

Brux & Cowen

# Economic Issues and Policy

# Jacqueline Murray Brux

University of Wisconsin, River Falls

Janna L. Cowen

University of Wisconsin, River Falls



Publisher/Team Director: Jack Calhoun Acquisitions Editor: Keri Witman Sponsoring Editor: Kristen Meere Production Editor: Kara ZumBahlen Marketing Manager: Lisa Lysne

Manufacturing Coordinator: Georgina Calderon

Cover Design: Imbue Design

Cover Illustration: Copyright © PhotoDisc® Production House: Beckwith Bookworks Composition: Wellington Graphics

#### COPYRIGHT @1999

by South-Western College Publishing
An International Thomson Publishing Company

#### ALL RIGHTS RESERVED

The text of this publication, or any part thereof, may not be reproduced or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording, storage in any information retrieval system, or otherwise, without the prior written permission of the publisher.

# Library of Congress Cataloging-in-Publication Data

Brux, Jacqueline Murray.

Economic issues and policy / Jacqueline Murray Brux, Janna L. Cowen.

p. cm.

Includes bibliographical references and index.

ISBN 0-538-84796-4 (alk. paper)

1. Economics. 2. Economic policy. I. Cowen, Janua L., 1942-

II. Title.

HB171.5.B8 1999

330-dc21

98-7412

CIP

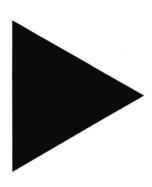
3456789 D1 765432109,

Printed in the United States of America

ITP®

International Thomson Publishing
South-Western College Publishing is an ITP Company.
The ITP trademark is used under license.

# Economic Issues and Policy



# Foreword to the Instructor

This text is intended for a nontechnical, issues-oriented economics course, usually a 100-level course in four-year universities that offer it. The book is also appropriate for two-year colleges and other institutions, as well as economic education programs for elementary and secondary schoolteachers.

Combined, the authors have 32 years' experience in teaching such a course. Usually our students are not economics majors, though many have decided to major in economics after taking this course. Some of our students are recent high school graduates and incredibly naïve about the workings of the economy. Others are nontraditional students who know only too well how the economy works. They also understand how disadvantaged they are without a college degree. The primary objective of this book is to reach both groups plus those in between.

Our goals in writing the book were to make students aware of economic issues in the world around them, and to facilitate their understanding of these issues and related policy perspectives. Students are often unaware that so many important issues of our day, including ones that directly affect the students themselves, are rooted in economics: issues pertaining to our environment, our health care, our educational system, and matters as weighty as war and peace. Furthermore, the issues that *are* recognized as economic, such as unemployment and inflation or trade and budget deficits, are too often set aside by students as complex and difficult—better left for the experts. Students need to know that these issues are indeed relevant, interesting, and within their ability to understand. They need to comprehend these issues in order to make sound choices and form intelligent opinions.

Recent studies suggest that today's youth are disinterested in the world around them and focused instead on more personal concerns such as getting good grades, paying for education, and acquiring a job. Students must be shown the connection between themselves and their world. In a functioning democracy, they need to see the relevance of social issues to their lives, and the impact their lives can have on these matters. This book is an effort to bridge these gaps. Indeed, its Epilogue, You and the World around You, is designed specifically to raise these personal issues with the student.

The discussion of issues in this book is lively and current, both in the relevance of the issues themselves and in the supporting material. We have made an effort to include issues of gender, race, and ethnicity. There is also plenty of discussion of the international economy, since the world is so rapidly becoming interdependent. Even if you rarely have time to include international topics in your course, we encourage you to read all three international chapters before making such a decision. We think you will find them quite relevant, and the issues are presented in such a way that students can understand them.

Economic theory in this book is used to analyze economic situations and implications of possible policy. The economic theory is basic: supply and demand, aggregate supply and aggregate demand, production possibilities, and so on. The level of technicality in the book is deliberately appropriate for an economic issues course with no prerequisites, unlike other texts on the market that attempt to incorporate all relevant principles and theory into pages better focused on the issues themselves. The material is written in a clear and student-friendly manner. Occasionally more technical material or additional examples are placed in appendices to the chapters. Graphs are clear, usually illustrating only one concept per graph. A careful explanation appears with each graph. Only two basic types of graphs are used throughout the text: production possibilities and demand and supply (and aggregate demand and supply). Every effort has been made to place the graph and the discussion of the graph on the same or adjacent pages.

While economic theory is generally presented in a simple market-oriented framework, policy discussion is not limited to such a narrow context. Rather, diverse policy perspectives and viewpoints are presented. As a result, the book contains a more liberal orientation than one that would rely on market analysis only, but it is carefully balanced to reflect both the conservative and the liberal views.

Indeed, the careful presentation of conservative and liberal viewpoints is one of the unique characteristics of this book. Students often have opinions, and they often view themselves as either conservative or liberal, but they rarely have the sophistication to understand the economic meaning of the terms and how their viewpoints tie into one or the other general philosophy. The Viewpoint section at the end of each chapter clarifies these notions, giving students a framework within which to understand their own economic philosophies. Please point out to your students the importance of reading the Foreword to the Student, which clarifies the conservative versus the liberal economic views.

### **Ancillaries**

Two ancillary volumes, *Instructor's Manual with Test Bank* and *Study Guide*, are available with this book. As authors of the text, we also wrote the instructor's manual and the study guide, thereby ensuring that the ancillaries are consistent with the text in both vocabulary and intent.

Instructor's Manual with Test Bank tells our purpose and objectives on a chapterby-chapter basis. It contains teaching and lecture suggestions as well as additional examples that the instructor can use in class. It also contains sample short-answer, multiple-choice, and true-and-false exam questions for each chapter.

Study Guide also contains our purpose and learning objectives. Based on our experience with students, we've also included, on a chapter-by-chapter basis, study suggestions and practice exercises that we feel are very good. Finally, a self-test comprised of multiple-choice and true-and-false questions is provided.

# Foreword to the Student (A Must Read!)

The focus of this book is on economic issues. It includes those issues you would normally consider to be economic, such as unemployment and inflation. But L it also includes a variety of social issues you might not ordinarily think of in terms of economics: the plight of our nation's homeless, the degradation of our environment, and the problems in public education. These and many other issues are addressed in this book.

The book is intended to be student friendly. The graphs are straightforward and clear. You may be relieved to know that all of the graphs in this book boil down to just two basic types: production possibilities and demand and supply. The definitions of economic vocabulary help you cut through the economic jargon. The issues are current. The text is clear and to the point, with a minimum of technicality. The material is presented in a way that you should find relevant to your personal lives.

The book is intended to get you to think. As you acquire the basic tools of economics, you also acquire a basic framework within which to form and justify your personal opinions about social issues. Are you a conservative or a liberal? Are you conservative on some issues and liberal on others? Do you even know what these terms mean in the context of economics? In economics, from a U.S. perspective, conservative generally means believing in only a limited role of government in the economy. The free market is thought to operate relatively well by itself, with little intervention from the government in the form of regulations, taxes, and programs. Indeed, conservatives believe that if left alone, the market will solve most economic problems. Liberal, on the other hand, generally means support for a far greater involvement by government in the economy. Liberals believe that the marketplace may be efficient, but not necessarily equitable. This means that the marketplace is not always fair and does not assure everyone an adequate education, health care, housing, and income. Government intervention in the marketplace is thought to be necessary to overcome problems such as discrimination, poverty, and pollution.

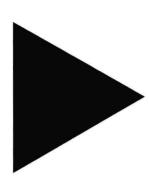
Keep in mind that these notions of what it means to be conservative or liberal specifically apply to economics. On the other hand, from a social perspective, conservative often means resistance to change, while liberal means support of social experimentation and change. A social conservative may therefore support more government involvement in individual lives than a liberal would. For example, social conservatives are more likely to favor government censorship of music, movies, and magazines than are liberals.

This textbook covers viewpoints that are conservative or liberal from an economics standpoint. The Viewpoints section at the end of each chapter clarifies the positions of both liberals and conservatives. This is designed to help you formulate your own beliefs. Keep in mind that these sections are intended to show opposite viewpoints; often economists and policymakers actually find themselves closer to the middle. On many issues, there is widespread agreement among economists.

Basic economic tools can be used as a framework for understanding the various social issues in the world around us. They can provide greater insight into issues such as crime, education, housing, poverty, discrimination, and so on. They can help us understand government policy within our nation. They can help us understand economic events in other countries, including those countries experiencing transition from socialism to capitalism in Eastern Europe, and those countries struggling to develop in the less-developed world. However, there are no pat solutions to economic issues and problems. People of different philosophies can hold very different viewpoints, despite a common understanding of economic concepts. Here is where you, the student, come in. While this book will provide a basic economics framework for discussing social issues and problems, it is still up to you individually to determine your own viewpoint on the situation.

A study guide is available with this textbook to aid you in your study of economic issues and policies. It contains our purpose and learning objectives for each chapter. Based on our experience with students, we've also included on a chapter-by-chapter basis, study suggestions and practice excercises that we feel are very good. Self-tests comprised of multiple-choice and true-and-false questions are provided as well.

Now enjoy your discovery of the world of economics!



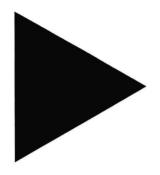
# Acknowledgments

Te owe a debt of gratitude to many people. First we wish to thank the thousands of students who allowed us to experiment on them. Without them, we would still be trying to teach economic principles and economic policy, wondering all the while why our students seemed overwhelmed!

Second, we would like to thank all the anonymous reviewers who made suggestions on early drafts of this book. They critiqued our pedagogy and our English usage. The book is significantly stronger because of their efforts. Its remaining weaknesses are, of course, our responsibility.

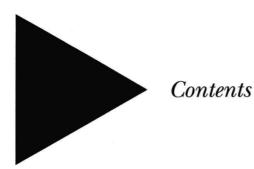
Third, we appreciate the help provided by our program assistants, Eunice Filkins, Susie Zimmer, and Pat Lofgren.

And finally, we are grateful for the support of family, colleagues, and friends. Dr. Brux is especially grateful to her husband, Keith, and her mother and late father, Pat and Bill Murray, who encouraged and had faith in her. (Keith and Pat have even promised to read the book!) Dr. Cowen is especially grateful to her graduate advisor, Dick Felton, and his wife Kay. Thank you all!



# **Brief Contents**

CHAPTER ONE	Introduction	1
CHAPTER TWO	Agriculture	29
CHAPTER THREE	The Environment	47
CHAPTER FOUR	Market Power	69
CHAPTER FIVE	Crime	91
CHAPTER SIX	Poverty	107
CHAPTER SEVEN	Discrimination	135
CHAPTER EIGHT	Health Care	157
CHAPTER NINE	Housing	177
CHAPTER TEN	Education	199
CHAPTER ELEVEN	Social Security	221
CHAPTER TWELVE	Unemployment and Inflation	239
CHAPTER THIRTEEN	Government Macro Policy	259
CHAPTER FOURTEEN	Government Taxes, Borrowing, and the National Debt	287
CHAPTER FIFTEEN	International Trade and Finance	313
CHAPTER SIXTEEN	Economic Development	339
CHAPTER SEVENTEEN	Globally Free Markets for the Twenty-First Century?	363
EPILOGUE	You and the World around You	379
GLOSSARY		381
INDEX		391



	Foreword to the Instructor	xv
	Foreword to the Student (A Must Read!)	xvii
	Acknowledgments	xix
CHAPTER ONE	Introduction	1
	Economics and Scarcity 2 Economics and Distribution 7 Demand and Supply 7 The Market: Efficient but Inequitable? 23 Market Failures 24 Other Topics 26 Summary 26 Discussion Questions 27	
PART I	Resource Allocation Issues: How Wisely Do We Use Our Resources?	
CHAPTER TWO	Agriculture  Characteristics of Agriculture 30 Inelastic Demand for Farm Products 30 Extensive Technological Change in the Past Half-Century 32 Immobile Farm Resources 32 Government Policy toward Agriculture 33 Price Supports 34 Programs to Restrict Supply 36 Target Prices with Deficiency Payments 38 Efforts to Increase Demand 39 Recent Changes in Agricultural Policy 40 An Evaluation of U.S. Farm Policy 40	29

	Increasing Concentration in Agriculture 41 Harmful Environmental Effects 41 Effect on Third World Countries 42 Viewpoint: Conservative vs. Liberal 42 Summary 42 Notes 43 Discussion Questions 43 Appendix: Elasticity 44	
CHAPTER THREE	The Environment	47
	The Problem of Pollution 48 Spillover Costs and Benefits 48 Inefficient Resource Allocation 49 Environmental Policies and Politics 52 Environmental Legislation 53 Methods of Regulation 55 The Standards Approach 55 Pollution Fees 58 Marketable Pollution Permits 58 Evaluation of Environmental Policies 59 Conservation and Recycling 60 Economics of Conservation 60 Economics of Recycling 62 Criticisms of U.S. Environmental Policy 64 International Aspects of the Environmental Problem 65 Viewpoint: Conservative vs. Liberal 66 Summary 66 Notes 67 Discussion Questions 67	
CHAPTER FOUR	Market Power	69
	Pure Competition 70 Monopoly and Oligopoly 72 Measuring Bigness and Concentration 74 Barriers to Entry 76 Economies of Scale 76 Exclusive Franchises 78 Control of Essential Raw Materials 78 Patents 78 Product Differentiation 79 Licensing 79 Behavior of Established Firms 79 Effects of Market Power 80 Collusion 81 Inefficiency 82 Price Discrimination 82	

	The U.S. Antitrust System 84 Regulation and Deregulation 86 Import Competition 87 Viewpoint: Conservative vs. Liberal 87 The Trend in Market Power 88 Summary 88 Notes 88 Discussion Questions 89	
CHAPTER FIVE	Crime	91
	Crime Prevention 92 Crime Prevention as a Public Good 92 Crime Prevention Measures 93 Evaluation by Cost-Benefit Analysis 93 Should Drugs Be Legalized? 96 Background on the Legal Status of Drugs 96 The War on Drugs: U.S. Antidrug Policy 96 The Argument against the Legalization of Drugs 97 The Argument for the Legalization of Drugs 99 The Economics of Prohibition or Legalization 101 The Legalization of Other Victimless Crimes 105 Viewpoint: Liberal vs. Conservative 105 Summary 106 Notes 106 Discussion Questions 106	
PART II	Distribution Issues: How Fair Is Our Economy?	
CHAPTER SIX	Poverty  Relative Poverty 108  Measuring Relative Poverty 108  Trend in the U.S. Distribution 109  International Comparisons 110  Absolute Poverty 110  Measuring Absolute Poverty in the United States 110  Trends in Poverty Statistics 112  The Incidence of Poverty 112  The Implications of Poverty 115  Causes of Poverty 116  Solutions to Poverty 119  Welfare Reform 122  Controversy over AFDC 123	107
	Controversy over AFDC 123	

Forces that Decrease Market Power 83

Technological Change 83

The Personal Responsibility and Work Opportunity Reconciliation Act (PRA) 124

The Role of Economic Growth vs. Government Programs 126

Complexity of Poverty 126

Viewpoint: Conservative vs. Liberal 127

Summary 128

Notes 128

Discussion Questions 129

135

Appendix: Graphing the Data on Income Distribution 130

# CHAPTER SEVEN Discrimination

The Diversity of the U.S. Population 136

African Americans 136

Hispanics 137

Asian or Pacific Islanders 137

American Indian, Eskimo, or Aleut 137

Trends in Population Growth 137

What Is a Minority? 138

Income 139

Income and Education 140

Income and Unemployment 142

Some Explanations of Discrimination 142

Becker's "Taste for Discrimination" Model 143

Statistical Discrimination 143

Occupational Crowding 144

Effects of Labor Market Discrimination 145

Problems in Measuring Discrimination 146

Rational Individual Choice 147

Choice, Discrimination, and Culture Intermingled 147

Quality of Life Variables 147

Poverty 148

Health Care 148

Housing 148

Policies to Eliminate Discrimination 149

The Equal Pay Act of 1963 149

The Civil Rights Act of 1964 149

Executive Orders 150

Comparable Worth 151

Indirect Labor Market Policies 153

Various Equal Opportunity Laws 153

Multiculturalism, Desegregation, and Reform of School

Financing 153

Viewpoint: Conservative vs. Liberal 154

Summary 155

Notes 155

Discussion Questions 155

Contents

viii

CHAPTER EIGHT	Health Care	157
	TT 11 C P 11 ' 1 T ' 1 C 1 T 1 T 1 T 1 T 1 T 1 T 1 T 1 T 1 T	

Health Care Problems in the United States 158

Escalating Health Care Costs 158

International Comparisons 159

Financial Access to Medical Care 163

Waste and Inefficiency 165

Characteristics of the Market for Medical Care 166

Physician Sovereignty 166

Third-Party Payment 166

Rapid Technological Change 167

Inadequate Cost Containment 167

Attitudes of Patients 167

Consequences of Medical Market Characteristics 168

Alternatives for Health Care in the United States 168

Privatization and Increased Competition in Health Care 169

Group Practices and Managed Care 171

National Health Insurance 171

Legal Reforms 172

Additional Issues within Current Government Programs 173

Viewpoint: Conservative vs. Liberal 174

Summary 175

Notes 175

Discussion Questions 175

# CHAPTER NINE Housing

Housing Markets: Is Home Ownership within Our Reach? 178

Trends in Housing 179

Factors Influencing the Affordability of Housing 181

Government Policy toward Home Ownership 183

Housing Low-Income Families 184

Programs Designed to House the Poor 185

Rental Ceilings 185

Programs to Increase Supply 188

Programs that Affect Demand 189

Housing Segregation 191

Homelessness in the United States 192

Government Policy toward the Homeless 193

Viewpoint: Conservative vs. Liberal 193

Summary 194

Notes 194

Discussion Questions 195

Appendix: Price Ceilings 196

# CHAPTER TEN Education

Education's Spillover Benefits 200

199

177

Financing K–12 Education and Its Effects 201 Adverse Conditions in Inner-City Schools 203	
Property-Tax Financing 203	
Proposals to Improve Our Public Schools 204	
Policies to Increase Competition among Schools 205	
Tax Reform: The Michigan Experiment 206	
Postsecondary Education 207	
Education, an Investment in Human Capital 209	
Current Issues in Higher Education 212	
Who Benefits from the States' Tax Support of Public Postsecondary	
Education? 213	
Decreasing State Government Support for Public Higher Education 214	
Different Fees for Different Programs 215	
Financial Aid: Does It Give Us Equal Access to Higher Education? 217	
Viewpoint: Conservative vs. Liberal 218	
Summary 218	
Notes 218	
Discussion Questions 219	
Social Security	221
	441
Social Security: A Social Insurance Program 222	
Social Security Taxes and Benefits 224	
Social Security Taxes 224	
Social Security Benefits 225	
Problems and Issues 226	
The Long-Run Problem: An Aging Population 226	
Should Social Security Be Made Voluntary? 229	
The "Bad Buy" Issue: Is Social Security Unfair to Younger Workers? 230	
Social Security's Treatment of Women 231	
Does Social Security Decrease Savings? 233	
What Does the Future Hold for the Social Security System? 233	
Cutting Social Security Benefits 234	
Taxing All Social Security Benefits 235	
Increasing the Retirement Ages 235	
Investing Social Security Taxes in the Stock Market 236	
Partial Privatization 236	
Viewpoint: Conservative vs. Liberal 237	
Summary 237	
Notes 237	
Discussion Questions 238	
Macroeconomic Issues: How Do We See the Big Picture?	
Unemployment and Inflation	239
1 J	

PART III

The Macroeconomy 240 Unemployment 240

**CHAPTER TWELVE** 

**CHAPTER ELEVEN** 

The Unemployment Rate 240 Problems in Measuring Unemployment 243 The Data 244 The Effects of Unemployment 245 Types of Unemployment 247 Full Employment 249 Inflation 249 The Inflation Rate 249 Inaccuracy of the Inflation Rate 251 The Data 252 Hyperinflation 252 The Effects of Inflation 253 Types of Inflation 255 Which Problem Is More Serious: Unemployment or Inflation? 255 Viewpoint: Conservative vs. Liberal 256 Summary 257 Notes 257 Discussion Questions 257

#### CHAPTER THIRTEEN

# Government Macro Policy

Graphing the Macroeconomy 259
Gross Domestic Product 262
A Definition of GDP 262
Real vs. Nominal GDP 263
Flaws of GDP 264
Components of GDP 265
Aggregate Demand and Supply 268
Components of Aggregate Demand 268
Shifts in Aggregate Demand 268
Shifts in Aggregate Supply 270

Inflation Revisited 270
Demand Pull Inflation 270
Cost Push Inflation 271
Profit Push Inflation 272

Government Macro Policy 273

Fiscal Policy 273
Monetary Policy 275
Supply-Side Policy 277
Francis Policy 674

Economic Policy for the 1990s 279

Viewpoint: Conservative vs. Liberal 280

Summary 280

Discussion Questions 281

Appendix 1: The Slope of the Aggregate Demand Curve 282 Appendix 2: The Slope of the Aggregate Supply Curve 284 259