



## **Policy Maker Summary**

### **Economic Impacts of Comprehensive Climate and Energy Policy: National Climate Change Stakeholder Recommendations and U.S. Senate Proposals Would Advance Economy and Employment**

April 23, 2010

A new state of the art macroeconomic study by the Center for Climate Strategies (CCS), using extensive microeconomic analysis combined with the REMI Policy Insight PI<sup>+</sup> macroeconomic model, documents the reductions in household energy prices and greenhouse gases (GHGs), as well as the expansion of jobs, income and Gross Domestic Product (GDP), that would result from local, state and federal implementation of 23 important energy, transportation and natural resource policies designed to achieve national GHG targets and co-benefits.

These actions and supporting assessments were proposed by over 1,500 stakeholders and technical work group experts appointed by governors and state legislatures in 16 states to address climate, energy and economic needs through comprehensive, fact-based, consensus-driven, climate action planning processes conducted over the past five years.

Findings show national improvements of:

- 2.5 million net new jobs in 2020 and a \$134.3 billion expansion in GDP in 2020;
- Over \$5 billion net direct economic savings in 2020, at an average net savings of \$1.57 per ton of GHG emissions avoided or removed;
- Consumer energy price reductions of 0.56% for gasoline and oil; 0.60% for fuel oil and coal; 2.01% for electricity; and 0.87% for natural gas by 2020;

The results from the 16 state climate action plans were updated to account for recent federal and state actions, the effects of the recession, and more recent fuel price projections. Policy action results for the remaining 34 states were custom projected using 37 state and sector-specific characterizing factors and a method that estimates the scaled effects of state-level implementation and performance of each of the 23 policies.

Assuming full and appropriately scaled implementation of all 23 actions in all U.S. states, the resulting GHG reductions would surpass national GHG targets proposed by President Obama and congressional legislation, and would reduce U.S. emissions to 27 percent below 1990 levels in 2020, equal to 4.46 billion metric tons of carbon dioxide equivalent (BMtCO<sub>2</sub>e).

The study also examined the effects of using a cap-and-trade program applied to the electricity generation and industrial sectors, and a gasoline tax. It was assumed that 100 percent of cap-and-trade allowances will be auctioned and that 75 percent of the auction and gasoline tax revenue returned back to consumers and 25 percent invested in technology improvement in clean/renewable energy and energy efficiency.

If full and appropriately scaled implementation of all 23 actions in all U.S. states is coupled with a Senate proposed cap-and-trade program and transportation fuel tax, national improvements are expected to include:

- 2.8 million net new jobs in 2020 and \$154.7 billion expansion in GDP in 2020;
- Over \$5 billion net economic savings in 2020, at an average of \$1.57 net savings per ton GHG emissions removed;
- \$38.4 billion in new government revenues, including \$13.1 billion in new gasoline tax revenue and \$25.3 billion in cap-and-trade allowance auction revenue (prior to recycling to consumers and investment in energy technology).

If all 23 actions are implemented at a more modest level, scaled to the recently proposed congressional targets (17 percent below 2005 levels in 2020, or equal to 5.98 BMtCO<sub>2</sub>e), and combined with a cap-and-trade program and gasoline tax described above, national improvements are expected to include:

- 1.8 million net new jobs in 2020 and \$107.6 billion expansion in GDP in 2020;
- Over \$2.7 billion net economic savings in 2020, at an average of \$1.57 net savings per ton GHG emissions removed;
- \$44.7 billion in new government revenues, including \$14.8 billion in new gasoline tax revenues and \$30 billion in cap-and-trade allowance revenues; the analysis assumed that 75 percent of these new revenues are recycled back to consumers and 25 percent to investment in technology advancement.

Recommended actions included policies and measures in all sectors, at all levels of government (under a national framework), and a variety of specific matching policy instruments needed for achieving GHG targets, economic and energy benefits. For instance, policy tools for the 23 actions include targeted funding support, tax incentives, price incentives, reform of codes and standards, technical assistance, information and education, reporting and disclosure, and voluntary or negotiated agreements.

Analysis also shows the importance of integrating local, state and federal actions, as well as policy instruments, to minimize costs and maximize co-benefits. For example:

- 38 percent of total potential emissions reductions can be achieved through measures under shared federal and state jurisdiction;
- 31 percent of potential emissions reductions can be achieved through measures primarily under state jurisdiction;
- 31 percent of potential emissions reductions can be achieved through measures primarily under local or shared local/state jurisdiction.

The study underscores the strategic benefits of comprehensive approaches to managing GHG emissions, the need for a national framework to support a balanced portfolio of actions, and the importance of stakeholder involvement in policy development and management of the economy.

The 16 states on whose climate plans the work is based are: Alaska, Arkansas, Arizona, Colorado, Florida, Iowa, Maryland, Michigan, Minnesota, Montana, New Mexico, North Carolina, Pennsylvania, South Carolina, Vermont, and Washington.

**Table 1. Summary of GHG Reductions, Directs Costs/Savings, And Macroeconomic Results**

<b>Scenario</b>	<b>2020 GHG Reductions (BMtCO<sub>2e</sub>)<sup>a</sup></b>	<b>2020 Direct cost (billion\$)<sup>b</sup></b>	<b>2020 New Jobs (million)</b>	<b>2020 GDP Impact (billion\$)</b>	<b>Total 2020 New Gov't Revenue<sup>c</sup> (billion\$)</b>
23 Stakeholder Policy Recommendations at full implementation	3.2	-\$5.1	2.52	\$134.3	NA
23 Stakeholder Policy Recommendations at full implementation plus Cap-and-Trade & Gas Tax	3.2	-\$5.1	2.81	\$154.7	\$38.4
23 Stakeholder Policy Recommendations at Congressional Economy-Wide Target levels plus Cap-and-Trade & Gas Tax	1.7	-\$2.7	1.84	\$107.6	\$44.7

<sup>a</sup> Reductions from estimated business-as-usual 2020 baseline emissions of 7.7 BMtCO<sub>2e</sub>; BMtCO<sub>2e</sub> = billion metric tons of carbon dioxide equivalent.

<sup>b</sup> Negative numbers indicate net savings, positive numbers indicate net costs.

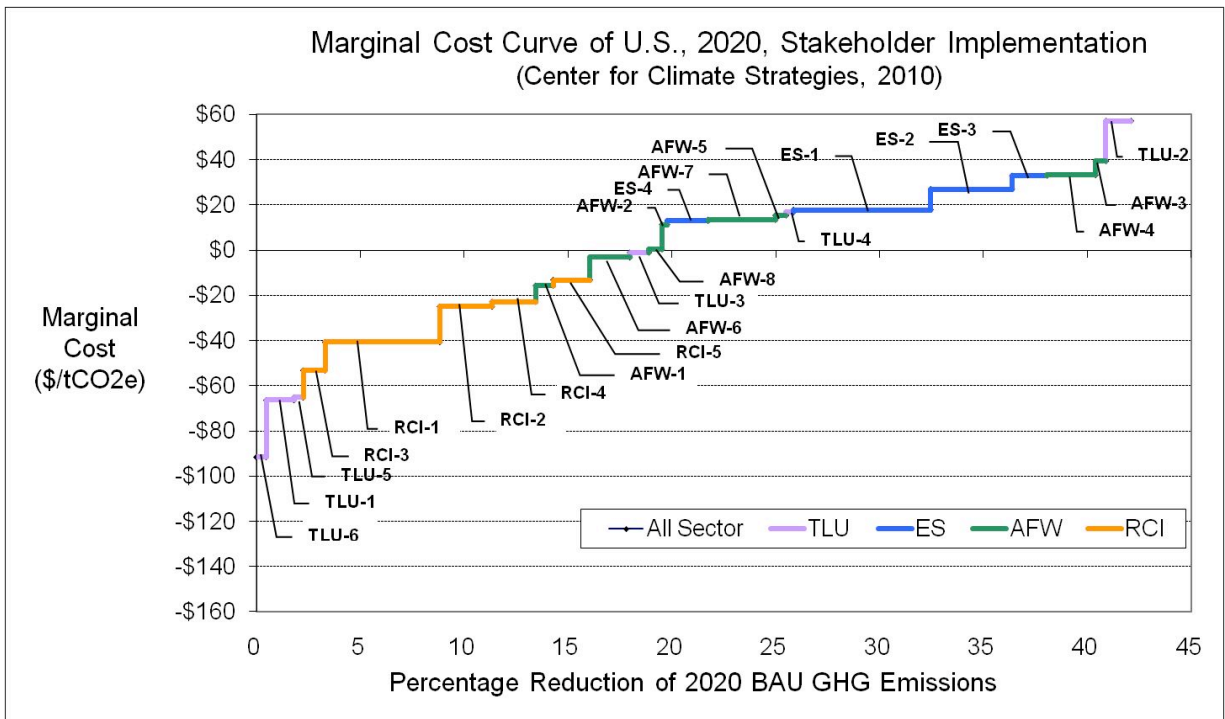
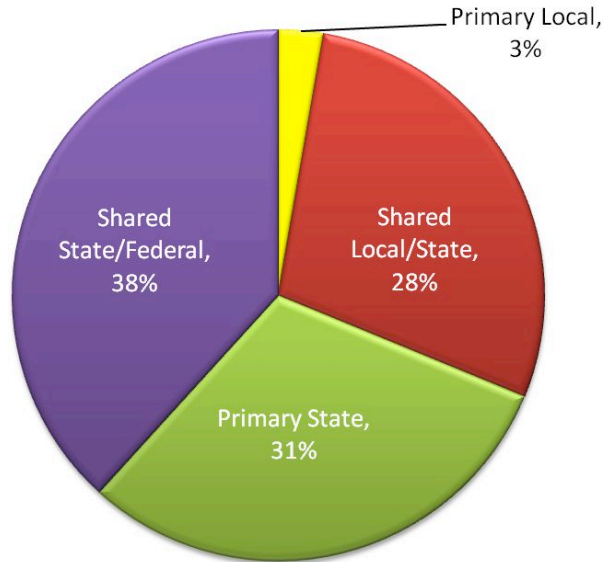
<sup>c</sup> Direct revenues from Cap-and-Trade program allowance sales and transportation taxes, not including use or distribution of revenues.

## Key Findings

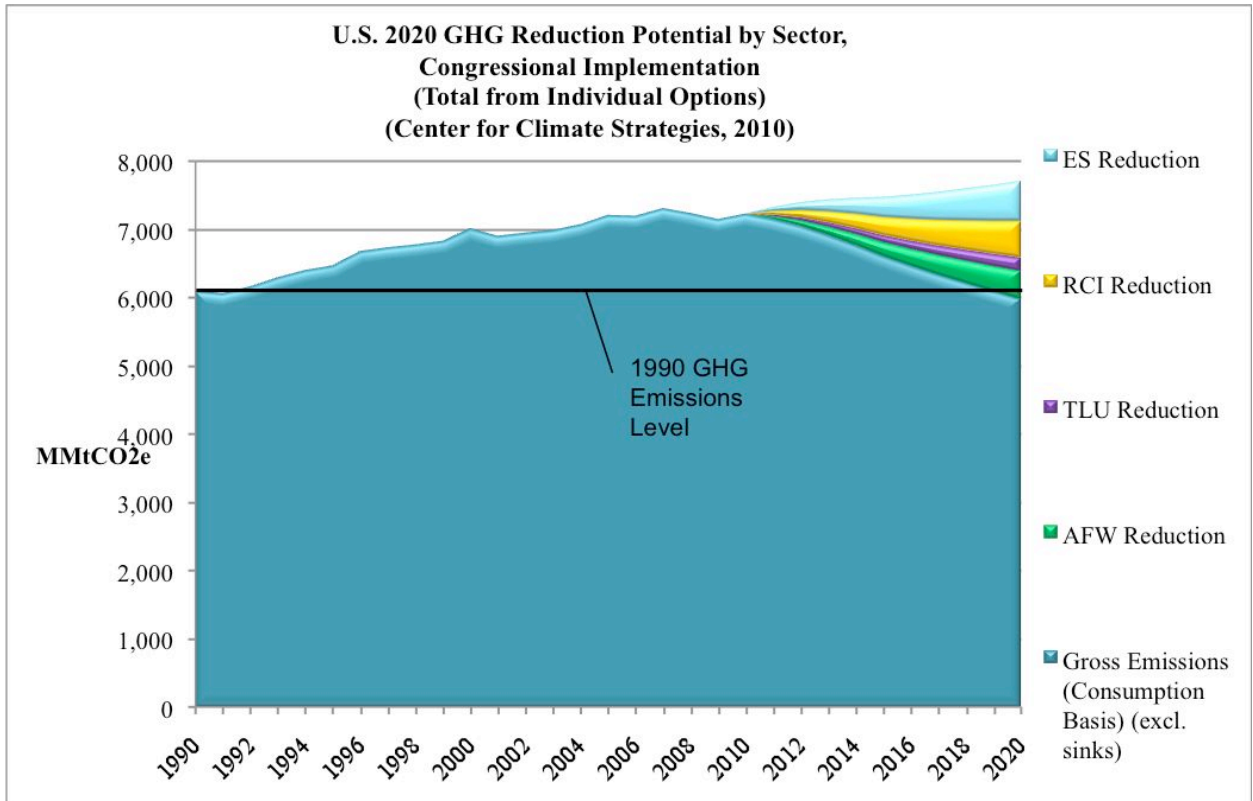
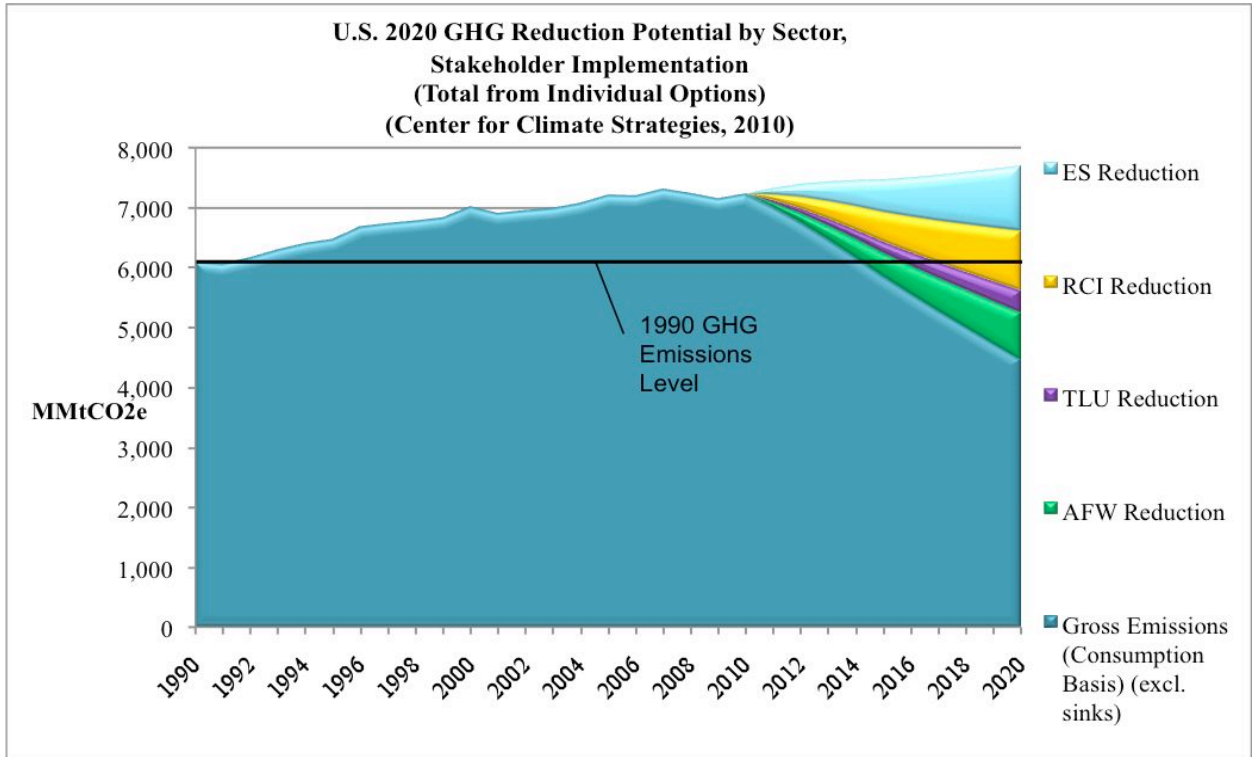
- Carefully selected and designed sector-based GHG reduction policies can result in net positive outcomes for employment, income, and Gross Domestic Product.
- Similarly, carefully selected and designed policies can be crafted to avoid increases in consumer energy prices; indeed, small consumer energy price reductions appear possible.
- Significant energy and cost savings are possible through new sector-based policies and measures; however, institutional and market barriers must be removed for them to work.
- Most stakeholder recommended climate and energy actions will have net positive impacts to the economy and employment, but some will have net negative impacts.
- Energy price impacts are one of the most important determinations of macroeconomic impacts on key industries, such as manufacturing.
- Through collaboration and innovation, policies selected and designed by local stakeholders and technical experts can successfully resolve most economic and political conflicts associated with GHG target attainment in the 2020 period.
- State Climate Action Plans have demonstrated that the specifics of policy design and implementation; i.e., stringency, coverage, timing, implementation tools, and other factors, can dramatically affect the performance of individual policies.
- The two most significant barriers to full implementation of climate and energy policies are adequate investment and authority at the program level.
- Locally and regionally derived policies can be translated to federal action, but require a national framework for full implementation.
- Federal, state and local jurisdictions must be partners to capture the efficiencies of comprehensive policy. The broadest jurisdictional reach rests with the states.
- In the view of stakeholders, no single policy or tool can achieve the desired GHG reductions needed to meet GHG targets and simultaneously meet economic, energy and environmental objectives.
- If caps and taxes are combined with appropriate sector based policies and measures, their cost will be lower and their co-benefits will be higher.
- Auctions of allowances and taxes in key sectors will have negative impacts on economic performance if funds are not recycled effectively. However, reinvestment to targeted support for consumers and key industries can significantly reverse these impacts.
- Emissions caps can provide certainty for achieving emissions reduction targets and raise revenue.
- Policy strategies applicable to the next decade must be combined with longer term policies to address future decades, and provide an important transition.

**2020 Stakeholder Implementation  
 Potential GHG Emissions Reductions  
 by Jurisdiction**

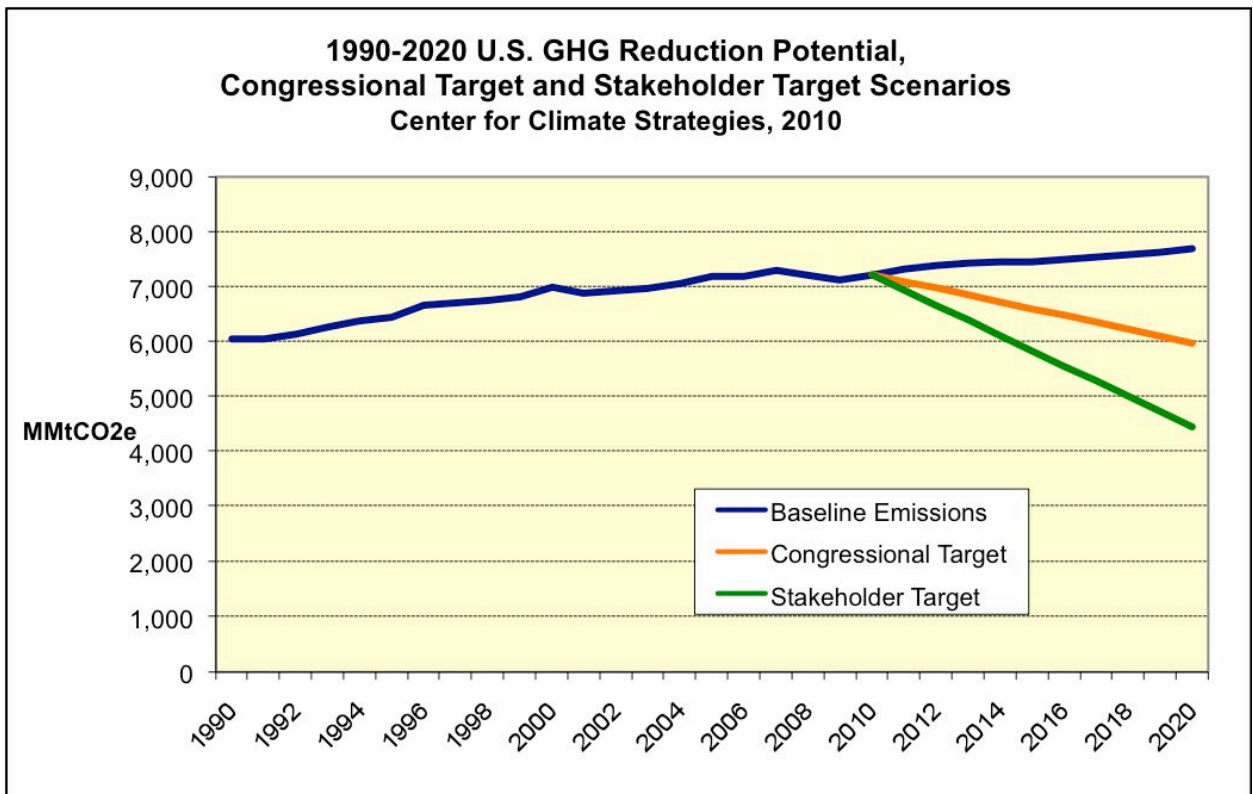
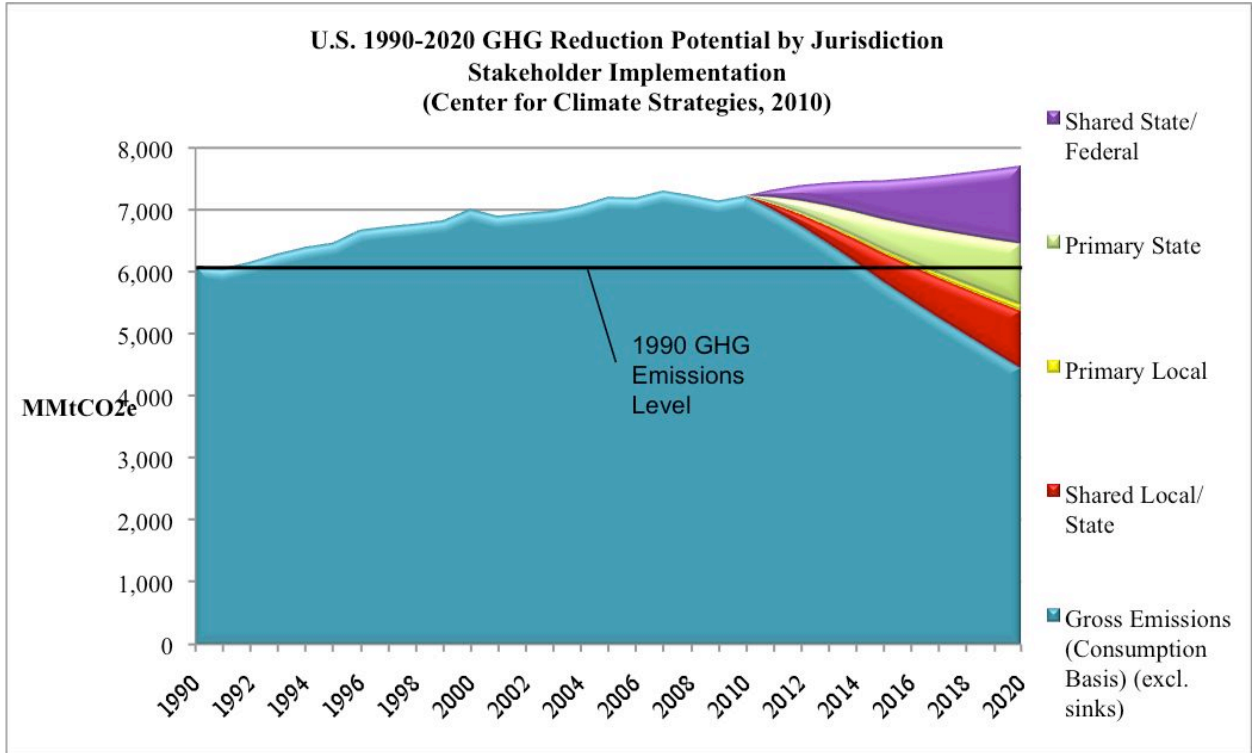
Center for Climate Strategies, 2010



MMtCO<sub>2</sub>e = million metric tons carbon dioxide equivalent; GHG = greenhouse gases; BAU = business as usual (no action to reduce emissions) Table 2, below, lists the sector options TLU = Transportation & Land Use; ES= energy supply; AFW = agriculture, forestry and wastes mgt.; RCI = residential, commercial and industrial [buildings and energy/fuel use]



MMtCO<sub>2</sub>e = million metric tons carbon dioxide equivalent; GHG = greenhouse gases; ES = energy supply; RCI = residential, commercial and industrial [buildings and energy/fuel use]; TLU = Transportation & Land Use; AFW = agriculture, forestry and waste management



GHG = greenhouse gases; MMtCO<sub>2</sub>e = million metric tons carbon dioxide equivalent

**Table 2. Impacts of 23 Stakeholder Recommended, Sector Based Climate and Energy Policy Options on the U.S. Economy – Stakeholder Target Proposals**

Sector	Climate Mitigation Actions	2020 Annual GHG Reduction (MMtCO <sub>2</sub> e)	Cost or Cost Savings per ton GHG Removed (\$)	2020 Annual Cost or Cost Savings (Million \$)	2020 Net Employment Impact (Thousands)	2020 GDP Impact (Billions \$)	Impact on GDP 2010–2020 NPV (Billions \$)
AFW-1	Crop Production Practices to Achieve GHG Benefits	65.01	-\$15.69	-\$1,020	87.7	\$3.83	\$14.73
AFW-2	Livestock Manure – Anaerobic Digestion and Methane Utilization	19.25	\$11.27	\$217	-0.9	-\$0.14	-\$0.49
AFW-3	Forest Retention	39.21	\$39.38	\$1,544	71.2	\$0.40	\$2.90
AFW-4	Reforestation/Afforestation	178.77	\$33.18	\$5,932	-117.8	-\$9.32	-\$61.84
AFW-5	Urban Forestry	39.96	\$15.35	\$613	505.3	\$4.58	\$33.77
AFW-6	MSW Source Reduction	147.09	-\$3.20	-\$471	25.7	\$2.13	\$8.73
AFW-7	Enhanced Recycling of Municipal Solid Waste	249.27	\$13.39	\$3,339	114.4	\$8.74	\$43.44
AFW-8	Landfill Gas Management	48.38	\$0.34	\$17	94.0	\$8.79	\$22.28
<b>Agriculture, Forestry, Waste Management (AFW) Totals</b>		<b>786.96</b>	<b>\$12.76</b>	<b>\$10,170</b>	<b>779.5</b>	<b>\$19.01</b>	<b>\$63.52</b>
ES-1	Renewable Portfolio Std.	508.39	\$17.84	\$9,071	-58.6	-\$4.50	-\$29.90
ES-2	Nuclear	300.77	\$26.98	\$8,116	-73.3	-\$5.77	-\$6.85
ES-3	Carbon Capture Sequestration/Reuse	130.23	\$32.92	\$4,287	-35.4	-\$3.76	-\$13.95
ES-4	Coal Plant Efficiency Improvements and Repowering	151.05	\$12.95	\$1,956	1.1	\$0.40	\$0.72
<b>Energy Supply (ES) Totals</b>		<b>1090.45</b>	<b>\$21.49</b>	<b>\$23,430</b>	<b>-166.3</b>	<b>-\$13.63</b>	<b>-\$49.98</b>
RCI-1	Demand Side Management Programs	424.80	-\$40.71	-\$17,293	886.2	\$75.80	\$256.78
RCI-2	High Performance Buildings (private and public)	193.88	-\$24.99	-\$4,845	183.3	\$10.20	\$33.79
RCI-3	Appliance standards	80.86	-\$53.21	-\$4,302	25.1	\$0.04	-\$0.36
RCI-4	Building Codes	161.08	-\$22.86	-\$3,682	181.1	\$11.49	\$41.29
RCI-5	Combined heat and power	136.37	-\$13.18	-\$1,798	-127.9	-\$17.82	-\$87.86
<b>Residential, Commercial and Industrial (RCI) Totals</b>		<b>996.98</b>	<b>-\$32.02</b>	<b>-\$31,919</b>	<b>1,147.8</b>	<b>\$79.70</b>	<b>\$243.64</b>
TLU-1	Vehicle Purchase Incentives, including rebates	103.07	-\$66.37	-\$6,841	179.5	\$13.90	\$33.37
TLU-2	Renewable Fuel Standard (biofuels goals)	92.34	\$57.14	\$5,277	-25.2	-\$4.02	-\$14.38
TLU-3	Smart Growth/Land Use	71.04	-\$1.11	-\$79	165.7	\$5.18	\$16.45
TLU-4	Transit	27.05	\$16.72	\$452	52.2	\$0.99	\$2.07
TLU-5	Anti-Idling Technologies and Practices	33.82	-\$65.19	-\$2,205	16.7	\$1.62	\$2.49
TLU-6	Mode Shift - Truck to Rail	36.85	-\$91.56	-\$3,374	40.9	\$5.63	\$2.46
<b>Transportation and Land Use (TLU) Totals</b>		<b>364.17</b>	<b>-\$18.59</b>	<b>-\$6,771</b>	<b>429.8</b>	<b>\$23.30</b>	<b>\$42.47</b>

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Climate Mitigation Actions	2020 Annual GHG Reduction (MMtCO2e)	Cost or Cost Savings per ton GHG Removed (\$)	2020 Annual Cost or Cost Savings (Million \$)	2020 Net Employment Impact (Thousands)	2020 GDP Impact (Billions \$)	Impact on GDP 2010–2020 NPV (Billions \$)
<b>23 Policy Totals</b> (summation)	<b>3238.56</b>	<b>–\$1.57</b>	<b>–\$5,090</b>	<b>2,191</b>	<b>\$108.38</b>	<b>\$299.64</b>
<b>Stakeholder Recommendations Scenario Results</b> (simultaneous)	<b>3238.56</b>	<b>–\$1.57</b>	<b>–\$5,090</b>	<b>2,524</b>	<b>\$134.34</b>	<b>\$342.37</b>
<b>Stakeholder Recommendations w/Cap &amp; Trade + gasoline tax</b>	<b>3238.56</b>	<b>–\$1.57</b>	<b>–\$5,090</b>	<b>2,807</b>	<b>\$154.70</b>	<b>NA</b>

GHG = greenhouse gases; MMtCO2e = million metric tons carbon dioxide equivalent; GDP = Gross Domestic Product; NPV = net present value; Negative numbers indicate cost savings. Note: The 23 Policy Totals is a simple summation of each policy’s estimated results; the Stakeholder Scenario simultaneous results include the interactive economic effects of policies from the REMI analysis.

**Table 3. Impacts of 23 Stakeholder Recommended, Sector Based Climate and Energy Policy Options on the U.S. Economy – U.S. Senate Target Plus Cap-and-Trade and Gasoline Tax Scenario Estimated Results**

Sector	Climate Mitigation Actions	2020 Annual GHG Reduction Potential (MMtCO2e)	Cost or Cost Savings per ton GHG Removed (\$)	2020 Annual Cost or Cost Savings (Million \$)	2020 Net Employment Impact (Thousands)	2020 GDP Impact (Billions \$)	Impact on GDP 2010–2020 NPV (Billions \$)
AFW-1	Crop Production Practices to Achieve GHG Benefits	34.50	–\$15.69	–\$541	46.5	\$2.03	\$7.81
AFW-2	Livestock Manure - Anaerobic Digestion and Methane Utilization	10.22	\$11.27	\$115	–0.5	–\$0.07	–\$0.26
AFW-3	Forest Retention	20.81	\$39.38	\$819	37.8	\$0.21	\$1.54
AFW-4	Reforestation/Afforestation	94.86	\$33.18	\$3,148	–62.5	–\$4.94	–\$32.81
AFW-5	Urban Forestry	21.20	\$15.35	\$325	268.1	\$2.43	\$17.92
AFW-6	MSW Source Reduction	78.05	–\$3.20	–\$250	13.6	\$1.13	\$4.63
AFW-7	Enhanced Recycling of Municipal Solid Waste	132.27	\$13.39	\$1,772	60.7	\$4.64	\$23.05
AFW-8	Landfill Gas Management	25.67	\$0.34	\$9	49.9	\$4.66	\$11.82
<b>Agriculture, Forestry, Waste Management (AFW) Totals</b>		<b>417.57</b>	<b>\$12.92</b>	<b>\$5,396</b>	<b>413.6</b>	<b>\$10.09</b>	<b>\$33.70</b>
ES-1	Renewable Portfolio Standard	269.76	\$17.84	\$4,813	–31.1	–\$2.39	–\$15.87
ES-2	Nuclear	159.60	\$26.98	\$4,306	–38.9	–\$3.06	–\$3.63
ES-3	Carbon Capture Sequestration/Reuse	69.10	\$32.92	\$2,275	–18.8	–\$2.00	–\$7.40
ES-4	Coal Plant Efficiency Improvements and Repowering	80.15	\$12.95	\$1,038	0.6	\$0.21	\$0.38
<b>Energy Supply (ES) Totals</b>		<b>578.61</b>	<b>\$21.49</b>	<b>\$12,432</b>	<b>–88.2</b>	<b>–\$7.23</b>	<b>–\$26.52</b>

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Sector	Climate Mitigation Actions	2020 Annual GHG Reduction Potential (MMtCO <sub>2</sub> e)	Cost or Cost Savings per ton GHG Removed (\$)	2020 Annual Cost or Cost Savings (Million \$)	2020 Net Employment Impact (Thousands)	2020 GDP Impact (Billions \$)	Impact on GDP 2010-2020 NPV (Billions \$)
RCI-1	Demand Side Mngt. Programs	225.41	-\$40.71	-\$9,176	470.2	\$40.22	\$136.25
RCI-2	High Performance Bldgs. (private & public)	102.87	-\$24.99	-\$2,571	97.3	\$5.41	\$17.93
RCI-3	Appliance standards	42.90	-\$53.21	-\$2,283	13.3	\$0.02	-\$0.19
RCI-4	Building Codes	85.47	-\$22.86	-\$1,954	96.1	\$6.10	\$21.91
RCI-5	Combined heat and power	72.36	-\$13.18	-\$954	-67.9	-\$9.45	-\$46.62
<b>Residential, Commercial and Industrial (RCI) Totals</b>		<b>529.01</b>	<b>-\$32.02</b>	<b>-\$16,937</b>	<b>609.0</b>	<b>\$42.29</b>	<b>\$129.28</b>
TLU-1	Vehicle Purchase Incentives, including rebates	54.69	-\$66.37	-\$3,630	95.2	\$7.38	\$17.71
TLU-2	Renewable Fuel Std. (biofuels goals)	49.00	\$57.14	\$2,800	-13.4	-\$2.13	-\$7.63
TLU-3	Smart Growth/Land Use	37.70	-\$1.11	-\$42	87.9	\$2.75	\$8.73
TLU-4	Transit	14.35	\$16.72	\$240	27.7	\$0.53	\$1.10
TLU-5	Anti-Idling Technologies and Practices	17.95	-\$65.19	-\$1,170	8.9	\$0.86	\$1.32
TLU-6	Mode Shift from Truck to Rail	19.55	-\$91.56	-\$1,791	21.7	\$2.99	\$1.30
<b>Transportation and Land Use (TLU) Totals</b>		<b>193.24</b>	<b>-\$18.59</b>	<b>-\$3,593</b>	<b>228.1</b>	<b>\$12.36</b>	<b>\$22.54</b>
<b>23 Policy Totals (summation)</b>		<b>1,718.43</b>	<b>-\$1.57</b>	<b>-\$2,701</b>	<b>1,163</b>	<b>\$57.51</b>	<b>\$158.99</b>
<b>Congressional Target Results w/o C&amp;T + trans fuel fee</b>		<b>1,718.43</b>	<b>-\$1.57</b>	<b>-\$2,701</b>	<b>1,339</b>	<b>\$71.28</b>	<b>\$181.67</b>
<b>Congressional Target Results w/Cap &amp;Trade + gasoline tax</b>		<b>1,718.43</b>	<b>-\$1.57</b>	<b>-\$2,701</b>	<b>1,841</b>	<b>\$107.60</b>	<b>NA</b>

GHG = greenhouse gases; MMtCO<sub>2</sub>e = million metric tons carbon dioxide equivalent; GDP = Gross Domestic Product; NPV = net present value; Negative numbers indicate cost savings.

The Center for Climate Strategies (CCS) is the nation's premiere catalyst for climate policy development and integration at the state and federal levels.

CCS combines expertise in facilitation, technical analysis, and policy design to provide cutting edge, collaborative decision-making. Our work builds high levels of consensus for the implementation of specific policy actions that address multiple public policy objectives—including economic and energy security—and harnesses the creative power of stakeholders and policy makers to find the solutions that consistently yield the highest value and lowest cost.

For more information contact Thomas D. Peterson at [tpeterson@climatestrategies.us](mailto:tpeterson@climatestrategies.us), or Jefferey Wennberg at [jwennberg@climatestrategies.us](mailto:jwennberg@climatestrategies.us), or June Taylor at [jtaylor@climatestrategies.us](mailto:jtaylor@climatestrategies.us).

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