

The Pseudo-Environment

[This is the concluding portion of the introductory chapter of Mr. Walter Lippmann's forthcoming book called *Public Opinion*, copyrighted, Harcourt, Brace and Co. The first portion was published in last week's issue. —THE EDITORS.]

THE analyst of public opinion must begin then, by recognizing the triangular relationship between the scene of action, the human picture of that scene, and the human response to that picture working itself out upon the scene of action. It is like a play suggested to the actors by their own experience, in which the plot is transacted in the real lives of the actors, and not merely in their stage parts. The moving picture often emphasizes with great skill this double drama of interior motive and external behavior. Two men are quarreling, ostensibly about some money, but their passion is inexplicable. Then the picture fades out and what one or the other of the two men sees with his mind's eye is reënacted. Across the table they were quarreling about money. In memory they are back in their youth when the girl jilted him for the other man. The exterior drama is explained: the hero is not greedy; the hero is in love.

A scene not so different was played in the United States Senate. At breakfast on the morning of September 29, 1919, some of the Senators read a news dispatch in the *Washington Post* about the landing of American marines on the Dalmatian coast. The newspaper said:

FACTS NOW ESTABLISHED

The following important facts appear already *established*. The orders to Rear Admiral Andrews commanding the American naval forces in the Adriatic, came from the British Admiralty via the War Council and Rear Admiral Knapps in London. The approval or disapproval of the American Navy Department was not asked. . . .

Mr. Daniels was admittedly placed in a peculiar position when cables reached here stating that the forces over which he is presumed to have exclusive control were carrying on what amounted to naval warfare without his knowledge. It was fully realized that the *British Admiralty might desire to issue orders to Rear Admiral Andrews to act in behalf of Great Britain and her Allies*, because the situation required sacrifice on the part of some nation if D'Annunzio's followers were to be held in check.

It was further realized that *under the new league of nations plan foreigners would be in a position to direct American Naval forces in emergencies* with or without the consent of the American Navy Department. . . . etc. (Italics mine.)

The first Senator to comment is Mr. Knox of Pennsylvania. Indignantly he demands investiga-

tion. In Mr. Brandegee of Connecticut, who spoke next, indignation has already stimulated credulity. Where Mr. Knox indignantly wishes to know if the report is true, Mr. Brandegee, a half a minute later, would like to know what would have happened if marines had been killed. Mr. Knox, interested in the question, forgets that he asked for an inquiry, and replies. If American marines had been killed, it would be war. The mood of the debate is still conditional. Debate proceeds. Mr. McCormick of Illinois reminds the Senate that the Wilson administration is prone to the waging of small unauthorized wars. He repeats Theodore Roosevelt's quip about "waging peace." More debate. Mr. Brandegee notes that the marines acted "under orders of a Supreme Council sitting somewhere," but he cannot recall who represents the United States on that body. The Supreme Council is unknown to the Constitution of the United States. Therefore Mr. New of Indiana submits a resolution calling for the facts.

So far the Senators still recognize vaguely that they are discussing a rumor. Being lawyers they still remember some of the forms of evidence. But as red-blooded men they already experience all the indignation which is appropriate to the fact that American marines have been ordered into war by a foreign government and without the consent of Congress. Emotionally they want to believe it, because they are Republicans fighting the League of Nations. This arouses the Democratic leader, Mr. Hitchcock of Nebraska. He defends the Supreme Council: it was acting under the war powers. Peace has not yet been concluded because the Republicans are delaying it. Therefore the action was necessary and legal. Both sides now assume that the report is true, and the conclusions they draw are the conclusions of their partisanship. Yet this extraordinary assumption is in a debate over a resolution to investigate the truth of the assumption. It reveals how difficult it is, even for trained lawyers, to suspend response until the returns are in. The response is instantaneous. The fiction is taken for truth because the fiction is badly needed.

A few days later an official report showed that the marines were not landed by order of the British Government or of the Supreme Council. They had not been fighting the Italians. They had been landed at the request of the Italian government to protect Italians, and the American commander had been officially thanked by the Italian authorities. The marines were not at war with Italy. They

had acted according to an established international practice which had nothing to do with the League of Nations.

The scene of action was the Adriatic. The picture of that scene in the Senators' heads at Washington was furnished, in this case probably with intent to deceive, by a man who cared nothing about the Adriatic, but much about defeating the League. To this picture the Senate responded by a strengthening of its partisan differences over the League.

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Whether in this particular case the Senate was above or below its normal standard, it is not necessary to decide. Nor whether the Senate compares favorably with the House, or with other parliaments. At the moment, I should like to think only about the world-wide spectacle of men acting upon their environment, moved by stimuli from their pseudo-environments. For when full allowance has been made for deliberate fraud, political science has still to account for such facts as two nations attacking one another, each convinced that it is acting in self-defence, or two classes at war each certain that it speaks for the common interest. They live, we are likely to say, in different worlds. More accurately, they live in the same world, but they think and feel in different ones.

It is to these special worlds, it is to these private or group, or class, or provincial, or occupational, or national, or sectarian artifacts, that the political adjustment of mankind in the Great Society takes place. Their variety and complication are impossible to describe. Yet these fictions determine a very great part of men's political behavior. We must think of perhaps fifty sovereign parliaments consisting of at least a hundred legislative bodies. With them belong at least fifty hierarchies of provincial and municipal assemblies which with their executive, administrative and legislative organs, constitute formal authority on earth. But that does not begin to reveal the complexity of political life. For in each of these innumerable centres of authority there are parties, and these parties are themselves hierarchies with their roots in classes, sections, cliques and clans; and within these are the individual politicians, each the personal centre of a web of connection and memory and fear and hope.

Somehow or other, for reasons often necessarily obscure, as the result of domination or compromise or a logroll, there emerge from these political bodies commands, which set armies in motion or make peace, conscript life, tax, exile, imprison, protect property or confiscate it, encourage one kind of

enterprise and discourage another, facilitate immigration or obstruct it, improve communication or censor it, establish schools, build navies, proclaim "policies," and "destiny," raise economic barriers, make property or unmake it, bring one people under the rule of another, or favor one class as against another. For each of these decisions some view of the facts is taken to be conclusive, some view of the circumstances is accepted as the basis of inference and as the stimulus of feeling. What view of the facts, and why that one?

And yet even this does not begin to exhaust the real complexity. The formal political structure exists in a social environment, where there are innumerable large and small corporations and institutions, voluntary and semi-voluntary associations, national, provincial, urban and neighborhood groupings, which often as not make the decision that the political body registers. On what are these decisions based?

"Modern society," says Mr. Chesterton, "is intrinsically insecure because it is based on the notion that all men will do the same thing for different reasons. . . . And as within the head of any convict may be the hell of a quite solitary crime, so in the house or under the hat of any suburban clerk may be the limbo of a quite separate philosophy. The first man may be a complete Materialist and feel his own body as a horrible machine manufacturing his own mind. He may listen to his thoughts as to the dull ticking of a clock. The man next door may be a Christian Scientist and regard his own body as somehow rather less substantial than his own shadow. He may come almost to regard his own arms and legs as delusions like moving serpents in the dream of delirium tremens. The third man in the street may not be a Christian Scientist but, on the contrary, a Christian. He may live in a fairy tale as his neighbors would say; a secret but solid fairy tale full of the faces and presences of unearthly friends. The fourth man may be a theosophist, and only too probably a vegetarian; and I do not see why I should not gratify myself with the fancy that the fifth man is a devil worshiper. . . . Now whether or not this sort of variety is valuable, this sort of unity is shaky. To expect that all men for all time will go on thinking different things, and yet doing the same things, is a doubtful speculation. It is not founding society on a communion, or even on a convention, but rather on a coincidence. Four men may meet under the same lamp post; one to paint it pea green as part of a great municipal reform; one to read his breviary in the light of it; one to embrace it with accidental ardour in a fit of alcoholic enthusiasm; and the last merely because

the pea green post is a conspicuous point of rendezvous with his young lady. But to expect this to happen night after night is unwise. . . .” *

For the four men at the lamp post substitute the governments, the parties, the corporations, the societies, the social sets, the trades and professions, universities, sects, and nationalities of the world. Think of the legislator voting a statute that will affect distant peoples, a statesman coming to a decision. Think of the Peace Conference reconstituting the frontiers of Europe, an ambassador in a foreign country trying to discern the intentions of his own government and of the foreign government, a promoter working a concession in a backward country, an editor demanding a war, a clergyman calling on the police to regulate amusement, a club lounging-room making up its mind about a strike, a sewing circle preparing to regulate the schools, nine judges deciding whether a legislature in Oregon may fix the working hours of women, a cabinet meeting to decide on the recognition of a government, a party convention choosing a candidate and writing a platform, twenty-seven million voters casting their ballots, an Irishman in Cork thinking about an Irishman in Belfast, a Third International planning to reconstruct the whole of human society, a board of directors confronted with a set of their employees' demands, a boy choosing a career, a merchant estimating supply and demand for the coming season, a speculator predicting the course of the market, a banker deciding whether to put credit behind a new enterprise, the advertiser, the reader of advertisements. . . . Think of the different sorts of Americans thinking about their notions of "The British Empire" or "France" or "Russia" or "Mexico." It is not so different from Mr. Chesterton's four men at the pea green lamp post.

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And so before we involve ourselves in the jungle of obscurities about the innate differences of men, we shall do well to fix our attention upon the extraordinary differences in what men know of the world.† I do not doubt that there are important biological differences. Since man is an animal it would be strange if there were not. But as rational beings it is worse than shallow to generalize at all about comparative behavior until there is a measurable similarity between the environments to which behavior is a response.

The pragmatic value of this idea is that it introduces a much needed refinement into the ancient

controversy about nature and nurture, innate quality and environment. For the pseudo-environment is a hybrid compounded of "human nature" and "conditions." To my mind it shows the uselessness of pontificating about what man is and always will be from what we observe man to be doing, or about what are the necessary conditions of society. For we do not know how men would behave in response to the facts of the Great Society. All that we really know is how they behave in response to what can fairly be called a most inadequate picture of the Great Society. No conclusion about man or the Great Society can honestly be made on evidence like that.

This, then, will be the clue to our inquiry. We shall assume that what each man does is based not on direct and certain knowledge, but on pictures made by himself or given to him. If his atlas tells him that the world is flat he will not sail near what he believes to be the edge of our planet for fear of falling off. If his maps include a fountain of eternal youth, a Ponce de Leon will go in quest of it. If someone digs up yellow dirt that looks like gold, he will for a time act exactly as if he had found gold. The way in which the world is imagined determines at any particular moment what men will do. It does not determine what they will achieve. It determines their effort, their feelings, their hopes, not their accomplishments and results. The very men who most loudly proclaim their "materialism" and their contempt for "ideologues," the Marxian communists, place their entire hope on what? On the formation by propaganda of a class-conscious group. But what is propaganda, if not the effort to alter the picture to which men respond, to substitute one social pattern for another? What is class consciousness but a way of realizing the world? National consciousness but another way? And Professor Giddings' consciousness of kind, but a process of believing that we recognize among the multitude certain ones marked as our kind?

Try to explain social life as the pursuit of pleasure and the avoidance of pain. You will soon be saying that the hedonist begs the question, for even supposing that man does pursue these ends, the crucial problem of why he thinks one course rather than another likely to produce pleasure, is untouched. Does the guidance of man's conscience explain? How then does he happen to have the particular conscience which he has? The theory of economic self-interest? But how do men come to conceive their interest in one way rather than another? The desire for security, or prestige, or domination, or what is vaguely called self-realization? How do men conceive their security, what

* G. K. Chesterton, *The Mad Hatter and the Sane Householder*, *Vanity Fair*, January, 1921, p. 54.

† Cf. Wallas, *Our Social Heritage*, pp. 77 et seq.

do they consider prestige, how do they figure out the means of domination, or what is the notion of self which they wish to realize? Pleasure, pain, conscience, acquisition, protection, enhancement, mastery, are undoubtedly names for some of the ways people act. There may be instinctive dispositions which work toward such ends. But no statement of the end, or any description of the tendencies to seek it, can explain the behavior which results. The very fact that men theorize at all is proof that their pseudo-environments, their interior representations of the world, are a determining element in thought, feeling, and action. For if the connection between reality and human response were direct and immediate, rather than indirect and inferred, indecision and failure would be unknown, and (if each of us fitted as snugly into the world as the child in the womb), Mr. Bernard Shaw would not have been able to say that except for the first nine months of its existence no human being manages its affairs as well as a plant.

The chief difficulty in adapting the psychoanalytic scheme to political thought arises in this connection. The Freudians are concerned with the maladjustment of distinct individuals to other individuals and to concrete circumstances. They have assumed that if internal derangements could be straightened out, there would be little or no confusion about what is the obviously normal relationship. But public opinion deals with indirect, unseen, and puzzling facts, and there is nothing obvious about them. The situations to which public opinions refer are known only as opinions. The psychoanalyst, on the other hand, almost always assumes that the environment is knowable, and if not knowable then at least bearable, to any unclouded intelligence. This assumption of his is the problem of public opinion. Instead of taking for granted an environment that is readily known, the social analyst is most concerned in studying how the larger political environment is conceived, and how it can be conceived more successfully. The psychoanalyst examines the adjustment to an X, called by him the environment; the social analyst examines the X, called by him the pseudo-environment.

He is, of course, permanently and constantly in debt to the new psychology, not only because when rightly applied, it so greatly helps people to stand on their own feet, come what may, but because the study of dreams, fantasy and rationalization has thrown light on how the pseudo-environment is put together. But he cannot assume as his criterion either what is called a "normal biological career" *

within the existing social order, or a career "freed from religious suppression and dogmatic conventions" outside.† What for a sociologist is a normal social career? Or one freed from suppressions and conventions? Conservative critics do, to be sure, assume the first, and romantic ones the second. But in assuming them they are taking the whole world for granted. They are saying in effect either that society is the sort of thing which corresponds to their idea of what is normal, or the sort of thing which corresponds to their idea of what is free. Both ideas are merely public opinions, and while the psychoanalyst as physician may perhaps assume them, the sociologist may not take the products of existing public opinion as criteria by which to study public opinion.

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The world that we have to deal with politically is out of reach, out of sight, out of mind. It has to be explored, reported, and imagined. Man is no Aristotelian god contemplating all existence at one glance. He is the creature of an evolution who can just about span a sufficient portion of reality to manage his survival, and snatch what on the scale of time are but a few moments of insight and happiness. Yet this same creature has invented ways of seeing what no naked eye could see, of hearing what no ear could hear, of weighing immense masses and infinitesimal ones, of counting and separating more items than he can individually remember. He is learning to see with his mind vast portions of the world that he could never see, touch, smell, hear, or remember. Gradually he makes for himself a trustworthy picture inside his head of the world beyond his reach.

Those features of the world outside which have to do with the behavior of other human beings, in so far as that behavior crosses ours, is dependent upon us, or is interesting to us, we call roughly public affairs. The pictures inside the heads of these human beings, the pictures of themselves, of others, of their needs, purposes, and relationship, are their public opinions. Those pictures which are acted upon by groups of people, or by individuals acting in the name of groups, are Public Opinion with capital letters. And so in the chapters which follow we shall inquire first into some of the reasons why the picture inside so often misleads men in their dealings with the world outside. Under this heading we shall consider first the chief factors which limit their access to the facts. They are the artificial censorships, the limitations of social contact, the comparatively meager time

* Edward J. Kempf, *Psychopathology*, p. 116.

† *Id.*, p. 151.

available in each day for paying attention to public affairs, the distortion arising because events have to be compressed into very short messages, the difficulty of making a small vocabulary express a complicated world, and finally the fear of facing those facts which would seem to threaten the established routine of men's lives.

The analysis then turns from these more or less external limitations to the question of how this trickle of messages from the outside is affected by the stored up images, the preconceptions, and prejudices which interpret, fill them out, and in their turn powerfully direct the play of our attention, and our vision itself. From this it proceeds to examine how in the individual person the limited messages from outside, formed into a pattern of stereotypes, are identified with his own interests as he feels and conceives them. In the succeeding sections it examines how opinions are crystallized into what is called Public Opinion, how a National Will, a Group Mind, a Social Purpose, or whatever you choose to call it, is formed.

The first five parts constitute the descriptive section of the book. There follows an analysis of the traditional democratic theory of public opinion. The substance of the argument is that democracy in its original form never seriously faced the problem which arises because the pictures inside people's heads do not automatically correspond with the world outside. And then, because the democratic theory is under criticism by socialist thinkers, there follows an examination of the most advanced and coherent of these criticisms, as made by the English Guild Socialists. My purpose here is to find out whether these reformers take into account the main difficulties of public opinion. My conclusion is that they ignore the difficulties, as completely as did the original democrats, because they, too, assume, and in a much more complicated civilization, that somehow mysteriously there exists in the hearts of men a knowledge of the world beyond their reach.

I argue that representative government, either in what is ordinarily called politics, or in industry, cannot be worked successfully, no matter what the basis of election, unless there is an independent, expert organization for making the unseen facts intelligible to those who have to make the decisions. I attempt, therefore, to argue that the serious acceptance of the principle that personal representation must be supplemented by representation of the unseen facts would alone permit a satisfactory decentralization, and allow us to escape from the intolerable and unworkable fiction that each of us must acquire a competent opinion about all public affairs. It is argued that the prob-

lem of the press is confused because the critics and the apologists expect the press to realize this fiction, expect it to make up for all that was not foreseen in the theory of democracy, and that the readers expect this miracle to be performed at no cost or trouble to themselves. The newspapers are regarded by democrats as a panacea for their own defects, whereas analysis of the nature of news and of the economic basis of journalism seems to show that the newspapers necessarily and inevitably reflect, and therefore, in greater or lesser measure, intensify, the defective organization of public opinion. My conclusion is that public opinions must be organized for the press if they are to be sound, not by the press as is the case today. This organization I conceive to be in the first instance the task of a political science that has won its proper place as formulator, in advance of real decision, instead of apologist, critic, or reporter after the decision has been made. I try to indicate that the perplexities of government and industry are conspiring to give political science this enormous opportunity to enrich itself and to serve the public. And, of course, I hope that these pages will help a few people to realize that opportunity more vividly, and therefore to pursue it more consciously.

WALTER LIPPMANN.

A Passer

I wonder as I watch you pass
Day after day,
Have you ever known the sink of grass
On an airier way?

You seem so reconciled to go
The gray way of a street,
And yet I think your footsteps know
A fuller beat.

For often as I am wondering,
And you go by,
I see you lift your eyes and fling
A recognition at the sky.

Maturity

He is companioned secretly
When, with meditative feet,
He passes down an idle street.

A slow and misted company
Disputes his solitude. Ahead,
Like figures in a pageant, tread
All his tomorrows with eyes that peer
Over the near horizon's rim.
He cannot hear above the dim
Sound of their feet; he cannot clear
His thought from the restricting gaze
Fastened upon him from behind,
Where follow the gracelessly resigned
Figures of his yesterdays.

HAZEL HALL.