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Reduce tax on residential mobility

Casper van Ewijk Michiel van Leuvensteijn

30 March 2010

How can Europe increase structural growth? This column argues that labour market flexibility a major barrier to labour movement is rigidity in the housing market, abolishing transfer tax on residential property could result in gains of up to 0.4% of GDP.

The first EU council president Herman Van Rompuy has recently announced plans for a follow-up Lisbon Agenda. The next European summit will be focused on how to increase structural growth in Europe. Increasing labour market flexibility should be at the top of the agenda.

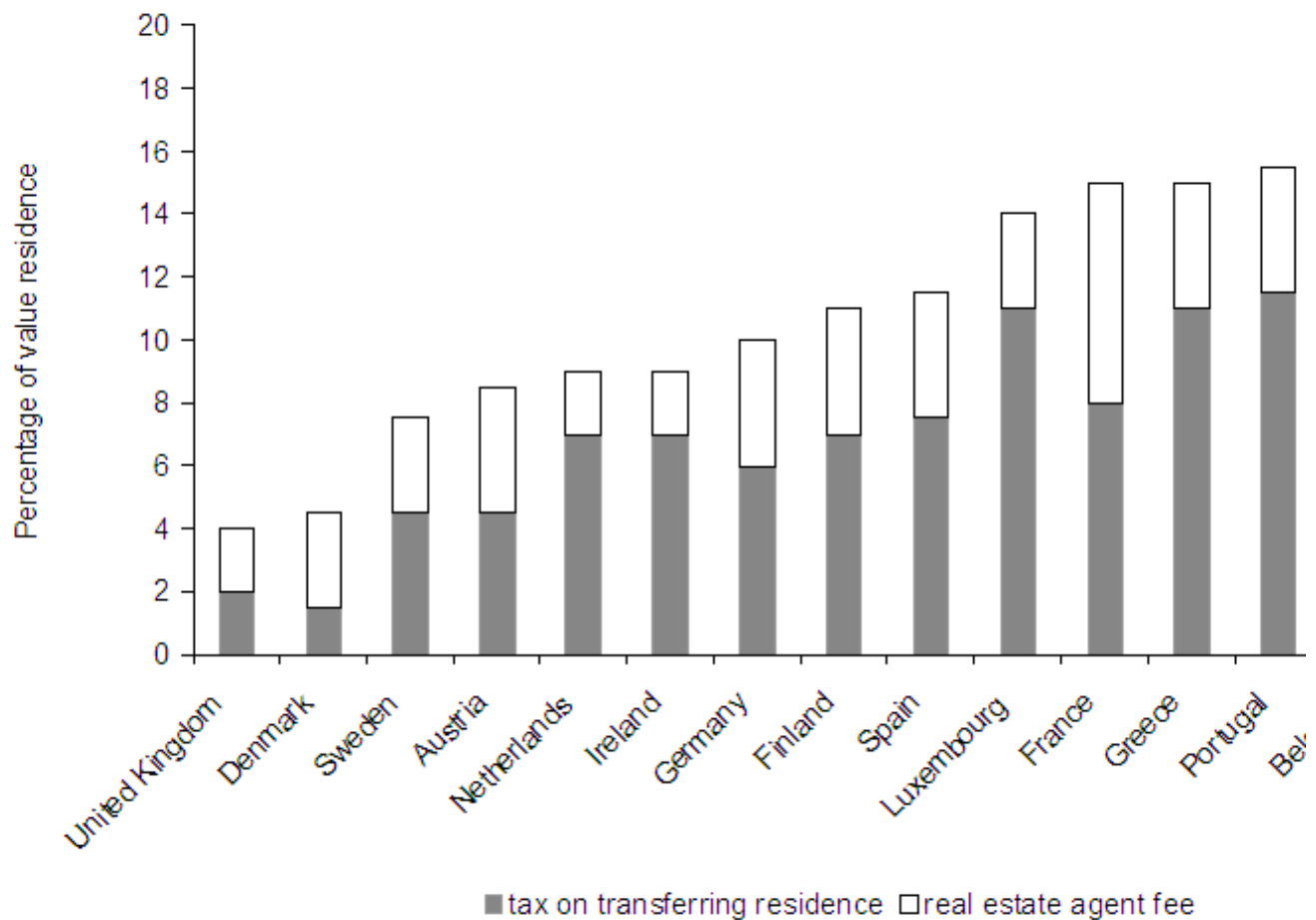
A new and challenging idea proposed by Andrew Oswald (1999) suggests that a lack of flexibility in the labour market may arise from rigidities in the housing market. Oswald proposes that high transaction costs may be a hindrance to smoothly operating labour markets and may increase unemployment. High transaction costs may limit residential mobility and reduce the willingness of homeowners to offer jobs outside their own region.

Following from this idea, we argue that an abolishment of transfer taxes on residences in combination with a reduction in the general subsidy of owned residences, would increase residential mobility and welfare and increase labour market flexibility.

Transfer taxes are substantial

Transfer taxes are a major part of the transaction costs of residential mobility. Figure 1 shows that transaction costs of moving residence are quite substantial for homeowners in most European countries. Remarkably, governments impose additional burdens in the form of transfer taxes, on top of the high transaction costs due to costs and commissions. These taxes range from 0.6% in Denmark to 12.5% in Belgium. Rather than promoting mobility, as one might expect, governments thus directly add to rigidity in the housing market and cause substantial welfare losses.

Figure 1. Transaction costs in the housing market in Europe



Source: Belot and Ederveen (2005)

Welfare gains of abolishing transfer taxes

Simply abolishing these transfer taxes would result in welfare gains. Table 1 provides a rough estimate for the welfare gains of abolishing transfer taxes by calculating the deadweight loss associated with a transfer tax (Van Ewijk et al. (2007).

The deadweight loss can be expressed as $\frac{1}{2} \varepsilon t$, where t stands for the tax rate and ε is the elasticity of the tax base for the tax rate. A reasonable approximation for ε is eight as reported by Ommeren and Van Leuvensteijn (2005). Table 1 reports for each European country a range of welfare effects that follow from the observed tax rate and the size of the tax base as a percentage of value residence. The range reflects differences in interpretation as to whether the notary costs and commissions are interpreted as a real social cost or as an indirect tax due to regulation.

Table 1. Welfare gains from the abolishment of transfer taxes on residential property in 2006

| Countries | Welfare effect in billions of euros (2006) | Welfare effect as percentage of value residence |
|-----------|--|---|
| Austria | 0.08-0.30 | 0.03-0.11% |
| Belgium | 1.27-2.40 | 0.40-0.76% |
| Denmark | 0.00-0.03 | 0.00-0.02% |
| Finland | 0.02-0.11 | 0.01-0.06% |
| France | 1.44-7.41 | 0.08-0.41% |

| | | |
|--------------|--------------------|-------------------|
| Germany | 0.40-1.88 | 0.02-0.08% |
| Greece | 1.60-3.19 | 0.75-1.49% |
| Ireland | 0.60-1.21 | 0.35-0.69% |
| Italy | 3.75-14.04 | 0.25-0.95% |
| Luxembourg | 0.03-0.11 | 0.09-0.33% |
| Netherlands | 0.71-1.42 | 0.13-0.27% |
| Portugal | 1.20-2.52 | 0.77-1.62% |
| Spain | 3.24-9.17 | 0.33-0.94% |
| Sweden | 0.02-0.16 | 0.01-0.05% |
| Switzerland | 0.07-0.32 | 0.02-0.10% |
| UK | 0.09-0.62 | 0.00-0.03% |
| Total | 14.52-41.70 | 0.13-0.38% |

Source: Van Ewijk and Van Leuvensteijn (2009)

We estimate that abolishment of transfer taxes on residential property would result in an increase in GDP somewhere between 0.15% and 0.40% of GDP in the 16 European countries presented above. Welfare gains would be especially large in absolute terms in France, Italy and Spain. In these countries, transaction costs are relatively high compared to the average. In Italy, the maximum loss is relatively high because the overall transaction costs on the housing market in Italy are 19% (see Figure 1).

Increase labour market flexibility

In addition to these welfare effects, these measures would improve labour market flexibility. From a microeconomic perspective, the housing status of an individual agent can interfere with labour market dynamics. Transaction costs associated with distant moves typically hamper mobility. The way in which transaction costs influence unemployment is more complex though. Unemployment in the steady state depends on the inflow into, and outflow out of unemployment. Transaction costs affect both inflow and outflow rates. At a first sight, one might expect that transaction costs reduce the inflow into unemployment while reducing the outflow – in which case unemployment would increase unambiguously in the steady state. This is in line with Oswald's finding of a positive association between the fraction of homeownership and aggregate unemployment.

Fiscal prudence: Reduce subsidies to homeowners

If governments combined a reduction in transfer taxes with a reduction in subsidies for homeowners, then fiscal prudence in the long run would become a key element of this fiscal measure. The transfer tax is paid instantly when the home is bought while the subsidy is a flow of money to the homeowner thereafter. This means that the fiscal stimulus of the reform will be realized gradually over the years. In fact, homeowners do not have to pay the transfer taxes immediately because they demand additional finance from banks that are currently reluctant to provide mortgages. This is especially true if the mortgage exceeds the value of the home due to falling house prices. This measure could therefore increase confidence in the housing market. If governments abolish taxes and remove subsidies to homeowners, it would be good for governments and people alike.

In many European countries, promoting homeownership is an official objective of government usually supported by favourable tax regimes. A traditional argument for promoting home ownership is that homeownership creates positive externalities (i.e. homeowners take more care for the neighbourhood). Although these externalities are found to exist, their size is probably too small to warrant policy interventions (Glaeser and Shapiro 2002). In the end, the arguments promoting homeownership are weak.

There is therefore a general tendency to reduce the (implicit) subsidisation of homeownership. The subsidy is still considerable in many countries (Hendershott and White, 2000).

Conclusion

Governments have the option to kill at least two birds with one stone. Abolishing transfer taxes stimulates the economy in the short run and improves the flexibility of the economy structure. Transfer taxes provide additional labour market flexibility, because they enable homeowners to find jobs outside their own region, reducing the inflow into unemployment and increasing the labour force. Combined with a reduction in subsidies in the housing market, this measure would also result in a more efficient fiscal policy in the long run.

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