



50¢
HST

THE POWER ELITE

C. WRIGHT

OXFORD
\$2.95

12

The Power Elite

EXCEPT for the unsuccessful Civil War, changes in the power system of the United States have not involved important challenges to its basic legitimations. Even when they have been decisive enough to be called 'revolutions,' they have not involved the 'resort to the guns of a cruiser, the dispersal of an elected assembly by bayonets, or the mechanisms of a police state.'¹ Nor have they involved, in any decisive way, any ideological struggle to control masses. Changes in the American structure of power have generally come about by institutional shifts in the relative positions of the political, the economic, and the military orders. From this point of view, and broadly speaking, the American power elite has gone through four epochs, and is now well into a fifth.

1. During the first—roughly from the Revolution through the administration of John Adams—the social and economic, the political and the military institutions were more or less unified in a simple and direct way: the individual men of these several elites moved easily from one role to another at the top of each of the major institutional orders. Many of them were many-sided men who could take the part of legislator and merchant, frontiersman and soldier, scholar and surveyor.²

Until the downfall of the Congressional caucus of 1824, political institutions seemed quite central; political decisions, of great importance; many politicians, considered national statesmen of note. 'Society, as I first remember it,' Henry Cabot Lodge once said,

speaking of the Boston of his early boyhood, 'was based on the old families; Doctor Holmes defines them in the "Autocrat" as the families which had held high position in the colony, the province and during the Revolution and the early decades of the United States. They represented several generations of education and standing in the community . . . They had ancestors who had filled the pulpits, sat upon the bench, and taken part in the government under the crown; who had fought in the Revolution, helped to make the State and National constitutions and served in the army or navy; who had been members of the House or Senate in the early days of the Republic, and who had won success as merchants, manufacturers, lawyers, or men of letters.'³

Such men of affairs, who—as I have noted—were the backbone of Mrs. John Jay's social list of 1787, definitely included political figures of note. The important fact about these early days is that social life, economic institutions, military establishment, and political order coincided, and men who were high politicians also played key roles in the economy and, with their families, were among those of the reputable who made up local society. In fact, this first period is marked by the leadership of men whose status does not rest exclusively upon their political position, although their political activities are important and the prestige of politicians high. And this prestige seems attached to the men who occupy Congressional position as well as the cabinet. The elite are political men of education and of administrative experience, and, as Lord Bryce noted, possess a certain 'largeness of view and dignity of character.'⁴

ii. During the early nineteenth century—which followed Jefferson's political philosophy, but, in due course, Hamilton's economic principles—the economic and political and military orders fitted loosely into the great scatter of the American social structure. The broadening of the economic order which came to be seated in the individual property owner was dramatized by Jefferson's purchase of the Louisiana Territory and by the formation of the Democratic-Republican party as successor to the Federalists.

In this society, the 'elite' became a plurality of top groups, each in turn quite loosely made up. They overlapped to be sure, but again quite loosely so. One definite key to the period, and certainly

to our images of it, is the fact that the Jacksonian Revolution was much more of a status revolution than either an economic or a political one. The metropolitan 400 could not truly flourish in the face of the status tides of Jacksonian democracy; alongside it was a political elite in charge of the new party system. No set of men controlled centralized means of power; no small clique dominated economic, much less political, affairs. The economic order was ascendant over both social status and political power; within the economic order, a quite sizable proportion of all the economic men were among those who decided. For this was the period—roughly from Jefferson to Lincoln—when the elite was at most a loose coalition. The period ended, of course, with the decisive split of southern and northern types.

Official commentators like to contrast the ascendancy in totalitarian countries of a tightly organized clique with the American system of power. Such comments, however, are easier to sustain if one compares mid-twentieth-century Russia with mid-nineteenth-century America, which is what is often done by Tocqueville—quoting Americans making the contrast. But that was an America of a century ago, and in the century that has passed, the American elite have not remained as patriotic essayists have described them to us. The 'loose cliques' now head institutions of a scale and power not then existing and, especially since World War I, the loose cliques have tightened up. We are well beyond the era of romantic pluralism.

iii. The supremacy of corporate economic power began, in a formal way, with the Congressional elections of 1866, and was consolidated by the Supreme Court decision of 1886 which declared that the Fourteenth Amendment protected the corporation. That period witnessed the transfer of the center of initiative from government to corporation. Until the First World War (which gave us an advanced showing of certain features of our own period) this was an age of raids on the government by the economic elite, an age of simple corruption, when Senators and judges were simply bought up. Here, once upon a time, in the era of McKinley and Morgan, far removed from the undocumented complexities of our own time, many now believe, was the golden era of the American ruling class.⁵

The military order of this period, as in the second, was subor-

dinate to the political, which in turn was subordinate to the economic. The military was thus off to the side of the main driving forces of United States history. Political institutions in the United States have never formed a centralized and autonomous domain of power; they have been enlarged and centralized only reluctantly in slow response to the public consequence of the corporate economy.

In the post-Civil-War era, that economy was the dynamic; the 'trusts'—as policies and events make amply clear—could readily use the relatively weak governmental apparatus for their own ends. That both state and federal governments were decisively limited in their power to regulate, in fact meant that they were themselves regulatable by the larger moneyed interests. Their powers were scattered and unorganized; the powers of the industrial and financial corporations concentrated and interlocked. The Morgan interests alone held 341 directorships in 112 corporations with an aggregate capitalization of over \$22 billion over three times the assessed value of all real and personal property in New England.⁶ With revenues greater and employees more numerous than those of many states, corporations controlled parties, bought laws, and kept Congressmen of the 'neutral' state. And as private economic power overshadowed public political power, so the economic elite overshadowed the political.

Yet even between 1896 and 1919, events of importance tended to assume a political form, foreshadowing the shape of power which after the partial boom of the 'twenties was to prevail in the New Deal. Perhaps there has never been any period in American history so politically transparent as the Progressive era of President-makers and Muckrakers.

iv. The New Deal did not reverse the political and economic relations of the third era, but it did create within the political arena as well as in the corporate world itself, competing centers of power that challenged those of the corporate directors. As the New Deal directorate gained political power, the economic elite, which in the third period had fought against the growth of 'government' while raiding it for crafty privileges, belatedly attempted to join it on the higher levels. When they did so they found themselves confronting other interests and men, for the places of decision were crowded. In due course, they did come to control and

to use for their own purposes the New Deal institutions whose creation they had so bitterly denounced.

But during the 'thirties, the political order was still an instrument of small propertied farmers and businessmen, although they were weakened, having lost their last chance for real ascendancy in the Progressive era. The struggle between big and small property flared up again, however, in the political realm of the New Deal era, and to this struggle there was added, as we have seen, the new struggle of organized labor and the unorganized unemployed. This new force flourished under political tutelage, but nevertheless, for the first time in United States history, social legislation and lower-class issues became important features of the reform movement.

In the decade of the 'thirties, a set of shifting balances involving newly instituted farm measures and newly organized labor unions—along with big business—made up the political and administrative drama of power. These farm, labor, and business groups, moreover, were more or less contained within the framework of an enlarging governmental structure, whose political directorship made decisions in a definitely political manner. These groups pressured, and in pressing against one another and against the governmental and party system, they helped to shape it. But it could not be said that any of them for any considerable length of time used that government unilaterally as their instrument. That is why the 'thirties was a *political* decade: the power of business was not replaced, but it was contested and supplemented: it became one major power within a structure of power that was chiefly run by political men, and not by economic or military men turned political.

The earlier and middle Roosevelt administrations can best be understood as a desperate search for ways and means, within the existing capitalist system, of reducing the staggering and ominous army of the unemployed. In these years, the New Deal as a system of power was essentially a balance of pressure groups and interest blocs. The political top adjusted many conflicts, gave way to this demand, sidetracked that one, was the unilateral servant of none, and so evened it all out into such going policy line as prevailed from one minor crisis to another. Policies were the result of a political act of balance at the top. Of course, the bal-

ancing act that Roosevelt performed did not affect the fundamental institutions of capitalism as a type of economy. By his policies, he subsidized the defaults of the capitalist economy, which had simply broken down; and by his rhetoric, he balanced its political disgrace, putting 'economic royalists' in the political doghouse.

The 'welfare state,' created to sustain the balance and to carry out the subsidy, differed from the 'laissez-faire' state: 'If the state was believed neutral in the days of T.R. because its leaders claimed to sanction favors for no one,' Richard Hofstadter has remarked, 'the state under F.D.R. could be called neutral only in the sense that it offered favors to everyone.'⁷ The new state of the corporate commissars differs from the old welfare state. In fact, the later Roosevelt years—beginning with the entrance of the United States into overt acts of war and preparations for World War II—cannot be understood entirely in terms of an adroit equipoise of political power.

2

We study history, it has been said, to rid ourselves of it, and the history of the power elite is a clear case for which this maxim is correct. Like the tempo of American life in general, the long-term trends of the power structure⁸ have been greatly speeded up since World War II, and certain newer trends within and between the dominant institutions have also set the shape of the power elite and given historically specific meaning to its fifth epoch:

i. In so far as the structural clue to the power elite today lies in the political order, that clue is the decline of politics as genuine and public debate of alternative decisions—with nationally responsible and policy-coherent parties and with autonomous organizations connecting the lower and middle levels of power with the top levels of decision. America is now in considerable part more a formal political democracy than a democratic social structure, and even the formal political mechanics are weak.

The long-time tendency of business and government to become more intricately and deeply involved with each other has, in the fifth epoch, reached a new point of explicitness. The two cannot now be seen clearly as two distinct worlds. It is in terms

⁷ See above, ONE: The Higher Circles.

of the executive agencies of the state that the rapprochement has proceeded most decisively. The growth of the executive branch of the government, with its agencies that patrol the complex economy, does not mean merely the 'enlargement of government' as some sort of autonomous bureaucracy; it has meant the ascendancy of the corporation's man as a political eminence.

During the New Deal the corporate chieftains joined the political directorate; as of World War II they have come to dominate it. Long interlocked with government, now they have moved into quite full direction of the economy of the war effort and of the postwar era. This shift of the corporation executives into the political directorate has accelerated the long-term relegation of the professional politicians in the Congress to the middle levels of power.

ii. In so far as the structural clue to the power elite today lies in the enlarged and military state, that clue becomes evident in the military ascendancy. The warlords have gained decisive political relevance, and the military structure of America is now in considerable part a political structure. The seemingly permanent military threat places a premium on the military and upon their control of men, materiel, money, and power; virtually all political and economic actions are now judged in terms of military definition of reality: the higher warlords have ascended to a firm position within the power elite of the fifth epoch.

In part at least this has resulted from one simple historical fact, pivotal for the years since 1939: the focus of elite attention has been shifted from domestic problems, centered in the 'thirties around slump, to international problems, centered in the 'forties and 'fifties around war. Since the governing apparatus of the United States has by long historic usage been adapted to and shaped by domestic clash and balance, it has not, from any angle, had suitable agencies and traditions for the handling of international problems. Such formal democratic mechanics as had arisen in the century and a half of national development prior to 1941, had not been extended to the American handling of international affairs. It is, in considerable part, in this vacuum that the power elite has grown.

iii. In so far as the structural clue to the power elite today lies in the economic order, that clue is the fact that the economy is

at once a permanent-war economy and a private-corporation economy. American capitalism is now in considerable part a military capitalism, and the most important relation of the big corporation to the state rests on the coincidence of interests between military and corporate needs, as defined by warlords and corporate rich. Within the elite as a whole, this coincidence of interest between the high military and the corporate chieftains strengthens both of them and further subordinates the role of the merely political men. Not politicians, but corporate executives, sit with the military and plan the organization of war effort.

The shape and meaning of the power elite today can be understood only when these three sets of structural trends are seen at their point of coincidence: the military capitalism of private corporations exists in a weakened and formal democratic system containing a military order already quite political in outlook and demeanor. Accordingly, at the top of this structure, the power elite has been shaped by the coincidence of interest between those who control the major means of production and those who control the newly enlarged means of violence; from the decline of the professional politician and the rise to explicit political command of the corporate chieftains and the professional warlords; from the absence of any genuine civil service of skill and integrity, independent of vested interests.

The power elite is composed of political, economic, and military men, but this instigated elite is frequently in some tension: it comes together only on certain coinciding points and only on certain occasions of 'crisis.' In the long peace of the nineteenth century, the military were not in the high councils of state, not of the political directorate, and neither were the economic men—they made raids upon the state but they did not join its directorate. During the thirties, the political man was ascendant. Now the military and the corporate men are in top positions.

Of the three types of circle that compose the power elite today, it is the military that has benefited the most in its enhanced power, although the corporate circles have also become more explicitly entrenched in the more public decision-making circles. It is the professional politician that has lost the most, so much that in examining the events and decisions, one is tempted to speak of a political vacuum in which the corporate rich and the high warlord, in their

coinciding interests, rule.

It should not be said that the three 'take turns' in carrying the initiative, for the mechanics of the power elite are not often as deliberate as that would imply. At times, of course, it is—as when political men, thinking they can borrow the prestige of generals, find that they must pay for it, or, as when during big slumps, economic men feel the need of a politician at once safe and possessing vote appeal. Today all three are involved in virtually all widely ramifying decisions. Which of the three types seems to lead depends upon the tasks of the period¹ as they, the elite, define them. Just now, these tasks center upon 'defense' and international affairs. Accordingly, as we have seen, the military are ascendant in two senses: as personnel and as justifying ideology. That is why, just now, we can most easily specify the unity and the shape of the power elite in terms of the military ascendancy.

But we must always be historically specific and open to complexities. The simple Marxian view makes the big economic man the real holder of power; the simple liberal view makes the big political man the chief of the power system; and there are some who would view the warlords as virtual dictators. Each of these is an oversimplified view. It is to avoid them that we use the term 'power elite' rather than, for example, 'ruling class.'²

In so far as the power elite has come to wide public attention, ¹ 'Ruling class' is a badly loaded phrase. 'Class' is an economic term; 'rule' a political one. The phrase, 'ruling class,' thus contains the theory that an economic class rules politically. That short-cut theory may or may not at times be true, but we do not want to carry that one rather simple theory about in the terms that we use to define our problems; we wish to state the theories explicitly, using terms of more precise and unilateral meaning. Specifically, the phrase 'ruling class,' in its common political connotations, does not allow enough autonomy to the political order and its agents, and it says nothing about the military as such. It should be clear to the reader by now that we do not accept as adequate the simple view that high economic men unilaterally make all decisions of national consequence. We hold that such a simple view of 'economic determinism' must be elaborated by 'political determinism' and 'military determinism'; that the higher agents of each of these three domains now often have a noticeable degree of autonomy; and that only in the often intricate ways of coalition do they make up and carry through the most important decisions. Those are the major reasons we prefer 'power elite' to 'ruling class' as a characterizing phrase for the higher circles when we consider them in terms of power.

it has done so in terms of the 'military clique.' The power elite does, in fact, take its current shape from the decisive entrance into it of the military. Their presence and their ideology are its major legitimations, whenever the power elite feels the need to provide any. But what is called the 'Washington military clique' is not composed merely of military men, and it does not prevail merely in Washington. Its members exist all over the country, and it is a coalition of generals in the roles of corporation executives, of politicians masquerading as admirals, of corporation executives acting like politicians, of civil servants who become majors, of vice-admirals who are also the assistants to a cabinet officer, who is himself, by the way, really a member of the managerial elite.

Neither the idea of a 'ruling class' nor of a simple monolithic rise of 'bureaucratic politicians' nor of a 'military clique' is adequate. The power elite today involves the often uneasy coincidence of economic, military, and political power.

3

Even if our understanding were limited to these structural trends, we should have grounds for believing the power elite a useful, indeed indispensable, concept for the interpretation of what is going on at the top of modern American society. But we are not, of course, so limited: our conception of the power elite does not need to rest only upon the correspondence of the institutional hierarchies involved, or upon the many points at which their shifting interests coincide. The power elite, as we conceive it, also rests upon the similarity of its personnel, and their personal and official relations with one another, upon their social and psychological affinities. In order to grasp the personal and social basis of the power elite's unity, we have first to remind ourselves of the facts of origin, career, and style of life of each of the types of circle whose members compose the power elite.

The power elite is *not* an aristocracy, which is to say that it is not a political ruling group based upon a nobility of hereditary origin. It has no compact basis in a small circle of great families whose members can and do consistently occupy the top positions in the several higher circles which overlap as the power elite. But such nobility is only one possible basis of common origin. That it does not exist for the American elite does not mean that mem-

bers of this elite derive socially from the full range of strata composing American society. They derive in substantial proportions from the upper classes, both new and old, of local society and the metropolitan 400. The bulk of the very rich, the corporate executives, the political outsiders, the high military, derive from, at most, the upper third of the income and occupational pyramids. Their fathers were at least of the professional and business strata, and very frequently higher than that. They are native-born Americans of native parents, primarily from urban areas, and, with the exceptions of the politicians among them, overwhelmingly from the East. They are mainly Protestants, especially Episcopalian or Presbyterian. In general, the higher the position, the greater the proportion of men within it who have derived from and who maintain connections with the upper classes. The generally similar origins of the members of the power elite are underlined and carried further by the fact of their increasingly common educational routine. Overwhelmingly college graduates, substantial proportions have attended Ivy League colleges, although the education of the higher military, of course, differs from that of other members of the power elite.

But what do these apparently simple facts about the social composition of the higher circles really mean? In particular, what do they mean for any attempt to understand the degree of unity, and the direction of policy and interest that may prevail among these several circles? Perhaps it is best to put this question in a deceptively simple way: in terms of origin and career, who or what do these men at the top represent?

Of course, if they are elected politicians, they are supposed to represent those who elected them; and, if they are appointed, they are supposed to represent, indirectly, those who elected their appointers. But this is recognized as something of an abstraction, as a rhetorical formula by which all men of power in almost all systems of government nowadays justify their power of decision. At times it may be true, both in the sense of their motives and in the sense of who benefits from their decisions. Yet it would not be wise in any power system merely to assume it.

The fact that members of the power elite come from near the top of the nation's class and status levels does not mean that they are necessarily 'representative' of the top levels only. And if they

were, as social types, representative of a cross-section of the population, that would not mean that a balanced democracy of interest and power would automatically be the going political fact.

We cannot infer the direction of policy merely from the social origins and careers of the policy-makers. The social and economic backgrounds of the men of power do not tell us all that we need to know in order to understand the distribution of social power. For: (1) Men from high places may be ideological representatives of the poor and humble. (2) Men of humble origin, brightly self-made, may energetically serve the most vested and inherited interests. Moreover (3), not all men who effectively represent the interests of a stratum need in any way belong to it or personally benefit by policies that further its interests. Among the politicians, in short, there are sympathetic *agents* of given groups, conscious and unconscious, paid and unpaid. Finally (4), among the top decision-makers we find men who have been chosen for their positions because of their 'expert knowledge.' These are some of the obvious reasons why the social origins and careers of the power elite do not enable us to infer the class interests and policy directions of a modern system of power.

Do the high social origin and careers of the top men mean nothing, then, about the distribution of power? By no means. They simply remind us that we must be careful of any simple and direct inference from origin and career to political character and policy, not that we must ignore them in our attempt at political understanding. They simply mean that we must analyze the political *psychology* and the actual decisions of the political directorate as well as its social composition. And they mean, above all, that we should control, as we have done here, any inference we make from the origin and careers of the political actors by close understanding of the institutional landscape in which they act out their drama. Otherwise we should be guilty of a rather simple-minded biological theory of society and history.

Just as we cannot rest the notion of the power elite solely upon the institutional mechanics that lead to its formation, so we cannot rest the notion solely upon the facts of the origin and career of its personnel. We need both, and we have both—as well as other bases, among them that of the status intermingling.

But it is not only the similarities of social origin, religious affilia-

tion, nativity, and education that are important to the psychological and social affinities of the members of the power elite. Even if their recruitment and formal training were more heterogeneous than they are, these men would still be of quite homogeneous social type. For the most important set of facts about a circle of men is the criteria of admission, of praise, of honor, of promotion that prevails among them; if these are similar within a circle, then they will tend as personalities to become similar. The circles that compose the power elite do tend to have such codes and criteria in common. The co-optation of the social types to which these common values lead is often more important than any statistics of common origin and career that we might have at hand.

There is a kind of reciprocal attraction among the fraternity of the successful—not between each and every member of the circles of the high and mighty, but between enough of them to insure a certain unity. On the slight side, it is a sort of tacit, mutual admiration; in the strongest terms, it proceeds by intermarriage. And there are all grades and types of connectors between these extremes. Some overlaps certainly occur by means of cliques and clubs, churches and schools.

If social origin and formal education in common tend to make the members of the power elite more readily understood and trusted by one another, their continued association further cements what they feel they have in common. Members of the several higher circles know one another as personal friends and even as neighbors; they mingle with one another on the golf course, in the gentleman's clubs, at resorts, on transcontinental airplanes, and on ocean liners. They meet at the estates of mutual friends, face each other in front of the TV camera, or serve on the same philanthropic committee; and many are sure to cross one another's path in the columns of newspapers, if not in the exact cafes of 'the New 400' of elite society, one chronicler has named forty-one members of the very rich, ninety-three political leaders, and seventy-nine chief executives of corporations.*

'I did not know, I could not have dreamed,' Whitaker Chambers has written, 'of the immense scope and power of Miss' politi-

* See above, *Four: The Celebrities.*

cal alliances and his social connections, which cut across all party lines and ran from the Supreme Court to the Religious Society of Friends, from governors of states and instructors in college faculties to the staff members of liberal magazines. In the decade since I had last seen him, he had used his career, and, in particular, his identification with the cause of peace through his part in organizing the United Nations, to put down roots that made him one with the matted forest floor of American upper class, enlightened middle class, liberal and official life. His roots could not be disturbed without disturbing all the roots on all sides of him.⁸

The sphere of status has reflected the epochs of the power elite. In the third epoch, for example, who could compete with big money? And in the fourth, with big politicians, or even the bright young men of the New Deal? And in the fifth, who can compete with the generals and the admirals and the corporate officials now so sympathetically portrayed on the stage, in the novel, and on the screen? Can one imagine *Executive Suite* as a successful motion picture in 1935? Or *The Caine Mutiny*?

The multiplicity of high-prestige organizations to which the elite usually belong is revealed by even casual examination of the obituaries of the big businessman, the high-prestige lawyer, the top general and admiral, the key senator: usually, high-prestige church, business associations, plus high-prestige clubs, and often plus military rank. In the course of their lifetimes, the university president, the New York Stock Exchange chairman, the head of the bank, the old West Pointer—mingle in the status sphere, within which they easily renew old friendships and draw upon them in an effort to understand through the experience of trusted others those contexts of power and decision in which they have not personally moved.

In these diverse contexts, prestige accumulates in each of the higher circles, and the members of each borrow status from one another. Their self-images are fed by these accumulations and these borrowings, and accordingly, however segmented a given man's role may seem, he comes to feel himself a 'diffuse' or 'generalized' man of the higher circles. a 'broad-gauge' man. Perhaps such inside experience is one feature of what is meant by 'judgment.'

The key organizations, perhaps, are the major corporations themselves, for on the boards of directors we find a heavy overlapping among the members of these several elites. On the lighter side, again in the summer and winter resorts, we find that, in an intricate series of overlapping circles; in the course of time, each meets each or knows somebody who knows somebody who knows that one.

The higher members of the military, economic, and political orders are able readily to take over one another's point of view, always in a sympathetic way, and often in a knowledgeable way as well. They define one another as among those who count, and who, accordingly, must be taken into account. Each of them as a member of the power elite comes to incorporate into his own integrity, his own honor, his own conscience, the viewpoint, the expectations, the values of the others. If there are no common ideals and standards among them that are based upon an explicitly aristocratic culture, that does not mean that they do not feel responsibility to one another.

All the structural coincidence of their interests as well as the intricate, psychological facts of their origins and their education, their careers and their associations make possible the psychological affinities that prevail among them, affinities that make it possible for them to say of one another: He is, of course, one of us. And all this points to the basic, psychological meaning of class consciousness. Nowhere in America is there as great a 'class consciousness' as among the elite; nowhere is it organized as effectively as among the power elite. For by class consciousness, as a psychological fact, one means that the individual member of a 'class' accepts only those accepted by his circle as among those who are significant to his own image of self.

Within the higher circles of the power elite, factions do exist; there are conflicts of policy; individual ambitions do clash. There are still enough divisions of importance within the Republican party, and even between Republicans and Democrats, to make for different methods of operation. But more powerful than these divisions are the internal discipline and the community of interests that bind the power elite together, even across the boundaries of nations at war.⁹

4

Yet we must give due weight to the other side of the case which may not question the facts but only our interpretation of them. There is a set of objections that will inevitably be made to our whole conception of the power elite, but which has essentially to do with only the psychology of its members. It might well be put by liberals or by conservatives in some such way as this:

"To talk of a power elite—isn't this to characterize men by their origins and associations? Isn't such characterization both unfair and untrue? Don't men modify themselves, especially Americans such as these, as they rise in stature to meet the demands of their jobs? Don't they arrive at a view and a line of policy that represents, so far as they in their human weaknesses can know, the interests of the nation as a whole? Aren't they merely honorable men who are doing their duty?"

What are we to reply to these objections?

I. We are sure that they are honorable men. But what is honor? Honor can only mean living up to a code that one believes to be honorable. There is no one code upon which we are all agreed. That is why, if we are civilized men, we do not kill off all of those with whom we disagree. The question is not: are these honorable men? The question is: what are their codes of honor? The answer to that question is that they are the codes of their circles, of those to whose opinions they defer. How could it be otherwise? That is one meaning of the important truism that all men are human and that all men are social creatures. As for sincerity, it can only be disproved, never proved.

II. To the question of their adaptability—which means their capacity to transcend the codes of conduct which, in their life's work and experience, they have acquired—we must answer: simply no, they cannot, at least not in the handful of years most of them have left. To expect that is to assume that they are indeed strange and expedient: such flexibility would in fact involve a violation of what we may rightly call their character and their integrity. By the way, may it not be precisely because of the lack of such character and integrity that earlier types of American politicians have not represented as great a threat as do these men of character?

It would be an insult to the effective training of the military, and to their indoctrination as well, to suppose that military officials shed their military character and outlook upon changing from uniform to mufti. This background is more important perhaps in the military case than in that of the corporate executives, for the training of the career is deeper and more total.

'Lack of imagination,' Gerald W. Johnson has noted, 'is not to be confused with lack of principle. On the contrary, an unimaginative man is often a man of the highest principles. The trouble is that his principles conform to Comford's famous definition: "A principle is a rule of inaction giving valid general reasons for not doing in a specific instance what to unprincipled instinct would seem to be right."¹⁰

Would it not be ridiculous, for example, to believe seriously that, in psychological fact, Charles Erwin Wilson represented anyone or any interest other than those of the corporate world? This is not because he is dishonest; on the contrary, it is because he is probably a man of solid integrity—as sound as a dollar. He is what he is and he cannot very well be anything else. He is a member of the professional corporation elite, just as are his colleagues, in the government and out of it; he represents the wealth of the higher corporate world; he represents its power; and he believes sincerely in his oft-quoted remark that what is good for the United States is good for the General Motors Corporation and vice versa.¹¹

The revealing point about the pitiful hearings on the confirmation of such men for political posts is not the cynicism toward the law and toward the lawmakers on the middle levels of power which they display, nor their reluctance to dispose of their personal stock.¹² The interesting point is how impossible it is for such men to divest themselves of their engagement with the corporate world in general and with their own corporations in particular. Not only their money, but their friends, their interests, their training—their lives in short—are deeply involved in this world. The disposal of stock is, of course, merely a purifying ritual. The point is not so much financial or personal interests in a given corporation, but identification with the corporate world. To ask a man suddenly to divest himself of these interests and sensibilities is almost like asking a man to become a woman.

III. To the question of their patriotism, of their desire to serve the nation as a whole, we must answer first that, like codes of honor, feelings of patriotism and views of what is to the whole nation's good, are not ultimate facts but matters upon which there exists a great variety of opinion. Furthermore, patriotic opinions too are rooted in and are sustained by what a man has become by virtue of how and with whom he has lived. This is no simple mechanical determination of individual character by social conditions; it is an intricate process, well established in the major tradition of modern social study. One can only wonder why more social scientists do not use it systematically in speculating about politics.

IV. The elite cannot be truly thought of as men who are merely doing their duty. They are the ones who determine their duty, as well as the duties of those beneath them. They are not merely following orders: they give the orders. They are not merely 'bureaucrats': they command bureaucracies. They may try to disguise these facts from others and from themselves by appeals to traditions of which they imagine themselves the instruments, but there are many traditions, and they must choose which ones they will serve. They face decisions for which there simply are no traditions.

Now, to what do these several answers add up? To the fact that we cannot reason about public events and historical trends merely from knowledge about the motives and character of the men or the small groups who sit in the seats of the high and mighty. This fact, in turn, does not mean that we should be intimidated by accusations that in taking up our problem in the way we have, we are impugning the honor, the integrity, or the ability of those who are in high office. For it is not, in the first instance, a question of individual character; and if, in further instances, we find that it is, we should not hesitate to say so plainly. In the meantime, we must judge men of power by the standards of power, by what they do as decision-makers, and not by who they are or what they may do in private life. Our interest is not in that: we are interested in their policies and in the *consequences* of their conduct of office. We must remember that these men of the power elite now occupy the strategic places in the structure of American society; that they command the dominant institutions of a dominant nation; that,

as a set of men, they are in a position to make decisions with terrible consequences for the underlying populations of the world.

5

Despite their social similarity and psychological affinities, the members of the power elite do not constitute a club having a permanent membership with fixed and formal boundaries. It is of the nature of the power elite that within it there is a good deal of shifting about, and that it thus does not consist of one small set of the same men in the same positions in the same hierarchies. Because men know each other personally does not mean that among them there is a unity of policy; and because they do not know each other personally does not mean that among them there is a disunity. The conception of the power elite does not rest, as I have repeatedly said, primarily upon personal friendship.

As the requirements of the top places in each of the major hierarchies become similar, the types of men occupying these roles at the top—by selection and by training in the jobs—become similar. This is no mere deduction from structure to personnel. That it is a fact is revealed by the heavy traffic that has been going on between the three structures, often in very intricate patterns. The chief executives, the wardens, and selected politicians came into contact with one another in an intimate, working way during World War II; after that war ended, they continued their associations, out of common beliefs, social congeniality, and coinciding interests. Noticeable proportions of top men from the military, the economic, and the political worlds have during the last fifteen years occupied positions in one or both of the other worlds; between these higher circles there is an interchangeability of position, based formally upon the supposed transferability of 'executive ability,' based in substance upon the co-optation by cliques of insiders. As members of a power elite, many of those busy in this traffic have come to look upon 'the government' as an umbrella under whose authority they do their work.

As the business between the big three increases in volume and importance, so does the traffic in personnel. The very criteria for selecting men who will rise come to embody this fact. The corporate commissar, dealing with the state and its military, is wiser to choose a young man who has experienced the state and its mili-

tary than one who has not. The political director, often dependent for his own political success upon corporate decisions and corporations, is also wiser to choose a man with corporate experience. Thus, by virtue of the very criterion of success, the interchange of personnel and the unity of the power elite is increased.

Given the formal similarity of the three hierarchies in which the several members of the elite spend their working lives, given the ramifications of the decisions made in each upon the others, given the coincidence of interest that prevails among them at many points, and given the administrative vacuum of the American civilian state along with its enlargement of tasks—given these trends of structure, and adding to them the psychological affinities we have noted—we should indeed be surprised were we to find that men said to be skilful in administrative contacts and full of organizing ability would fail to do more than get in touch with one another. They have, of course, done much more than that: increasingly, they assume positions in one another's domains.

The unity revealed by the interchangeability of top roles rests upon the parallel development of the top jobs in each of the big three domains. The interchange occurs most frequently at the points of their coinciding interest, as between regulatory agency and the regulated industry; contracting agency and contractor. And, as we shall see, it leads to co-ordinations that are more explicit, and even formal.

The inner core of the power elite consists, first, of those who interchange commanding roles at the top of one dominant institutional order with those in another: the admiral who is also a banker and a lawyer and who heads up an important federal commission; the corporation executive whose company was one of the two or three leading war material producers who is now the Secretary of Defense; the wartime general who dons civilian clothes to sit on the political directorate and then becomes a member of the board of directors of a leading economic corporation.

Although the executive who becomes a general, the general who becomes a statesman, the statesman who becomes a banker, see much more than ordinary men in their ordinary environments, still the perspectives of even such men often remain tied to their dominant locales. In their very career, however, they interchange roles within the big three and thus readily transcend the particu-

larity of interest in any one of these institutional milieux. By their very careers and activities, they lace the three types of milieux together. They are, accordingly, the core members of the power elite.

These men are not necessarily familiar with every major arena of power. We refer to one man who moves in and between perhaps two circles—say the industrial and the military—and to another man who moves in the military and the political, and to a third who moves in the political as well as among opinion-makers. These in-between types most closely display our image of the power elite's structure and operation, even of behind-the-scenes operations. To the extent that there is any 'invisible elite,' these advisory and liaison types are its core. Even if—as I believe to be very likely—many of them are, at least in the first part of their careers, 'agents' of the various elites rather than themselves elite, it is they who are most active in organizing the several top milieux into a structure of power and maintaining it.

The inner core of the power elite also includes men of the higher legal and financial type from the great law factories and investment firms, who are almost professional go-betweens of economic, political and military affairs, and who thus act to unify the power elite. The corporation lawyer and the investment banker perform the functions of the 'go-between' effectively and powerfully. By the nature of their work, they transcend the narrower milieu of any one industry, and accordingly are in a position to speak and act for the corporate world or at least sizable sectors of it. The corporation lawyer is a key link between the economic and military and political areas; the investment banker is a key organizer and unifier of the corporate world and a person well versed in spending the huge amounts of money the American military establishment now ponds. When you get a lawyer who handles the legal work of investment bankers you get a key member of the power elite.

During the Democratic era, one link between private corporate organizations and governmental institutions was the investment house of Dillon, Read. From it came such men as James Forrestal and Charles F. Detmar, Jr.; Ferdinand Eberstadt had once been a partner in it before he branched out into his own investment house from which came other men to political and military circles. Republican administrations seem to favor the investment firm of

Kuhn, Loeb and the advertising firm of Batten, Barton, Durstine and Osborn.

Regardless of administrations, there is always the law firm of Sullivan and Cromwell. Mid-West investment banker Cyrus Eaton has said that Arthur H. Dean, a senior partner of Sullivan & Cromwell of No. 48 Wall Street, was one of those who assisted in the drafting of the Securities Act of 1933, the first of the series of bills passed to regulate the capital markets. He and his firm, which is reputed to be the largest in the United States, have maintained close relations with the SEC since its creation, and theirs is the dominating influence on the Commission.⁷²

There is also the third largest bank in the United States: the Chase National Bank of New York (now Chase-Manhattan). Regardless of political administration, executives of this bank and those of the International Bank of Reconstruction and Development have changed positions: John J. McCloy, who became Chairman of the Chase National in 1953, is a former president of the World Bank; and his successor to the presidency of the World Bank was a former senior vice-president of the Chase National Bank.⁷³ And in 1953, the president of the Chase National Bank, Winthrop W. Aldrich, had left to become Ambassador to Great Britain.

The outermost fringes of the power elite—which change more than its core—consist of 'those who count' even though they may not be 'in' on given decisions of consequence nor in their career move between the hierarchies. Each member of the power elite need not be a man who personally decides every decision that is to be ascribed to the power elite. Each member, in the decisions that he does make, takes the others seriously into account. They not only make decisions in the several major areas of war and peace; they are the men who, in decisions in which they take no direct part, are taken into decisive account by those who are directly in charge.

On the fringes and below them, somewhat to the side of the lower echelons, the power elite fades off into the middle levels of power, into the rank and file of the Congress, the pressure groups that are not vested in the power elite itself, as well as a multiplicity of regional and state and local interests. If all the men on the middle levels are not among those who count, they sometimes

must be taken into account, handled, enjoyed, broken or raised to higher circles.

When the power elite find that in order to get things done they must reach below their own realms—as is the case when it is necessary to get bills passed through Congress—they themselves must exert some pressure. But among the power elite, the name for such high-level lobbying is 'liaison work.' There are 'liaison' military men with Congress, with certain wayward sections of industry, with practically every important element not directly concerned with the power elite. The two men on the White House staff who are named 'liaison' men are both experienced in military matters; one of them is a former investment banker and lawyer as well as a general.

Not the trade associations but the higher cliques of lawyers and investment bankers are the active political heads of the corporate rich and the members of the power elite. While it is generally assumed that the national associations carry tremendous weight in formulating public opinion and directing the course of national policy, there is some evidence to indicate that interaction between associations on a formal level is not a very high-knit affair. The general tendency within associations seems to be to stimulate activities around the specific interests of the organization, and more effort is made to educate its members rather than to spend much time in trying to influence other associations on the issue at hand As media for stating and re-stating the over-all value structure of the nation (the trade associations) are important But when issues are finely drawn, individuals related to the larger corporate interests are called upon to exert pressure in the proper places at the strategic time. The national associations may act as media for co-ordinating such pressures, but a great volume of intercommunication between members at the apex of power of the larger corporate interests seems to be the decisive factor in final policy determination.⁷⁴

Conventional 'lobbying,' carried on by trade associations, still exists, although it usually concerns the middle levels of power—usually being targeted at Congress and, of course, its own rank and file members. The important function of the National Association of Manufacturers, for example, is less directly to influence policy than to reveal to small businessmen that their interests are

the same as those of larger businesses. But there is also 'high-level lobbying'. All over the country the corporate leaders are drawn into the circle of the high military and political through personal friendship, trade and professional associations and their various subcommittees, prestige clubs, open political affiliation, and customer relationships. 'There is . . . an awareness among these power leaders, one first-hand investigator of such executive cliques has asserted, 'of many of the current major policy issues before the nation such as keeping taxes down, turning all productive operations over to private enterprises, increasing foreign trade, keeping governmental welfare and other domestic activities to a minimum, and strengthening and maintaining the hold of the current party in power nationally.'¹⁵

There are, in fact, cliques of corporate executives who are more important as informal opinion leaders in the top echelons of corporate, military, and political power than as actual participants in military and political organizations. Inside military circles and inside political circles and 'on the sidelines' in the economic area, these circles and cliques of corporation executives are in on most all major decisions regardless of topic. And what is important about all this high-level lobbying is that it is done within the confines of that elite.

6

The conception of the power elite and of its unity rests upon the corresponding developments and the coincidence of interests among economic, political, and military organizations. It also rests upon the similarity of origin and outlook, and the social and personal intermingling of the top circles from each of these dominant hierarchies. This conjunction of institutional and psychological forces, in turn, is revealed by the heavy personnel traffic within and between the big three institutional orders, as well as by the rise of go-betweens as in the high-level lobbying. The conception of the power elite, accordingly, does not rest upon the assumption that American history since the origins of World War II must be understood as a secret plot, or as a great and co-ordinated conspiracy of the members of this elite. The conception rests upon quite impersonal grounds.

There is, however, little doubt that the American power elite—

which contains, we are told, some of 'the greatest organizers in the world'—has also planned and has plotted. The rise of the elite, as we have already made clear, was not and could not have been caused by a plot; and the tenability of the conception does not rest upon the existence of any secret or any publicly known organization. But, once the conjunction of structural trend and of the personal will to utilize it gave rise to the power elite, then plans and programs did occur to its members and indeed it is not possible to interpret many events and official policies of the fifth epoch without reference to the power elite. 'There is a great difference,' Richard Hofstadter has remarked, 'between locating conspiracies in history and saying that history *is*, in effect, a conspiracy. . . .'¹⁶

The structural trends of institutions become defined as opportunities by those who occupy their command posts. Once such opportunities are recognized, men may avail themselves of them. Certain types of men from each of the dominant institutional areas, more far-sighted than others, have actively promoted the liaison before it took its truly modern shape. They have often done so for reasons not shared by their partners, although not objected to by them either; and often the outcome of their liaison has had consequences which none of them foresaw, much less shaped, and which only later in the course of development came under explicit control. Only after it was well under way did most of its members find themselves part of it and become gladened, although sometimes also worried, by this fact. But once the co-ordination is a going concern, new men come readily into it and assume its existence without question.

So far as explicit organization—conspiratorial or not—is concerned, the power elite, by its very nature, is more likely to use existing organizations, working within and between them, than to set up explicit organizations whose membership is strictly limited to its own members. But if there is no machinery in existence to ensure, for example, that military and political factors will be balanced in decisions made, they will invent such machinery and use it, as with the National Security Council. Moreover, in a formally democratic polity, the aims and the powers of the various elements of this elite are further supported by an aspect of the permanent war economy: the assumption that the security of the nation supposedly rests upon great secrecy of plan and in-

tent. Many higher events that would reveal the working of the power elite can be withheld from public knowledge under the guise of secrecy. With the wide secrecy covering their operations and decisions, the power elite can mask their intentions, operations, and further consolidation. Any secrecy that is imposed upon those in positions to observe high decision-makers clearly works for and not against the operations of the power elite.

There is accordingly reason to suspect—but by the nature of the case, no proof—that the power elite is not altogether 'surfaced'. There is nothing hidden about it, although its activities are not publicized. As an elite, it is not organized, although its members often know one another, seem quite naturally to work together, and share many organizations in common. There is nothing conspiratorial about it, although its decisions are often publicly unknown and its mode of operation manipulative rather than explicit.

It is not that the elite 'believe in' a compact elite behind the scenes and a mass down below. It is not put in that language. It is just that the people are of necessity confused and must, like trusting children, place all the new world of foreign policy and strategy and executive action in the hands of experts. It is just that everyone knows somebody has got to run the show, and that somebody usually does. Others do not really care anyway, and besides, they do not know how. So the gap between the two types gets wider.

When crises are defined as total, and as seemingly permanent, the consequences of decision become total, and the decisions in each major area of life come to be integrated and total. Up to a point, these consequences for other institutional orders can be assessed; beyond such points, chances have to be taken. It is then that the felt scarcity of trained and imaginative judgment leads to plaintive feelings among executives about the shortage of qualified successors in political, military, and economic life. This feeling, in turn, leads to an increasing concern with the training of successors who could take over as older men of power retire.¹⁷ In each area, there slowly arises a new generation which has grown up in an age of co-ordinated decisions.

In each of the elite circles, we have noticed this concern to recruit and to train successors as 'broad-gauge' men, that is, as men

capable of making decisions that involve institutional areas other than their own. The chief executives have set up formal recruitment and training programs to man the corporate world as virtually a state within a state. Recruitment and training for the military elite has long been rigidly professionalized, but has now come to include educational routines of a sort which the remnants of older generals and admirals consider quite nonsensical.

Only the political order, with its absence of a genuine civil service, has lagged behind creating an administrative vacuum into which military bureaucrats and corporate outsiders have been drawn. But even in this domain, since World War II, there have been repeated attempts, by elite men of such vision as the late James Forrestal's, to inaugurate a career service that would include periods in the corporate world as well as in the governmental.¹⁸

What is lacking is a truly common elite program of recruitment and training; for the prep school, Ivy League College, and law school sequence of the metropolitan 400 is not up to the demands now made upon members of the power elite.¹⁹ Britishers, such as Field Marshall Viscount Montgomery, well aware of this lack, recently urged the adoption of a system 'under which a minority of high-caliber young students could be separated from the mediocre and given the best education possible to supply the country with leadership'. This proposal is echoed, in various forms, by many who accept his criticism of 'the American theory of public education on the ground that it is ill-suited to produce the "elite" group of leaders . . . this country needs to fulfill its obligations of world leadership.'²⁰

In part these demands reflect the unstated need to transcend recruitment on the sole basis of economic success, especially since it is suspect as often involving the higher immorality; in part it reflects the stated need to have men who, as Viscount Montgomery says, know 'the meaning of discipline'. But above all these demands reflect the at least vague consciousness on the part of the power elite themselves that the age of co-ordinated decisions, entailing a newly enormous range of consequences, requires a power elite that is of a new caliber. In so far as the sweep of matters which go into the making of decisions is vast and interrelated, the

* See above, *TRACES: Metropolitain* 400

information needed for judgments complex and requiring particularized knowledge,²¹ the men in charge will not only call upon one another; they will try to train their successors for the work at hand. These new men will grow up as men of power within the co-ordination of economic and political and military decision.

7

The idea of the power elite rests upon and enables us to make sense of (1) the decisive institutional trends that characterize the structure of our epoch, in particular, the military ascendancy in a privately incorporated economy, and more broadly, the several coincidences of objective interests between economic, military, and political institutions; (2) the social similarities and the psychological affinities of the men who occupy the command posts of these structures, in particular the increased interchangeability of the top positions in each of them and the increased traffic between these orders in the careers of men of power; (3) the ramifications, to the point of virtual totality, of the kind of decisions that are made at the top, and the rise to power of a set of men who, by training and bent, are professional organizers of considerable force and who are unrestrained by democratic party training.

Negatively, the formation of the power elite rests upon (1) the relegation of the professional party politician to the middle levels of power, (2) the semi-organized stalemate of the interests of sovereign localities into which the legislative function has fallen, (3) the virtually complete absence of a civil service that constitutes a politically neutral, but politically relevant, depository of brainpower and executive skill, and (4) the increased official secrecy behind which great decisions are made without benefit of public or even Congressional debate.

As a result, the political directorate, the corporate rich, and the ascendant military have come together as the power elite, and the expanded and centralized hierarchies which they head have encroached upon the old balances and have now relegated them to the middle levels of power. Now the balancing society is a conception that pertains accurately to the middle levels, and on that level the balance has become more often an affair of entrenched provincial and nationally irresponsible forces and demands than a center of power and national decision.

But how about the bottom? As all these trends have become visible at the top and on the middle, what has been happening to the great American public? If the top is unprecedentedly powerful and increasingly unified and willful; if the middle zones are increasingly a semi-organized stalemate—in what shape is the bottom, in what condition is the public at large? The rise of the power elite, we shall now see, rests upon, and in some ways is part of, the transformation of the publics of America into a mass society.