who carry on the big discourse of the western world, and whose work

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is relevant to and influential among parties and movements and publics.

And it certainly requires, as a fact of power, that there be free associations standing between families and smaller communities and publics, on the one hand, and the state, the military, the corporation, on the other. For unless these do exist, there are no vehicles for reasoned opinion, no instruments for the rational exertion of public will.

Such democratic formations are not now ascendant in the power structure of the United States, and accordingly the men of decision are not men selected and formed by careers within such associations and by their performance before such publics. The top of modern American society is increasingly unified, and often seems wilfully co-ordinated: at the top there has emerged an elite whose power probably exceeds that of any small group of men in world history. The middle levels are often a drifting set of stalemated forces: the middle does not link the bottom with the top. The bottom of this society is politically fragmented, and even as a passive fact, increasingly powerless: at the bottom there is emerging a mass society.

These developments, I believe, can be correctly understood neither in terms of the liberal nor the marxian interpretation of politics and history. Both these ways of thought arose as guidelines to reflection about a type of society which does not now exist in the United States. We confront there a new kind of social structure, which embodies elements and tendencies of all modern society, but in which they have assumed a more naked and flamboyant prominence.

That does not mean that we must give up the ideals of these classic political expectations. I believe that both have been concerned with the problem of rationality and of freedom: liberalism, with freedom and rationality as supreme facts about the individual; marxism, as supreme facts about man's role in the political making of history. What I have said here, I suppose, may be taken as an attempt to make evident why the ideas of freedom and of rationality now so often seem so ambiguous in the new society of the United States of America.