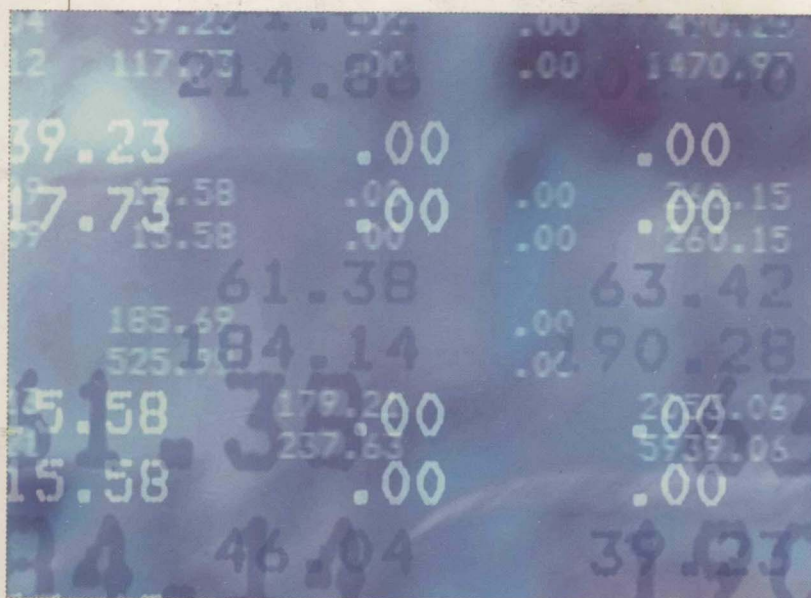


经济与金融经典入门教材 (英文影印版)

# 财政学

理论在政策中的当代应用  
(第8版)

[美] David N. Hyman 著



# Public Finance

A Contemporary Application of Theory to Policy



北京大学出版社  
PEKING UNIVERSITY PRESS

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David N. Hyman

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## 出版者序言

在当前经济全球化的背景下,中国经济的发展需要大量具备扎实理论功底、了解国际规则、能够适应国际竞争需要的优秀的经济管理人才,所以,大力开展双语教学,适当引进和借鉴国外优秀的原版教材,是加快中国经济管理教育步伐,使之走向国际化的一条捷径。为此,北京大学出版社与国外著名出版公司麦格劳-希尔教育出版公司和汤姆森学习出版集团合作推出了《经济与金融经典入门教材》和《管理学经典入门教材》两套系列丛书,这两套丛书的大部分均同时包含英文版和翻译版,主要针对本科层次,目前首先推出英文版(英文影印版/英文改编版)。丛书的筛选完全是本着“出新、出好、出精”的原则,均经过北京大学及国内其他著名高校相关学者的精心挑选,分别汇集了国外经济与金融和管理学领域的经典教材,称得上是一套优中选精的丛书。

鉴于外版教材大多篇幅过长,且其中某些内容不适合我国的教学实际需要,因而我们对部分所选图书进行了必要的删节,成为英文改编版。在选书和删节的过程中,我们得到了许多老师的大力支持和帮助,在此,我们对他们表示衷心的感谢:

北京大学光华管理学院:张一弛、张志学、杨云红、雷明、武常岐、张红霞、陆正飞、黄慧馨

中国人民大学:李先国、杨波、胡波

中国农业大学管理学院:陆娟

中山大学岭南学院:贾佳

天津财经大学财政系:张进昌

哈尔滨工业大学工商管理学院:张莉、李国鑫

这两套丛书是对国外原版教材的直接或删节后影印,由于各个国家政治、经济、文化背景的不同,对于书中所持观点还请广大读者在阅读过程中注意加以分析和鉴别。另外,我们在对原版图书进行删节、重新编排页码的同时,为了便于读者核对使用索引,仍保留了原书的页码,因此读者在阅读过程中可能会发现有跳页现象,而且由于删节,某些文中提到的页码或内容有可能无法找到,对于由此给读者带来的诸多不便,我们深表歉意,恳请您的谅解。

我们期望本套教材的出版可以对我国经济管理学科的教学,尤其是经济管理专业本科的教学有所裨益,能够对我国经济管理学科的发展有所贡献。

一套丛书的推出和不断完善离不开大家的支持和帮助,我们也欢迎所有关心中国经济管理学科教育和发展的专家和学者及广大读者,给我们提出宝贵的意见和建议,诚挚地希望您能向我们推荐您所接触到的国外优秀的经济管理类图书。

北京大学出版社  
经济与管理图书事业部  
2005年1月



# 关于本书

## 适用对象

本教材适合经济管理类专业的本科生使用。

## 内容简介

本书系统地介绍了公共经济学和财政学的基本原理,并讨论了理论在公共政策中的应用,将理论与实践有机地结合起来。全书共分五篇,分别为:政府活动的经济基础、美国的政府支出与政策的若干问题、为政府支出融资、税收的理论与结构、州和地方政府财政。

## 作者简介

大卫·N. 海曼是北卡罗来纳州立大学的经济学教授,自1969年以来,一直为该校的本科生和研究生讲授财政学课程。海曼教授在普林斯顿大学获得经济学博士学位。他曾经获得伍德罗·威尔逊奖学金、埃尔哈特奖学金和福特基金会奖学金。1980年,海曼教授以富布赖特奖学金高级研究学者的身份前往意大利。1997年曾任意大利费拉拉(Ferrara)大学的经济学客座教授。海曼教授是北卡罗来纳州立大学杰出教师学会的会员,并获得过1982年和1996年度的校友联合会杰出教师奖。由海曼教授主编的几部经济学教科书正被广泛使用。他曾先后在《国家税收杂志》(*National Tax Journal*)、《公共选择》(*Public Choice*)、《经济教育杂志》(*Journal of Economic Education*)和其他一些重要学术刊物上发表过多篇论文。

海曼教授曾经担任总统经济顾问委员会的顾问,1988—1989年曾任该委员会的高级经济学家。他还是布鲁金斯研究所的客座研究员,并且担任过政府预算分析师、联邦储备系统州长委员会经济学家和美国货币审计师。

## 本书特色

- 本书除了将各章对国际问题和公共政策的讨论置于专栏之中外,还在教学方法上显示出特点,比如包括了学习目的和概念列表等内容。

- 为了便于学习,本书中第一次出现的基本概念都用黑体标出,而且每章都以一个总结、一个重要概念列表和一个简短的“展望”结尾,在“展望”中说明了该章与后续各章之间的关系。此外,每一章都包括一些复习题,通过给出这些与主要观点和概念相关的思考题,来帮助学生回顾各章中包含的重要内容。每章的后面还附有一个详尽的参考资料目录,提供了进一步阅读和深入研究的建议。各章都列有互联网参考网址。为便于参考,书后的词汇表列明了全部重要概念。

- 书中有几章的附录,以方便不同层次的读者使用。例如,第一章附录简要地解释了一些基本概念,比如无差异曲线、收入效应和替代效应、消费者剩余、生产者剩余、成本和生产理论等等。那些不熟悉基本微观经济学理论的学生,可以将其作为方便的参考工具。第二章和第十一章的附录则包含有一些较为高深的内容,略去不讲也不会影响对全文理解的连贯性。

## 本版更新

• 本版教材继续关注财政学领域的现实问题,并使用了最新的数据,以保证所有图表和分析具有时效性和相关性。

• 本版保留了其对于税收理论和政策问题的深入研究。对有关税收的部分章节进行了更新,包括了理论上的新发展和对最近推行的税制改革效果的讨论,以及当前受到关注的其他问题。

• 本次修订还更新了有关环境保护、国土安全及国防方面的支出和规制的内容。当前政府提供社会保障养老金和医疗保险的相关问题也在讨论之列。医疗补助制度对州预算的影响成为讨论的一个突出问题。

## 简要目录

### 第一篇 政府活动的经济基础

1. 个人与政府
2. 效率、市场与政府
3. 外部性和政府政策
4. 公共产品
5. 公共选择和政治程序

### 第二篇 美国的政府支出与政策:若干问题

6. 成本—收益分析与政府投资
7. 政府补贴和对穷人的收入支持
8. 社会保障与社会保险
9. 政府与保健

### 第三篇 为政府支出融资

10. 政府融资导论

### 11. 税收、价格、效率与收入分配

### 12. 预算平衡与政府债务

### 第四篇 税收:理论与结构

### 13. 所得税原理

### 14. 美国的个人所得税

### 15. 公司所得税

### 16. 消费税与销售税

### 17. 对财富、财产与不动产的课税

### 第五篇 州和地方政府财政

### 18. 财政联邦制与州和地方政府财政

### 术语表

### 索引

## 教辅产品

### • 教师手册/测试题集

教师手册总结了各章的教学目的,并提出了补充课堂材料和扩展授课内容的建议。测试题集则包括了各章的判断题、多项选择题和问答题。各章末尾的习题答案可以在教师手册中找到。以上辅助材料可以从本书的教材支持网站(<http://hyman.swlearning.com>)中下载。

### • 讲稿演示幻灯片

这一辅助材料涵盖了本书各章中出现的基本观点。额外添加的例子和实际应用加强了主要教学内容,授课教师可以按照个人的授课方式进行调整和添加。该辅助材料可在 <http://hyman.swlearning.com> 中找到。

## ABOUT THE AUTHOR

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David N. Hyman, Professor of Economics and Alumni Distinguished Undergraduate Professor at North Carolina State University, has taught both undergraduate and graduate courses in public finance there since 1969. Professor Hyman received his Ph.D. in Economics from Princeton University. He has held Woodrow Wilson, Earhart, and Ford Foundation fellowships and was a Fullbright senior research scholar in Italy in 1980. In 1997, he was visiting professor of economics at the University of Ferrara in Italy. Professor Hyman is a member of the Academy of Outstanding Teachers at North Carolina State University and received the Alumni Association Outstanding Teacher Award in 1982 and 1996. He is the author of several widely used textbooks in economics and has published scholarly articles in the *National Tax Journal*, *Public Choice*, *Journal of Economic Education*, and other respected academic journals.

Professor Hyman served the President's Council of Economic Advisers as a consultant and as a senior staff economist from 1988–1989. He has also been a guest scholar at the Brookings Institution and has worked as a government budget analyst and as an economist for the Board of Governors of the Federal Reserve System and the U.S. Comptroller of the Currency.

Professor Hyman is also a photographer whose palladium and platinum prints are in the permanent collection of the Corcoran Gallery of Art in Washington, D.C. His photographs have been exhibited by galleries and museums in New York, North Carolina, and California and have been published in art books and on the covers of several novels.

# P R E F A C E

**T**he eighth edition of *Public Finance: A Contemporary Application of Theory to Policy* has been revised to reflect new challenges to governments since 2001. As the U.S. economy sought to recover from recession and the effects of terrorism, the federal budget surplus shriveled and metamorphosed into a deficit that is expected to remain with us for most of this decade. Part of the 2000 surplus financed tax reforms and tax rate reductions. The budget deficit has also deepened as a result of new demands for homeland security and national defense in a new age of global risk of war and terrorism.

State and local governments also face new fiscal issues. Many cut tax rates in the booming 1990s. But as the economy slowed in 2001, these governments found revenues falling short of demands for new public expenditures, particularly for health care to the needy. Health care now absorbs 20 percent of combined state and local government budgets. As enormous budget shortfalls emerge for most state governments, they are being forced to cut back spending and raise taxes and user charges (including college tuitions) to meet constitutional mandates to balance their budgets. State governments are also cutting fiscal assistance to local governments to balance state budgets, which in turn forces local governments to either cut spending or raise taxes or do both.

We touch on all these emerging issues wherever relevant throughout this new edition. Fundamental controversies still rage about how to deal with the Social Security system as the population ages. Congress is still grappling with demands from the elderly to expand Medicare to include some coverage for prescription drugs. While the rate of growth of spending for health care slowed somewhat in the late 1990s, it accelerated after 2001 and governments at all levels are seeking means of slowing the growth of health care spending. The role of government in supporting education still remains an important issue. All these perennial and emerging government expenditure issues appear in this new edition.

The text retains its in-depth coverage of tax theory and policy issues. Sections on taxation have been updated to include new developments in theory and to discuss the effects of tax reforms recently enacted, as well as current issues of concern. The discussion of the federal budget balance has been revised to reflect the return to a deficit position. Finally, more has been added on state and local government tax and expenditure problems.

## CHANGES IN THIS EDITION

The eighth edition continues to cover current issues in public finance. The latest data are used to make sure all charts, tables, and analyses are timely and relevant. More material is provided throughout the text on state and local government issues and problems. Each new text is now packaged with Infotrac® College Edition. This



searchable on-line library provides students with access to various articles and Web sites to assist with further study of the issues in the text and in finding material for use in writing term papers. When appropriate, each chapter also has a reference to the Thomson-Southwestern *Economic Policy Debates (EconDebate Online)*. This service provides students the opportunity to obtain more information and directly access articles and other useful material on key policy issues that are covered in the text. The end-of-chapter sections contain discussion questions relevant to the debates referenced.

The text has also been updated on expenditure and regulation issues relating to environmental protection, homeland security and national defense. Current data on poverty and recent research on the impact of the new U.S. system of assistance to the poor, TANF (Temporary Assistance to Needy Families); on incentives to work; welfare caseloads; and the well-being of the needy is used to evaluate welfare reform. Present-day issues relating to government provision of Social Security pensions and health care are discussed. The impact of the Medicaid program on state budgets is highlighted.

The tax chapters have been revised to include and analyze the provisions of the Economic Growth and Tax Relief Reconciliation Act of 2001 (EGTRRA) and the Jobs and Growth Tax Relief Reconciliation Act of 2003. In the chapter on income taxation you will find expanded coverage of the alternative minimum tax and its growing impact on taxpayers. We offer new analysis of the state corporate income taxation. Analysis of retail sales taxes has been expanded to discuss structural problems with the tax that contribute to state and local government fiscal problems. Property taxation and intergovernmental fiscal assistance statistics have been updated.

## SPECIAL FEATURES OF THIS BOOK

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In addition to the boxed features on international issues and public policy, each chapter also has pedagogical features such as learning objectives and concept checks.

To facilitate learning, basic concepts are set in bold type when first introduced, and every chapter concludes with a summary, a list of important concepts, and a short "forward look" that explains the relationship between the chapter and those that follow. Also, each chapter includes questions for review. These questions are not problem sets; rather, they are designed to help students review the material covered in the chapter by presenting questions related to its major points or ideas. Five problems follow the review questions. Each chapter also has an annotated bibliography offering suggestions for further reading and in-depth study. The bibliography should prove particularly useful in courses in which term papers are assigned. All chapters have references to Internet sites. Liberal use is made of footnotes throughout the book to provide additional source material and to explain and document material. A glossary at the end of the book lists and defines all important concepts for easy reference.

I have attempted to make this book as self-contained as possible; even students with only a minimal background in economics can use it. Appendixes to several chapters facilitate this process. For example, Chapter 1 includes an appendix that can be used as a convenient reference tool for students unfamiliar with basic microeconomic theory. It features simple, concise explanations of concepts such as indifference curves, income and substitution effects, consumer surplus, producer surplus, cost, and production theory. Although the appendix is not designed as

course material, it will help students understand, as well as review, the analyses used throughout the book.

An appendix to Chapter 2 provides a more in-depth analysis of efficiency using Edgeworth-Bowley box diagrams to derive efficiency loci. The appendix to Chapter 11 derives formulas for the excess burden of taxation and addresses the relevance of compensated demand and supply curves to tax analysis. The appendices to Chapters 2 and 11 cover more advanced material and may be skipped without loss of continuity.

## POSSIBLE COURSE OUTLINES

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This book contains more material than could possibly be covered in a one-semester (or one-quarter) course in public finance. Instructors of one-semester courses will find enough material to adapt to their own needs and interests. Teachers of the two-semester sequence of the microeconomic aspects of public finance could cover Parts One and Two (the expenditure aspects of public finance) in the first semester, and Parts Three, Four, and Five (government finance and fiscal federalism) in the second. Instructors of the macroeconomic aspects of public finance could supplement the material in the text with excerpts from one of the many excellent macroeconomic books available.

I suggest four possible course outlines for a one-semester course, each outline having its own emphasis. Instructors may adjust these outlines according to their preferences.

### OUTLINE 1: BASIC PRINCIPLES OF PUBLIC FINANCE

For intermediate economics courses, with students who have had at least one course in basic microeconomic theory:

1. Chapters 1–5: The economic basis for government activity. Efficiency, market failure, externalities, public goods, public choice, and political equilibrium.
2. Chapters 10–12: Principles of government finance.
3. Chapters 14–17: Application of tax theory to tax policy.
4. Selections from Chapters 6 – 9 and 18: Topics in public policy or state and local finance, used as time permits and according to the instructor's interests.

### OUTLINE 2: THE FUNCTIONS OF GOVERNMENT AND GOVERNMENT EXPENDITURE

For courses focusing on public policy and government expenditure, with students who have had at least one course in economics:

1. Parts One and Two: The economic basis of government activity and application of that theory to selected policy issues.
2. Part Five: State and local government finance.

### OUTLINE 3: TAX THEORY AND POLICY

For courses addressing taxation, with students who have had at least one course in economics:

1. Chapters 1 and 2: The functions of government and the concept of efficiency.
2. Chapters 10–17: Government finance, tax theory, and tax policy.

### OUTLINE 4: PUBLIC POLICY

For courses in public affairs or public policy, with students who have had little or no background in economics:

1. Chapters 1 and 2: Efficiency, markets, and the economic basis for government activity.
2. Selections from Chapters 3–5: As appropriate to subject emphasis and student background. Topics could include externalities, public goods, and political equilibrium.
3. Selections from Chapters 6–9: Issues in public policy. The instructor may wish to omit some of the more advanced sections in these chapters.
4. Chapter 10: Introduction to government finance.
5. Selections from Chapters 11–17: Topics in tax policy, chosen according to depth of coverage.
6. Selections from Chapter 18: Topics in fiscal federalism, chosen according to course objectives. More advanced sections could be omitted.

## ANCILLARY MATERIALS

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### INSTRUCTOR'S MANUAL/TEST BANK

I have prepared a concise *Instructor's Manual/Test Bank* for this eighth edition. The *Instructor's Manual* summarizes the objectives for each chapter and offers suggestions for supplementing text materials and for developing lectures. The *Test Bank* for each chapter includes true/false, multiple-choice, and essay questions. Answers to end-of-chapter problems are included in the *Instructor's Manual*. This ancillary is also available at <http://hyman.swlearning.com> as downloadable Microsoft Word® files under the Instructor Resources tab.

### LECTURE PRESENTATION IN POWERPOINT®

Robert Guell (Indiana State University) has developed a PowerPoint slide presentation that professors can use to save valuable class preparation time. This supplement covers all the essential topics presented in each chapter of the book. Graphs, tables, and examples are developed sequentially, much as one might develop them on a blackboard. Additional examples and applications are used to

reinforce major lessons. Slides are crisp, clear, and colorful. Instructors may adapt or add slides to customize their lectures. The PowerPoint presentation, along with a separate presentation containing all of the text's tables and exhibits, is available at <http://hyman.swlearning.com>.

## STUDY GUIDE

I have also prepared a *Study Guide* that includes a list of chapter objectives, problems, chapter summaries, chapter review questions, and Internet exercises to help students master topics covered in class and to prepare for examinations. The "Issue in Brief" section in every chapter presents an application of material in the chapters and includes discussion questions.

## TEXTBOOK SUPPORT WEB SITE: ([HTTP://HYMAN.SWLEARNING.COM](http://HYMAN.SWLEARNING.COM))

Visit the support Web site for this textbook (<http://hyman.swlearning.com>) to find free Instructor and Student resources available to customers. Web sites listed at the end of the chapters in the book are included as study tools at the site.

## ECONOMIC APPLICATIONS: ([HTTP://ECONAPPS.SWLEARNING.COM](http://ECONAPPS.SWLEARNING.COM))

This site includes South-Western's dynamic Web features: EconNews, EconDebate, and EconData Online. Organized by pertinent Economic topics, and searchable by topic or feature, these Web features are easy to integrate into the classroom. EconNews, EconDebate, and EconData all deepen your understanding of theoretical concepts through hands-on exploration and analysis for the latest economic news stories, policy debates, and data. These features are updated on a regular basis. The Economic Applications Web site is complimentary to every new book buyer via an access card packaged with the book. Used book buyers can purchase access to the site at <http://econapps.swlearning.com>.

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