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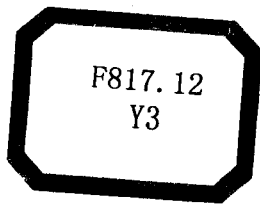
# 财政学（第7版）

（美）Harvey S. Rosen 著

Public Finance (Seventh Edition)

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清华大学出版社  
北京

**Harvey S. Rosen**

Public Finance, 7<sup>th</sup> Ed.

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# 出 版 说 明

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为了适应经济全球化的发展趋势，满足国内广大读者了解、学习和借鉴国外先进经济管理理论和管理经验的需要，清华大学出版社与国外著名出版公司 McGraw-Hill 教育出版集团合作影印出版了一系列商科英文版教材。鉴于大部分外版教材篇幅过长，且其中部分内容与我国的教学需要不符，我们请专家学者结合国内教学的实际要求，对所选图书进行了必要的删节。我们所选择的图书，基本上是在国外深受欢迎、并被广泛采用的优秀教材的缩减版，其主教材均是该领域中较具权威性的经典之作。在选书和删节的过程中，我们得到了很多专家、学者的支持、帮助和鼓励，在此表示谢意！

由于原作者所处国家的政治、经济和文化背景等与我国不同，对书中所持观点，敬请广大读者在阅读过程中注意加以分析和鉴别。

我们期望这套影印书的出版对我国经济管理科学的发展能有所帮助，对我国商科的教学，尤其是商学本科的教学能有所促进。

欢迎广大读者给我们提出宝贵的意见和建议；同时也欢迎有关专业人士向我们推荐您所接触到的国外优秀图书。

清华大学出版社经管事业部  
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# 引 言

中国的学生要不要使用英文版的教材，一直有争议。有人认为，我们应该使用自己编写的教材，这样才能更准确地反映我们在课堂上所要表述的观点。用国外的原版教材，有些隔靴搔痒，不能解决中国的实际问题。持不同意见的观点认为，尽管各国在管理体制上有意识、制度、文化等差异，但管理本身是在国际环境下具有共同性的问题。特别是，中国的企业在经济全球化的环境下，需要更多地了解国外的管理理论与现状。在这种情况下，就需要引进一些外版的教材。一则，用于满足我们教学的部分需求；二则，更好地了解外版教材的教学服务体系；三则，为我们的师生创造英语教学的环境。

在进行2004年本科教指委的工作规划时，我曾特别谈及，要加强对本科教育中教书“育人”、服务于学生的使命的认识，继续优化专业课程设计，扩大精品课程建设，增加专业导向课程，尤其要加强对国际商科与经济管理学科教学进展的研究，并引进最新的教学成果，包括教材及教学资源。这一切都是为了更好地为国家与社会培养更好的人才。

为此，清华大学出版社与美国麦格劳-希尔教育出版公司的合作，引进出版这套“精编版”的英文工商管理教材，也是体现这一理念。这套教材吸收国际最新教学成果，提供全方位的教学资源，并借助英语的语言媒介，将会大力提升与发展中国工商管理教学水平，提高学生使用英语语言和网络手段获得长久的终生学习的能力和兴趣，进而提高我国工商界的国际竞争力。这是一件具有重大意义的工作。

讲到美国麦格劳-希尔教育出版公司，就要提到该公司的中国首席代表姜峰先生。我同他认识已经多年了。1995年，他供职西蒙与舒斯特公司北京代表处。从那时起，他便开始来学校拜访，打破我们出版社坐等教师上门的惯例。他这种服务教学的理念就是直接同我们的教师见面，为教师提供教学资源，从早期的印刷版图书到磁盘、光盘，到在线资源、在线系统。这些年，姜峰先生尽管已经换到目前的公司工作，但他始终坚持着这一服务教学的理念，认真实践着他的教育出版观。

在同姜峰先生讨论引进国际上在工商管理教学的最新成果时，基本上确定了引进本套教材及教学资源的基本格调，即对“国际最新教学成果”的几个共同认识：一是国际上教学技术的进展究竟走到了哪一步，我们就引进到哪一步。二是要注意教学技术的发展给教学及教材带来的影响，我们要借鉴新的教学辅助手段。

最近几年，我在美国授课的过程中，注意到教学网络技术：CMS，课程管理系统。通过这个教学辅助系统，教师可以将所要讲授的课程内容简单地张贴到一个系统化的网页上，包括教学演示文件PPT、章节提要（Lecture Notes）、在线阅读资料，以及问答题、简答题还有课后大作业等，还可以很简单地开设自己课程的在线论坛BBS。学生在注册后，便成为在线学生，通过该平台与教师交互，完成习题、在线提交作业，在线考试，自动出评测分析报告。这一切是以教师为中心，完全解决了教师对于自己教学内容、以及对学学生及教学过程的网络化数字化管理的问题，并可多次复用、异地复用。这个在线学习系统（BlackBoard，WebCT，eCollege）等不同于国内各高校自己研发的以学籍管理或居于录像、课件的远程教学为中心的校园管理平台，直接解决大学的核心问题：即“大师”们对课程教学内容的管理问题，成为对教师授课最好的在线数字化辅助支持平台。

2003年12月底，从姜峰先生处得知BlackBoard在中国落地，便通过他与赛尔毕博公司接触，很快决定在中国人民大学商学院引进该平台支持教学。2004年的春季学期，我商学院247位教师，所有364门课程全面上线，2000多名学生在线注册学习，引发了人大商学院一场真正意义上的“教学革命”。教师与学生实现了很好地沟通与互动，学生之间也有了很好地学习谈论的天地。目前，我商学院的经验，已经成为赛尔毕博支持国内院校教学上线发展的典范，成为BlackBoard在国内的示范教学网站。

课堂教学同网络平台结合之后，又给教学带来了新的挑战，也给教材和教材的出版商们带来了新的机遇。历史悠久的麦格劳-希尔教育出版公司积极适应这种挑战，在商科及经管教材的出版上做了战略性的调整：即将教材本身做“薄”，出版一批新型的、跨媒介的教材：将研讨性、探索性、展开式的学习内容放到网上，将动态交互性的内容放到网上；印刷版的教材从过去强调各章节内容全面，呈现教学过程、学习环节，转向到注重概念性及引导性，展现学习的核心内容。同时，他们将教材配套的教学资源做得更“全”，将更多的内容上线后全面依托网络，更加动态地呈现教学内容及教学过程；并为不同的教学平台提供完全解决方案，提供跨平台的不同版本的内容“子弹”。无论采用BlackBoard或WebCT等平台，教师们都可以从出版商处获得标准的教学资源包，为自己采用的教材轻松搭建课程网站，实现教学的在线革命。

总之，教学在革命，教学的手段也在革命。我们要看到工商管理教学在国际上的各种变化，努力跟上时代的发展变化，使我们的学生真正获得国际水准的教育。为此，我衷心地感谢这批教材的国外作者们，正是他们不懈的教学实践，为给我们学科的发展带来源源的活力；同时感谢国内外的出版界的人们，感谢他们对教材、教材市场的永恒的追求，不断地帮助我们提升教学的水准；衷心希望这批适应新的教学需要的国际最新教材的出版能抛砖引玉，再次带动整个工商管理教育无论是本科、高职高专教学还是MBA、EMBA教学的发展。

子曰：“学而时习之，不亦悦乎”。在这场教学革命中，我们有更大的勇气面临新的教学的挑战，将中国的工商管理教育推向世界一流的前列！

徐二明

教育部高校工商管理类教学指导委员会主任委员  
中国人民大学商学院院长

2004年金秋于北京

# Preface

“It is a foolish thing to make a long prologue” (II Maccabees 2:32). I shall once again follow this Biblical advice and be brief in describing the features of this seventh edition. The field of public finance is quite different than it was a generation ago. On the theoretical side, one of the main achievements has been to integrate the analysis of government spending and taxing more closely with basic economic theory. A prime example is the literature on optimal taxation, which attempts to *derive* prescriptions for government fiscal behavior using standard economic tools, rather than to announce a set of ad hoc “principles” for tax design. On the empirical side, the most exciting development is the widespread application of the tools of econometrics to understanding how expenditure and tax policies affect individual behavior and how the government itself sets policies.

The results of modern research have been slow to enter traditional texts. This book takes its readers to many of the frontiers of current research. The approach to the material, while accessible to undergraduates, is the same as the approach shared by most economists who are now active in the field.

The development of public finance has not proceeded free of controversy. In this book, disputes concerning both methodological and substantive issues are discussed at length. One reviewer of an early draft of the manuscript warned against displaying too much of the profession’s dirty laundry in public. My feeling, however, is that “full disclosure” should apply not only in the market for securities, but in the market for ideas as well.

Economic analysis sometimes loses touch with the reality it is supposed to describe. I have tried to avoid this tendency. The relevant institutional and legal settings are described in ample detail. Moreover, the text constantly emphasizes the links between economic analysis and current political issues.

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## Organization

Part One now consists of three chapters that set the stage for the rest of the book. Chapter 1 consolidates two short chapters from the previous edition, and provides a broad perspective on the role of government in the economy. The next two chapters discuss the methodological tools used in the study of public finance. These include the methods of empirical analysis (Chapter 2) and the fundamentals of theoretical welfare economics (Chapter 3). The remainder of the book follows the conventional tactic of analyzing government expenditure and revenue-raising activities separately.



Part Two (Chapters 4 through 11) deals with the expenditure side of the budget. It describes and evaluates various government programs. Part Three (Chapters 12 through 14) presents a theoretical framework for discussing taxation. The major revenue-raising instruments are analyzed using this framework in Part Four (Chapters 15 through 17).

Some instructors may choose to do the tax side (Parts Three and Four) before the expenditure side (Part Two); the book is designed so this can be done easily. In the same way, the chapters within Parts Two, Three, and Four can generally be taken up in any order desired without serious loss of continuity.

This book is designed for use in undergraduate curricula as well as graduate programs in public administration. Readers should be familiar with microeconomic theory at the level of the standard introductory course. Because some use is made of indifference curve analysis, a topic not covered in all introductory courses, indifference curves are carefully explained in the appendix to the book. In addition, this appendix provides a brief review of other topics in basic microeconomics, including the supply and demand model, marginal analysis, and consumer and producer surplus. This review should be adequate to refresh the memories of readers who have been away from microeconomics for a while. A glossary of key terms appears after the appendix.

The British statesman Edmund Burke noted that "To read without reflecting, is like eating without digesting." To facilitate this digestive process, each chapter ends with a set of discussion questions. Their purpose is to encourage students to apply and extend the principles that they have learned. Several reviewers of the previous edition suggested that I both increase the number of discussion questions and include more computational exercises. It's a good idea, and instructors who like to assign problems will find a lot more selection than before.

I hope that *Public Finance* will whet readers' appetites to learn more about this field. To that end, a large number of articles and books are cited within the chapters. A typical citation consists of the author's name followed by the date of publication in brackets. Readers can find the full reference in the consolidated bibliography at the back of the book. The references vary considerably in technical difficulty; those who wish to pursue specialized topics further have to pick and choose. In addition, the end of each chapter has a short list of suggested readings. They are suitable for inclusion in undergraduate syllabi.

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### What's New in the Seventh Edition?

"Are you doing anything beside updating the tables?" That's the question many of my colleagues asked when they heard I was revising *Public Finance*. The answer is, "Quite a bit, actually." There are literally dozens of new examples of how the study of public finance can shed light on contemporary policy discussions. For example, the chapter on public goods uses the post-September 11 debate on airport security to frame the discussion of

public versus private provision of public goods. Similarly, vaccinations against smallpox are used as an example of positive externalities in Chapter 5.

On the expenditure side, Chapter 8, "Expenditure Programs for the Poor", has been thoroughly revised to include new research on 1996 welfare reform. This research looks systematically at how the benefit reduction rates, time limits, and work requirements of the new system have affected labor supply and other economic decisions of welfare recipients. The section on Medicaid has been substantially augmented, and now discusses the impact of the recent Medicaid expansions on insurance coverage (the "crowding out" controversy) as well as the notch that the program induces in the leisure-income budget constraint.

Chapter 9 on Social Security has new explanations of the annuities market, the trust fund and its relationship to the federal budget, and the retirement effects of the system. It also discusses the recommendations of President Bush's Commission on Social Security Reform. Chapter 10 on Medicare analyzes one of the most prominent policy questions in this area, prescription drug coverage. In addition, there is a discussion of the intriguing conjectured relationship between health insurance coverage and the pace of technological change in medicine. Chapter 6, "Political Economy", now has a major new section on the rent-seeking model.

On the revenue side, Chapter 13, "Taxes and Efficiency", contains a new example that links excess burden to earlier material on externalities. This is the so-called "double-dividend hypothesis," which claims that efficiency would be enhanced by reducing marginal income tax rates and making up the shortfall in revenues with pollution taxes. The discussion of the personal income tax (Chapter 15) now includes a major section on the Alternative Minimum Tax (AMT). The material explains why the AMT is becoming so important as a policy issue and possible ways to deal with it. On the business tax side (Chapter 17), there is a discussion of the hypothesis that a link exists between the corporation tax and the Enron and other corporate accounting scandals. This chapter also covers the Bush administration's proposal for a dividend exclusion in the personal income tax.

Despite these changes, the basic thrust of the book is unchanged. As in the previous editions, the goal is to interweave institutional, theoretical, and econometric material to provide students with a clear and coherent view of government spending and taxing.

Harvey S. Rosen

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It is a pleasure to acknowledge all the people who have helped in the preparation of this book. As a graduate student, I was fortunate to be taught by two of the world's outstanding figures in public finance, Martin Feldstein and Richard Musgrave. Feldstein and Musgrave differed considerably in their approaches to the subject, but they shared a fundamental outlook—public finance is not a mere academic exercise; its goal is to help us understand and perhaps improve real-world situations. The intellectual influence of both these men is evident throughout the text.

Nearly 400 academic colleagues who teach public finance responded to a survey that provided useful material on how they focus their courses. The input afforded insights about their needs and those of the students who take their courses.

I have been the beneficiary of numerous suggestions for improvements over the previous edition. I am particularly grateful to Marco Bassetto (University of Minnesota, Minneapolis), Sewin Chan (New York University), Gary Galles (University of California, Los Angeles), Ted Gayer (Georgetown University), Malcolm Getz (Vanderbilt University), Gary Hoover (University of Alabama), Hilary Hoynes (University of California, Davis), Edward Lopez (University of North Texas), Stephen Rubb (Bentley College), Benjamin Scafidi (Georgia State University), John Sondey (South Dakota State University), John Straub (Texas A & M University), and Aaron Yelowitz (University of Kentucky), who reviewed the entire manuscript. I received detailed comments on entire chapters from Andrew Samwick (Dartmouth College), Amy K. Taylor (US Center for Health Services Research), and Janet Holtzblatt (US Treasury). Thanks are due to Ken Fortson (Princeton University) for assistance in preparing the manuscript. I am most appreciative and thankful to Sewin Chan (New York University) for examining the entire final manuscript and scrutinizing the page proofs to ensure this book's accuracy.

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H. S. R.

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