Tax Simplicity and Heterogeneous Learning

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Motivation: The Value of Tax Simplicity

Hard to design policies that fulfill intended goals, minimize hassle, and remain simple enough to be understood.

Complexity of policies can be "regressive"

If hurts low income, low educated most.

The very people targeted by transfers may be unable to take advantage of them.

Often low take-up due to information: sometimes good for revenues, often bad for social welfare.

Tax simplicity = conceptual + practical simplicity.

"Simple" = easy to understand and handle.

Low cognitive, low attention, and low logistical burdens.

Can refer to a given policy (e.g., claim a given subsidy), set of policies, or tax system as a whole.

Research Questions

We ask two related and complementary questions:

For any given policy, do people respond only to the monetary incentives of that policy or does its "simplicity" come into consideration as well?

How much do they value simplicity?

Is there a costly learning process about complex tax systems?

Are certain agents quicker to learn and understand?

Setting: Self-Employed in France

Self-employed are good group for studying effects of simplicity:

Can adjust their own income more easily.

Direct map between their own understanding and their choices (no "employer" in between).

France is a good quasi-laboratory with valuable policy variation:

Three fiscal "regimes" for the self-employed which differ in monetary incentives and tax simplicity.

Regimes have changed a lot over time.

They impact different agents heterogeneously (even conditional on same income).

New Administrative Data

New tax returns from the French Internal Revenue Service 1994-2012.

Annual sample of 500,000 households 1994-2012.

Full population data for 2011 (36 million households).

Extending as we speak to full population for 2007-2012.

All income streams (individual & household) + demographics.

Sample of 100,000 tax returns per year matched to large-scale survey with education, occupation, social insurance benefits data.

Panel of all businesses (entry, exit, startups).

Strategy and Findings (I): Value of Simplicity

Simpler regimes are subject to eligibility thresholds: "notches".

People "bunch" at those thresholds because they value the fiscal advantages and the simplicity.

The change in payoff an agent faces at the thresholds varies a lot:

across people (because of activity type & tax bracket) and over time (policy changes).

Key variations in policy parameters give us many "data moments:"

Use excess mass to back out i) income elasticity (standard) and ii) value of tax simplicity (non standard).

Find large preferences for tax simplicity: 150 to 600 euros per year (up to 60 hours at net of tax median wage). Small income elasticities.

Strategy and Findings (II): Costly, Heterogeneous Learning

Use variation of thresholds over time and introduction of new regimes to show people take time to learn.

 \Rightarrow Costs of tax complexity.

Many, especially low education, low skill, make wrong regime choice and leave a lot of money on the table. They also learn more slowly.

⇒ "Regressive costs of tax complexity."

Related Literature

- Taxation and entrepreneurship: Cullen and Gordon (2006,2007), Gentry and Hubbard (2000), Bruce (2000).
- Taxable income elasticities: Gruber and Saez (2002), Saez, Slemrod and Giertz (2012).
- Determinants of self-employment: Hamilton (2000), Schoar (2010), Adelino, Schoar and Severino (2015), Schmalz, Sraer, and Thesmar (2016).
- Bunching methods: Saez (2010), Chetty *et al.* (2011), Kleven and Waseem (2013), Kleven (2016), Best *et al.* (2015), Best and Kleven (2016), Best *et al.* (2015), Chetty *et al.* (2013), Katz and Krueger (2016).
- Empirical Studies with French Tax Data: Piketty (...), Landais (2013), Garbinti *et al.* (2016, 2017).

Outline

- 1 Landscape of Self-Employment and Institutional Background
- 2 Data and Descriptive Statistics
- Bunching in the Simpler Regimes: Graphical Evidence
- Estimating the Value of Tax Simplicity
- 5 Tax Complexity and Learning
- 6 Misreporting or Real Responses?

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Activity Types: Different Activities Have Different Policy Parameters

- (1) **Industrial and Commercial Services** (I&C Services): construction work, plumbery, carpenters, auto repair, dry cleaning...
- (2) **Industrial and Commercial Retail** (I&C Retail): bakeries, butcheries, cheese shops, restaurants, ...
- (3) **Non Commercial** (NC:) professional activities, consulting, coaching, translation services, sales agents services, expert services, empty property subleasing, liberal professions (doctors, lawyers in private practices, notaries..).

Tax Simplicity by Self-Employed Regime



Increasing tax simplicity

$$y = revenues$$
. Full formula

z = z(y, policy parameters) = taxable income.

| | (1) Standard (r) | (2) Simplified (<i>m</i>) | (3) Super simplified (f) |
|-----------------------------------|---------------------|-------------------------------------|-----------------------------|
| Eligibility Graph | None | Revenues < y* _{kt} | Revenues < y* _{kt} |
| | | | $+ \; FC_{t-2} < f^*$ |
| Income tax & SI contribution base | Net business income | Gross revenues \times (1- rebate) | Gross revenues |
| | $z_r = y_r(1-c)$ | $z_m = y_m(1-\mu)$ | $z_f = y_f$ |

$$y = \text{revenues}$$
. Full formula

z = z(y, policy parameters) = taxable income.

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| | $z_r = y_r(1-c)$ | $z_m = y_m(1-\mu)$ | $z_f = y_f$ |
| Income tax & SI contribution rate | Standard $(\tau^y + \tau_r^{ss})$ | Standard $(\tau^y + \tau_m^{ss})$ | Flat rate $	au_f$ |

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. Full formula

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|-----------------------------------|-----------------------------------|-------------------------------------|----------------------------|
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| Registration procedure | Standard | Standard | Simplified |

$$y = revenues$$
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| Registration procedure | Standard | Standard | Simplified |
| Tax accounting requirements | Detailed | Only for audit | Only for audit |
| | and monitored | not monitored | not monitored |
| | | | |

y = revenues. Full formula

Timing of payments

z = z(y, policy parameters) = taxable income.

c =operating costs as a % of revenues y.

| | (1) Standard (r) | (2) Simplified (<i>m</i>) | (3) Super simplified (7) |
|-----------------------------------|-----------------------------------|-------------------------------------|-----------------------------|
| Eligibility Graph | None | Revenues $< y_{kt}^*$ | Revenues < y* _{kt} |
| | | | $+ \ FC_{t-2} < f^*$ |
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Annual

and separate

Annual

and separate

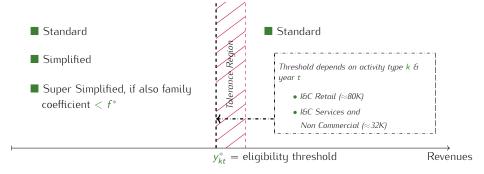
(4) C+---1---1 (--) (2) C:----1:E--1 (---)

Monthly or quarterly

and joint.

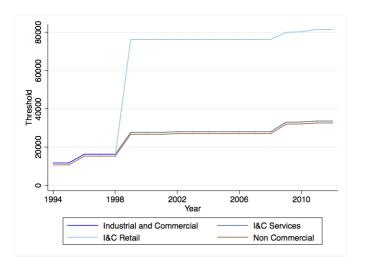
Eligibility Thresholds and Regime Choice Options





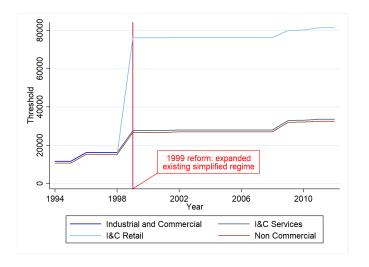


Eligibility Thresholds Have Changed a Lot Over Time



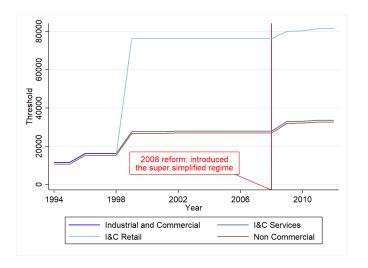
Two major reforms. 1999: expansion of the simplified regime. 2008: introduction of the super-simplified regime.

Eligibility Thresholds Have Changed a Lot Over Time



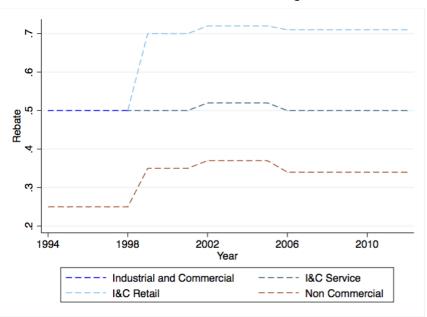
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Rebates μ Have Also Changed



Y =total household taxable income.

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N = number of parts.

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N = number of parts.

2 adults have N=2

+1 kid N = 2.5,

+ 2 kids N = 3,

+ 3 kids N = 4

Y =total household taxable income.

$$N =$$
 number of parts.

$$FC = \frac{Y}{N}$$

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"Family coefficient" FC determines tax bracket.

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$$FC = \frac{Y}{N}$$

"Family coefficient" FC determines tax bracket.

Tax paid by agent in bracket M:

$$T(FC, N) = N \times \left[\sum_{m=1}^{M-1} \tau_m \times \left(\underline{fc_m} - \underline{fc_{m-1}} \right) + \tau_M \times \left(\underline{fc} - \underline{fc_{M-1}} \right) \right]$$

Y =total household taxable income.

N = number of parts.

$$FC = \frac{Y}{N}$$

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Same taxable income can imply very different tax rates for different people.

Average Total Tax Rates are Very High: Pays off to Optimize

Panel A: Total Average Tax Rates in the Simplified and Super Simplified Regimes

| | Simplified | | Super Simplified | |
|------------|--------------|----------------|------------------|----------------|
| | 1999-2008 | | 2009-2012 | |
| Bracket | I&C Services | Non Commercial | I&C Services | Non Commercial |
| 1 (low) | 48.0% | 45.0% | 23% | 20.5% |
| 2 (medium) | 52.6% | 49.7% | 23% | 20.5% |
| 3+ (high) | 63.2% | 60.2% | | 20.5% |

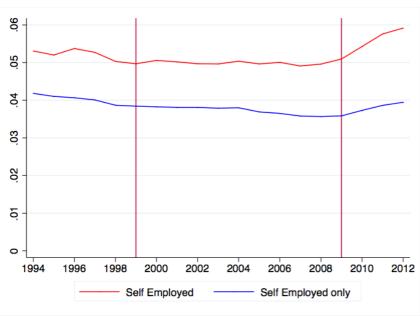
Panel B: Total Average Tax Rates in the Standard Regime

| | 1999-2008 | | 2009-2012 | |
|------------|--------------|----------------|--------------|----------------|
| Bracket | I&C Services | Non Commercial | I&C Services | Non Commercial |
| 1 (low) | 32.9% | 31.5% | 32.5% | 31.1% |
| 2 (medium) | 36.0% | 34.8% | 35.1% | 33.5% |
| 3+ (high) | 43.3% | 42.1% | | 37.9% |

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Evolution of Self-Employment 1994-2012



Are the Self-Employed Different? Demographics

| All | With wage | With self- | With any |
|-----|-----------|-------------|---------------|
| | income | employed | self-employed |
| | only | income only | income |

40

0.48

049

0.41

0.71

0.06

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497

Older, less women, more retirees, less perceive unemployment benefits, not more likely to

have completed high school, but more likely to have a at least a bachelor.

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532.7

Age

Female

Children

Retired

SI Benefits

Educated

Bachelor

High Skill

Married and Civ Un

Number of Children

Population (in mill.)

Unempl. Benefits

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Population (in mill.)

Unempl. Benefits

Are the Self-Employed Different? Income

| | All | With wage | With self- | With any |
|---------------------|----------|-----------|-------------|---------------|
| | | income | employed | self-employed |
| | | only | income only | income |
| Wage Income | 19576 | 20549 | 0 | 6005 |
| SE Income | 2004 | 0 | 32982 | 29934 |
| Capital Income | 2154 | 1875 | 5148 | 6047 |
| Tax Free CI | 1161 | 1072 | 2467 | 2351 |
| Standard of Living | 42607 | 41845 | 50208 | 53312 |
| Zero Tax rate | 0.16 | 0.16 | 0.15 | 0.14 |
| Low Tax rate | 0.32 | 0.33 | 0.23 | 0.22 |
| Medium Tax rate | 0.38 | 0.39 | 0.31 | 0.32 |
| High Tax rates | 0.14 | 0.13 | 0.31 | 0.32 |
| Population (in mill | .) 532.7 | 497 | 26.3 | 35.6 |

More capital income, higher standard of living, higher tax brackets.

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| Population (in mill. |) 532.7 | 497 | 26.3 | 35.6 |

Service vs. Non Commercial Activities (Demographics)

| All | Industrial and | Non Commer |
|-----|--------------------|------------|
| | Commercial (Retail | |
| | and Service) | |

48

0.33

0.41

0.73

0.14

0.05

0.40

0.76

0.24

0.20

34.7

Non-Commercial: more women, more children, less retirees, and much more educated.

Age

Female

Children

Retired

SI Benefits

Educated

Bachelor

High Skill

Married and Civil Union 0.63

Number of Children

Population (in mill.)

Unemp. Benefits

rcial

49

0.28

0.65

0.39

0.68

0.16

0.05

0.39

0.67

0.10

0.08

22.5

46

0.41

0.59

0.44

0.80

0.11

0.05

0.41

0.90

0.49

0.43

12.6

26 L80

Service vs. Non Commercial Activities (Income)

| | All | Industrial and | Non Commercial |
|-----------------------|-------|--------------------|----------------|
| | | Commercial (Retail | |
| | | and Service) | |
| Wage Income | 6049 | 5265 | 7538 |
| SE Income | 30505 | 22718 | 45376 |
| Capital Income | 6133 | 6040 | 6552 |
| Tax Free CI | 2303 | 1997 | 2790 |
| Standard of Living | 53642 | 45317 | 69444 |
| Zero Tax rate | 0.13 | 0.16 | 0.08 |
| Low Tax rate | 0.22 | 0.26 | 0.14 |
| Medium Tax rate | 0.32 | 0.34 | 0.29 |
| High Tax rates | 0.33 | 0.24 | 0.49 |
| Population (in mill.) | 34.7 | 22.5 | 12.6 |

Non-Commercial are much richer (from self-employed income).



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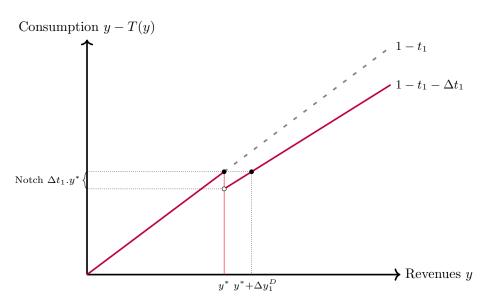
Modeling the Discontinuity at Eligibility Thresholds

- Eligibility thresholds create tax "notches" in both monetary incentives and in simplicity (unlike standard tax notches).
 - ► Change in tax rates and tax base.
 - ▶ Change in tax hassle costs Δa .
- Total liability expressed as a function of revenues *y*:

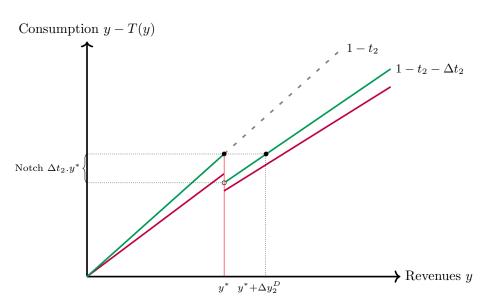
$$T(y) = ty + (\Delta a + \Delta ty)I(y > y^*)$$

- Can write: $t = t(\tau^y, \tau_m^{ss}, \mu)$, $\Delta t = \Delta t(\tau^y, \tau_m^{ss}, \tau_r^{ss}, \mu)$.
- These policy parameters differ across people (by activity type or tax bracket) and years.
 - lacktriangle e.g., Δt higher for higher tax bracket agents \Rightarrow larger notch. (Appendix

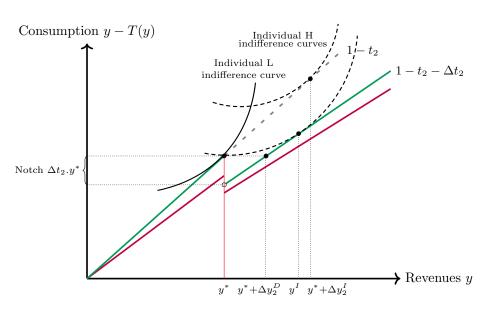
Notch Created by the Eligibility Threshold



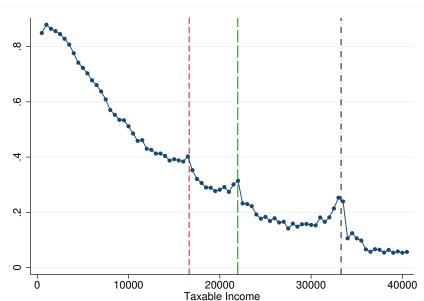
Notch Created by the Eligibility Threshold



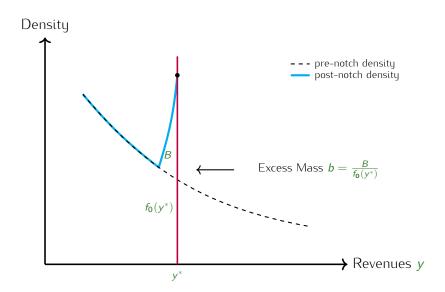
Notch Created by the Eligibility Threshold



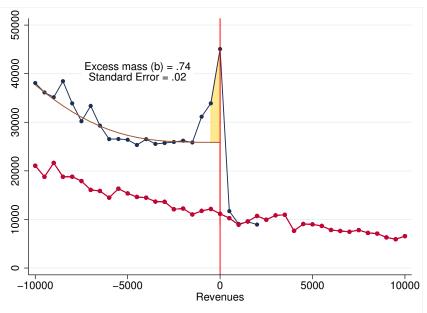
Regime Choice – Share Choosing the Simplified or Super Simplified Regime



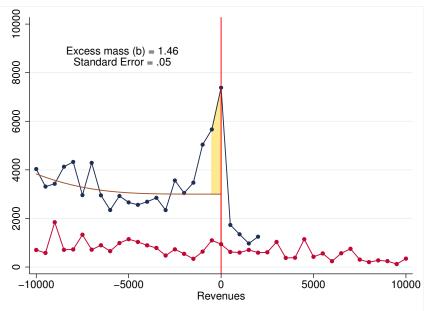
Non Standard Excess Mass Method: to the "Left" only



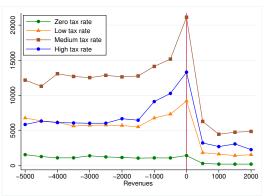
Bunching at the Eligibility Thresholds, 1999-2012



Bunching in the Super Simplified Regime, 2009-2012

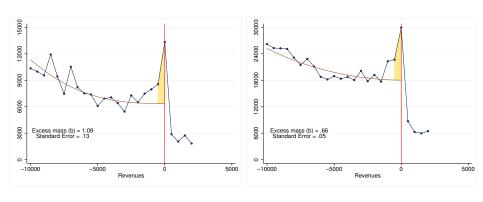


Bunching by Tax Bracket



| Tax bracket | Excess mass b | Standard error $se(b)$ |
|-------------|---------------|------------------------|
| 0 (Zero) | 0.37 | 0.11 |
| 1 (Low) | 0.76 | 0.05 |
| 2 (Medium) | 0.77 | 0.03 |
| 3+ (High) | 1.24 | 0.05 |

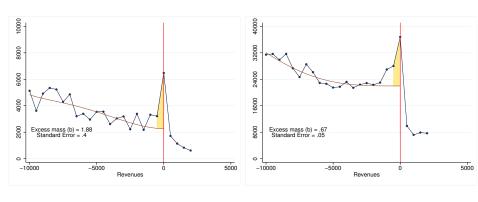
Agents with Additional Income Sources – Salaries



(a) With additional wage income b=1.09 (0.13)

(b) Without wage income b=0.66 (0.05)

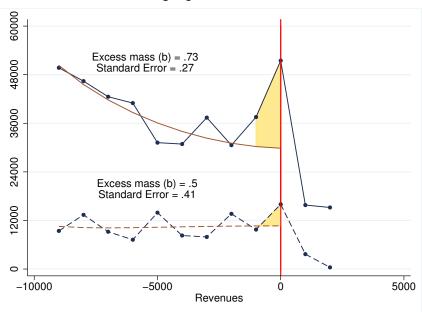
Agents with Additional Income Sources - Pensions



(a) With retirement (pension) income b=1.88 (0.4)

(b) Without pension income b=0.67 (0.05)

Bunching by Education Level



Outline

- 1 Landscape of Self-Employment and Institutional Background
- Data and Descriptive Statistics
- 3 Bunching in the Simpler Regimes: Graphical Evidence
- Estimating the Value of Tax Simplicity
 - Tax Complexity and Learning
- 6 Misreporting or Real Responses?

Structural Model

Recall that $B \approx f_0(y^*)\Delta y^*$

 \Rightarrow back out total revenue response Δy^* from excess mass B.

An agent's tax liability can generically be written as:

$$T(y) = ty + (\Delta a + \Delta ty)I(y > y^*)$$

Can write:
$$t = t(c_i, \tau^y, \tau_m^{ss}, \mu)$$
, $\Delta t = \Delta t(c_i, \tau^y, \tau^{ss}, \mu)$.

For each regime, person, activity, tax bracket: different parameters.

Structural Model (II)

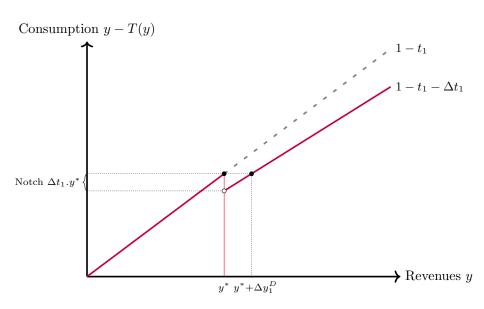
Utility:

$$u_i(y) = y - T_i(y) - h(y, \theta_i) - a_i$$

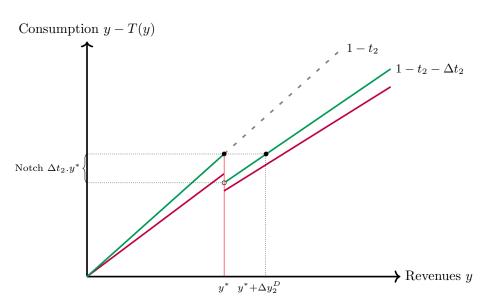
Parameterize disutility of earning revenues (iso-elastic) where θ is "ability type" and ε is income elasticity.

$$h(y,\theta) = \frac{\theta}{1 + \frac{1}{\varepsilon}} \left(\frac{y}{\theta}\right)^{1 + \frac{1}{\varepsilon}}$$

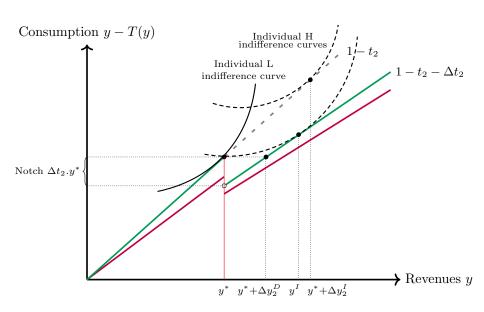
Structural Model: Graphical Illustration



Structural Model: Graphical Illustration



Structural Model: Graphical Illustration



Structural Model (III)

Absent the notch, marginal agent $\theta^* + \Delta \theta^*$ in the simplified regime would have chosen revenue level $y^* + \Delta y^*$ characterized by tangency:

$$y^* + \Delta y^* = (\theta^* + \Delta \theta^*)[(1 - c_m) - \tau_m(1 - \mu)]^{\varepsilon}$$

With the threshold this agent locates exactly at notch y^* and his utility is:

$$u_m^* = y^*(1 - c_m) - \tau_m(1 - \mu)y^* - h(y^*, \theta^* + \Delta\theta^*) - a_m$$

 y_r^I is the indifference point such that agent indifferent between being right at threshold y^* or at y_r^I in standard regime, with utility:

$$u_r^I = y_r^I (1 - c_r)(1 - \tau_r) - h(y_r^I, \theta^* + \Delta \theta^*) - a_r$$

Indifference point is characterized by tangency condition in standard regime:

$$y_r^I = (\theta^* + \Delta \theta^*)[(1 - c_r)(1 - \tau_r)]^{\varepsilon}$$

Structural Model (IV)

Indifference condition: $u_r^I = u_m^*$.

Yields equation in ε and Δa , given policy parameters t, Δt and revenue response Δy^* measured in the data and policy parameters $(y^*, t, \Delta t)$.

$$\frac{1}{1+\Delta y^*/y^*} \left[1 + \frac{\Delta a/y^*}{1-t} \right] - \frac{1}{1+1/\varepsilon} \left[\frac{1}{1+\Delta y^*/y^*} \right]^{1+1/\varepsilon}$$
$$-\frac{1}{1+\varepsilon} \left[1 - \frac{\Delta t}{1-t} \right]^{1+\varepsilon} = 0$$

Consider three cases:

Case 1: If people do not value tax simplicity (standard case, upper bound on ε). Also: reduced form approximation.

Case 2: People do not understand/pay attention to monetary incentives (upper bound on *a*).

Case 3: Full estimation using method of moments.

Case 1: Elasticity Estimates if no Preference for Tax Simplicity Simplified Regime

Earnings

730

Response Δy^* Jump Δt^*

ATR

Reduced-Form

Elasticity e_R

Structural

Elasticity e

0.04*** (0.009)

Cost

(% of rebate)

Activity Type

Panel A - Simplified

Tax

bracket

| I&C Services | 0.5 | 2 | 1,090 | 0.36 | 0.14*** (0.021) | 0.07*** (0.010) |
|----------------|-----|-----|-------|------|-----------------|-----------------|
| Idc Services | 0.5 | 3 | 1,930 | 0.41 | 0.39*** (0.062) | 0.18*** (0.027) |
| | | All | | | 0.18*** (0.031) | 0.09*** (0.015) |
| | | 1 | 1,000 | 0.70 | 0.08** (0.038) | 0.04** (0.018) |
| Nam Cammanaial | 0.1 | 2 | 1,240 | 0.76 | 0.10*** (0.017) | 0.05*** (0.008) |
| Non Commercial | 0.1 | 3 | 2,420 | 0.89 | 0.36*** (0.040) | 0.17*** (0.017) |
| | | All | | | 0.22*** (0.029) | 0.10*** (0.013) |
| | | All | | | 0.22*** (0.029) | 0.10*** (0.01 |

Revenue responses range from 2.4% to 8.1% of threshold revenues. Notches are distortionary even with small structural elasticities. Optimization frictions would inflate these estimates by 1/(1-f). 45 1 80

Case 1: Elasticity Estimates if no Preference for Tax Simplicity Super Simplified Regime

| Activity Type | Cost (% of rebate) | Tax bracket | Earnings Response Δy* | ATR Jump Δt^* | Reduced-Form Elasticity <i>e_R</i> | Structural Elasticity e | |
|----------------------------|-----------------------|----------------|--------------------------|--------------------------|---|------------------------------------|--|
| Panel B – Super Simplified | | | | | | | |
| 1000 | | 1 | 3,460 | 0.60 | 0.56*** (0.099) | 0.25*** (0.039) | |
| l&C Services | 0.3 | 2-3 All | 3,660 | 2.30 | 0.11*** (0.034) 0.26*** (0.056) | 0.05*** (0.014) 0.12*** (0.022) | |
| NI C | 0.3 | 1 | 3,000 | 0.36 | 1.02** (0.487) | 0.45** (0.194) | |
| Non Commercial | 0.3 | 2-3 | 3,700 | 2.63 | 0.12*** (0.015) | 0.06*** (0.006) | |
| | | All | | | 0.17*** (0.042) | 0.08*** (0.018) | |

Revenue responses range from 10.8% to 11.5% of threshold revenues.

Case 2: Upper Bound on Tax Hassle Costs for the Simplified Regime

| | I&C Servi | .ces | Non Commercial | | |
|-------------|-------------|-------|-------------------|---|--|
| Tax Bracket | Hassle Cost | Hours | Hassle Cost Hours | S | |
| 1 | 240 | 24 | 420 42 | | |
| 2 | 390 | 39 | 536 54 | | |
| 3+ | 600 | 60 | 600 60 | | |

Case 3: Structural Estimation Method

Under full generality, there would be a triplet $(\varepsilon_{nki}, a_{nki}, c_{nki})$ for each regime n, activity k, and tax bracket i.

Assumptions (relaxable): 1) Everything is allowed to differ by regime.

2) Income elasticities are same across activities, but differ by tax bracket.

3) Operating and hassle costs are the same across tax brackets, but differ by activity.

Vector of parameters:

$$\chi_n := (\varepsilon_{n1}, \varepsilon_{n2}, \varepsilon_{n3}, a_{n, \text{I&C Services}}, a_{n, \text{Non Commercial}}, c_{n, \text{I&C Services}}, c_{n, \text{Non Commercial}})$$

Loss function:

$$L(\chi_n) = \sum_{m=1}^{M} \frac{1}{M} \left(\hat{\Delta} y_{nkit}^* - \Delta y_{nkit}^* \right)^2$$

where t is groups of years during which no change in policy parameters.

Case 3: Full Structural Estimation Tax Hassle Costs and Elasticities by Regime Type

| Cost I&C Services (% of rebate) | Cost Non Commercial (% of rebate) | | Hassle Cost Non Commercial a _{NC} | Tax bracket | Structural Elasticity <i>e</i> |
|------------------------------------|--------------------------------------|-----|---|-------------|-----------------------------------|
| | | | | | |
| Panel A – Simplified | Regime | | | | |
| | | | | 1 | 0.01 |
| 0.5 | 0.1 | 315 | 456 | 2 | 0.02 |
| | | | | 3 | 0.06 |
| Panel B – Super Sin | nplified Regime | | | | |
| 0.3 | 0.3 | 162 | 648 | 1 | 80.0 |
| | 0.3 | | 040 | 2-3 | 0.01 |

| Cost I&C Services (% of rebate) | Cost Non Commercial (% of rebate) | Hassle Cost I&C Services <i>as</i> | Hassle Cost Non Commercial <i>a_{NC}</i> | Tax bracket | Structural Elasticity e |
|------------------------------------|--------------------------------------|---------------------------------------|---|-------------|----------------------------|
| Panel A – Simplified | Regime | | | | |
| Tunet / Stillptitted | regine | | | 1 | 0.01 |
| 0.5 | 0.4 | 2.45 | 450 | 1 | |
| 0.5 | 0.1 | 315 | 456 | 2 | 0.02 |
| | | | | 3 | 0.06 |
| Panel B – Super Sin | nplified Regime | | | | |
| 0.2 | 0.3 | 100 | C 40 | 1 | 0.08 |
| 0.3 | 0.3 | 162 | 648 | 2-3 | 0.01 |

| Cost I&C Services (% of rebate) | Cost Non Commercial (% of rebate) | Hassle Cost I&C Services <i>as</i> | Hassle Cost Non Commercial <i>a_{NC}</i> | Tax bracket | Structural Elasticity <i>e</i> |
|------------------------------------|--------------------------------------|---------------------------------------|---|-------------|-----------------------------------|
| | | | | | |
| Panel A – Simplified | Regime | | | | |
| | | | | 1 | 0.01 |
| 0.5 | 0.1 | 315 | 456 | 2 | 0.02 |
| | | | | 3 | 0.06 |
| | | | | | |
| Panel B – Super Sin | nplified Regime | | | | |
| 0.2 | 0.2 | 160 | 648 | 1 | 0.08 |
| 0.3 | 0.3 | 162 | 048 | 2-3 | 0.01 |

| Cost I&C Services (% of rebate) | Cost Non Commercial (% of rebate) | Hassle Cost I&C Services <i>as</i> | Hassle Cost Non Commercial <i>a_{NC}</i> | Tax bracket | Structural Elasticity <i>e</i> |
|------------------------------------|--------------------------------------|---------------------------------------|---|-------------|-----------------------------------|
| | | | | | |
| Panel A – Simplified | Regime | | | | |
| | | | | 1 | 0.01 |
| 0.5 | 0.1 | 315 | 456 | 2 | 0.02 |
| | | | | 3 | 0.06 |
| | | | | | |
| Panel B – Super Sin | nplified Regime | | | | |
| | 0.3 | 460 | 6.40 | 1 | 0.08 |
| 0.3 | 0.3 | 162 | 648 | 2-3 | 0.01 |

| Cost I&C Services (% of rebate) | Cost Non Commercial (% of rebate) | Hassle Cost I&C Services <i>as</i> | Hassle Cost Non Commercial <i>a_{NC}</i> | Tax bracket | Structural Elasticity <i>e</i> |
|------------------------------------|--------------------------------------|---------------------------------------|---|-------------|-----------------------------------|
| D 14 C: 1:0 | I.D. : | | | | |
| Panel A – Simplified | l Regime | | | | |
| | | | | 1 | 0.01 |
| 0.5 | 0.1 | 315 | 456 | 2 | 0.02 |
| | | | | 3 | 0.06 |
| | | | | | |
| Panel B – Super Sin | mplified Regime | | | | |
| 0.2 | 0.2 | 160 | 640 | 1 | 0.08 |
| 0.3 | 0.3 | 162 | 648 | 2-3 | 0.01 |

| Cost I&C Services (% of rebate) | Cost Non Commercial (% of rebate) | Hassle Cost I&C Services as | Hassle Cost Non Commercial <i>a_{NC}</i> | Tax bracket | Structural Elasticity <i>e</i> |
|------------------------------------|--------------------------------------|--------------------------------|---|-------------|-----------------------------------|
| Panel C – By Additional I | ncome Sources | | | | |
| With salaried income | | | | | |
| | - | | | 1 | 0.01 |
| 0.5 | 0.2 | 304 | 145 | 2 | 0.03 |
| | | | | 3 | 0.07 |
| Without salaried income | | | | | |
| | | | | 1 | 0.02 |
| 0.5 | 0.2 | 149 | 144 | 2 | 0.01 |
| | | | | 3 | 0.04 |
| With pension income | | | | | |
| 0.5 | 0.2 | 305 | 580 | 1-2-3 | 0.02 |
| Without pension income | | | | | |
| 0.5 | 0.2 | 150 | 299 | 1-2-3 | 0.01 |

| Cost I&C Services (% of rebate) | Cost Non Commercial (% of rebate) | Hassle Cost I&C Services <i>as</i> | Hassle Cost Non Commercial <i>a_{NC}</i> | Tax bracket | Structural Elasticity <i>e</i> |
|------------------------------------|--------------------------------------|---------------------------------------|---|-------------|-----------------------------------|
| Panel C – By Additional I | ncome Sources | | | | |
| With salaried income | | | | | |
| | | | | 1 | 0.01 |
| 0.5 | 0.2 | 304 | 145 | 2 | 0.03 |
| | | | | 3 | 0.07 |
| Without salaried income | | | | | |
| | | | | 1 | 0.02 |
| 0.5 | 0.2 | 149 | 144 | 2 | 0.01 |
| | | | | 3 | 0.04 |
| With pension income | | | | | |
| 0.5 | 0.2 | 305 | 580 | 1-2-3 | 0.02 |
| Without pension income | | | | | |
| 0.5 | 0.2 | 150 | 299 | 1-2-3 | 0.01 |

| Cost I&C Services (% of rebate) | Cost Non Commercial (% of rebate) | Hassle Cost I&C Services <i>as</i> | Hassle Cost Non Commercial <i>a_{NC}</i> | Tax bracket | Structural Elasticity <i>e</i> |
|------------------------------------|--------------------------------------|---------------------------------------|---|-------------|-----------------------------------|
| | | | | | |
| Panel C – By Additional I | Income Sources | | | | |
| With salaried income | | | | | |
| | | | | 1 | 0.01 |
| 0.5 | 0.2 | 304 | 145 | 2 | 0.03 |
| | | | | 3 | 0.07 |
| Without salaried income | | | | | |
| | - | | | 1 | 0.02 |
| 0.5 | 0.2 | 149 | 144 | 2 | 0.01 |
| | | | | 3 | 0.04 |
| With pension income | | | | | |
| 0.5 | 0.2 | 305 | 580 | 1-2-3 | 0.02 |
| Without pension income | | | | | |
| 0.5 | 0.2 | 150 | 299 | 1-2-3 | 0.01 |

| Cost I&C Services (% of rebate) | Cost Non Commercial (% of rebate) | Hassle Cost I&C Services <i>as</i> | Hassle Cost Non Commercial <i>a_{NC}</i> | Tax bracket | Structural Elasticity e |
|------------------------------------|--------------------------------------|---------------------------------------|---|-------------|----------------------------|
| Panel C – By Additional I | ncome Sources | | | | |
| With salaried income | income Jources | | | | |
| 0.5 | 0.2 | 304 | 145 | 1 2 3 | 0.01 0.03 0.07 |
| Without salaried income | | | | | |
| 0.5 With pension income | 0.2 | 149 | 144 | 1 2 3 | 0.02 0.01 0.04 |
| 0.5 Without pension income | 0.2 | 305 | 580 | 1-2-3 | 0.02 |
| 0.5 | 0.2 | 150 | 299 | 1-2-3 | 0.01 |

| Cost I&C Services (% of rebate) | Cost Non Commercial (% of rebate) | Hassle Cost I&C Services <i>as</i> | Hassle Cost Non Commercial <i>a_{NC}</i> | Tax bracket | Structural Elasticity e |
|------------------------------------|--------------------------------------|---------------------------------------|---|-------------|----------------------------|
| Panel C – By Additional I | ncome Sources | | | | |
| With salaried income | | | | | |
| 0.5 | 0.2 | 304 | 145 | 1 2 3 | 0.01 0.03 0.07 |
| Without salaried income | | | | 3 | 0.07 |
| 0.5 With pension income | 0.2 | 149 | 144 | 1 2 3 | 0.02 0.01 0.04 |
| 0.5 Without pension income | 0.2 | 305 | 580 | 1-2-3 | 0.02 |
| 0.5 | 0.2 | 150 | 299 | 1-2-3 | 0.01 |

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Costly Learning

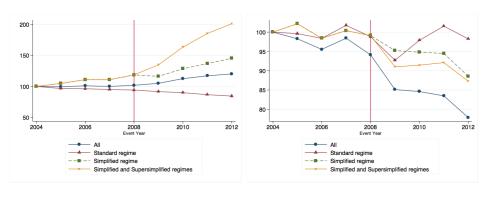
People value simplicity in a given regime.

Let us now zoom out and look at the system as a whole and more precisely at what happens when policies change over time.

First, let's look at the introduction of the new super simplified regime after 2008 and at the sluggish adjustments to it.

Second, let's show more generally that people take time to learn.

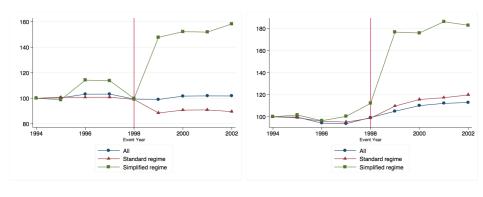
Slow Adjustment to the New Regime Introduction (2008 Reform)



(a) Number of self-employed agents

(b) Average income per self-employed agents

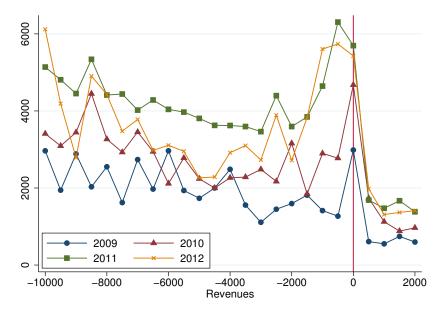
Fast Adjustment to Expansion of Existing Regime (1999 Reform)



(a) Number of self-employed agents

(b) Average income per self-employed agents

Bunching After the Introduction of the Super Simplified Regime

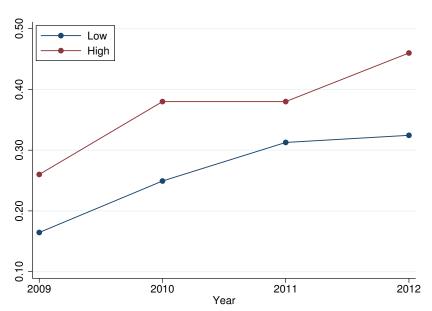


Financial Loss from Not Choosing the Super Simplified Regime (as a % of revenues)

| Tax bracket/ Activity | $(\mu = 0.71)$ | I&C Services $(\mu = 0.5)$ $(\tau_f = 23\%)$ | Non Commercial $(\mu=0.34)$ $(\tau_f=20.5\%)$ |
|-----------------------|----------------|--|---|
| Tax bracket 1 | 2% | 3% | 3% |
| Tax bracket 2 | 3% | 4% | 4% |
| Tax bracket 3 | 4% | 6% | 7% |
| Tax bracket 4 | 6% | 10% | 12% |
| Tax bracket 5 | 9% | 16% | 19% |



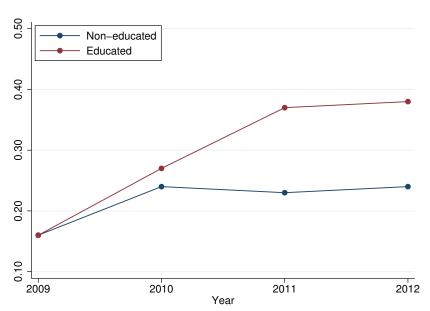
Share of Agents Making the Correct Regime Choice, by Tax Bracket



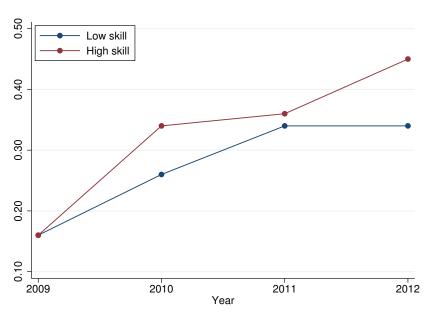
Which Agents Choose the Correct Regime? Fraction of Eligible Individuals Choosing the Super Simplified over the Simplified

| Non-educated | 22.1% | Educated | 31.5% |
|--|--------|----------------------------------|-------|
| Low skill | 28.7% | High skill | 34.3% |
| Low standard of living | 29.0 % | High standard of living | 39.4% |
| Old | 27.2% | Young | 37.3% |
| Does not claim social insurance benefits | 25.7% | Claims social insurance benefits | 33.8% |
| Does not claim UI benefits | 29.3 % | Claims UI benefits | 37.0% |

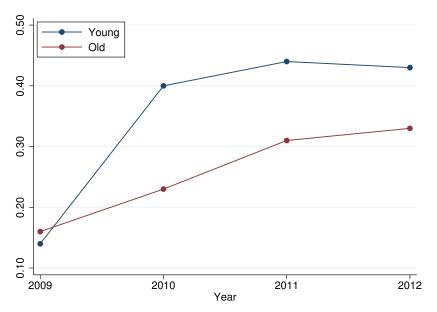
Share of Agents Making the Correct Regime Choice, by Education Level



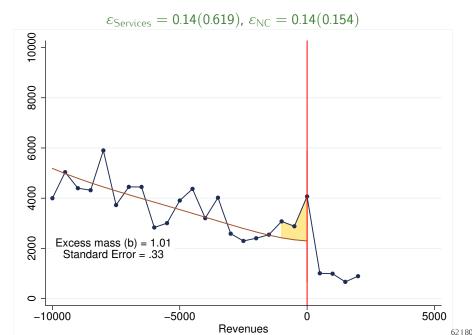
Share of Agents Making the Correct Regime Choice, by Skill Level



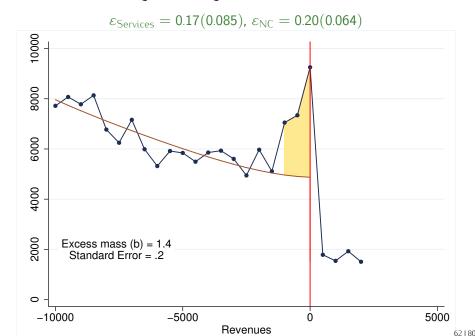
Share of Agents Making the Correct Regime Choice, by Age



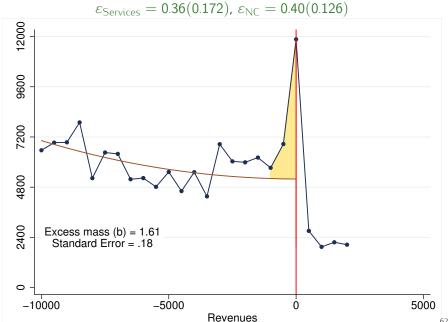
Increasing Bunching Over Time 1999-2001



Increasing Bunching Over Time 2002-2005



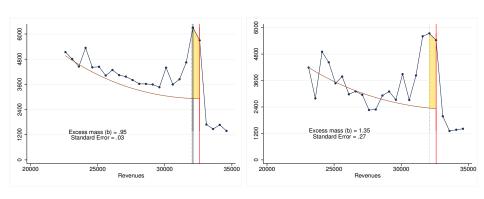
Increasing Bunching Over Time 2006-2008



Elasticity Estimates over Time

| Activity Type | Cost (% of revenues) | Period | Earnings Response Δ <i>y</i> * | ATR Jump Δ <i>t</i> * | Reduced-Form Elasticity <i>e</i> _R |
|----------------|-------------------------|-----------|-----------------------------------|--------------------------|--|
| I&C Services | 0.52 | 1999-2001 | 1020 | 0.37 | 0.14 (0.619) |
| | 0.56 | 2002-2005 | 980 | 0.29 | 0.17** (0.085) |
| | 0.52 | 2006-2008 | 1470 | 0.35 | 0.36** (0.172) |
| Non Commercial | 0.15 | 1999-2001 | 1220 | 0.65 | 0.14 (0.154) |
| | 0.22 | 2002-2005 | 1420 | 0.67 | 0.20*** (0.064) |
| | 0.12 | 2006-2008 | 1690 | 0.59 | 0.40*** (0.126) |

Slow Learning: Bunching at the "Old" Threshold



(a) 2011

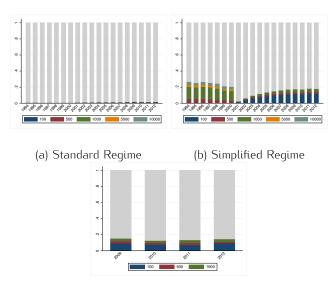
64 | 80

(b) 2012

Outline

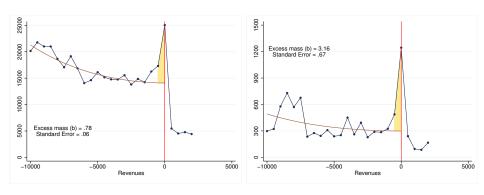
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Bunching at Round Numbers in Different Regimes



(c) Super Simplified Regime

Income Shifting Within the Household: More Bunching in Two-Earners Households

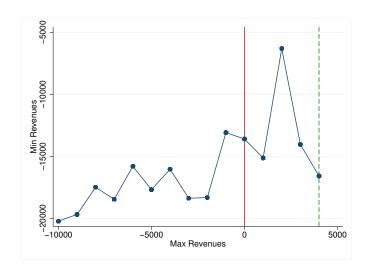


(a) Households with one self-employed agent $b\,=\,0.78\;(0.06)$

(b) Households with two self-employed agents $b\,=\,3.16\,\,(0.67)$

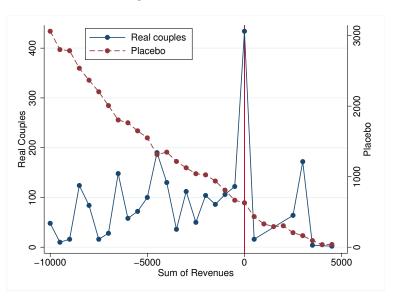
⇒ Could be selection (individuals who like to evade taxes live together), or simply more information in two earner households.

Income Shifting Within the Household: Lower earner's revenues

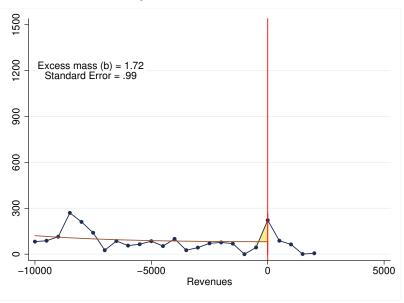


Two bigger jumps: i) right before threshold, ii) in the tolerance region.

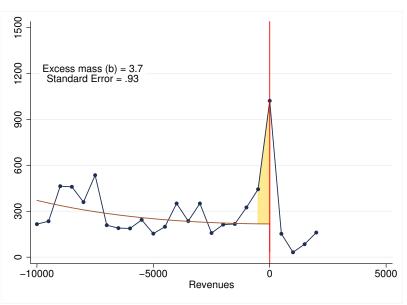
Income Shifting Within the Household: Bunching at Twice the Threshold



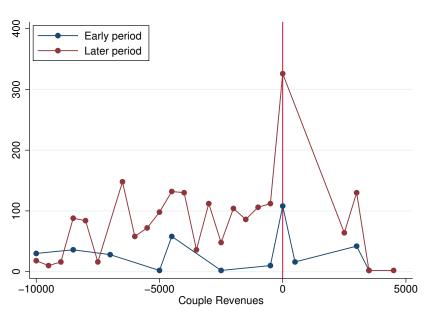
Learning to "Shift Income" Within the Household Early Period 1999-2001



Learning to "Shift Income" Within the Household Later Period 2002-2008



Learning to "Shift Income" Within the Household Sum of Revenues at Twice the Threshold



Conclusion

Study effects of tax incentives and tax simplicity on self-employed.

New French tax returns 1994-2012, combined with survey data.

Large value for tax simplicity (160 to 650 euros).

Tax complexity is costly:

Agents learn slowly over time about policies and make dominated regime choices.

Tax complexity can be regressive:

Low education, low skill, low income agents make wrong choices and learn slower.

APPENDIX

Self-Employed Earners by Regime

| | 1994 | -2008 | 2009-2012 | | |
|---------------------------------------|----------|------------|-----------|------------|---------------------|
| | Standard | Simplified | Standard | Simplified | Super Simplified |
| Age | 46 | 52 | 48 | 50 | 43 |
| Female | 0.30 | 0.34 | 0.34 | 0.38 | 0.37 |
| Married or in Civil Union | 0.68 | 0.58 | 0.61 | 0.52 | 0.44 |
| Has any children | 0.47 | 0.29 | 0.43 | 0.30 | 0.36 |
| Number of Children | 0.84 | 0.50 | 0.76 | 0.52 | 0.62 |
| Retired | 0.07 | 0.31 | 0.10 | 0.28 | 0.13 |
| Claimed unemployment benefits | 0.02 | 0.07 | 0.03 | 0.10 | 0.21 |
| Claimed any social insurance benefits | 0.40 | 0.33 | 0.41 | 0.38 | 0.54 |
| Educated | 0.77 | 0.68 | 0.83 | 0.76 | 0.81 |
| High skill | 0.22 | 0.15 | 0.26 | 0.19 | 0.15 |
| Population (in mill.) | 19.3 | 7.3 | 4.6 | 3.1 | 0.9 |

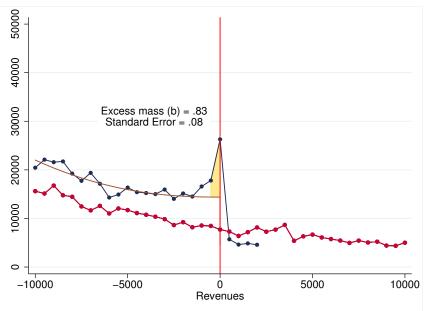


Self-Employed Earners by Regime

| | 1994 | -2008 | | | |
|-------------------------|----------|------------|----------|------------|---------------------|
| | Standard | Simplified | Standard | Simplified | Super Simplified |
| Wage Income | 3945 | 10439 | 4470 | 10868 | 7985 |
| Self-employed Income | 39446 | 11522 | 40925 | 11848 | 10307 |
| Capital Income | 5938 | 6174 | 7864 | 6713 | 2484 |
| Tax free capital income | 2294 | 2452 | 2464 | 2611 | 1032 |
| Standard of living | 56814 | 42434 | 66278 | 47553 | 39086 |
| Zero tax bracket | 0.09 | 0.19 | 80.0 | 0.18 | 0.23 |
| Low tax bracket | 0.20 | 0.28 | 0.16 | 0.24 | 0.27 |
| Medium tax bracket | 0.29 | 0.32 | 0.37 | 0.40 | 0.42 |
| High tax bracket | 0.42 | 0.22 | 0.39 | 0.18 | 0.08 |
| Population (in mill.) | 19.3 | 7.3 | 4.6 | 3.1 | 0.9 |



Bunching in the Simplified Regime, 1999-2008



Modeling the Tax Discontinuities

Standard regime:
$$\tau_r = \tau^y + \tau_r^{ss}(1 - \tau^y)$$

$$\tau_r = \tau^y + \tau_r^{ss}(1 - \tau^y)$$

 T_f

 $\tau_r = \tau^y + \tau_r^{ss}(1 - \tau^y)$ is levied on net income $z_r = (1 - c_r)y_r$

Simplified regime:
$$\tau_m = \tau^y + \tau_m^{ss}$$

is levied on taxable income $z_m = (1 - \mu)y_m$

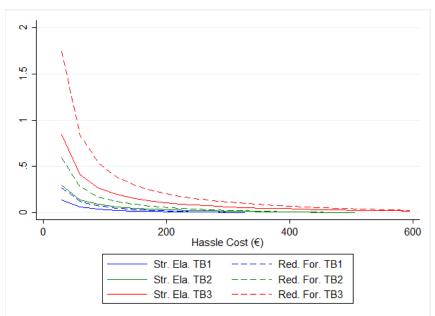
is levied on gross revenues $z_f = y_f$

Standard regime:
$$t_r = c_r + (\tau^y + \tau_r^{ss}(1 - \tau^y))(1 - c_r)$$

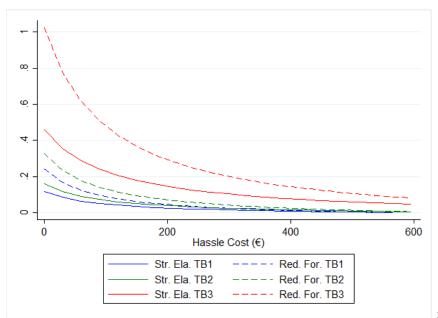
Simplified regime:
$$t_m = c_m + (\tau^y + \tau_m^{ss})(1 - \mu)$$

Super simplified regime:
$$t_f = c_f + \tau_f$$

Sensitivity of Elasticity Estimates to Hassle Costs *a*, I&C Services



Sensitivity of Elasticity Estimates to Hassle Costs *a*, Non Commercial



Regime Choice – Share Choosing the Super Simplified Conditional on Choosing a Simpler Regime

