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Mentalism versus behaviourism in economics: a philosophy-of-science perspective*

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Abstract

Behaviourism is the view that preferences, beliefs, and other mental states in social-scientific theories are auxiliary constructs re-describing people's behavioural dispositions. Mentalism is the view that they capture real phenomena, no less existent than the unobservable entities and properties in the natural sciences, such as electrons and electromagnetic fields. While behaviourism has long gone out of fashion in psychology and linguistics, it remains the dominant orthodoxy in economics, especially in the form of 'revealed preference' theory. We aim to (i) clear up some common conceptual confusions about the two views in economics, (ii) situate the debate in a broader historical and philosophical context, and (iii) defend a mentalist approach to economics. Setting aside normative concerns about behaviourism, we show that mentalism is in line with best scientific practice even if economics is treated as a purely positive science of human social behaviour. We distinguish mentalism from, and reject, the radical neuroeconomic view that social behaviour should be explained in terms of people's brain processes, as distinct from their mental states.

1 Introduction

Economic theory seeks to explain the social and economic behaviour of human (and sometimes other) agents.¹ It usually does so by (i) ascribing – at least in an 'as if' mode – certain mental states, such as beliefs and desires, to the agents in question and (ii) showing that, under the assumption that those agents are rational, the ascribed

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¹We here focus on micro-economic theory. Other agents to which the theory is sometimes applied include corporate agents and even non-human animals (in behavioural ecology). On corporate agency, see List and Pettit (2011). On biological applications, see a special issue on group decision making in humans and animals, edited (with introduction) by Conradt and List (2009).

mental states lead us to predict (and thereby to ‘rationalize’) the behaviour to be explained.² For example, we may ask why Franz went to Starbucks at 4:30pm on a particular afternoon and then left a few minutes later with a cappuccino in his hand. The answer is that he had a desire to drink coffee and a belief that there was coffee available at Starbucks, so that it was rational for him to take the action. Classical economic theory formalizes this explanation by representing Franz’s desires in terms of a preference ordering or utility function over various outcomes and his beliefs in terms of a subjective probability function over various states of the world, and by defining as rational any action that maximizes expected utility. Setting aside the technical terminology, the logic underlying this explanation is very similar to the logic underlying ordinary folk-psychological reasoning with its ascription of mental states to explain behaviour. Economic explanations can thus be seen as more sophisticated and scientifically elaborated reconstructions of folk psychology.³

But what is the status of the ascribed mental states and of the resulting explanation of Franz’s behaviour? In particular, are the ascribed mental states

(1) mere *re-descriptions of certain behavioural patterns* and perhaps *instrumentally useful constructs* for organizing and making sense of empirical regularities,

or are they

(2) *genuinely real phenomena*, no less existent than the objects and properties posited by our best theories in the natural sciences, such as electrons, neutrinos, and electromagnetic fields, which – like mental states – are not directly observable?

Roughly, *behaviourism* is the first of these two views, whereas *mentalism* is the second; we will make this more precise later.

Behaviourism used to be the dominant view across the behavioural sciences, including not only economics, where it was pioneered by scholars such as Vilfredo Pareto (1848-1923), Paul Samuelson (1915-2009), and Milton Friedman (1912-2006), but also psychology and linguistics, where it was prominently expressed, for example, by Ivan Pavlov (1849-1936) and B. F. Skinner (1904-1990). In the latter disciplines – especially since Noam Chomsky’s influential critique (1959) of Skinner – behaviourism has long been replaced by some versions of mentalism, though usually under different names, such as ‘cognitivism’ or ‘rationalism’. In economics, by contrast, behaviourism continues to be very influential and even the dominant orthodoxy. The ‘revealed preference’ paradigm, in many of its standard forms, is behaviouristic, though there are more and less radical versions of it. Recently, Faruk Gul and Wolfgang Pesendorfer (2008) have offered a passionate defence of what they call a ‘mindless economics’, a

²For an overview of theories of choice and rationalization, see Bossert and Suzumura (2010).

³Economics thereby exemplifies a familiar feature of science more generally, which Quine has famously described as common sense gone self-conscious (Quine 1960). On the relationship between economic decision theory and folk psychology, see also Pettit (1991).

particularly radical form of behaviourism.

In this paper, we aim to clear up some common conceptual confusions about behaviourism and mentalism in economics, situate the debate within the broader context of the philosophy of science, and defend a mentalist approach to economics, which we argue is in line with best scientific practice. We thereby reject Gul and Pesendorfer's case for behaviourism, though we do so from a different, more philosophy-of-science-oriented perspective than earlier, for instance normative-economic and neuroeconomic, responses to them (e.g., Kőszegi and Rabin 2007, Harrison 2008, and the contributions to Caplin and Schotter's 2008 collection; some of our criticisms are shared by Hausman 2008). Crucially, we show that a case for mentalism can be made even if economics is treated exclusively as a positive science of human socio-economic behaviour and not as any sort of normative enterprise. We briefly revisit some other responses to behaviourism at the end of this paper.

In fact, we agree with one methodological concern voiced by Gul and Pesendorfer: the concern about the appropriate *level of explanation* in economics. Here, we suggest, Gul and Pesendorfer are right in criticizing the attempts of the most radical economic psychologists to reduce decision theory to neuro-physiology. But Gul and Pesendorfer draw the wrong conclusions from this. Far from supporting a 'mindless economics', rejecting the attempt to reduce economics to neuroscience is entirely consistent with accepting a mentalist approach to economic theory. The failure to recognize this point may stem from a failure to distinguish clearly between the notions of 'mind' and 'brain'. The former is a 'macro-level', psychological notion, the latter a 'micro-level', physiological one. The most compelling forms of mentalism entail precisely the view that the study of rationality and action cannot be reduced to the neuro-physiological study of the brain and body.

The paper is structured as follows. In Section 2, we review and contextualize Gul and Pesendorfer's central claims. In Section 3, we identify four misconceptions underlying them. In Section 4, we introduce some key concepts from the philosophy of science, which help us clarify the difference between behaviourism and mentalism. In Section 5, we distinguish between two kinds of 'revealed preference' approaches to economic theory – an 'epistemological' and an 'ontological' one – and show that only the more radical and less plausible approach commits us to behaviourism. In Section 6, we state our argument for mentalism more positively. In Section 7, we argue that the difference between mentalism and behaviourism is not just a metaphysical matter but also relevant to the practice of economics. In Section 8, we distinguish mentalism from – and argue against – the radical neuroeconomic view that socio-economic behaviour should be explained in terms of the relevant agents' brain processes, as distinct from their mental states. In Section 8, we conclude.

2 The case for mindless economics

Gul and Pesendorfer's paper, 'The case for mindless economics' (2008), provides a useful starting point for our discussion. The paper makes at least three claims about economic science (the positive rather than normative part of economics):

- The only *evidence* that should be used to test economic theories is evidence about people's choice behaviour.
- The *content* of any economic theory consists solely in its choice-behavioural implications; two theories that are choice-behaviourally equivalent should be seen as equivalent simpliciter.
- Any economic theory should ideally take the *form* of a characterization of the totality of its choice-behavioural implications, and that characterization should take the form of attributing to the agents the maximization of some objective function.

The first of these claims concerns the *evidential base* of a theory in economics, the second its *semantic content or meaning*, and the third the *methodology of theory construction*. In addition to making these positive claims, Gul and Pesendorfer also express scepticism towards any form of normative economics that goes beyond a very thin kind of 'revealed-preference Paretianism', i.e., the assessment of socio-economic institutions or outcomes in terms of whether they are Pareto efficient relative to people's revealed preferences. For present purposes, however, we set the case of normative economics aside.

In essence, Gul and Pesendorfer hold that (positive) economics should be the science of choice behaviour, and that its evidence base, ontology of the world, and formal structure should focus solely on people's observed or observable choices. Although they do not situate their views in the context of earlier behaviouristic schools of thought in psychology and related disciplines, Gul and Pesendorfer's approach to economics mirrors Pavlov's and Skinner's approaches to psychology and the Vienna Circle's approach to the philosophy of science and language. In fact, each of their central claims corresponds to a different historical variant of behaviourism (using the taxonomy in Graham 2010).

The first claim – about the evidence base of economics – corresponds to 'psychological behaviourism', the view that human (and animal) behaviour should be explained solely on the basis of behavioural evidence, such as evidence about 'external physical stimuli, responses, learning histories, and (for certain types of behavior) reinforcements' (Graham 2010). If anything, the evidence accepted by those earlier psychological behaviourists is *less* restricted than that accepted by Gul and Pesendorfer.

The second claim – about the semantic content or meaning of any theory in economics – corresponds to 'analytical or logical behaviourism', the view associated

	Gul & Pesendorfer's claims	Historical precursors
of a theory in...	economics	psychology
Evidence base	agents' choice behaviour	external physical stimuli, responses, learning histories, reinforcements 'psychological behaviourism' (Pavlov, Skinner)
Semantic content	choice-behavioural implications	behavioural dispositions or behavioural tendencies described by the theory 'analytical / logical behaviourism' (Vienna Circle, Ryle, Wittgenstein)
Methodological form	characterization of choice-behavioural implications, in terms of the maximization of an objective function	characterization of behaviour, no modelling of internal information processing mechanisms 'methodological behaviourism' (Watkins)

Figure 1: Gul and Pesendorfer's claims and their precursors

with the Vienna Circle, Gilbert Ryle (1900-1976), and some of Ludwig Wittgenstein's (1889-1951) work that 'the very idea of a mental state or condition is the idea of a behavioral disposition or family of behavioral tendencies' (Graham 2010). Accordingly, '[w]hen we attribute a belief ... to someone, we are not saying that he or she is in a particular internal state or condition. Instead, we are characterizing the person in terms of what he or she might do in particular situations or environmental interactions' (ibid.).

The third claim – about the methodology of theory construction in economics – is analogous to 'methodological behaviourism' in psychology in that it prescribes a focus on behaviour rather than mental states in theory construction. Historically, methodological behaviourism, as defended for instance by John Watson (1878-1958), is the view that 'psychology should concern itself with the behavior of organisms' and not 'with mental states or events or with constructing internal information processing accounts of behavior' (Graham 2010). Accordingly, 'reference to mental states, such as an animal's beliefs or desires, adds nothing to what psychology can and should understand about the sources of behavior' (ibid.), and so a theory's goal should simply be to characterize its behavioural implications. Gul and Pesendorfer strengthen that demand by requiring that this characterization take the form of attributing to the agent the maximization of some objective function.

Figure 1 summarizes the parallels between Gul and Pesendorfer's claims and their historical precursors in psychology and related disciplines. Given the extent to which Gul and Pesendorfer's claims mirror – and perhaps reinvent – earlier behaviouristic claims, one might ask whether their views suffer from the same problems that those earlier behaviourisms suffered from and which ultimately led to their demise. In what

follows, we draw on insights gained from some of those other cases to see what lessons can be learnt for the case of economics.

3 Four misconceptions

We begin our defence of mentalism by arguing that Gul and Pesendorfer’s three positive claims, like their historical precursors, rest on at least four misconceptions, which we will call the ‘misconception of a fixed evidence base’, the ‘evidence/content conflation’, the “‘unobservable, therefore non-existent” fallacy’, and the ‘maximization dogma’.

3.1 The misconception of a fixed evidence base

In line with psychological behaviourism, Gul and Pesendorfer argue that the only evidence that should be used to test economic theories is evidence about people’s choice behaviour. But there is no systematic reason why the evidence base of economics should be restricted in this way. Across the sciences, it is a common phenomenon that our available evidence base occasionally grows. Various things or phenomena that people could not observe in the past, and which earlier generations might have regarded as speculative, have eventually turned out to be observable, through the use of more advanced instruments, more creative experimental designs, and so on.

In physics, entities and phenomena such as the Higgs boson and various elementary particles, forces, and fields seemed at some point to be purely theoretical constructs, but are being increasingly turned into observable entities and phenomena – albeit indirectly observable ones – through the advances in sophistication in our instruments and experimental techniques. The advances in microscopy over the centuries are a perfect illustration of this point (on the lack of a static distinction between what is observable and what is not, see, e.g., Maxwell 1962 and Shapere 1982).

In short, the idea that the evidence base of a particular scientific discipline should be fixed once and for all lacks any justification, given the history of science and the experience of other scientific disciplines. Rather, the evidence base of any science is changeable and dynamic, and there is no reason why economics should be an exception. Accordingly, even if there was a period in the history of economics when people’s choice behaviour was the only evidence used to test theories, there is no principled reason why other kinds of evidence – from people’s verbal reports and communicative behaviour to physiological and neuroscientific evidence – could not also be relevant.

3.2 The evidence/content conflation

In line with analytical or logical behaviourism, Gul and Pesendorfer argue that the content of any economic theory consists solely in its choice-behavioural implications; two theories that are choice-behaviourally equivalent should be seen as equivalent simpliciter. But even if the *evidence base* of economic theories were restricted to observable choice behaviour alone – and, as we have seen, there is no principled reason why it should be – it would not follow that the *content* of any economic theory should consist solely in its choice-behavioural implications. Rather, the content of a theory can, and often does, go well beyond its evidence base. To see that this is not just an esoteric possibility, but the norm across many scientific disciplines, consider a few simple examples:

Archaeology and ancient history: The evidence base for theories in these subjects consists paradigmatically of various archaeological objects and artefacts found in excavations. But the content of those theories goes well beyond these objects and artefacts. The content, ultimately, is the life, social organization, and culture of the ancient societies in question. The reason why we are interested in old pots, pans, and other broken items is not just that these objects are interesting in their own right, but that they tell us something we cannot directly observe: namely how people lived in the societies under investigation.

Paleobiology: A natural- rather than social-scientific discipline that illustrates our point is paleobiology. Here the evidence base consists of geological findings and fossils, but the aim of the discipline is to answer biological questions about the evolution of life and its underlying molecular-biological mechanisms. Again, the content of the relevant theories goes well beyond the evidence base.

The point of much of science is precisely to make creative use of what is observable in order to get a better understanding of certain phenomena that are not by themselves observable. Making sense of, and organizing, empirical regularities is just one aim – but by no means the only aim – of science. And by organizing empirical regularities, we often find evidential support for the existence of certain hitherto unobserved aspects of reality.

3.3 The ‘unobservable, therefore non-existent’ fallacy

The next misconception is also relevant to Gul and Pesendorfer’s logical or analytic claim that the content of any theory in economics consists solely of its choice-behavioural implications, and that two choice-behaviourally equivalent theories should be seen as equivalent simpliciter. One route by which one might arrive at this claim is the following. Suppose one accepts, as Gul and Pesendorfer do, that observations about people’s choice behaviour are the only evidence that we are entitled to use to

test our economic theories. And suppose, further, one somehow accepts the principle that anything that is unobservable does not exist. It then follows that we are not entitled to treat as ‘real’ or ‘existent’ any properties or entities in economics that go beyond what we can directly observe. And this, by stipulation, is people’s choice behaviour alone.

But even if we were to suspend our criticism of the assumption that only choice behaviour is observable in economics, it should be obvious, as a matter of logic, that, from the fact that a particular entity or phenomenon is not observable, it does not follow that this entity or phenomenon does not exist. And the conclusion that the entity or phenomenon does not exist follows even less from the fact that something is not *currently* observable. Sometimes we can have strong indirect evidence for something, even though it is not directly observable.

Electrons and other elementary particles are not, strictly speaking, directly observable; we can only see their traces, for example, when they travel through a cloud chamber (as water vapour condenses upon the impact of ionizing particles). But few people would seriously doubt their existence.

‘Occam’s razor’ principle tells us not to postulate the existence of any unnecessary entities. So, before we can hypothesize that something exists despite being unobservable, we need to come up with at least some indirect evidence for its existence. But if the best confirmed and most parsimonious theory of a particular phenomenon commits us to postulating an entity, then it is fully consistent with Occam’s razor principle to accept its existence. The key idea behind the principle is that we should not postulate too many entities, but neither should we postulate too few.⁴

3.4 The maximization dogma

Implicitly relying on a particularly strong version of methodological behaviourism, Gul and Pesendorfer suggest that any economic theory should take the form of a

⁴We here accept that mental states are not directly observable, and similar in status to the unobservable entities and properties in other sciences. Hausman (1998) denies that the mental states posited in economics (e.g., in the form of utility and subjective probability functions) are unobservables of the same kind as electrons or neutrinos, and argues instead that they should be seen as part of ‘commonsense reality’, like tables and chairs. This is because the functional role played by utilities and probabilities in economics is ‘virtually identical’ to that played by desires and beliefs in folk psychology, and the latter are already among our everyday ontological commitments. We accept the analogy between the mental states in economics and those in folk psychology, and ultimately agree with Hausman that those mental states should be considered real. Yet, we think a further argument is needed to convince the skeptic that mental states in *both* folk psychology *and* economics can be seen as real, *despite their prima-facie unobservable status (or at most indirectly observable status)*. Our argument in this paper is intended to fill this gap. Several contributions to the ‘realism-antirealism’ debate in economics (as reviewed, e.g., in Hausman 1998) either deny or do not develop the analogy between the mental states posited in economics and the unobservables posited in the natural sciences, and hence that debate is somewhat orthogonal to our concerns here.

characterization of the totality of its choice-behavioural implications, and that this characterization should ideally take the form of attributing to the agents in question the maximization of some objective function. However, while it may be a useful *starting point* for the explanation of behaviour to search for some objective function a given agent maximizes, there is no principled reason why our best theories of economic behaviour should *necessarily* be based on the notion of maximization.

Which *form* of a theory best explains human behaviour is ultimately a contingent, empirical question, which can be settled only by actual scientific research, not by methodological stipulation. Just as it has turned out to be wrong – given Einstein’s general theory of relativity – that space and time must necessarily be Euclidean (as Immanuel Kant, for example, assumed), so there is no *a priori* reason to think that the explanation of social and economic behaviour must necessarily be based on the maximization of a single objective function. For example, an empirically adequate theory might model agents as being governed by a more complex system of constraints.

Of course, current attempts to explain economic behaviour in a way that is not based on maximization, such as theories of satisficing as introduced by Herbert Simon (1956) or theories of fast and frugal heuristics as proposed by Gerd Gigerenzer and others (e.g., 2000), remain controversial, but the mere fact that these are well-defined and eligible contenders for economic theories illustrates that the maximization of a single objective function is not the only form an economic explanation can take. The reason economists are divided over Simon’s and Gigerenzer’s theories is *not* that these theories have the wrong form *per se*, but rather that it is unclear whether they offer the best explanations of the empirical phenomena they are intended to explain.

4 A primer in the philosophy of science

We have identified four misconceptions underlying Gul and Pesendorfer’s (and no doubt others’) arguments for behaviourism in economics. To clarify the distinction between behaviourism and mentalism further, we need to introduce some key concepts from the philosophy of science: the concepts of (i) a ‘theory’, (ii) ‘empirical adequacy’ of a theory, (iii) an ‘ontological commitment’, and (iv) ‘underdetermination of theory by evidence’.

4.1 What is a theory?

On the standard approach (which goes back to Karl Popper and Carl Gustav Hempel; see, e.g., Woodward 2009), a *theory* is a set of sentences (in some definitions, a set of propositions), which is ideally:

- (i) closed under implication (so that the theory can be identified with the body of its implications), and

- (ii) expressible as the set of implications of a finite (ideally small) set of basic principles or axioms (called the *theory formulation*), perhaps together with some auxiliary assumptions.

Newtonian physics is a paradigm example of a theory in this sense. Here, the theory formulation consists of Newton's three basic laws of motion and his law of universal gravitation, and the theory itself consists of all the implications of those basic principles. To arrive at a Newtonian theory of a specific physical system, such as the solar system, we further need to add some auxiliary assumptions, especially about the initial configuration of the relevant bodies (their masses, positions, and forces acting on them). The theory's predictions about the system's behaviour over time will then be among the relevant body of implications. There are also some alternative definitions of a theory in the literature (e.g., van Fraassen 1980), but for present purposes, the standard definition will suffice.⁵

4.2 When is a theory (empirically) adequate?

A theory – call it T – is said to be *adequate* with respect to a body of sentences S if and only if those sentences are among the theory's implications, formally if and only if T logically entails S . Usually, we are interested in a theory's adequacy with respect to the set of those sentences whose truth we can empirically observe (the so-called *observation sentences*). We then also speak of *empirical adequacy*. (To make the definition applicable in practice, some relevant auxiliary assumptions may typically need to be included in T .)

For example, Newtonian physics, together with some auxiliary assumptions, is at least approximately adequate with respect to the observation sentences about the motion of the planets around the sun, or about the way an apple falls from a tree. It is not adequate, on the other hand, with respect to a body of sentences about the behaviour of objects whose velocity is close to the speed of light, as Einstein famously pointed out.

Empirical adequacy – or at least approximate empirical adequacy (a notion that could be analyzed further) – is typically considered a *minimal* desideratum on a good scientific theory. Importantly, *empirical adequacy* of a theory is not the same as *truth* of that theory. Truth is a more demanding, and more elusive, notion. As we will discuss below, logically, there can exist two or more rival theories that are each empirically adequate with respect to a particular body of observations, but only one of which, at best, may be true.

⁵The main rival to the standard, *syntactic* definition of a theory given here is a *semantic* definition (as exemplified by van Fraassen 1980), according to which a theory is a set of models (with a certain structure), rather than a set of sentences (with a certain structure). Many subtly different variants of each definition can be given. The details are not the focus of this paper.

4.3 What are the ontological commitments of a theory?

To define the notion of an ontological commitment of a theory, we first need to introduce a basic notion from formal logic: the notion of a *semantic interpretation* of the language in which the theory is expressed. This is

- an *assignment of truth-values* to all sentences in that language,

which, in turn, is based on

- a definition of one or several *domains of objects* (depending on how many types of objects the theory refers to),
- an *interpretation of all predicates, relations, and functions* that the theory uses, as predicates, relations, and functions over the relevant objects, and
- an *assignment of objects to all constant symbols* used by the theory.

We call a semantic interpretation that renders a given theory true (i.e., which assigns the truth-value ‘true’ to all sentences of the theory) a *model* of that theory. Any consistent theory has at least one model, and typically many. Each such model corresponds to one possible way the world could be – one possible world – *consistently with the theory*. The domain of objects (or family of domains) of that model then represents the objects that exist in that particular world, and the predicates, relations, and functions correspond to the properties of, and relations between, those objects.

Obviously, some models of a given theory may be ‘sparser’ – i.e., have smaller domains of objects and/or fewer properties of, and relations between, these objects – than others. However, by considering *all* possible models of the theory (at most excluding certain ‘trivial’ or ‘non-standard’ models), we can ask which kinds of objects, properties, and relations are present in *all* of them. These can be seen as the objects, properties, and relations the theory is *minimally* committed to. We call them the *ontological commitments* of the theory.

This notion of an ontological commitment is extremely natural. Consider, for example, the theory of arithmetic as defined by the Peano axioms, which are the fundamental axioms of arithmetic. Any standard model of these axioms, however it is defined, will have a domain of objects with the formal properties of the natural numbers. Accordingly – and as we would intuitively expect – the natural numbers are among the ontological commitments of Peano arithmetic.

Similarly, consider the standard theory of particle physics, which offers a unified theory of electromagnetic, weak, and strong nuclear interactions, while still leaving out gravity. Just as the natural numbers are a common presence in any model of Peano arithmetic, so certain kinds of elementary particles can be found in any non-trivial model of the standard theory of particle physics, such as quarks, leptons (of which electrons are special cases), and different kinds of bosons. Most of these have also been experimentally identified, using instruments such as the Large Hadron Collider at CERN, Switzerland, but notoriously the Higgs boson still remains empirically

undiscovered. The theory is committed to its existence, however, since the theory could not be true without it.

The present notion of an ontological commitment underlies Quine's famous dictum '[t]o be is to be the value of a variable' (1948) and captures the so-called *naturalistic* attitude towards ontological questions we find in standard scientific practice (Fine 1984, Musgrave 1989). To figure out what entities, properties, and relations there are in any given area, according to this attitude, we should not engage in armchair metaphysical reasoning, but simply consult our best scientific theories of that area. Unless we have independent reasons to doubt those theories, we should take their ontological commitments at face value. If our best physical theories tell us that there are quarks, leptons, and bosons, we have every reason to believe in these particles' existence, regardless of their unobservable status.

4.4 Underdetermination of theory by evidence

Let S (a set of sentences) be our body of evidence – perhaps even the maximal body of evidence we could hypothetically obtain – and let T be the theory that we have come up with. Even if the theory is adequate with respect to the evidence, the logical relationship between theory and evidence is typically a one-way, rather than two-way, relationship. The theory, T , entails the evidence, S , but not the other way round; S is certainly a subset of T (assuming adequacy), but T goes beyond S . In particular, T also has some unobservable implications.

The key lesson of this point is that, in principle but often also in practice, there can be two or more distinct theories that coincide in their observable implications (and therefore in their adequacy with respect to our evidence), but which are in fact logically incompatible with respect to some unobservable implications. In such a case, we say that our theory is *underdetermined by the evidence*. This problem was famously discussed by Quine (e.g., 1975; see also List 1999).

The simplest illustration of this problem in economics is given by the assignment of a von-Neumann-Morgenstern utility function to an agent. As is well known, there is not just one utility function that fits a given agent's choice behaviour, but an infinite number. The function is unique only up to positive affine transformations. Of course, in the present example, nothing much hinges on the properties of the function that are left underdetermined, such as whether the agent's utility in one situation is twice as large as that in another. Indeed, most economists would not consider such statements meaningful. The underdetermination problem would only come to trouble us, for instance, if we wanted to use von-Neumann-Morgenstern utilities as the basis for interpersonal comparisons (for further discussion and literature review, see List 2003).

Generally, however, the problem of underdetermination of theory by evidence

raises important questions for the status of the unobservable implications of any theory and its ontological commitments. When a theory is underdetermined by the evidence (so that there could be a rival theory with different unobservable implications and different ontological commitments), we face the question of whether there is a fact of the matter about the theory's unobservables:

- If there is a fact of the matter, we have an instance of *mere underdetermination*. One of the theories is correct in its unobservable implications, including its ontological commitments; we just don't know which one it is. This is an *epistemological* problem.
- If there is no fact of the matter, we have an instance of *indeterminacy*. The theory's unobservable implications do not correspond to anything in the world. The theory's unobservables are at best useful fictions, at worst meaningless. This is an *ontological* problem.

The main insight to be gained from this philosophy-of-science primer, for present purposes, is that the question of what our evidence for a particular theory is and, more broadly, what the largest body of observation sentences could possibly be, is fundamentally distinct from, and not to be confused with, the question of what the theory's ontological commitments are.

5 Two kinds of 'revealed preference' approaches

We are now in a position to distinguish more clearly between two kinds of 'revealed preference' approaches to economic theory, and to see whether they commit us to behaviourism (for classical works on revealed preferences, see Samuelson 1938, Richter 1966, and Sen 1971). One kind of approach is defined in terms of an epistemological thesis, the other in terms of an ontological one. As we will see, only one of the two theses – arguably the less plausible one – is genuinely behaviouristic, while the other is fully compatible with mentalism.

An epistemological 'revealed preference' thesis: Our body of evidence for a theory in economics – the set of observation sentences – is restricted to agents' choice behaviour.

An ontological 'revealed preference' thesis: The ontological commitments of any theory in economics – or at least those ontological commitments that we are entitled to take seriously – are restricted to agents' choices and choice dispositions (and therefore exclude, for example, mental states).

Although we have already disputed that the evidence base should be fixed as stated by the epistemological thesis, some economists might still accept this thesis for stipulative reasons: they might stipulate that what demarcates economics from neighbouring disciplines such as psychology is its reliance on choice-behavioural evidence,

Evidence	Restricted to choice behaviour and dispositions	Not so restricted; other psychological evidence admissible
Ontological status of ascribed mental states		
Not real, but mere auxiliary constructs	Radical behaviourism	Incoherent position
Real, to be taken seriously	Mentalism with narrow evidence base ('epistemic behaviourism')	Mentalism with broad evidence base

Figure 2: Possible views about 'revealed preferences'

rather than richer psychological evidence. This justification for the epistemological 'revealed preference' thesis may seem *ad hoc*, but it is not incoherent.

The ontological thesis, by contrast, is much harder to defend. At least in the technical sense explained above, certain mental states – such as preferences and/or beliefs – are simply among the ontological commitments of standard economic theory. As soon as the theory refers to an agent's utility and subjective probability functions, any model of the theory will include the relevant functions among its structural elements, and so these functions will be among the theory's ontological commitments.

Moreover, standard economic theory has these ontological commitments even if we use only choice-behavioural evidence to establish its adequacy. This shows that the epistemological 'revealed preference' thesis does not imply the ontological one, and thus the epistemological thesis is compatible with the existence of underlying mental states. Indeed, the etymology of the term 'revealed preferences' suggests just this: an agent's behaviour 'reveals' – is evidence for – something other than behaviour, namely the agent's mental state – his or her preferences – which causes the behaviour in question.

Radical behaviourists might repond that, even if there is a technical sense in which mental states are among the ontological commitments of economic theory, we have no reason to treat those ontological commitments seriously, i.e., to treat the implied mental states as anything other than theoretical constructs: they may be ontological commitments in a technical sense, but not in any 'real' sense.

Thus behaviourists and mentalists are divided on two questions: first, whether or not the evidence base of economics should be restricted to choice behaviour and choice dispositions, and secondly, whether the mental states ascribed by economic theories should be treated as mere auxiliary constructs or as real phenomena. Figure

2 shows the different possible views.

6 An argument for mentalism

Our objections to the radical behaviourist view should already be evident from our discussion. We now wish to state our argument for mentalism more positively. Recall that a radical behaviourist holds the view that even if certain mental states are *technically* among economic theory's ontological commitments, they are still nothing more than representation devices: they may be instrumentally useful for making sense of behavioural regularities, but they do not correspond to anything real. As our philosophy-of-science primer should indicate, however, this view misses the central idea underlying the naturalistic attitude towards ontological questions. When something is an ontological commitment of a theory, this simply means that the theory says it exists. To ask whether the entity or property in question 'really' exists, after it has been established as one of the theory's ontological commitments, is to ask one question too many – or alternatively, it is to express doubts about the theory itself.

The naturalistic argument for mentalism in economics can be summarized as follows:⁶

Premise 1: Some mental states – such as beliefs and desires – are technically among the ontological commitments of our current best economic theories of human social decision making.

Premise 2: In science, the criterion for whether something is to be treated as real is simply whether it is technically among the ontological commitments of our current best theory or theories in the relevant area (assuming we have no special reasons to doubt those theories themselves).

Premise 3: Economics is a science like any other.

Conclusion: The mental states that our best economic theories ascribe to economic agents are to be treated as real (unless we have special reasons to doubt those theories themselves).

The argument is clearly valid (i.e., the premises logically entail the conclusion). Whether the argument is also sound depends on whether the premises are all true. Given the nature of practically all our current (micro-)economic theories, ranging from classical rational choice theory to more recent behaviourally oriented theories, Premise 1 is true in light of the technical definition of an ontological commitment. Premise 2 is equally true, since it states a basic principle underlying standard scientific practice (namely the naturalistic ontological attitude). Premise 3 is a claim that

⁶Some of the philosophical ideas underlying this naturalistic argument are developed in List (2011).

critics of economics might wish to challenge, but we doubt that scientifically minded economists would wish to go along that route.

Consequently, the only way to avoid the mentalistic conclusion would be to insist on having special doubts about our economic theories themselves, despite their status as our current best scientific theories in the relevant area. But those asserting such doubts would then have to explain what evidence underpins them. We suspect that few economists would wish to make their argument against mentalism dependent on a rejection of the adequacy of our best economic theories themselves. We conclude that just as we have strong *prima-facie* reasons to accept the reality of quarks, leptons, and bosons in particle physics, so we have strong *prima-facie* reasons to accept the reality of mental states in economics.

7 Does the difference between mentalism and behaviourism matter?

At first sight, one might think that the difference between mentalism and behaviourism is a purely metaphysical matter, which is only of limited significance for the practice of economics itself. But this impression is misleading. That the difference matters also in practice can be seen by revisiting the empirical underdetermination problem, the problem that there can exist two or more distinct theories that are empirically equivalent but logically incompatible.

First consider the case of no underdetermination. Take a simple choice problem without risk or uncertainty, where an agent has perfectly well-behaved choice dispositions over some options, satisfying all the standard rationality conditions. The agent's choice dispositions – formally represented by a choice function – can then be uniquely rationalized by a preference ordering over the given options (e.g., Sen 1971). Although this is technically a mental state ascription, preference orderings and choice functions stand in a one-to-one correspondence in this case. So long as rationalization of choices is required to take the form of ascribing to the agent a weak ordering, there is no underdetermination of preferences by choice dispositions here: there exists one and only one preference ordering that entails the given choice dispositions.⁷ Consequently, there are no logical implications of the mental state ascription that go beyond what is already encoded in the choice function itself, and no issues of indeterminacy arise: there are behaviourally observable facts about everything the theory says.

Now consider a less idealized case. A much-discussed example is due to Amartya Sen (1993).

⁷Note that if we lift the requirement that rationalization take the form of the ascription of a weak ordering to the agent, and allow other forms of rationalization (e.g., in terms of other binary relations), then the underdetermination problem can arise even in the present case of choice without risk or uncertainty.

The polite dinner-party guest: Given a choice between a large, a medium-sized, and a small apple, a dinner-party guest (who normally prefers bigger apples to smaller ones) picks the medium-sized apple, for politeness. If the large apple is no longer available while the medium-sized and small ones are, the guest picks the small apple, again for politeness.

The agent's choice function violates contraction consistency and cannot be rationalized by a preference ordering over apples. It would be a bad explanation, however, to suggest that the agent is irrational; this explanation would violate the *principle of charity* in interpretation (see, e.g., Davidson 1973). Rather, the agent is motivated by considerations over and above the sizes of the apples. However, *if* the agent's choice behaviour is the only evidence we can go by – for example, we cannot ask the agent any questions about the reasons for his or her choices – then we face an underdetermination problem. Several distinct hypotheses entail the same choice behaviour, ranging from the hypothesis that the agent has complicated (and perhaps 'non-consequentialist') preferences over 'extended alternatives' (object-context pairs) to the hypothesis that he or she is governed by various norms of politeness, approval- or esteem-seeking, or other social constraints (e.g., Bhattacharyya, Pattanaik, and Xu 2011; Bossert and Suzumura 2009; Suzumura and Xu 2001; Brennan and Pettit 2005). The agent's choice dispositions alone are insufficient to distinguish between these (and other) rival explanations.

Does this mean that there is no fact of the matter as to what the correct explanation is? Both our psychological understanding and the practices of other behavioural sciences suggest that there *can* be a real difference between different rival explanations, despite their choice-behavioural equivalence. Apart from attributing different first-person experiences to the agent (which would lead us to predict different introspective reports from him or her, if we could elicit a truthful response), different explanations may also have different repercussions further down the line. Only some but not all explanations may cohere with our explanations of other related phenomena, so that good scientific practice would give us a coherence-based criterion for choosing some explanations over others.

Setting dogma aside, the natural view is that although choice-behavioural evidence often underdetermines our theoretical explanation of people's choices, a suitably broadened evidence base may allow us to distinguish between different rival hypotheses. Such a broadened evidence base might include evidence about other related social phenomena, different kinds of psychological data, verbal reports, and occasionally (for plausibility checks) even introspection. In short, the availability of different choice-behaviourally equivalent explanations does not imply that there is no fact of the matter as to what the real reasons for an agent's choices are. Several recent theoretical proposals in decision theory emphasize the importance of 'reasons for choice' over and above the choice behaviour induced by them (e.g., Manzini and

Mariotti 2007, 2012; Cherepanov, Feddersen, and Sandroni 2008; Dietrich and List 2012a,b; Mandler, Manzini, and Mariotti 2012). Some of them explicitly employ mentalist terminology (e.g., ‘moods’ and ‘mindsets’ in Manzini and Mariotti 2012; ‘rationales’ in Cherepanov et al. 2008; and ‘motivating reasons’ and ‘weighing of reasons’ in Dietrich and List 2012a,b).

In sum, in cases of undermining, good scientific practice requires us to consider all the different rival explanations and then creatively to identify an enriched evidence base, and more advanced empirical designs, to determine which explanation is most adequate. Even if we fail to find a purely empirical criterion for picking out a unique correct theory, Occam’s razor principle would tell us to choose a theory which is ontologically not too rich, but also not too sparse, to explain our observations parsimoniously.

8 Can economics be reduced to neuroscience?

Many neuroscientists hope to dispense with traditional psychological theories by explaining psychological phenomena in terms of neurophysiological processes in the brain (for a recent debate, see Bennett et al. 2007). Similarly, some of the most radical neuroeconomists hope to dispense with traditional economic theories by explaining economic behaviour in terms of the relevant agents’ brain processes (see, e.g., Camerer, Loewenstein, and Prelec 2005). At first sight, one might think that scientific progress is inexorably headed in this direction, and many advances in science seem to confirm this picture. We are developing a better understanding of the ‘micro-level’ mechanisms underlying many ‘macro-level’ phenomena, for instance the biochemical mechanisms underlying the functioning of cells, the cellular mechanisms underlying the life of organisms, and the individual-level mechanisms underlying larger social processes. The search for micro-foundations of macroscopic phenomena, with a view to replacing less fundamental theories with more fundamental ones, seems to be *en vogue*.

Yet, there is a common misconception underlying many of these attempts at theory reduction. The misconception can be termed the ‘supervenience implies explanatory reducibility’ fallacy. To explain this fallacy, let us consider a familiar argument for theory reduction. Its premise is that the world is fundamentally made up of elementary particles, atoms, and molecules, which stand in various physical and chemical relations to each other and whose interaction underlies all more complex phenomena, including the functioning and behaviour of organisms. More formally:

The supervenience thesis: The totality of ‘micro-level’, physical facts about the world determines all ‘macro-level’ facts, such as facts about organisms and their behaviour.

It is then argued that, because everything in the world ‘supervenes’ on the physical, the best explanation of any phenomenon must also be a physical one.

The explanatory-reducibility thesis: Any phenomenon in the world can and should ideally be explained in terms of underlying physical mechanisms. Any non-physical explanations – such as psychological or social explanations – are at best provisional and reflect a lack of understanding of underlying mechanisms.

The claim that psychology can be reduced to neuroscience is sometimes defended in just this way. Psychological phenomena are surely the result of underlying neurophysiological brain processes, and ‘so’, the reasoning goes, our most fundamental explanations of them should also be given at the neurophysiological level. But does supervenience really imply explanatory reducibility?

A large body of work in philosophy challenges this view, beginning with Jerry Fodor’s (1974) and Hilary Putnam’s (1975) classic arguments that the sheer combinatorial complexity of the relationship between the physical states of a person’s brain and the psychological states of his or her mind rules out the effective reducibility of psychological ‘natural kinds’ (which are the relata of regularities that we are interested in) to purely neurophysiological ones.⁸ What makes ‘macro-level’ mental states, such as beliefs and desires, more explanatorily useful than ‘micro-level’ patterns of neural activity is precisely that they abstract away from a large number of physical details that are irrelevant, and even detrimental, to the explanatory purposes at hand. Supervenience, in short, does not imply explanatory reducibility (for a more recent defence of this anti-reductionistic view, see List and Menzies 2009).

Think, for example, of how you would explain a cat’s appearance in the kitchen when the owner is preparing some food. You could either try (and in reality fail) to understand the cat’s neurophysiological processes which begin with (i) some sensory stimuli, then (ii) trigger some complicated neural responses, and finally (iii) activate the cat’s muscles so as to put it on a trajectory towards the kitchen. Or you could ascribe to the cat (i) the belief that there is food available in the kitchen, and (ii) the desire to eat, so that (iii) it is rational for the cat to go to the kitchen. It should be evident that the second explanation is both simpler and more illuminating, offering much greater predictive power. The belief-desire explanation can easily be adjusted, for example, if conditions change. If you give the cat some visible or smellable evidence that food will be available in the living room rather than the kitchen, you can predict that it will update its beliefs and go to the living room instead. By contrast, one cannot even begin to imagine the informational overload that would be involved in adjusting the neurophysiological explanation to accommodate this change.

⁸More technically, the inverse image, with respect to the relevant supervenience function from physical brain states to psychological states, of any set of psychological states forming a ‘natural kind’ at the psychological level need not be a set of physical brain states forming a ‘natural kind’ at the physical level.

Good explanations – ones that are parsimonious and predictively successful – should identify the most functionally relevant regularities, while leaving out extraneous details. Functionally relevant regularities, in turn, need not be found at the most fine-grained level of description. It is an empirical question at which level of description any given system exhibits the most tractable regularities. There is no reason, for example, why a good theory of forest ecology should refer to quantum-mechanical effects inside the individual atoms in each tree. Similarly, if you want to explain why Microsoft Windows crashes if you install a particular software package, you should first look at possible programme errors or incorrect system parameters before trying to give a detailed account of the flow of individual electrons in the computer’s micro-processor and memory chips.

As Daniel Dennett (1987) has argued, we explain the behaviour of certain organisms in terms of their mental states and not in terms of complicated physical processes – thereby taking an ‘intentional’ rather than ‘physical stance’ – precisely because this is the level of explanation most suited for the explanatory purpose at hand. A doctor who wishes to treat a brain hemorrhage or a tumor may well take a physical stance towards the patient – at least during the medical intervention – but it is far from clear how much economists can gain from trying to explain socio-economic behaviour by looking at people’s brains, rather than interpreting their minds.

All of this is consistent, of course, with the idea of enriching the evidence base of economics when this helps us to distinguish between different rival theories – and this could certainly include some neuroeconomic evidence. But it should be clear that neither the focus on behaviour alone, nor the focus on brain physiology alone, can deliver satisfactory economic theories.

9 Concluding remarks

We have offered an argument for mentalism, and against behaviourism, in economics. We have not only responded to the central epistemological and ontological claims made by behaviourists, but also distinguished mentalism from the more radical neuroeconomic view that economic behaviour should be explained in terms of the relevant agents’ brain processes, as distinct from their mental states. Gul and Pesendorfer (2008) seem to miss this distinction, frequently equating the mental with the neural, and treating what might be interpreted as an argument for a ‘brainless economics’ as an argument for a ‘mindless economics’ instead.

Our present critique of behaviourism differs from other, more familiar critiques of behaviourism and ‘revealed preference’ approaches (for earlier critiques, see, among many others, Hausman 2000 and Köszegi and Rabin 2007). The behaviouristic account of preferences (and other mental states such as beliefs) is often criticized for what it fails to deliver: (i) it fails to say anything about human psychology and

motivation, from which it is explicitly disconnected; (ii) it fails to provide adequate foundations for normative economics, as it gives at most an impoverished account of human well-being, says nothing about fundamental desires and needs, and renders interpersonal comparisons of utility impossible (all of which seem to matter to policy-making); and (iii) it fails to ‘explain’ behaviour in a non-circular way, since behaviour is ‘explained’ by preferences (or other attributes) that are in turn defined in terms of behaviour.

While we think that such arguments are important and can be – indeed have been – made, we have taken an entirely different approach here. Those earlier arguments all construe economics as a discipline that should deliver more than a theory of choice (providing an account of, for example, certain psychological features of agents, normatively relevant features beyond revealed preferences, or non-circular *explananda* of choice). This premise is not shared by many orthodox economists who, when pressed, are prepared to ‘define’ (micro-)economics as the formal science of choice behaviour. Such a science should be as free as possible from normative assumptions and should play no ‘therapeutic’ role, in Gul and Pesendorfer’s provocative terminology. Critics of behaviourism who presuppose a broader definition of the discipline have little hope of convincing those who endorse the narrow, choice-centered definition. By contrast, our present critique should convince also those who view economics as a science of choice behaviour alone, devoid of any further psychological or normative goals. Our naturalistic argument shows that even if one is not interested in mental states *as such*, one’s theory of choice may well have to take them on board. A theory *of choice* may have to be a theory *about more than choice*.

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