

## Evaluating the Impacts of Carbon Costs

Critical to addressing climate change is controlling greenhouse gas emissions, primarily CO<sub>2</sub>. As a state, Florida has taken steps to reduce greenhouse gas emissions from prominent sources such as power plants. And with research performed by members of FESC, the economic impact curbing emissions will have on the state's utilities and residents can be projected.

In July of 2007, Governor Charlie Crist signed three Executive Orders to curtail the production of greenhouse gases. Legislation was passed the following summer putting Florida in position to mandate a reduction of CO<sub>2</sub> emissions within its borders. The specific method of reduction was not spelled out, and both a cap and trade program and a carbon tax were considered realistic options.

While now it looks as though a national program may take precedence over a Florida-specific one, either way Florida's utilities and residents will be impacted. The specific extent of that impact has yet to be determined, but researchers have started to determine the variables involved and potential outcomes.

Ted Kury, Director of Energy Studies with the Public Utility Research Center at the University of Florida teamed with Julie Harrington, Director of the Center for Economic Forecasting Analysis at Florida State University to determine the factors involved in reducing CO<sub>2</sub> emissions and the price of electricity. In cooperation with the Florida Department of Environmental Protection (DEP), Kury and Harrington developed an economic model to simulate the dispatch of electricity to the grid with respect to CO<sub>2</sub> emissions.

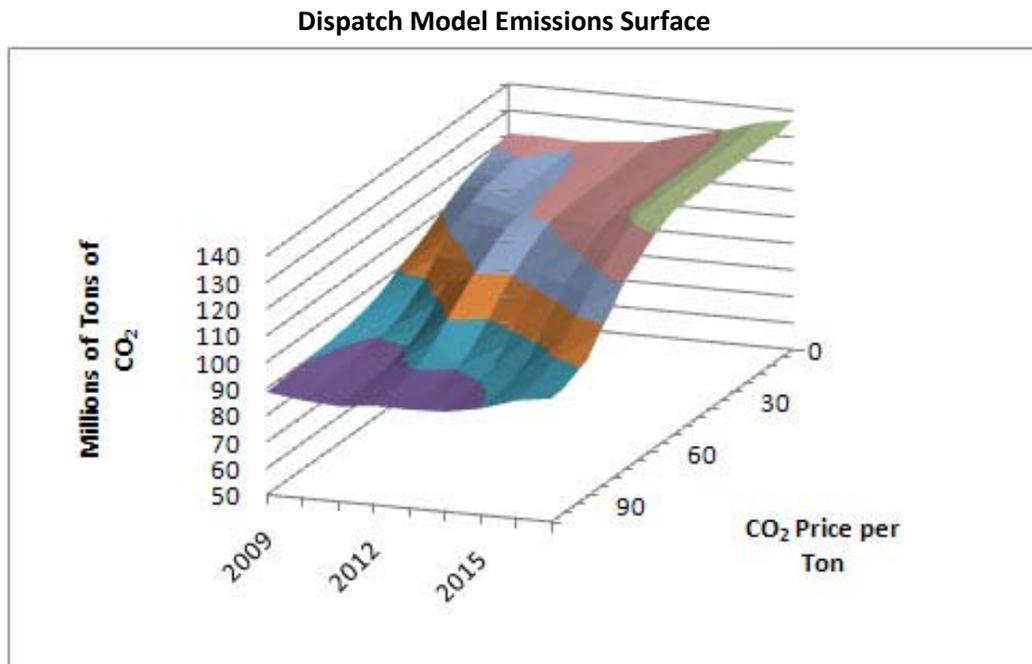
The model relies on operating characteristics such as the amounts and types of fuel used to generate electricity, the wholesale cost of the fuel, the amount of electricity used, and the changes in CO<sub>2</sub> emissions with respect to fuel-type.

1	Owner	Plant Name	Unit	Plant Type	Nameplate	Summer C	Winter C	Avail%	HeatRate	VarO&M	Fuels	Fuel1	Fuel2	Fuel3
38	City of Lakeland	C D McIntosh Jr	SCT	CT	249.00	200.00	200.00		12.04			1	NG	
39	City of Lakeland	C D McIntosh Jr	GT1	GT	26.60	16.00	19.00		16.84			2	NG	DFO
40	City of Lakeland	C D McIntosh Jr	IC2	IC	2.50	2.50	2.50		12.33			1	DFO	
41	City of Lakeland	C D McIntosh Jr	IC1	IC	2.50	2.50	2.50		12.33			1	DFO	
42	City of Lakeland	C D McIntosh Jr	3	ST	363.90	342.00	342.00		10.52			2	BIT	PC
43	City of Lakeland	C D McIntosh Jr	ST2	ST	126.00	106.00	106.00		10.52			2	NG	RFO
44	City of Lakeland	C D McIntosh Jr	ST1	ST	103.50	80.00	80.00		10.52			2	NG	RFO
45	City of Lakeland	Larsen Memorial	5	CA	25.00	29.00	31.00		11.92			2	NG	DFO
46	City of Lakeland	Larsen Memorial	8	CT	101.50	73.00	90.00		11.92			2	NG	DFO
47	City of Lakeland	Larsen Memorial	2	GT	11.20	10.00	14.00		11.92			2	NG	DFO
48	City of Lakeland	Larsen Memorial	3	GT	11.20	9.00	13.00		11.92			2	NG	DFO
49	City of Lakeland	Winston	WDD01	IC	12.50	12.50	12.50					1	DFO	
50	City of Lakeland	Winston	WDD03	IC	12.50	12.50	12.50					1	DFO	
51	City of Lakeland	Winston	WDD02	IC	12.50	12.50	12.50					1	DFO	
52	City of Lakeland	Winston	WDD04	IC	12.50	12.50	12.50					1	DFO	
53	City of Tallahassee	Anvah B Hopkins	GT4	GT	60.00	46.00	48.00		10.31			2	NG	DFO
54	City of Tallahassee	Anvah B Hopkins	GT5	GT	60.00	46.00	48.00		10.31			2	NG	DFO
55	City of Tallahassee	Anvah B Hopkins	GT2	GT	27.00	24.00	26.00		10.31			2	NG	DFO
56	City of Tallahassee	Anvah B Hopkins	GT1	GT	16.30	12.00	14.00		10.31			2	NG	DFO
57	City of Tallahassee	Anvah B Hopkins	2	ST	259.20	228.00	238.00		11.51			2	NG	RFO
58	City of Tallahassee	Anvah B Hopkins	1	ST	75.00	76.00	78.00		11.51			2	NG	RFO
59	City of Tallahassee	C.H. Corn	1	HY	4.40	4.00	4.00					1	WAT	
60	City of Tallahassee	C.H. Corn	2	HY	4.40	4.00	4.00					1	WAT	
61	City of Tallahassee	C.H. Corn	3	HY	3.40	3.00	3.00					1	WAT	
62	City of Tallahassee	S O Purdum	9	CA	83.00	75.00	80.00		7.61			2	NG	DFO
63	City of Tallahassee	S O Purdum	8	CT	160.00	158.00	182.00		7.61			2	NG	DFO
64	City of Tallahassee	S O Purdum	GT1	GT	15.00	10.00	10.00					2	NG	DFO
65	City of Tallahassee	S O Purdum	GT2	GT	15.00	10.00	10.00					2	NG	DFO
66	City of Tallahassee	S O Purdum	7	ST	50.00	48.00	50.00		12.80			2	NG	RFO
67	City of Vero Beach	Vero Beach Municipal Power Plant	2	CA	16.50	13.00	13.00					1	NG	
68	City of Vero Beach	Vero Beach Municipal Power Plant	5	CT	41.40	35.00	40.00					2	NG	DFO
69	City of Vero Beach	Vero Beach Municipal Power Plant	4	ST	53.00	56.00	56.00					2	NG	RFO
70	City of Vero Beach	Vero Beach Municipal Power Plant	3	ST	33.00	33.00	33.00					2	NG	RFO
71	City of Vero Beach	Vero Beach Municipal Power Plant	1	ST	12.50	13.00	13.00					1	NG	
72	Covanta Lake Inc	Covanta Lake County Energy	GEN1	ST	15.50	12.50	12.50	70.00%				1	MSW	
73	Florida Keys El Coop Assn, Inc	Marathon Generating Plant	11	IC	3.50	3.50	3.50					1	DFO	
74	Florida Keys El Coop Assn, Inc	Marathon Generating Plant	10	IC	3.50	3.50	3.50					1	DFO	

“We built a model for dispatch to look at different carbon prices,” says Kury. “When the price of carbon goes up, either through a tax or cap and trade, emissions go down. But we wanted to know the effects of those increases in carbon prices. And what cost is there a significant reduction?”

They found that the effects vary year to year.

“We have learned there are flat spots on the emissions curve, for the generation mix here in Florida,” says Kury. “In 2011, when you start to increase the cost of CO<sub>2</sub> emissions from zero to \$10 per ton, you will see a one to two percent reduction in carbon emissions.”



The reduction is based on changing fuel sources, from higher CO<sub>2</sub> emitted fuels to lower. Petroleum coke produces more CO<sub>2</sub> than coal. With a relatively low carbon tax in place (\$10 or less), petroleum coke will no longer be used providing a reduction in emissions at a relatively low cost.

“But once petroleum coke is gone, the carbon tax would have to increase to \$40 or \$50 per ton before the next significant carbon emission reduction would be seen,” says Kury. “This is the point when natural gas would replace coal. This scenario could also have significant impact on the rate payers.”

Without the model to anticipate how costs relate to emission reductions, policy makers could be unaware of the impact of the reductions that they impose. A relatively high increase in utility rates, with only a negligible reduction in emissions, would not only be disruptive to utility operations as well as rate payers, it cast a shadow on the reality of reducing the production of greenhouse gases.

While Kury admits that any cost for CO<sub>2</sub> emissions, whether in tax form or cap and trade, will ultimately be felt by consumers, he suggests that what is done with the revenue generated is an important part of the equation that is often overlooked.

“When people talk about the cost impacts of emissions reduction, they often make the implicit assumption that revenue generated from emissions is thrown away, but that’s not a fair assumption. It can always be redistributed,” Kury says.

He gives this example.

Suppose the average electrical utility bill is \$200 a month. A carbon tax (either directly or as a result of a cap and trade system) could be enacted that increases that bill to \$250 per month. This increase in cost would likely encourage homeowners to lower their electrical use, possibly to the extent that their monthly bill is reduced to \$225 a month. If the government then refunded the carbon tax and returned an amount equal to \$40 a month to the electric customers, the customers would then be paying \$185 a month or \$15 less than they were paying originally with no carbon tax in place. Those who don’t adjust their consumption, of course, would pay more.

This is the case in British Columbia where residents receive a carbon dividend. Bills currently being discussed and debated in congress do not specifically identify how revenue generated from a carbon tax would be managed, but this is integral to the policy. If revenue is distributed as rebates for the purchase of energy efficient appliances, it could discriminate against those who can afford to purchase those appliances. And if used to reimburse those who make energy efficient home improvements, renters would be excluded. Policy decisions need to take all of these into consideration, and these considerations may prove helpful in reducing the negative perception of charging a carbon tax.

While it’s not known when (or if) CO<sub>2</sub> emissions will be curtailed on a national or state level, Kury and Harrington’s model will assist policy makers on evaluating realistic costs on Florida’s economy, utilities, and rate payers.