Kinks Know More:

Policy Evaluation Beyond Bunching with an Application to Solar Subsidies

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Imagine you are a policymaker...



- Policy goal: Aggregate capacity of solar panel installations in your country.
- Policy tool: Subsidy for rooftop solar panels to households and firms.
- ► Problem: ≈ 1% of German government spending; benefits the wealthy.
- Attempted solution: Nonlinear subsidy with several kink points.

Research Questions

- Is the nonlinear subsidy in Germany effective at reducing costs?
- What is the most cost-efficient nonlinear subsidy scheme?

Challenge:

- Adopters react at the participation and the intensive margin simultaneously.
- ▶ The literature (Saez, 2010) exploits kinks to estimate intensive margin.

Methodological Contribution:

- Exploit kinks to estimate intensive and participation margin simultaneously.
- Semi-nonparametric estimator with data-driven specification.
- Ignoring participation \Rightarrow downward bias in intensive margin estimate.

Applied Contribution:

Evaluation of German subsidy programme.

Adopters' Behavior Details

Heterogeneous, profit maximizing adopters *i*.

$$\pi^i = \max_{q} \quad S(q) - c^i_{\scriptscriptstyle V}(q) - c^i_{f}$$
participate if $\pi^i \geq 0$

- Choose capacity q and participation.
- S(q) := subsidy
- $c_v^i(q) :=$ all variable economic and non-economic costs
- cⁱ_f := all fixed economic and non-economic costs

Empirical Strategy: Exploit Kink



Theoretical Effect of Kink: Intensive Margin Details

 $s_2 < s_1 \Rightarrow$ left shift Δq above kink point q^K .



Theoretical Effect of Kink: Intensive & Participation Margin Details

Loss in subsidy $\Delta S \Rightarrow$ loss in profit $\Delta \pi \Rightarrow$ loss in participation Δf .



The Effect in the Data



*Logarithmic Scales

The Effect in the Data Graphs



*Logarithmic Scales

Assumptions

- The intensive and participation margin elasticity are locally constant.
- The counterfactual distribution f_l(.) is locally representable by a convergent power series (i.e., is real analytic):

$$\ln f_l(\boldsymbol{q}|\boldsymbol{\gamma}) = \sum_{\boldsymbol{\rho}=0}^{\infty} \gamma_{\boldsymbol{\rho}} \left(\ln \frac{\boldsymbol{q}}{\boldsymbol{q}^K} \right)^{\boldsymbol{\rho}} \; \forall \boldsymbol{q} \in (\underline{\boldsymbol{q}}, \overline{\boldsymbol{q}}).$$

<u>Unknowns</u>: $f_i(.|\gamma) :=$ counterfactual; $\epsilon :=$ intensive elasticity; $\eta :=$ participation elasticity.

Proposition

The distribution f_k and the bunching mass B under the kinked subsidy S_k is:

$$f_{k}(q) = f_{l}(q|\gamma), \qquad \text{for } q < q^{K}; \qquad (1)$$

$$B = \int_{q^{K}}^{q^{K}r^{-\epsilon}} R(q_{l})^{\eta} f_{l}(q_{l}|\gamma) dq_{l}, \qquad \text{at } q = q^{K}; \qquad (2)$$

$$f_{k}(q) = f_{l}(qr^{-\epsilon}|\gamma)r^{-\epsilon} R(qr^{-\epsilon})^{\eta}, \qquad \text{for } q > q^{K}. \qquad (3)$$

<u>Known</u>: r := relative change in marginal subsidy; R(.) := relative change in profit.

Estimation Results Bunching Conclusion





Local nonlinear least square:

$$\min_{\widehat{\epsilon},\widehat{\eta},\widehat{\gamma_{P}}} \frac{1}{N} \sum_{j=1}^{N} \left(\widehat{\ln f(q_{j})} - \ln f_{k}(q_{j}|\widehat{\epsilon},\widehat{\eta},\widehat{\gamma_{P}}) \right)^{2}.$$

Semi-nonparametric Sieve Estimator (Chen 2007):

$$\ln f_l(q) = \sum_{\rho=0}^{P} \gamma_{\rho} \left(\ln \frac{q}{q^K} \right)^{\rho}$$

 $P \rightarrow \infty$ for sample size $\rightarrow \infty$.

Minimize estimate of mean squared error to select bandwidth and P.

Standard errors: nonparametric bootstrap.

Classic bunching estimator (Chetty et al., 2011):

- Ignores participation margin: 12 % downward bias in intensive margin.
- Implicitly relies on parametric functional form assumption on counterfactual distribution (Blomquist and Newey 2017): 11 % downward bias.
- Selection of specification is not based on MSE: 18 times larger standard error.
 Regression kink design:
 - Ignoring intensive margin: 5% upward bias in participation margin.
 - \blacktriangleright \Rightarrow RKD is not applicable. Simultaneous estimation is necessary.

Robustness to Smoothness Assumption Bias Conclusion

Placebo test on untreated data:



 Estimator of specification bias using untreated data. No evidence of specification bias.

Capacity	Epsilon (SD)	Kappa (SD)
30 kWp	4.37 (0.13)	2.31 (0.06)
100 kWp	4.63 (0.84)	0.00 (0.02)

Epsilon := intensive elasticity; Kappa:= participation semi-elasticity; SD:= standard errors.

- Isoelastic intensive margin response.
- Participation margin semi-elasticity decreases in capacity.

Advantages

- Identification relies on quasi-experimental variation created by kink.
- No need for additional exogenous variation, instruments, control variables, panel data, covariates.
- Estimation only uses easily observable distribution of adopters.

Potential Disadvantage

Local estimates. Solution: estimates from more than one kink point.

4 Counterfactual Exercises:

- 1. Optimal linear subsidy: current subsidy is 0.14 % less costly.
- 2. Optimal nonlinear subsidy: saves 3 times more (0.45 % \sim 45 mil. \in per year).
- 3. Thought experiment, no participation: 8 % cost reduction.
- 4. Wrongly ignore participation: 3 % cost increase.

Take away:

- Government's strategy reduces costs, but can be improved.
- Due to participation, only moderate cost reduction; no sliver bullet.
- Considering both margins crucial when designing optimal policy.

Literature

Methodology: Bunching Estimator, Regression Kink Design, Sieve Estimation

- Ando (2017); Bachas, Soto (2018); Beffy, Blundell, Bozio, Laroque, To (2019); Bertanha, Caetano, Jales, Seegert (2023); Bertanha, McCallum, Seegert (2019); Blomquist, Newey, Kumar, Liang (2021 and 2024); Caetano, Caetano, Nielsen (2020); Card, Lee, Pei, Weber (2015); Chetty, Friedman, Olsen, Pistaferri (2011); Chen (2007); Cox, Liu, Morrison (2020); Ganong, Jaeger (2018); Gautier, Galliac (2021); Gelber, Jones, Sacks, Song (2017); Goff (2022); Iaria, Wang (2022); Kleven (2016); Kleven, Landais, Saez, Schultz (2013); Kleven, Waseem (2013); Kopczuk, Munroe (2015); Marx (2019); Moore (2021); Myhre (2022); Nielsen, Sorensen, Taber (2010); Ruh, Staubli (2019); Saez (2010), Slemrod, Weber, Shan (2017).
- Contribution: simultaneous estimation of both margins; semi-nonparametric estimator.

Application: Solar Subsidies, 2nd degree price discrimination

- Burr (2016); De Groote, Verboven (2019); Feger, Pavanini, Radulescu (2020); Gerarden (2018);
 Germeshausen (2018); Hughes, Podolefsky (2015); Jacquet, Lehmann, Van Der Linden (2013); Kraft,
 Bollinger, Gillingham, Lamp (2018); Rochet, Stole (2002); Saez (2002); Srivastav (2022).
- Contribution: evaluation of nonlinear solar subsidies.

Conclusion

Summary:

- Methodology to simultaneously estimate intensive and participation margin using kinks in an incentive scheme.
- Evaluation of the German subsidy for solar panels.

Methodology More Generally Applicable:

- Generalizable to discontinuities.
- Kinks/discontinuities + intensive & participation margin are widespread.
- Similar problems: taxation, subsidies and transfers, product pricing.
- Costly deployment subsidies have moved to the forefront of climate action.

Thank you!



Appendix

German Subsidy for Solar Panels (Assumptions)

- Subsidy for rooftop solar panels for households and firms.
- From 2000 to 2003 net present value of subsidy linear in capacity.
- From 2004 net present value piecewise linear in capacity.
- Kink points: 30 kWp (5% drop in marginal rate) and 100 kWp (1% drop).

30 kWp

100 kWp





Histogram of Adoptions Assumptions Estimation



Histograms of Adoptions 2005 (Assumptions)



*Logarithmic Scales



- Administrative data from transmission system operators.
- Contains all solar panel installations in Germany.
- Installation date, capacity, subsidy payment.
- I use years 2000-2008.

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Distribution Aggregate Capacity

Interval	Relative Capacity
< 10 kWp	30 %
10 to 30 kWp	40 %
30 to 100 kWp	20 %
>100kWp	10 %

► Heterogeneous, profit maximizing adopters *i*.

$$\pi^i = \max_{m{q}} eta^j m{\mathcal{S}}(m{q}) - m{c}^i_{m{v}}(m{q})$$
participate if $\pi^i \geq m{c}^i_f$

 $\beta^i :=$ individual specific discounting and productivity.

- The variable cost is convex because:
 - Opportunity and aesthetic cost of space on the roof are convex.
 - Price of solar panels is convex in their efficiency, i.e., their capacity per area.
- Fixed cost c_f^i contains opportunity cost of adopting in a different period.

Illustration, Optimization Problem

Marginal Subsidy and Marginal Cost Curves



FOC:
$$S'(q) - c'_i(q) = 0$$

marginal subsidy marginal cost

Mechanism Only Intensive Margin Back

Marginal cost equal marginal subsidy (FOC) \Rightarrow bunching & left shift in distribution.



Identification Only Intensive Margin Back

Bunching mass *B* proportional to left shift Δq of marginal buncher.



Mechanism Both Margins (Back)

Profit loss $\Delta \pi$ causes drop in participation Δf .



Mechanism Both Margins (Back)

Profit loss $\Delta \pi$ causes drop in participation Δf .



Mechanism Both Margins (Back)

Profit loss $\Delta \pi$ and participation loss Δf increase in capacity.



Assumptions Details: Intensive Margin

Assumption (Locally isoelastic cost function)

For agents and quantities close to the kink point the cost function is isoelastic:

$$c_i(q) = \theta(i)q^{1+\frac{1}{\epsilon}} + c_f(i).$$
(4)

 $(\theta, c_f) :=$ (variable cost type, fixed cost type); $\epsilon :=$ intensive elasticity.

For all firms *i*, define $q_l(i), c_t(i) :=$ choice and total cost under counterfactual.

$$\Rightarrow \ \theta(i) = \frac{s_l}{q_l(i)^{\frac{1}{\epsilon}}} \frac{\epsilon}{1+\epsilon} \text{ and } c_f(i) = c_t(i) - q_l(i) \frac{\epsilon s_l}{1+\epsilon}.$$
(5)

 \Rightarrow alternative type parameters (q_l, c_t) with direct economic meaning.

Assumptions Details: Participation Margin

Assumption (Locally isoelastic and smooth type-distribution)

1. The conditional CDF of the total cost c_t is locally isoelastic:

$$F_t(c_t|q_l) = (c_t)^{\eta} g(q_l).$$
(6)

 $\eta := participation margin elasticity; g(q_l) := normalization term.$

2. For an interval $[\underline{q}, \overline{q}]$ around the kink point the counterfactual density $f_l(q_l)$ is representable by a convergent power series (analytic):

$$\ln f_l(q) = \sum_{p=0}^{\infty} \gamma_p \left(\ln \frac{q}{q^K} \right)^p.$$

Definition $f_l(q_l) := f(q_l | c_t \leq s_l q_l)$.

Assumption (Smoothness)

The transformation of the counterfactual measure $f_l(.)$ is infinitely differentiable on (q, \overline{q}) and the derivatives are bounded by

$$\left|\frac{d^{(p)}\ln(f_l(q_l))}{d\ln(q_l)^{(p)}}\right| \le M \frac{p!}{(\ln(\overline{q}) - \ln(q^K))^p},\tag{7}$$

where the bound M > 0 denotes a large real number.

Intuition Assumptions (Back)

Smoothness assumption identifies counterfactual distribution of bunching mass.



Intuition Assumptions (Back)

The shift Δq identifies the elasticity of the marginal buncher.



Population Criterion

$$Q(\epsilon,\eta,\gamma) = \int_{\underline{b}}^{\overline{b}} \left(\ln f_k^o(q) - \ln f_k\left(q \mid \epsilon,\eta,\gamma\right) \right)^2 dF^w.$$
(8)

- ▶ $f_l(.)$ real analyticity \Rightarrow parameter space is $(\epsilon, \eta, \gamma) \in \mathbb{R}^{\infty}$.
- True $(\epsilon^o, \eta^o, \gamma^o)$ is the unique minimum of Q(.).
- Parameter space is compact; Q(.) is continuous.

The Relative Net Change in Subsidy Payment R(.) (Back)

Define the function $R(q_l)$ as the net subsidy of firm q_l under the kinked scheme as a fraction of the subsidy under the linear scheme:

$$R(q_l) = \frac{S_k(q_k(q_l)) - \Delta c(q_l)}{S_l(q_l)}.$$
(9)

The function $R(q_l)$ is:

$$R(q_l) = 1, \qquad \text{for } q_l < q^K; \qquad (10)$$

$$R(q_l) = \frac{q^K}{q_l} + \frac{\epsilon}{1+\epsilon} \left(1 - \left(\frac{q^K}{q_l}\right)^{\frac{1+\epsilon}{\epsilon}} \right), \qquad \text{for } q_l \in [q^K, q^K r^{-\epsilon}]; \qquad (11)$$

$$R(q_l) = (1-r)\frac{q^K}{q_l} + \frac{\epsilon}{1+\epsilon} \left(1 + \frac{r^{\epsilon+1}}{\epsilon} \right), \qquad \text{for } q_l > q^K r^{-\epsilon}. \qquad (12)$$

Simulation Exponential Counterfactual Back

$$\ln f_l^o(q) = \lambda_0 + e^{-\lambda_1 \ln(q/q^{\kappa})}.$$



Table: Inferred parameters exponential $\ln f_l^o(.)$

	Epsilon	Bias Epsilon [%]	Eta	Bias Eta [%]
True Value	0.30000	0.000	3.0000	0.000
P=1	0.36239	20.795	0.3976	-86.747
P=2	0.32369	7.895	2.1423	-28.591
P=3	0.29792	-0.694	3.1557	5.190
P=4	0.30000	0.000	2.9996	-0.012

Simulation Exponential Counterfactual Back

Figure: True and inferred counterfactual, exponential $\ln f_l(.)$.



Simulation Normal Counterfactual (Back)





Log capacity In(q/qK)

Table: Inferred parameters, normal $\ln f_l$

	Epsilon	Bias Epsilon [%]	Eta	Bias Eta [%]
True Value	0.30000	0.000	3.0000	0.000
P=4	0.19170	-36.101	9.1228	204.093
P=6	0.31168	3.893	2.9096	-3.013
P=8	0.29439	-1.869	2.9933	-0.223
P=10	0.30248	0.827	3.0015	0.050

Simulation Normal Counterfactual Back

Figure: True and inferred counterfactual, normal $\ln f_l$.



Rank Condition: Equation (4) and (5) have a unique intercept in (ϵ, η) .

Holds generically. Moreover, each of the following is sufficient:

1. If
$$\frac{d \ln f_l(q)}{d \ln q} < -1$$
.

- **2.** If $f_i(q)$ or $\ln f_i(q)$ is real analytic on the interval $[0, \overline{q})$
- 3. If order of series expansion *P* is finite.
- **4.** If $f_l(.)$ is real analytic on $(0, \overline{q})$ and there exists a P such that $\lim_{q\downarrow 0} \frac{d^P f_l^o(q)}{da^P} \neq 0$ or $\pm \infty$.
- **5.** If η^{o} is known; in particular $\eta^{o} = 0$.

Nonparametric Specification Back

► Mean squared error:
$$\mathbb{E}(\hat{\eta}(P, n) - \eta)^2 = \underbrace{\mathbb{E}(\hat{\eta}(P, n) - \tilde{\eta}(P))^2}_{\mathbb{E}(\hat{\eta}(P) - \eta)^2} + \underbrace{(\tilde{\eta}(P) - \eta)^2}_{\mathbb{E}(\hat{\eta}(P) - \eta)^2}$$

Variance Bias² $\eta :=$ parameter; n := sample size; P := order of series; $\tilde{\eta}(P) :=$ biased value.

- ► Estimate of Variance⇒ bootstrap
- Estimate of Bias \Rightarrow untreated data.

$$\tilde{\eta} - \eta = \frac{\sum_{\rho=P}^{\infty} \gamma_{\rho} \frac{1}{\rho!} \left(\ln \left(\rho^{-\epsilon} \right) \right)^{\rho}}{\ln R(q^{\kappa} \rho^{-\epsilon}, \epsilon)}$$
(13)

- Intuition: On untreated data, any effect $\hat{\eta}_{nt}(P)$ estimates bias from specification.
- The bias in η depends only on ϵ and on the un-estimated rest of the parameter $(\gamma_{P+1}, \gamma_{P+2}, ...)$.

- Assume $\hat{\epsilon} \approx \epsilon^o$ and $\ln f_l(.)$ is *P* times differentiable.
- Analytic expression of specification bias:

$$\mathbb{E}\left[\hat{\eta} - \eta^{o}\right] = \frac{h(q^{\kappa}\rho^{-\epsilon^{o}})\left(\ln\left(\frac{q^{\kappa}\rho^{-\epsilon^{o}}}{q^{\kappa}}\right)\right)^{P}}{\ln R(q^{\kappa}\rho^{-\epsilon^{o}},\epsilon^{o})},$$
(14)

- Numerator is the rest of P-th order Taylor approximation.
- Assume it is the same in the treated and untreated data.
- Simulate intensive margin in untreated data using $\hat{\epsilon}$. $\hat{\eta}$ is estimate of bias.
- Small and statistically insignificant specification bias.

Estimation 2004-08 at 30 kWp Back



Log capacity In(q/qK)

Estimation 2004-08 at 100 kWp Back



Robustness 100 kWp (Back)

Both parameters are insignificant.



Parameter	Unbiased Estimate	Biased Estimate	Relative Difference in %
$\tilde{\epsilon}_1$	4.37	3.39	-23
$\tilde{\epsilon}_2$	4.37	3.87	-12
$ ilde{\kappa}$	2.31	2.43	5

Parameter	Optimal Estimate	P=7
ϵ	4.37 (0.13)	3.78 (0.39)
κ	2.31 (0.06)	3.25 (1.02)

Achieve a certain capacity goal at minimal public costs:

$$\min_{\mathcal{S}} \int \mathcal{S}(q) f(q) dq$$
 such that $Q \geq Q^T$;

- Q := aggregate capacity, $Q^T :=$ capacity goal.
- Zero welfare weight for rents paid to adopters.
- Special case of more general welfare criterion.

Utility function of adopter:

$$U(S(q) - c(q, \theta_q) + y - T(y) - e(y, \theta_y))$$
(15)

c(.) := cost of producing capacity q, y := other income, T(.) := income tax, $e(.) := \text{effort cost to produce other income}, \theta = (\theta_q, \theta_y) \text{ type parameters}.$

General Welfare Function:

$$\max \int_{\Theta} G[S(q) - c(q, \theta_q) + y - T(y) - e(y, \theta_y)] f(\theta) d\theta + V(Q)$$
(16)
s.t.
$$\int_{\Theta} T(y) - S(q) f(\theta) d\theta = R \text{ and } Q = \int_{\Theta} q f(\theta) d\theta$$
(17)

G(.) := redistributive preferences; V(.) := valuation of aggregate capacity.

Assumption (Global Assumptions)

- **1.** The cost function is isoelastic.
- 2. The fixed cost follows an independent, Normal distribution.

Solution Method:

Mechanism design approach following Rochet and Stole (2002).

Normal Distribution of Fixed Costs & Implied Semi-Elasticity



The x-axis shows variable profit under the counterfactual subsidy as a function of capacity q_l.

Counterfactual: The Optimal Marginal Subsidy



Comparison Marginal Subsidies

- Actual subsidy is 0.14 % less costly than optimal linear subsidy.
- ▶ Optimal nonlinear saves 3 times more (0.45 % \sim 45 mil. € per year).

Thought Experiment: No Participation

Optimal nonlinear subsidy with and without participation



▶ Without participation margin \Rightarrow Cost savings are 9% (900 mil. \in per year).

Counterfactual: Wrongly Ignoring Participation

Optimal nonlinear subsidy with and without participation

1.02 1.00 0.98 Both margins 0.96 Only intensive margin 0.94 Optimal linear subsidy 0.92 0.90 Capacity gl 0 50 100 150 200

Marginal Subsidy Rate

Suppose policymaker wrongly ignores participation:

- Cost increase of 3 % instead of cost decrease.
- Taking participation into account is key.

Details Optimal Subsidies Back

- Denote a subsidy in place by S(q).
- Change the marginal subsidy at point q by dS'(q): $\hat{S}'(q) = S'(q) + dS'(q)$.

Change in principal's payoff, only intensive margin:

$$(V'(Q) - S'(q)) rac{\mathrm{d}q(\epsilon)}{\mathrm{d}S'(q)} f(q) \qquad \qquad - \int_{q}^{\infty} f(\tilde{q}) d\tilde{q}$$

Both margins:

$$(V'(Q) - S'(q))rac{\mathrm{d}q(\epsilon)}{\mathrm{d}S'(q)}f(q) + \int_q^\infty (V'(Q) ilde{q} - S(ilde{q}))rac{\eta(ilde{q})}{S(ilde{q})}f(ilde{q})\mathrm{d} ilde{q} - \int_q^\infty f(ilde{q})\mathrm{d} ilde{q}$$

In the optimum the above expressions are zero for all q.