# Interdisciplinary Summer School VIENNA

## Externalities, pigovian taxes & ETS



## **Economics of pollution**

- 1. Refresh free market economics basics
- 2. Introduce carbon emissions as an externality
- 3. Introduce 2 possible solutions
  - 1. Carbon Tax
  - 2. Emission Trading Scheme (ETS)
- 4. Overview carbon taxation & ETS in the world
- 5. ETS & substituting high-emission tech for lowemission tech.
- 6. What is better, carbon tax or ETS?

#### **Economics of pollution**

1. Refresh free market economics basics

#### Any idea how many goods will be sold?

- Consumer: And at what price?
- Maximum buying price

Producer: Minimal selling price



9 6 6 0













# Other possible arrangements: Communist *"fair"* dictator

**Could this be more efficient?** 





W= 35 W(Free market)=53 (difference =18)

Free market maximizes W=CS+PS



- There is an optimum: the max welfare (52)
- There are different mechanisms to try to reach or approach this mechanism
- 2. Form of central planning
  - Easy to do suboptimal
  - Usually not self-enforcing (incentive-compatible)
- 1. Free market
  - Maximum welfare
  - Self-enforcing (ic)
  - But, only true when no **externalities**.
- Global warming is an externality problem

## **Economics of pollution**

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What is the numeric prediction?



- We must look at the theory of **Externalities** 
  - The price of a good does not reflect all of its costs
  - Markets are missing for these inputs





What is the damage to welfare of the externality?





Why do (some) environmentalists hate economics? What is the optimal pollution?



#### Lettuce contains arsenic (a tiny bit)



Why do (some) environmentalists hate economists? What is the optimal pollution?



Assume we implemented a policy that moved us to the optimal outcome.



- We must look at the theory of **Externalities** 
  - The price of a good does not reflect all of its costs
  - Markets are missing for these inputs
- What to do?
- Need regulation
- First-best regulation:
  - 1. Tax (Pigovian tax)
  - 2. Cap-and-trade (ETS)

## **Economics of pollution**

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## **Carbon Taxing**

3. Introduce carbon tax

How can we make the outcome optimal.



How can we use a tax to moved us to the optimal outcome?



 A tax is a signal, not a punishment! /price

> Marcel Boiteux, testimony to the French National Assembly

- enables fine-tuned coordination
- Impossible to replicate by command & control

   See failure of communist economics

Hayek, F. A. (1945). The use of knowledge in society. The American economic review, 35(4), 519-530.

What if we make a mistake in estimating the externality?





Carbon price & abatement



Carbon price & abatement



- Even if you don't want or cant implement taxes or ETS, this talk is still of interest.
- Because any amount of abatement reached by a measure has an implicit abatement cost
  - Costs: x euro
  - Abatement: y ton CO2
  - Av.batement cost = x/y euro/tCO2
- Any abatement measure average cost corresponds to a tax level.
  - (Tax level that would lead to the same level of abatement.)
- Cargo bike instead of car or pub. transport:
  - Saves tCO2 -> abates tCO2
- Berlin decides to subsidize
- Calculate \$/abatement cost of subsidies
  - Calculate abatement cost of the subsidies for cargo bikes
  - Calculate how much tCO2 abated
  - Divide cost by abatement
    - -> \$/abatement
- Compare to social cost of tCO2
  - Social cost = \$40~ \$80/tCO2
- Abatement cost of Berlin bike subsidy scheme?
  - \$60 000/tCO2
    - (=\$430 000 / 7 tCo2)
- Example of government picking a "winner"



		Wind	Solar
•	Marcantonini (2015, 2017)	• €55-160	€550-1000
•	Abrell, Kosch and Rausch (JPE, 2019)	• €100-350,	€500-1700
•	Greenstone, McDowell, & Nath (2019).	• \$115	
•	German Energy Blog, 2015	• €219	
•	Muangjai et al (2020)(Thailand)	• \$30	\$150

Compare with ETS

- €10/ton CO2
- 2000-2020 EU Renewable subsidy program was excessively ineffective and costly
  - 10x ~ 100x more expensive to alternative methods (ETS)
  - up to 17x~30x soc. marginal cost
- Waste of resources and precious time in EU
  - Now:
    - Auctions for renewables (improvement as is market-based instrument)

- Abatement is achieved by:
  - 1. reducing production
  - 2. changing technology (ICE to EV)
  - 3. different fuel (coal to gas)
  - 4. efficiency (house insulation, heat pumps)

We looked at that

We didn't look at that

- Marginal abatement costs
  - The cost of abating one more ton of CO2
  - Any possible way of abatement included!
  - Can be used to look at the interaction between different firms and different markets

- We often use Marginal Abatement Cost curves to show the cost for a firm to reduce emissions.
- Horizontal line: The total reduction of emissions.
- Vertical line: The marginal cost of abatement.



https://link.springer.com/article/10.1007/s10098-021-02095-y







t = 20

t = 20



Analyze more closely with simpler MACCs



- Let us compare two measures
- 1. Regulatory standards
  - Just give all firms the order to reduce pollution.
  - For example, all the same amount: 6 units each
- 2. Use a carbon tax

### Suppose we have two firms



## 1.Regulatory standards

- Each has to reduce pollution by 6 units
- What are the abatement costs?
- 18+54 = 72\$

















• With some mathematics, this analysis can be done more directly

Compare the efficiency of carbon taxation with regulatory standards (command-and-control regulation)

• Suppose we found out we must reduce emission by 12 units. We have two firms

$$macc_{A}[x_{A}] = x_{A} \qquad acc_{A}[x_{A}] = \frac{1}{2}x_{A}^{2} 
macc_{B}[x_{B}] = 3x_{B} \qquad acc_{B}[x_{B}] = \frac{3}{2}x_{B}^{2}$$
regulatory standards  
• Each firm reduces emissions by 6  

$$macc_{A} = macc_{B} = t \qquad x_{A} + x_{B} = 12 
x_{A} = 3x_{B} = t \qquad x_{A} + x_{B} = 12 
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x_{A} = 3x_{B} = t \qquad x_{A} + x_{B} = 12 
x_{A} = 3x_{B} = t \qquad x_{A} = 9 
t = 9 \qquad x_{B} = 3 \qquad x_{$$

- What else to do now for economists (or even politicians)?
  - Nothing much
  - The externality has been addressed
  - The job has been done
  - This is the best we can get.
    - Improve decisions
      - Providing information
      - Probably still some minor adjustments
    - Efforts for better estimates of the optimal level of the carbon tax
    - (The marginal cost of CO2)
- Shouldn't we still subsidize renewables, subsidize efficiency improvements?
  - In theory, no. Only if there are very specific additional market failures.
  - Most subsidies are partially ineffective, inefficient and expensive.
    - Measure of last resort (if you cannot make people pay tax)

- What to use the revenues for?
- Optimal (based on econ. analysis):
  - 1. Use it to address other externalities
    - Research
    - Lower income or business tax
  - 2. Divide equally among the population
- Suboptimal (not supported by econ. analysis):
  - 1. Give subsidies for mass-deployment to technologies favored by politicians/engineers
    - (at least 50% of revenue is spent this way in most places)





- All EU member countries have Emission Trading System (ETS)
- So many countries are considering to add a tax on top!
  - (Why have ETS and carbon tax?)
    - ETS implemented or scheduled for implementation
       Carbon tax implemented or scheduled for implementation
       ETS or carbon tax under consideration



- ETS and carbon tax implemented or scheduled
- Carbon tax implemented or scheduled, ETS under consideration
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https://openknowledge.worldbank.org/handle/10986/35620

ETS and carbon tax implemented or scheduled, ETS or carbon tax under consideration

# **<u>Corporate</u>** internal carbon pricing

- some companies set an internal tax on their carbon emissions
- so they can see how, where, and when their emissions could affect their profit-and-loss (P&L) statements and investment choices.
- Examples:
  - A European energy company's decided to close several power plants due to its internal tax
  - some US financial-services companies are using internal tax to identify low-carbon, high-return investment opportunities.

# **Corporate** internal carbon pricing

#### Use of carbon pricing by industry sector,<sup>1</sup>%



<sup>1</sup>Determined by a sampling of the top 100 companies ranked by 2019 revenue.

Source: Responses from 2,600 companies reporting to the Carbon Disclosure Project (2019)

#### https://www.mckinsey.com/capabilities/strategy-and-corporate-finance/our-insights/the-state-of-internal-carbon-pricing

# **Corporate** internal carbon pricing

Distribution of internal carbon prices in 2019, \$



Source: Responses from 2,600 companies reporting to the Carbon Disclosure Project (2019)

https://www.mckinsey.com/capabilities/strategy-and-corporate-finance/our-insights/the-state-of-internal-carbon-pricing

# **<u>Corporate</u>** internal carbon pricing



Advantage and disadvantages?

- Advantages:
  - Tax = optimal instrument. If not government, then at least (some) businesses are doing it.
- Disadvantages:
  - Businesses set different tax rates
    - is inefficient!
  - Many businesses set tax rate not equal to marginal social cost
    - (too low and too high)
  - Government must commit to a policy of carbon reduction
    - Most businesses wont set taxes if they believe carbon emissions will not be costly for them.

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- Let us compare two measures
- 1. Regulatory standards
  - Just give all firms the order to reduce pollution.
  - For example, all the same amount: 6 units each
- 2. Use a carbon tax

$$x_A = 9, x_B = 3, t = 9$$

3. Use a Emission Trading System (ETS)

ETS



ETS











#### ETS MACC 36 27 18 9 Firm A 6 9 12 3 0 6 Abatement $A \rightarrow$ We need abatement of 12 units MACC Firm B 36 27 18 9 Firm A 6 9 12 3 6 Abatement $A \rightarrow$ – Abatement B

3

6

12

9

Suppose:

- The start position is A:6, B:6 What would happen?
- For A, abating a unit costs now 6\$
- For B, abating a unit costs now 18\$
- They could agree that A sells B a permit for a price in between, eg \$10
- Then A increases profit
  - receive \$10 (from B)
  - abates one more at cost of \$6
  - net increase profit: \$4
- Then B increases profit
  - pay \$10 (to A)
  - abates 1 less reducing costs by \$18
  - net increase profit: \$8
- Both moved one unit to the right because of the permit trading
- Permit trading only stops once their marginal abatement costs are equal.
- This is where their MACCs cross

- With some mathematics, this analysis can be done more generally
  - But is bit more complicated
  - We need to find the demand function of a firm for permits
  - We find this by assuming that firms minimize their total cost in their production choices
  - Their choice options are:
    - 1. Abating (pay the abatement cost, but no permit necessary)
    - 2. Buy permit (pay the permit price, but no abatement necessary)

# ETS

 Suppose we found out we must reduce emission by 12 units. We have two firms. Suppose each firm now (BAU) emits 60 units.  $macc_{A}[x_{A}] = x_{A}$   $acc_{A}[x_{A}] = \frac{1}{2}x_{A}^{2}$   $y_{A} = permits demand A$  $|C_A[y_A] = \frac{1}{2}(60 - y_A)^2 + pp \cdot y_A$  $C_{R}[y_{R}] = \frac{3}{2}(60 - y_{R})^{2} + pp \cdot y_{R}$ abatement cost permit cost FOC:  $0 = \frac{dC_A[y_A]}{dy_A}$ FOC:  $0 = \frac{dC_B[y_B]}{dy_B}$  $= -(60 - y_A) + pp$  $=-3(60-y_{R})+pp$  $= y_{4} - 60 + pp$  $=3y_{R}-3\cdot 60+pp$  $y_{4} = 60 - pp$  $y_{R} = 60 - \frac{1}{3}pp$ 

- How many permits GOV supplied in BAU?
   120
- How much permits GOV now supplies to get 12 units reduction?

 $- 120-12=108 \qquad y_A + y_B = 108$
#### ETS

 Suppose we found out we must reduce emission by 12 units. We have two firms. Suppose each firm now (BAU) emits 60 units.  $acc_1[x_1] = x_1^2$  $macc_{1}[x_{1}] = 2x_{1}$  $acc_{1}[x_{1}] = x_{1}^{2}$   $acc_{2}[x_{2}] = 1.5x_{2}^{2} + 5x_{2}$  $macc_{2}[x_{2}] = 3x_{2} + 5$  $y_A = \underbrace{60 - pp}_{= 51} = 51$   $y_B = \underbrace{60 - \frac{1}{3} pp}_{= 57} = 57$ =108 $+ y_{R}$  $x_A = 60 - y_A = 60 - 51 \neq 9$  $\Rightarrow 60 - pp + 60 - \frac{1}{3}pp = 108$  $x_{B} = 60 - y_{B} = 60 - 57 \neq 3$  $\Leftrightarrow -pp - \frac{1}{3}pp = -12$  $\Leftrightarrow \frac{4}{3}pp = 12$ How are we sure this is the right answer? Compare the outcomes to the optimal carbon tax!  $\Leftrightarrow pp \models 9$ 

Abatement must be same & *pp=t*!

Tax

• Suppose we found out we must reduce emission by 12 units. We have two firms

$$macc_{A}[x_{A}] = x_{A} \qquad acc_{A}[x_{A}] = \frac{1}{2}x_{A}^{2} 
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regulatory standards  
• Each firm reduces emissions by 6  

$$macc_{A} = macc_{B} = t \qquad x_{A} + x_{B} = 12 
3x_{B} + x_{B} = 12 
\Rightarrow x_{A} = 3x_{B} = t \qquad x_{A} + x_{B} = 12 
\Rightarrow x_{B} = \frac{3}{2} \cdot 6^{2} = 18 
+ ac_{B} = \frac{3}{2} \cdot 6^{2} = \frac{3}{2} \cdot 36 = 54 
Tac = 18 + 54 = 72 \qquad acc_{A}[x_{A}] = \frac{1}{2}x_{A}^{2} 
acc_{A}[x_{A}] = \frac{1}{2}x_{A}^{2} 
acc_{B}[x_{B}] = \frac{3}{2}x_{B}^{2} 
Carbon tax 
$$macc_{A} = macc_{B} = t 
x_{A} + x_{B} = 12 
\Rightarrow x_{B} = \frac{3}{2}x_{B}^{2} = \frac{3$$$$

- If:
  - you need to calculate things regarding an ETS,
  - you are only interested in the permit price pp, and the abatement by each firm
- Then:

- you can simply calculate the optimal tax.

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# 4. Overview carbon taxation & ETS in the world





- All EU member countries have Emission Trading System (ETS)
- So many countries are considering to add a tax on top!
  - (Why have ETS and carbon tax?)
    - ETS implemented or scheduled for implementation
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ETS and carbon tax implemented or scheduled, ETS or carbon tax under consideration



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**FIGURE 2.3** 

Carbon prices as of April 1, 2021





• In the Austria International School, we covered the materials till here.

#### **Carbon taxes concretely**

- What should be the global carbon tax in \$?
  - \$40~\$100/ton CO2
  - increase with 2% a year (inflation correction)
- So maximum for traveling 1000km:
  - For car:
    - ~\$14 for car (for the whole car)
      - ~0.2 kg/km = 0.2 ton/1000km -> \$8~\$20
  - For plane:
    - ~\$14 taking plane (per person)
      - ~0.2 kg/km = 0.2ton/1000km -> \$8~\$20

#### – But, you would pay only about 40%~75% of this in LT!

- Because industry will start to make transport less polluting
- low-emission technologies will replace high-emission ones
- Numbers are somewhat sensitive about assumptions of type of car/plane, how many people in the car/plane, how high the plane flies, etc...

#### Conclusion

- The number of countries putting a price on CO2 is increasing
  - Either by tax, ETS or both
- However, the price is mostly wrong
  - Too low, sometimes far too low (<\$2)</li>
  - In a few individual cases too high (\$137)

#### Most visible source of efficiency loss due to:

- only part of emitting activities taxed
- Different carbon prices



- Efficiency requires that the marginal abatement cost is the same
  - In all countries
  - Over all activities in each country
    - Producing electricity
    - Driving a car
    - Agricultural activities (breeding cows for beef)
- A tax in the range \$40-\$100/Ton would affect costs, but not dramatically
  - Planes more than (full) car drives

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### **Experiment dAuction**

- Put into chrome browser address:
- <u>https://bit.ly/dexperiment or</u> 147.251.124.246



#### **Experiment dAuction**

- Put into webbrowser the address:
- <u>https://bit.ly/dexperiment</u> or 147.251.124.246



# ETS

6. ETS & substituting high-emission tech for low-emission tech.

The example of coal-gas switching

#### **ETS reduces CO2 emissions**



#### **ETS reduces CO2 emissions**



#### **ETS affects generation choices**







#### **ETS** affects generation choices

#### **ETS affects generation choices**



# **Carbon Taxing**

- 1. Refresh free market economics basics
- 2. Introduce carbon emissions as an externality
- 3. Introduce carbon tax
- 4. Overview carbon taxation in the world
- 5. How to divide the abatement task in the world?
- 6. Carbon taxation case for power generation industry

• Let's create a basic model





#### Υ Which one to use? = Power produced (GWh) Electricity MC demand 10 15 Gas **Cost= 150** 10 20 10 С $CO_2$ у = Power produced (GWh) MC Electricity demand 10 Coal Cost= 50 С 10

<sup>20</sup> **x = CO**<sub>2</sub>





	System Costs (Payment under perfect redistribution)	Coal Profit	Total paid for solar subsidy	Energy Price	Total paid for energy	Tax (t)	Tax revenue
1. No policy	50	50	-	10	100	0	0
2. Carbon tax							

#### Note:

System cost + Coal Profit + Tax revenue	Profit by Coal = 10 * 10 * .5 = 50		
= Total paid for energy			



#### With Carbon Tax







#### With Carbon Tax У Add t=13 = Energy produced MC=28 (GWh) Electricity demand 10 $CO_2$ MC=... without tax

20

 $\mathbf{x} = \mathbf{CO}_2$




	System Costs (Payment under perfect redistribution	Coal Profit	Total paid for solar subsidy	Energy Price	Total paid for energy	Tax (t)	Tax revenue
1. No policy	50 -	50	-	10	100	0	0
2. Carbon tax	122		-	28	280	13	156

• Total Abatement cost: \$72

• Average abatement cost: \$9 (\$72/8)

#### Note:

System cost + Coal Profit + Tax revenue	Profit by Coal = 2 * 2 * .5 = 2		
= Total paid for energy			

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- How do tax and ETS compare
- 1. Efficiency argument Tax wins
- 2. Political economy argument
  - 1. Popular support

ETS wins

2. Carbon emitting industry support

- 1. Efficiency argument
- If we make a mistake in our targets, what mechanism will bring the largest damage?
- Tax
  - Too high (or low) tax rate
  - Let's look at a tax 10% too high
- ETS
  - Too high (or low) abatement level
  - Let's look at an abatement level 10% too high

- We assume that the MACC is steep
  - Abating additional units rapidly increases costs
    - Realistic assumption

- Suppose the social cost of CO2 is 40\$/TCO2
  - The optimum tax is thus 40\$/TCO2
- But, we make an error and believe the social cost is 44\$/TCO2
- What is the damage? (DWL)



- Suppose we figured out we should abate 100 TCO2
  - The permit prices will thus be 40\$/TCO2
- But, we make an error and believe we should abate 110 TCO2
- What is the damage? (DWL)



- We assume that the MACC is steep
  - Abating additional units rapidly increases costs
  - Result:
    - Tax is more efficient, more robust to errors!
      - And we can be sure there are errors!
- What if we assume that the MACC is shallow?
  Abating additional units does not affect costs a lot

- Suppose the social cost of CO2 is 40\$/TCO2
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- We assume that the MACC is steep
  - Abating additional units rapidly increases costs
  - Result:
    - Tax is more efficient, more robust to errors!
      - And we can be sure there are errors!
- What if we assume that the MACC is shallow?
  - Abating additional units does not affect costs a lot
  - Result:
    - ETS is more efficient, more robust to errors!
  - It is generally believed the MACC is relatively steep.
  - Thus the **carbon tax** wins the efficiency argument

We have indeed seen this for the EU ETS

- EUA (permit) price strongly affected by disturbances
  - Economic crisis
  - covid
- Such wild price variations lead to accumulated DWLs



#### EUA price

# 2. Political economy argument

- 1. People/ households/ journalists
  - TAX:
    - People don't like taxes
    - worry about the government getting more tax money
      - » Can be wasted on corruption or useless projects ("white elephants") (or can be put to very good use)
  - ETS
    - People don't understand ETS well, and thus less opposition
      - » Most people don't understand that it is basically a tax.
    - If permits are given to industry, no money to government
      - » But when permits are auctioned, the government gets the money of the auction
      - » the same as an equivalent tax

# 2. Political economy argument

- 2. Carbon emitting industry support
  - TAX:
    - The tax increases prices and decreases demand
    - Industries don't like the direct transfer to government
  - ETS
    - The ETS increases prices and decreases demand
    - If permits given to Industries, they probably become more profitable than without ETS

- Thus an ETS is generally more popular (less unpopular) with
  - Consumers
    - (is a mistake: a misperception)
  - Industry
    - (is correct, if part of permits not auctioned, but given)
- ETS wins the political support argument

## Suggestion for a possible solution

- Start with an ETS
  - the political support makes it easier to implement than a carbon tax
- Add a minimum price and maximum price
  - People will want this, because the volatility of the ETS price visibly costly and painfull.
  - Min and max price lowers price volatility -> lowers the DWL of ETS
  - The price will probably most of the time be at the maximum or minimum!
- Narrow the distance between minimum and maximum price
- Now you are have basically the same as a carbon tax



- All EU member countries have Emission Trading System (ETS)
- So many countries are considering to add a tax on top!
  - (Why have ETS and carbon tax?)
- We now understand why EU countries are adding a tax!
  - ETS implemented or scheduled for implementation
    Carbon tax implemented or scheduled for implementation
    ETS or carbon tax under consideration



- ETS and carbon tax implemented or scheduled
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- ETS implemented or scheduled, ETS or carbon tax under consideration

ETS and carbon tax implemented or scheduled, ETS or carbon tax under consideration

- But ETS + tax
- ETS with min and max price
- Not the same!

- ETS+tax prevent the permit price – from becoming too low Yes!
  - from becoming too high No!

- Carbon tax versus ETS is a useful debate
- But, maybe a bit a "luxury problem"
- After all, both are 1<sup>st</sup> best measures to combat global warming
- Most of the EU measures to combat global warming are 2<sup>nd</sup> or 3<sup>rd</sup> best measures
  - Subsidies for selected technologies
  - Billions of \$ have been wasted on "green energy white elephants"

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- Interesting issue
  - Remember EU is using ETS
  - ETS covers the electricity industry
- What is the effect of these subsidies on total CO2 emissions in the EU?
  - Zero!
  - Because, EU emission are under ETS

### **ETS reduces CO2 emissions**



### **ETS reduces CO2 emissions**



## **ETS affects generation choices**







#### **ETS** affects generation choices

## **ETS affects generation choices**

