



Toward A Second-Generation Theory of Fiscal Federalism

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Abstract

Drawing on a wide range of literature and ideas, a new “second-generation theory of fiscal federalism” is emerging that provides new insights into the structure and working of federal systems. After a restatement and review of the first-generation theory, this paper surveys this new body of work and offers some thoughts on the ways in which it is extending our understanding of fiscal federalism and on its implications for the design of fiscal institutions.

Keywords: fiscal federalism, fiscal competition, regional and local governments

JEL Code: H77, H11

Contrasting forces, some leading to increased fiscal centralization and some to greater decentralization, are producing an ongoing restructuring of public sectors throughout the world. In many industrialized and developing countries, major programs have been introduced to shift decision-making from the center to provincial and local governments. In the developing nations, such restructuring has been, in part, a response to the failure of centralized planning to bring the sustained growth that was one of its major objectives. Likewise in the industrialized world, the appeal of fashioning policies in response to more localized preferences and circumstances has led to the establishment of Welsh and Scottish Assemblies in the U.K., a shift of powers to regional governments in Spain, and many other cases of decentralization of the public sector. At the same time, we are witnessing a process of centralization in Europe: the creation and evolution of a new top level of government, the European Union, in the context of European monetary integration. Just what the ultimate range of authority and responsibilities of the new central level of government will be is as yet unclear. But these contrasting forces in Europe raise the intriguing question of the future of the national governments of the member states (Inman and Rubinfeld, 1992).

In the context of the evolution of the public sector, scholars have likewise been active in extending and enriching our understanding at a conceptual level of the structure and working of multi-level government—so-called “fiscal federalism” in the economics literature. Their efforts are aimed at producing what Qian and Weingast (1997) and others call a “second-generation theory of fiscal federalism.” This body of work draws on several strands of literature, much of it outside the field of public economics: principal-agent problems, the

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Table of Contents Toward A Second Generation Theory Of Fiscal Federalism

1. Understanding the eBook Toward A Second Generation Theory Of Fiscal Federalism
 - The Rise of Digital Reading Toward A Second Generation Theory Of Fiscal Federalism
 - Advantages of eBooks Over Traditional Books
2. Identifying Toward A Second Generation Theory Of Fiscal Federalism
 - Exploring Different Genres
 - Considering Fiction vs. Non-Fiction
 - Determining Your Reading Goals
3. Choosing the Right eBook Platform
 - Popular eBook Platforms
 - Features to Look for in an Toward A Second Generation Theory Of Fiscal Federalism
 - User-Friendly Interface
4. Exploring eBook Recommendations from Toward A Second Generation Theory Of Fiscal Federalism
 - Personalized Recommendations
 - Toward A Second Generation Theory Of Fiscal Federalism User Reviews and Ratings
 - Toward A Second Generation Theory Of Fiscal Federalism and Bestseller Lists

5. Accessing Toward A Second Generation Theory Of Fiscal Federalism Free and Paid eBooks
 - Toward A Second Generation Theory Of Fiscal Federalism Public Domain eBooks
 - Toward A Second Generation Theory Of Fiscal Federalism eBook Subscription Services
 - Toward A Second Generation Theory Of Fiscal Federalism Budget-Friendly Options
6. Navigating Toward A Second Generation Theory Of Fiscal Federalism eBook Formats
 - ePub, PDF, MOBI, and More
 - Toward A Second Generation Theory Of Fiscal Federalism Compatibility with Devices
 - Toward A Second Generation Theory Of Fiscal Federalism Enhanced eBook Features
7. Enhancing Your Reading Experience
 - Adjustable Fonts and Text Sizes of Toward A Second Generation Theory Of Fiscal Federalism
 - Highlighting and Note-Taking Toward A Second Generation Theory Of Fiscal Federalism
 - Interactive Elements Toward A Second Generation Theory Of Fiscal Federalism
8. Staying Engaged with Toward A Second Generation Theory Of Fiscal Federalism
 - Joining Online Reading Communities
 - Participating in Virtual Book Clubs
 - Following Authors and Publishers Toward A Second Generation Theory Of Fiscal Federalism
9. Balancing eBooks and Physical Books Toward A Second Generation Theory Of Fiscal Federalism
 - Benefits of a Digital Library
 - Creating a Diverse Reading Collection Toward A Second Generation Theory Of Fiscal Federalism
10. Overcoming Reading Challenges
 - Dealing with Digital Eye Strain
 - Minimizing Distractions
 - Managing Screen Time
11. Cultivating a Reading Routine Toward A Second Generation Theory Of Fiscal Federalism
 - Setting Reading Goals Toward A Second Generation Theory Of Fiscal Federalism
 - Carving Out Dedicated Reading Time
12. Sourcing Reliable Information of Toward A Second Generation Theory Of Fiscal Federalism
 - Fact-Checking eBook Content of Toward A Second Generation Theory Of Fiscal Federalism
 - Distinguishing Credible Sources
13. Promoting Lifelong Learning

- Utilizing eBooks for Skill Development
 - Exploring Educational eBooks
14. Embracing eBook Trends
- Integration of Multimedia Elements
 - Interactive and Gamified eBooks

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