

Tax policy for innovation

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Introduction – some questions

- How does taxation affect innovation?
- Why are there special tax incentives for innovative activity?
- How should R&D tax credits be designed?
- Are reduced taxes on patent income a good way to spur innovation?
- Do countries provide enough resources to support private R&D?
- Should there be coordination across countries?

Taxation and innovation

- Two broad topics:
 1. Via personal and corporate taxes imposed for other purposes, see [Akcigit et al. \(2018\)](#)
 - Measure incentive effects using cross-state data, negative and stronger for corporate inventors
 - Show that international inventor migration depends strongly on effective tax rates, especially for corporate inventors and those where local research weak
 2. Tax subsidies targetted toward innovation – topic of this talk

Rationale(s) for innovation support

- Innovative activity generates unpriced spillovers to other firms and to the overall economy
 - Some of these may be local to a region or economy
- Resources for innovation may be undersupplied because of
 - (relative) ease of imitation
 - risk and uncertainty that cannot be diversified away or insured against
 - high cost of financing (**especially for SMEs**)
 - related to the production of public goods (health, environment, defense, etc.)

What comprises innovative activity?

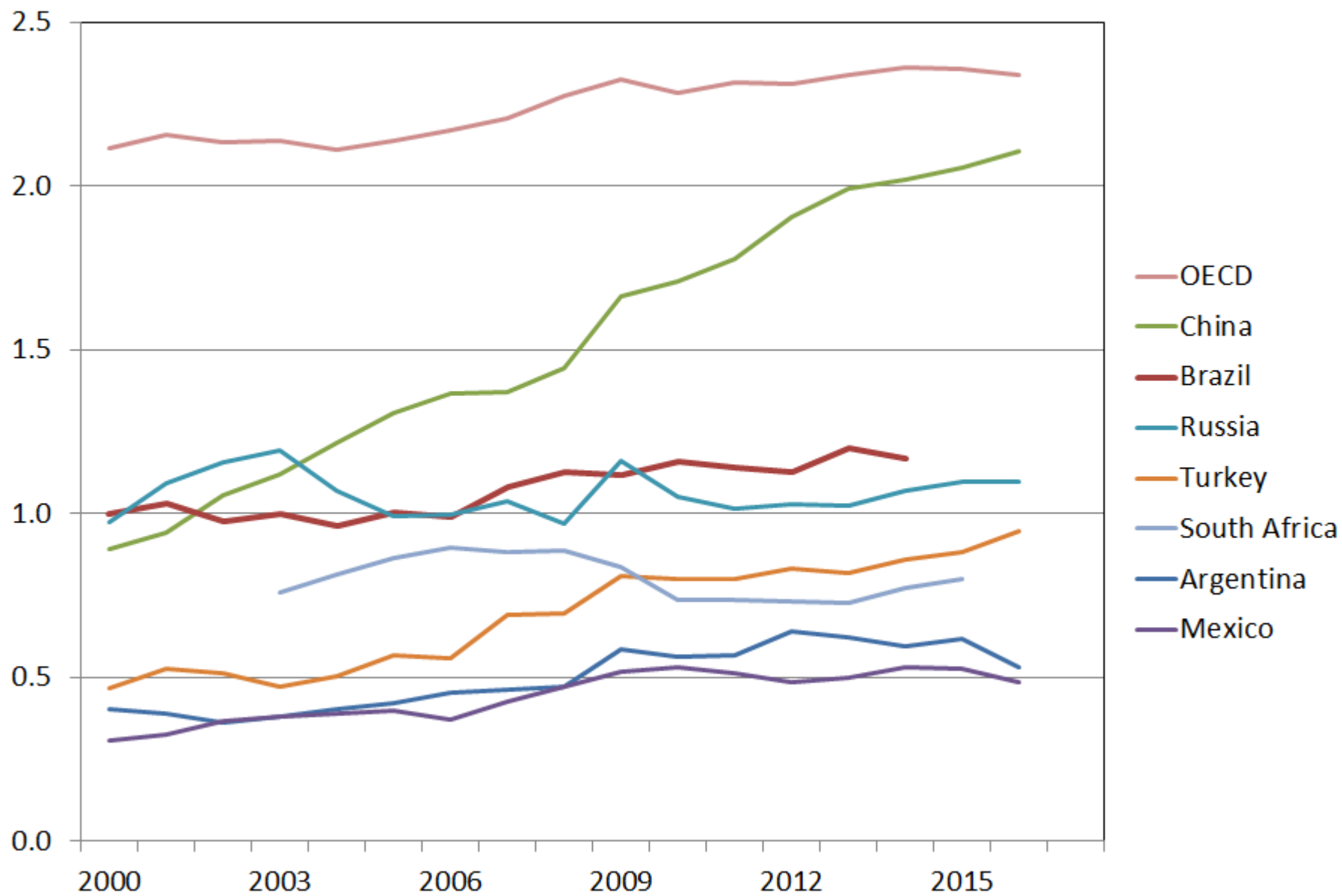
- R&D
 - Research – basic and applied
 - Development (sometimes modified by “experimental”)
- Purchase of external IP (patents, knowhow, etc.)
- Purchase, installation, and use of new (technologically advanced) equipment
- Training of employees in new processes, or in supporting new products
- Marketing new goods and services
- Costs of organizational innovation

The extent of potential spillovers varies across the type of spending, as does appropriability via IP protection or other means

Do countries provide enough support for R&D?

- Much evidence that social returns are much higher than private (Kao et al 1999, Keller 1998, Coe and Helpman 1995). Some nuances:
 - Domestic spillovers larger than those from other countries (Branstetter 2001, Peri 2004)
 - Spillovers from foreign R&D more important for smaller open economies than for US, Japan, and Germany (Park 1995, van Pottelsberghe 1997)
 - Absorptive capacity of recipient country important for making use of R&D spillovers (Guellec and van Pottelsberghe 2001)
 - Typical social rates of return are quite large, but imprecise
- Jones and Williams (1998) – using endogenous growth model, argue that socially optimal R&D investment 2-4 times actual in US

R&D-GDP ratio for non-OECD G-20 countries and OECD



Possible remedies for low R&D spending

- Property rights (IPRs)
 - at the cost of restricted output; cumulative invention
 - under TRIPS, less variation across countries possible
- Subsidies
 - often targetted to particular type of firm or project
 - high administrative costs
- Direct government spending
 - Especially for R&D towards public goods
- Tax credits of various kinds
 - firm chooses projects
 - some audit costs

Corporate tax and innovation

- What special features of the tax system support innovation?
 - R&D tax credit – widely used
 - Sometimes targetted toward basic research - university cooperation, use of PROs, etc.
 - Various IP “boxes”
 - Reduced corporate tax rates on income from IP (patents, design rights, copyright, trademarks, etc.)
 - Investment tax credits; accelerated depreciation
 - reducing the cost of acquiring new equipment and IT
 - Relative treatment of debt vs equity finance.
 - If debt favored, cost of intangible non-securable finance relatively more expensive

(Innovation) tax policy design

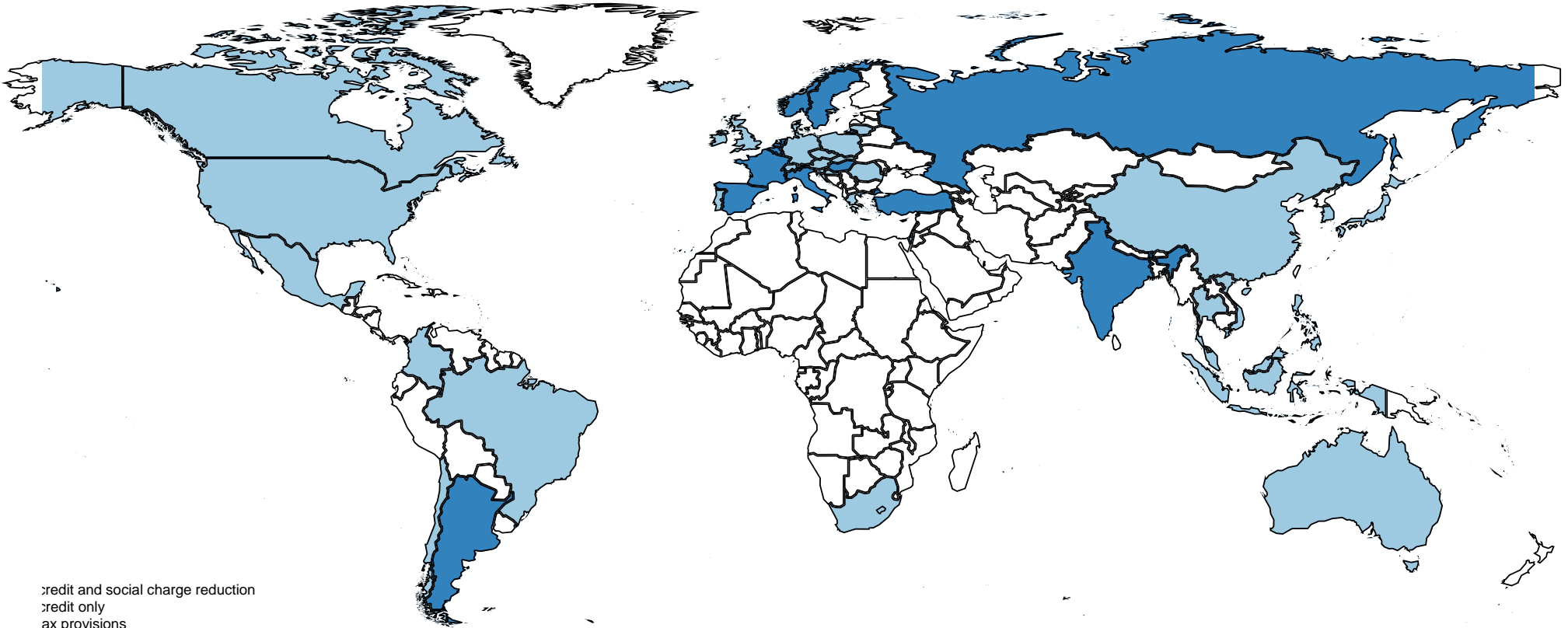
- Some issues in design
 - Is the policy instrument visible to the firm's decision-makers?
 - Does the time horizon of benefits match that of investment?
 - Does it reduce cost or increase profits in the near term, when firms may have losses?
 - Is the system stable enough to allow forward planning?
 - Does it target activities with spillovers?
 - Is it comparatively easy to audit?

R&D tax incentives & IP boxes

- R&D tax incentives
 - Reduces cost of R&D input
 - Does not cover other innovation inputs
- IP boxes
 - Reduced tax rate on income from intellectual property (patents, copyrights, designs, etc.)
 - Broader coverage, but rewards more appropriable innovation

Which countries have R&D tax relief?

Special tax provisions for R&D 2018



■ Tax relief & social charge reduction

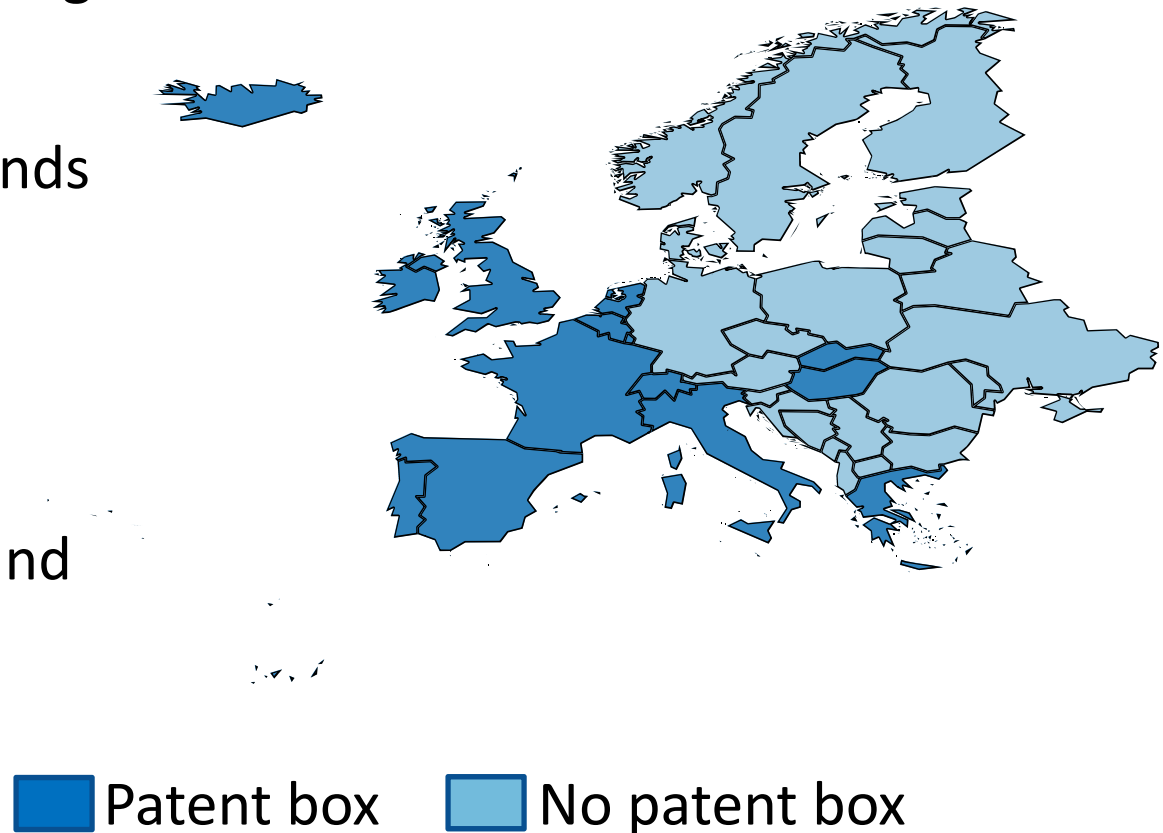
■ Tax relief only

Which countries have IP boxes?

Mostly European (+ Japan):

- | | |
|---------------|-------------|
| Belgium | Luxembourg |
| Cyprus | Malta |
| France | Netherlands |
| Greece | Portugal |
| Hungary | Slovakia |
| Iceland | Spain |
| Ireland | Switzerland |
| Italy | Turkey |
| Liechtenstein | UK |

Countries with a patent box in 2016



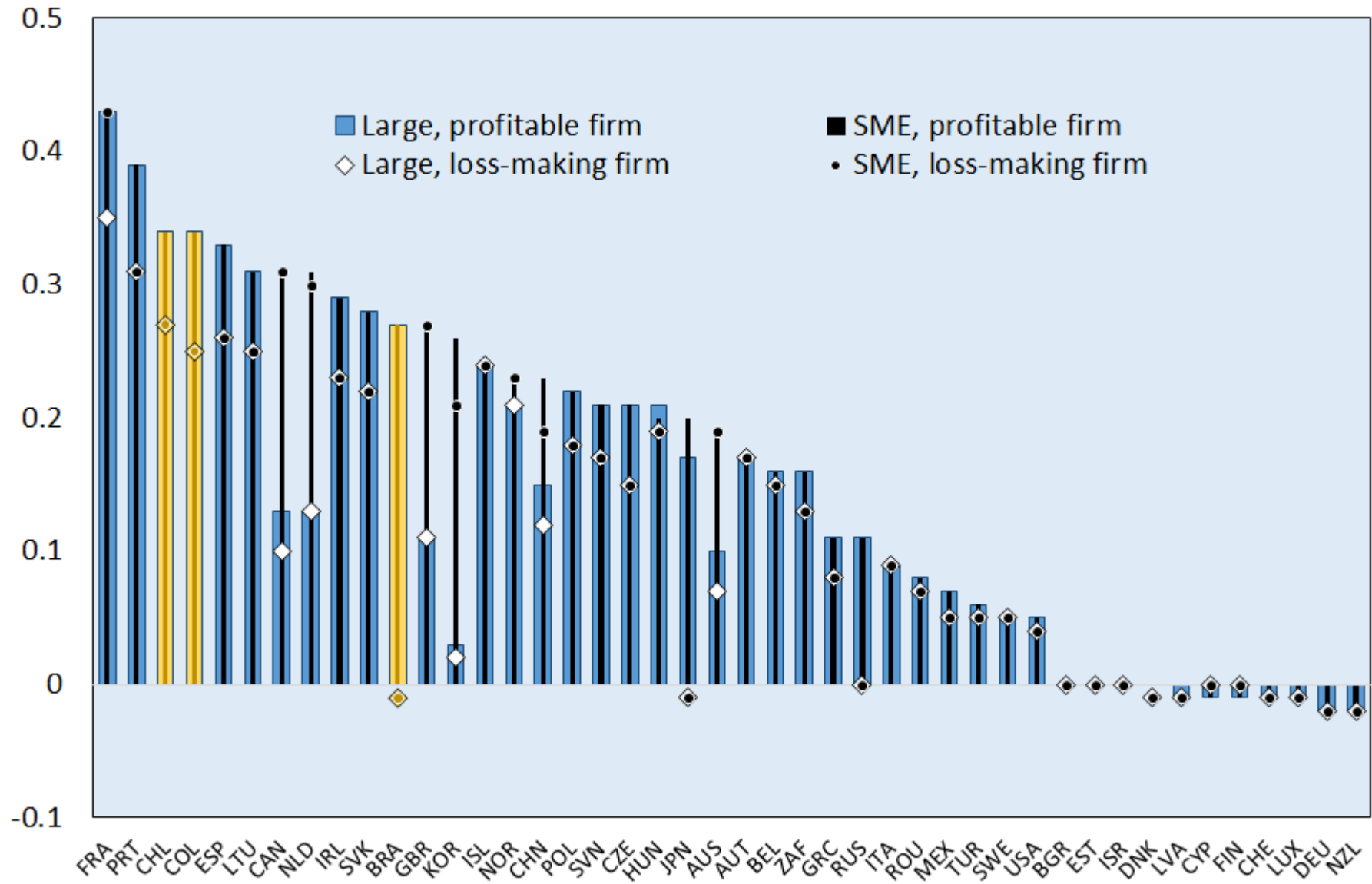
More info on R&D tax credits

- 2000: 16 OECD countries.
- 2017: 30 out of 36 OECD countries
 - Also **Brazil**, China, and the Russian Federation
- **B-index** = level of pre-tax profit a “representative” company needs to generate to break even on a marginal expenditure of one unit on R&D

Per cent subsidy implied by B-index for OECD and LA countries

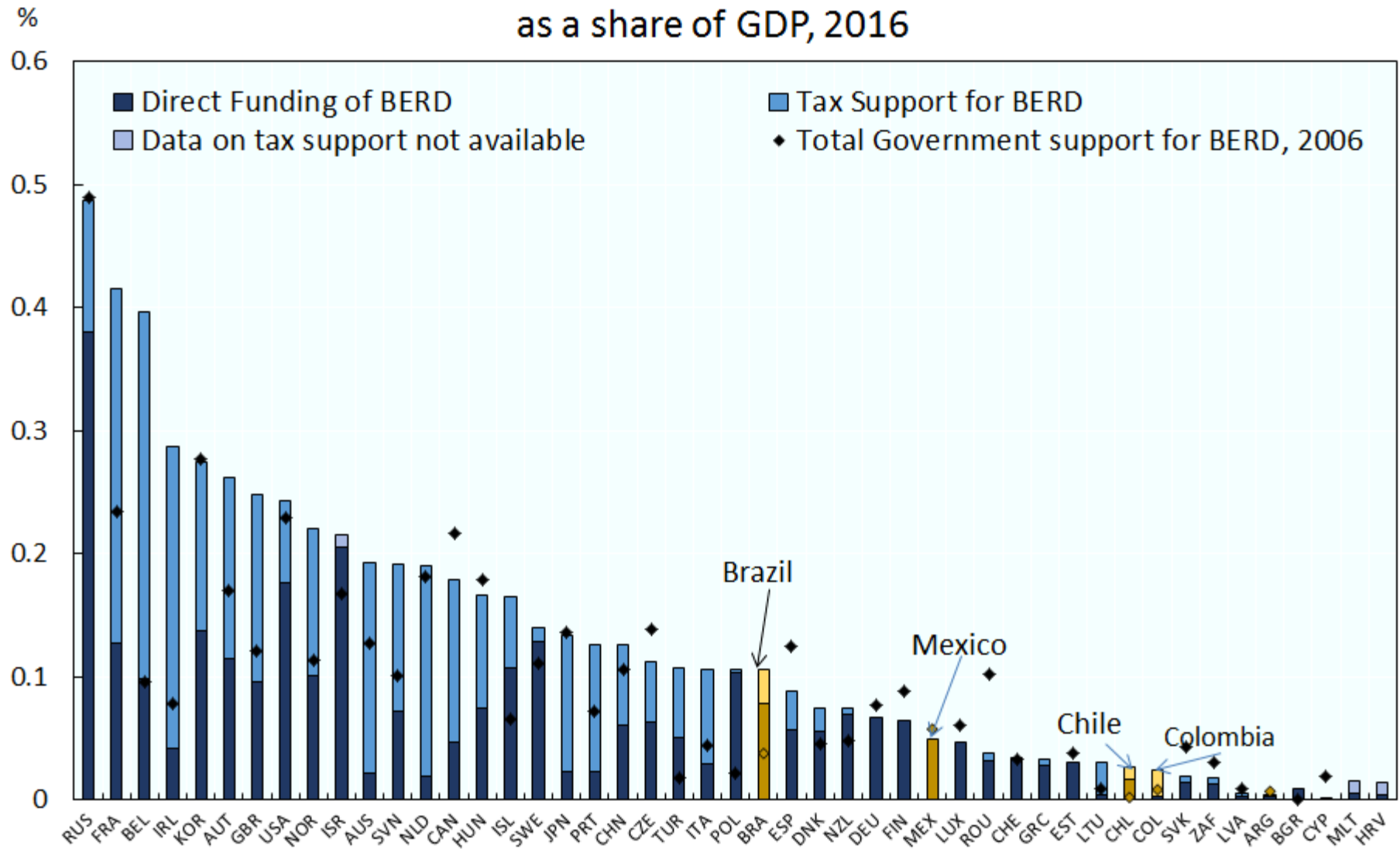
	OECD average		Brazil	Mexico	Chile	Colombia
	2000	2017	2018	2018	2018	2018
Profitable SME	6	16	27	7	34	34
Loss-making SME	4	13	-1.0	5	27	25
Profitable Large firm	4	13	27	7	34	34
Loss-making Large firm	3	11	-1.0	5	27	25
<i>Source: Warda and Lester 2018, OECD 2019</i>						

1-B-index in 2018



Source: OECD R&D Tax Incentive Database, <http://oe.cd/rdtax>, March 2019.

Direct government funding and tax support for R&D as a share of GDP, 2016



Source: OECD R&D Tax Incentive Database, <http://oe.cd/rdtax>, March 2019.

R&D tax incentive design

- Incremental schemes can be cheaper but more difficult to design and administer
 - Avoid basing on recent firm R&D spending
- If targeted, should be towards larger spillovers or credit constraints:
 - Collaboration with universities or non-profit research institutions
 - **Small or new firms** (Recent OECD study finds larger response)
- Loss carry-forwards, **especially for new firms**
- Alternative form – reduced social charges on S&E employment for R&D
 - **Avoids carry-forward problem, an immediate subsidy**
 - **Somewhat easier to audit**

Incremental tax credits

- Currently used by
 - Czech Republic, (Ireland), Italy, Portugal, Spain
 - Mexico, Korea, Japan, USA
- Rate is generally higher than level tax credit
- Good idea in principle, but problem determining increment when firms are heterogeneous
 - Best predictor of current R&D is firm's own past behavior, but that means the firm can manipulate its response

Special tax credits for SMEs

- Currently used by
 - Level: Australia, Canada, Norway
 - Incremental: Japan, Korea
 - Payroll-based: Poland, UK
 - Startups or young firms: Belgium, France, Netherlands, Portugal, Spain
- Difference between large and SME subsidy rate varies from 20% in UK to 1% in France

Source: Warda and Lester 2018

R&D tax credit evaluation

- Does it increase business R&D as intended?
 - Well studied – generally yes
- Do private rates of return fall? - as they should, theoretically
 - Not studied as much, and sometimes misintepreted
- Do spillovers to other firms increase?
 - Not much studied at all

Evidence on R&D tax credits

- **Hall and Van Reenen (2000)** – cross-country survey finds credits are effective
 - Estimated price elasticity about one or even higher
 - Increased R&D spending by the amount of lost tax revenue (on the margin)
- Recent research generally confirms above results
 - **OECD (2019)** confirms the conclusions above
 - **Chang (2018)** – IV estimates using US state data give high elasticities of 2.8-3.8
 - **Mairesse-Mulkay (2012)** for France – 2008 reform, elasticity of 0.4, higher in their newer work
 - **Dechezlepretre et al. (2016)** for UK – RD study obtains elasticity of 2.6 (SMEs, financially constrained)
 - **Acconcia & Cantabene (2017)** – Italian R&D tax credit 2009 - higher response if firm has cash available; elasticity 0.8

R&D tax incentives & patent boxes

- Is the widespread adoption of patent boxes a good development to spur innovation?

my answer: **NO!**

- Why are R&D tax credits preferred?
 - Directly related to cost and location of activity (firm decisions)
 - No incentives to transfer patents to low tax jurisdictions
 - No tax subsidy for patent trolling
 - No incentive to keep zombie patents alive to reduce taxes
 - Patent boxes target the most appropriable part of innovation
 - Much higher audit cost for patent box income; depending on box design,
 - Relative size of non-R&E budget can affect credit
 - Incentive to choose projects with high non-R&E expenses

Gaessler, Hall, & Harhoff 2018

- Our questions:
 - Do patent boxes induce transfers of patent ownership to lower tax countries?
 - How is this affected by features of the patent box and other tax regulations?
 - Do patent boxes increase patentable invention in a country?

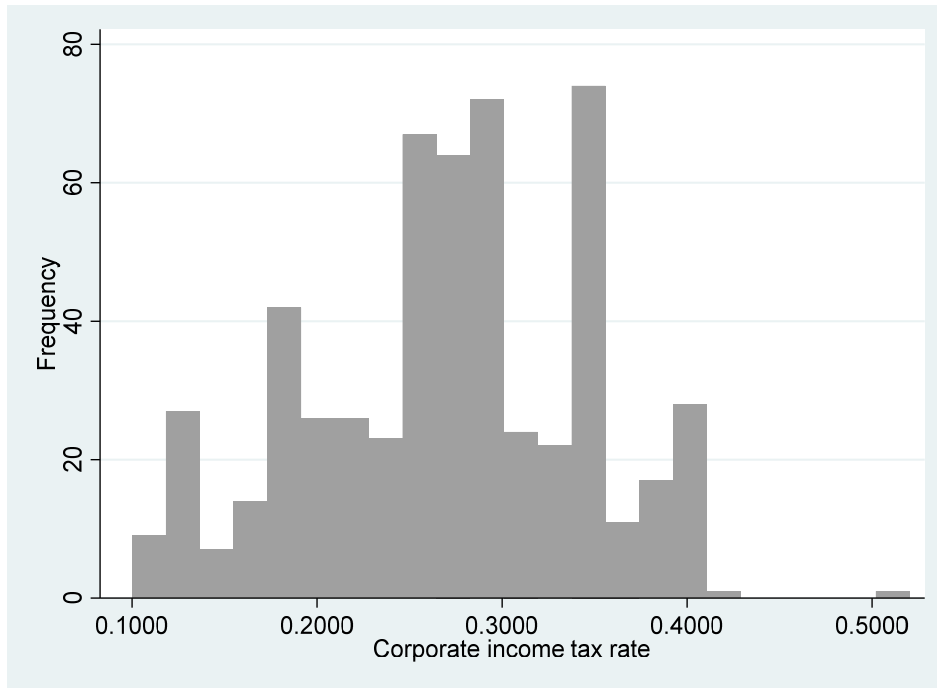
Details on patent box incentives

- Variations in IP covered (sometimes even informal IP)
- Variations in treatment of income and expense
 - Gross income in some countries, rather than net
 - Recapture of past R&D expense deductions in some cases
- Use affected by CFC rules (home country taxes income received in low tax country at domestic rate)
 - However, the ECJ has limited the application of CFC rules within the EEA area.
- In practice, variation in patent box features
 - Use of patent box as a “natural experiment” somewhat imprecise
 - Accounting for the features leaves little variation for identification
- Note: can transfer patent income to low tax jurisdiction even without a patent box (subject to CFC rules)

Summary of evidence on patent boxes

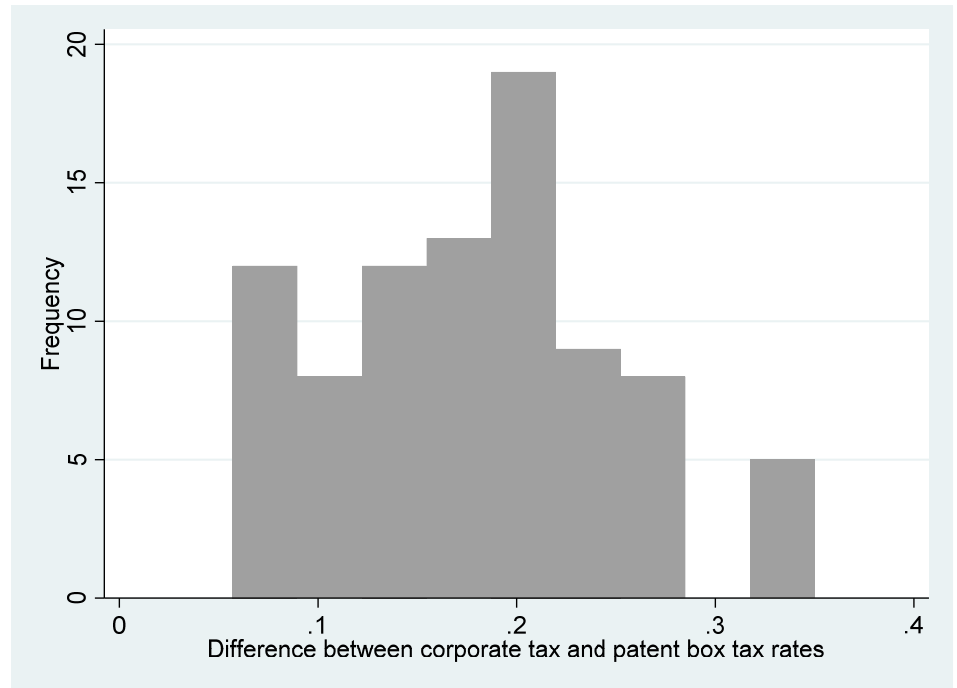
- Do firms transfer patents to patent box countries?
 - Evidence that patent location responds to corporate tax rates even before the boxes
 - Some additional transfer from patent boxes
 - [Griffith et al. 2014](#) - empirical model of patent location and taxes to simulate introduction of a patent box.
 - Attracts patent income, lose large amounts of revenue
- Do patent boxes increase domestic invention?
 - Mixed evidence, mostly no
- Also, some evidence of international spillovers and profit shifting to lower tax areas

Tax variables



Statutory corporate tax rate

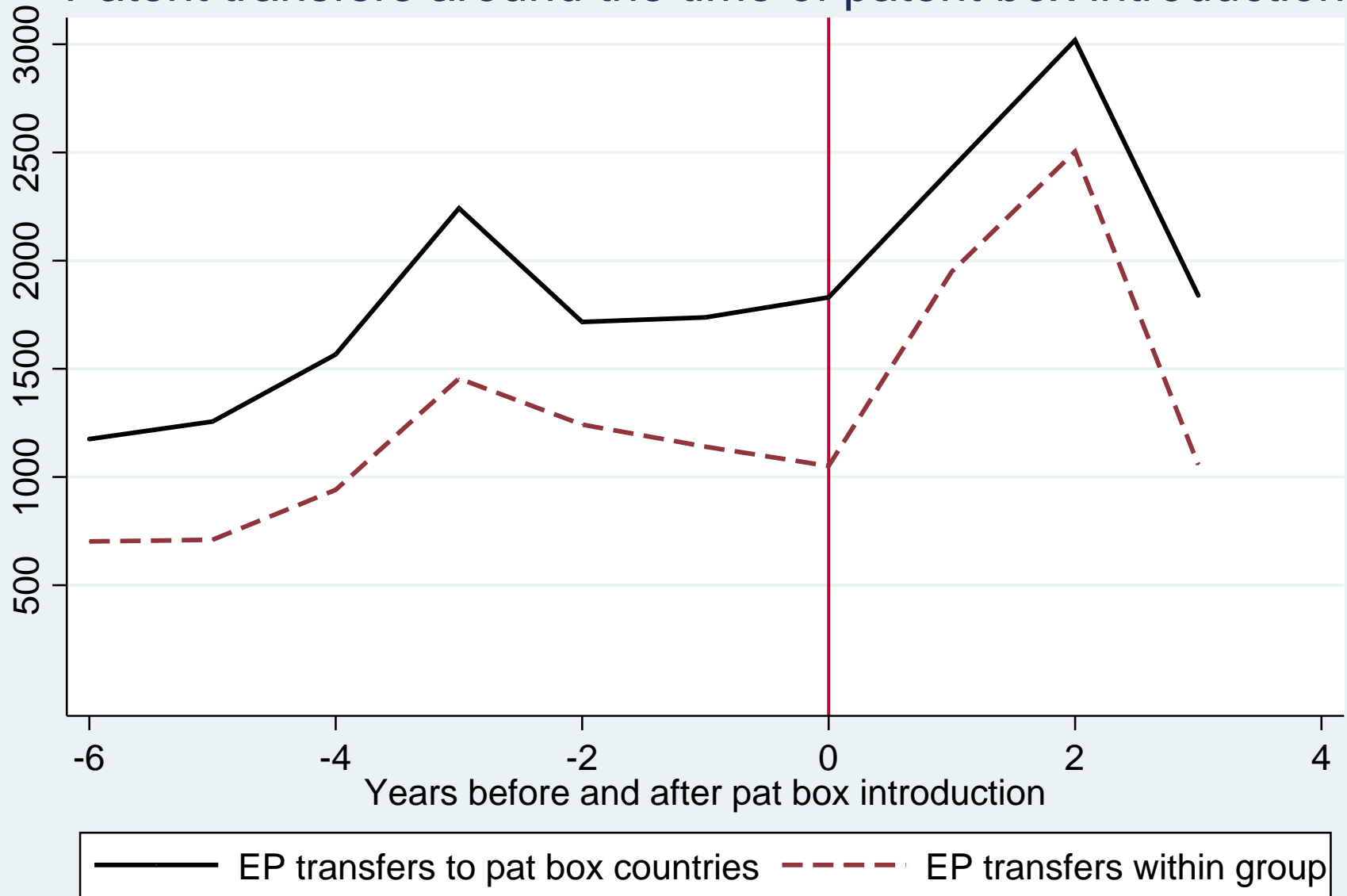
For 36 OECD countries plus Estonia, Slovenia



Corporate tax rate less patent box rate

For countries with patent box

Patent transfers around the time of patent box introduction



Aggregate transfer results

- Seller corporate tax rate remains a strong influence on patent transfer, regardless of the presence of a patent box
- Patent boxes do not seem to encourage transfer to a country **unless existing and/or acquired patents are included without a development condition**
 - A 10 per cent increase in patent tax advantage associated with 14 per cent increase in transfers in this case
 - Intra-group transfers respond to patent box wedge if there is also a CFC restriction

Patent boxes and invention

- Does the presence of a patent box increase patentable invention in a country?
 - Difficult to see because all countries have an upward trend in patents
 - log (EP filings in a country-year) on
 - the patent box, corporate tax rates, log population, log GDP per capita, log R&D per GDP, country and year dummies.
 - We find a *negative* impact of the patent box on patented invention.
 - Similar but insignificant results for business R&D.

Patent boxes and invention

Dependent variable:	Log (EP filings)		Log (BERD)	
D (patent box)	-0.13* (0.06)		-0.08 (0.04)	
Patent box tax wedge		-0.49* (0.24)		-0.41 (0.22)
Corporate tax rate	-1.45 (1.12)	-1.43 (1.14)	-0.06 (0.46)	-0.05 (0.46)
Log population	-0.97 (1.19)	-1.00 (1.21)	-0.08 (0.52)	-0.07 (0.52)
Log GDP per capita	1.55*** (0.34)	1.51*** (0.35)	1.60*** (0.21)	1.60*** (0.21)
Log R&D per GDP	0.70*** (0.19)	0.72*** (0.19)	----	----
Standard error	0.25	0.25	0.11	0.11

Unit of observation is country-year: 555 observations on 37 countries, 2000-2014

All regressions include a complete set of country and year dummies
Standard errors are robust and clustered on country.

Development/existing/acquired patent restrictions are insignificant.

Summary

- Do patent boxes induce transfers of patent ownership to lower tax countries?
 - Transfers respond to seller country corporate tax
 - Also respond to patent boxes, but only if existing/acquired patents without development condition included
 - CFC rules do impact transfer by MNEs
- Do patent boxes increase patentable invention in a country?
 - Controlling for country characteristics, patented invention falls
 - Controlling for country characteristics, R&D does not change significantly
- Are more valuable patents transferred internationally?
 - Yes, as expected.

International coordination

- Should these policies be better coordinated between countries?
 - To exploit cross-border spillovers? **Maybe**
 - To avoid wasteful tax competition? **YES**
- Evidence
 - **Bloom & Griffith (2001)** find domestic R&D responds to foreign cost of R&D with an elasticity of \sim unity (roughly equal and opposite to domestic cost response) – 8 large OECD economies, 1981-1999
 - **Corrado et al. (2016)** find similar results for 10 EU countries, 1995-2007
 - **Wilson (2009)** finds similar, but even larger, results for US states
 - **Note that equal and opposite elasticities does not imply zero-sum**

Some questions, answered

- How does taxation affect innovation? **Mostly negatively overall**
- Why are there special tax incentives for innovative activity? **Externalities, financing constraints**
- How should R&D tax credits be designed? **Carefully**
- Are patent boxes a good way to spur innovation? **No**
- Do countries provide enough resources to support private R&D? **Probably not**
- Should there be coordination across countries? **Possibly**

BACKUP SLIDES

Incremental tax credits

θ = tax credit rate

R = R&D

π = current profit

Π = PDV of profits

β = discount rate

Year t : increase R_t by ΔR_t

Tax credit benefit is $\Delta\pi_t = \theta \Delta R_t$

For the next 3 years, this increase is in the base R&D, so there is a cost each year given by $(\theta/3) \Delta R_t$

Total (cost) impact of increase in R&D at year t :

Implication of rolling base

$$\frac{\partial \Delta \Pi_t}{\partial \Delta R_t} = \theta \left[1 - \frac{(\beta + \beta^2 + \beta^3)}{3} \right]$$

Nominal credit rate = 30%	
Discount rate	Actual credit rate
1.0	0.0
0.95	0.03 = 0.1 * 0.3
0.9	0.057 = 0.19 * 0.3

Recent studies on patent boxes

- Most studies on applications, two studies on transfers, none on priority filings and only one on subsequent invention

Authors	Years	Level of observation	Dependent variable	Result
Alstadsaeter et al. (2015)	2000-2011	Firm-tech-country	Number of EP patent filings by applicant country-tech field	Broader pat box makes affiliate locations more attractive but small negative impact on invention
Bradley et al. (2015)	1990-2012	Country	Inventor pats; owner pats; mismatch	Domestic inventing increases if rate falls; no impact on mismatch
Bösenberg & Egger (2015)	1996-2012	Country-technology	Number of EP applications and pre-grant transfers by applicant country-tech field	Filings respond to tax rates; more valuable patents transferred.
Schwab & Todtenhaupt (2016)	2000-2012	MNC affiliate	Worldwide patent grants	Pat box in other countries generates positive spillovers on R&D
Koethenbuerger et al. (2016)	2007-2013	MNC affiliate	Stated profit before tax by subsidiary	Evidence that pat box used for profit shifting
Ciaramella (2017)	1997-2015	Firm	Granted EP application transfers	Recipient patent box increases prob of transfer

Patent Transfers – Transfer Example

Internationaal Octrooibureau B.V. - P.O. Box 220 - 5600 AE Eindhoven - The Netherlands
European Patent Office
Erhardtstrasse 27
80331 MÜNCHEN
Germany


onderw. re. conc. betr.	doorkiesnummer accès intern dir.	in-dialling Durchwahl	datum, date
PHA 23486 EP EE.	+31 40 27 43505		2003-01-10

REQUEST FOR REGISTRATION OF A TRANSFER (Rule 20(1), EPC)

Re: European Patent Application No. 99202415.8
Applicant: Koninklijke Philips Electronics N.V.
Assignment to BROADBAND ROYALTY CORPORATION

I, the undersigned, hereby request the registration of the transfer of the above-identified European Patent Application to BROADBAND ROYALTY CORPORATION on the basis of the enclosed instrument of assignment.

The Professional Representative



J.L. van der Veer

Basic patent box features

<i>Country</i>	<i>Years with IP box</i>	<i>R&E tax credit@</i>	<i>Includes existing patents</i>	<i>Includes acquired patents</i>	<i>Corp tax rate (statutory)</i>	<i>IP box rate (statutory)</i>
Belgium	2007-	x	yes%	yes%	34	6.8
Cyprus	2012-		yes	yes	10	2.5
France	1971-	x	yes	yes#	34	16
Hungary	2003-	x	yes	yes	20	10
Ireland	1973-2010	x	yes	no	12.5	0
Liechtenstein	2011-		yes	yes	12.5	2.5
Luxembourg	2008-		no	yes	29	5.84
Malta	2010-		yes	yes	35	0
Netherlands	2007-	x	yes%	yes%	25.5	5
Portugal	2014-	x	no	no	31.5	15
Spain	2008-	x	yes	no	30	12
Switzerland	2011-		yes	yes	21	8.8
UK	2013-	x	yes	yes%	22	10

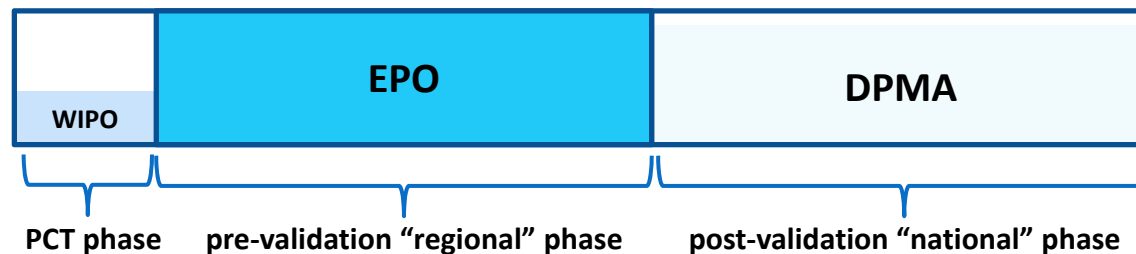
if held for at least 2 years. % if further developed.

@Some kind of R&D tax credit (beyond expensing) available during the period.

MPI for Innovation and Competition

Patent Transfers Data 2016

- Dataset Covers Transfers of European Patents (EP) 1981-2014
 - 1.2 million registered patent ownership transfers
 - Patents with „change in ownership information“ in WIPO, DPMA and EPO data
 - Sector allocation: firms, individuals, universities, non-profit, etc.
 - Distinction between market, M&A and intra-group patent transfers
 - About 12% of these transfer are cross-country
 - For further info, see [Gaessler and Harhoff \(2016\)](#)



Notes: DPMA: German Patent and Trademark Office. EPO: European Patent Office. WIPO: International Bureau of the World Intellectual Property Organization. Only a subset of EP patents experiences a prior PCT phase and not all EP patents are validated in Germany

Patent Transfer Flows – Europe (2000-2014)

Code	Country	Year patent box introduced	Patents transferred out	Patents transferred in	Difference in patents transfers
AT	Austria		1313	1041	-272
BE	Belgium	2007	1073	1540	467
CH	Switzerland	2011	6049	9354	3305
CY	Cyprus	2012	158	219	61
DE	Germany		12266	9449	-2817
DK	Denmark		1078	861	-217
ES	Spain	2008	398	322	-76
FI	Finland		1611	1838	227
FR	France	1971	4730	4282	-447
GB	UK	2013	8949	4084	-4865
HU	Hungary	2003	127	241	115
IE	Ireland	1973	473	1906	1433
IS	Iceland		28	90	62
IT	Italy		1784	1316	-469
LI	Liechtenstein	2011	306	271	-35
LU	Luxembourg	2008	724	2607	1883
MT	Malta	2010	36	77	42
NL	Netherlands	2007	6068	8023	1955
NO	Norway		452	503	51
PT	Portugal	2014	105	165	60
SE	Sweden		2672	3514	841

- generally positive balance for countries with patent boxes
- exception: UK

Patent Transfer in and out Flows – Rest of World and Tax Havens (2000-2014)

Code	Country	Tax haven	Patents transferred out	Patents transferred in	Difference in patents transfers
AU	Australia		1088	503	-586
BB	Barbados	yes	569	1710	1141
BM	Bermuda	yes	205	809	604
BS	Bahamas	yes	44	129	85
CA	Canada		3214	1846	-1368
CW	Curacao	yes	478	527	49
GG	Guernsey	yes	211	269	58
GI	Gibraltar	yes	28	86	58
HK	Hong Kong	yes	145	611	467
IL	Israel		872	643	-228
IM	Isle of Man	yes	105	141	36
JE	Jersey	yes	67	132	66
JP	Japan		4205	2579	-1627
KR	South Korea		528	809	281
KY	Cayman Islands	yes	500	1507	1007
MC	Monaco	yes	70	38	-33
MX	Mexico		62	176	115
NZ	New Zealand		161	78	-83
SG	Singapore	yes	236	1354	1118
US	US		23520	20293	-3227

- generally negative balance for large countries (US, JP, CA, AU)
- generally positive balance for tax havens

Model for aggregate patent transfers

- # patents transferred from “seller” country S to “buyer” country B

$$E(\#transfers_{S \rightarrow B} | S, B, t, tax) = \alpha_S + \beta_B + \lambda_t + f(tax_{St}, tax_{Bt})$$

where t = calendar time.

- Tax variables:
 - Statutory corporate tax rates in B and S
 - Dummies for patent box or difference between corp tax rate and patent box rate in each country
 - Alternatively: difference in corp tax rates and difference in patent box wedge between countries B and S .
- Unit of observation: country pairs at time t
- 37 countries: EU24, NO, IS, CH, US, JP, KR, CA, AU, NZ, CL, MX, TR, IL
- Method of estimation is Poisson with robust standard errors

Aggregate results – patent transfers

Dependent variable: # patents transferred from seller to buyer country during the year

	----- All transfers -----		Within group
Buyer corp tax rate	0.81 ()1.28		
Buyer patent tax wedge	-0.04 (0.76)		
Seller-buyer corp tax	0.35 (0.90)	-0.31 (0.95)	0.29 (1.24)
Buyer-seller pat tax wedge	1.35** (0.63)	0.33 (0.55)	0.40 (0.74)
D (dev condition)*wedge	-1.95* (1.03)		
D (CFC rules for buyer)		-0.37** (0.17)	-0.02 (0.27)
D (CFC)*corp tax diff		3.31*** (1.13)	1.20 (1.77)
D (CFC)*wedge diff		1.27 (1.04)	2.22* (1.26)
Seller corp tax rate	1.11 (1.03)		
Seller patent tax wedge	-1.52** (0.63)		

19,980 observations on 1,332 country pairs; robust s.e. clustered on pairs.

All regressions include dummies for buyer and seller countries, and years 2000-2014

Patent level analysis

- Sample: ~700,000 EP granted patents filed 2000-2012, granted by 2014
- Look at first transfer only
- Either Probit or hazard rate model of probability of an international transfer as a function of
 - Patent characteristics – family size, claims, forward citations, number of inventors
 - Applicant characteristics – patent portfolio size, D (research active in more than one country), D (corporation, not research active MNC)
 - Dummies for applicant country, application year
- 3,428,110 observations at risk, with 104,664 transfers, 343,154 patents.

Patent level analysis

Dependent variable: Dummy for first international transfer of patent

	All
Patent family size (docdb)	0.063*** (0.001)
Claims	0.021*** (0.001)
Forward citations	0.010*** (0.001)
Inventors	0.040*** (0.002)
Applicant patent portfolio size	-0.040*** (0.001)
Dummy for research active MNE	0.271*** (0.003)
Dummy for corporation, not MNE	-0.022*** (0.003)

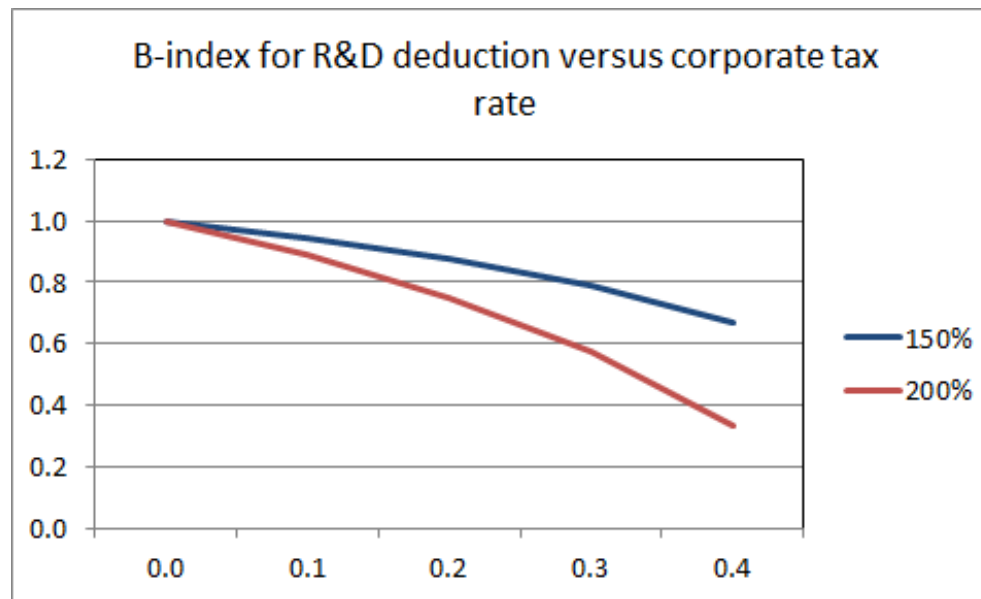
A complete set of applicant country and application year dummies included in all regressions. Left-out category is individuals and non-profits.

Estimates - average marginal impact on probability; all non-dummy variables in logs.
3,428,110 observations on 343,154 patents; 104,664 transfers

Standard errors are clustered by patent.

For discussion

- Recent EU proposal for a common corporate tax base in Europe - super deduction of 150 percent, to replace patent boxes and existing R&D tax credit schemes
 - Good idea but effectiveness depends on corporate tax rate



- One caveat: costs of adjustment of supply of S&Es; wage impacts

For discussion

- How much extra growth could countries achieve if they were to expand support for private R&D?
 - Very difficult to answer, especially given the other factors that influence growth
 - Typical numbers for “back of envelope” computation:
 - Elasticity of R&D wrt cost about 1.0
 - Elasticity of output wrt R&D about 0.1
 - => 20% fall in cost => 2% greater output
 - Partial equilibrium, not general