# Too Levered for Pigou: Carbon Pricing, Financial Constraints, and Leverage Regulation

by Robin Döttling and Magdalena Rola-Janicka

Min Fang University of Florida

July 8, 2023 @ CICF

To tackle climate change, abatement investments/activities are required.

Due to externality, climate policy is necessary to promote such investments.

To tackle climate change, abatement investments/activities are required.

Due to externality, climate policy is necessary to promote such investments.

Q1: What are the various frictions affecting the effects of climate policy?

To tackle climate change, abatement investments/activities are required.

Due to externality, climate policy is necessary to promote such investments.

Q1: What are the various frictions affecting the effects of climate policy?

1 Entities (firms, banks, even individuals) are sufficiently financially constrained.

To tackle climate change, abatement investments/activities are required.

Due to externality, climate policy is necessary to promote such investments.

Q1: What are the various frictions affecting the effects of climate policy?

- 1 Entities (firms, banks, even individuals) are sufficiently financially constrained.
- 2 They also face asset technologically obsolete risks & potential physical damages.

To tackle climate change, abatement investments/activities are required.

Due to externality, climate policy is necessary to promote such investments.

Q1: What are the various frictions affecting the effects of climate policy?

- 1 Entities (firms, banks, even individuals) are sufficiently financially constrained.
- 2 They also face asset technologically obsolete risks & potential physical damages.

Q2: What are the various policy tools that could be/are used?

To tackle climate change, abatement investments/activities are required.

Due to externality, climate policy is necessary to promote such investments.

#### Q1: What are the various frictions affecting the effects of climate policy?

- 1 Entities (firms, banks, even individuals) are sufficiently financially constrained.
- 2 They also face asset technologically obsolete risks & potential physical damages.

#### Q2: What are the various policy tools that could be/are used?

- 1 Carbon tax: most intuitive, proposed in 1973, adopted in 25 countries.
- 2 Cap-and-trade system: EU, US, China, New Zealand; Green subsidies.
- 3 Financial tools: Financial regulation (w/ externality); Climate risk hedging;

To tackle climate change, abatement investments/activities are required.

Due to externality, climate policy is necessary to promote such investments.

Q1: What are the various frictions affecting the effects of climate policy?

- 1 Entities (firms, banks, even individuals) are sufficiently financially constrained.
- 2 They also face asset technologically obsolete risks & potential physical damages.

Q2: What are the various policy tools that could be/are used?

- 1 Carbon tax: most intuitive, proposed in 1973, adopted in 25 countries.
- 2 Cap-and-trade system: EU, US, China, New Zealand; Green subsidies.
- 3 Financial tools: Financial regulation (w/ externality); Climate risk hedging;

This paper is great for analyzing all the above elements in a unified framework.

▶ A minimal yet rich analytical theory of optimal carbon tax (OCT):

- ▶ A minimal yet rich analytical theory of optimal carbon tax (OCT):
  - Establish the *First Best* (FB) & *Pigouvian Benchmark* (PB) w/o frictions.
  - ▶ OCT w/ additional financial constraints from tax burden & physical risk.

- ► A minimal yet rich analytical theory of optimal carbon tax (OCT):
  - Establish the *First Best* (FB) & *Pigouvian Benchmark* (PB) w/o frictions.
  - OCT w/ additional financial constraints from tax burden & physical risk.
     OCT below (above) PB depending on tax burden above (below) physical risk.

- ► A minimal yet rich analytical theory of optimal carbon tax (OCT):
  - Establish the *First Best* (FB) & *Pigouvian Benchmark* (PB) w/o frictions.
  - OCT w/ additional financial constraints from tax burden & physical risk.
     OCT below (above) PB depending on tax burden above (below) physical risk.
- ▶ Mapping other policy tools to the OCT framework:

- ► A minimal yet rich analytical theory of optimal carbon tax (OCT):
  - Establish the *First Best* (FB) & *Pigouvian Benchmark* (PB) w/o frictions.
  - OCT w/ additional financial constraints from tax burden & physical risk.
     OCT below (above) PB depending on tax burden above (below) physical risk.
- ▶ Mapping other policy tools to the OCT framework:
  - Cap-and-trade: Replicates OCT eqm; Could be constrained-efficient (PB).
  - ▶ Green subsidies: Replicates OCT eqm; Could be FB if combined with CT.

- ▶ A minimal yet rich analytical theory of optimal carbon tax (OCT):
  - Establish the *First Best* (FB) & *Pigouvian Benchmark* (PB) w/o frictions.
  - OCT w/ additional financial constraints from tax burden & physical risk.
     OCT below (above) PB depending on tax burden above (below) physical risk.
- ▶ Mapping other policy tools to the OCT framework:
  - Cap-and-trade: Replicates OCT eqm; Could be constrained-efficient (PB).
  - ► Green subsidies: Replicates OCT eqm; Could be FB if combined with CT.

    The key difference is "how the tool affects the financial constraints".

- ► A minimal yet rich analytical theory of optimal carbon tax (OCT):
  - Establish the *First Best* (FB) & *Pigouvian Benchmark* (PB) w/o frictions.
  - OCT w/ additional financial constraints from tax burden & physical risk.
     OCT below (above) PB depending on tax burden above (below) physical risk.
- ▶ Mapping other policy tools to the OCT framework:
  - Cap-and-trade: Replicates OCT eqm; Could be constrained-efficient (PB).
  - Green subsidies: Replicates OCT eqm; Could be FB if combined with CT.
    The key difference is "how the tool affects the financial constraints".
- ▶ So why not combine "financial tools"? Certainly a good idea!
  - Leverage regulation: OCT + LR could be constrained-efficient (PB).
  - ► Climate risk hedging: OCT + CRH could restore the first best (FB).
  - ▶ "Financial tools directly relax the financial constraints caused by OCT".

- ► A minimal yet rich analytical theory of optimal carbon tax (OCT):
  - Establish the *First Best* (FB) & *Pigouvian Benchmark* (PB) w/o frictions.
  - OCT w/ additional financial constraints from tax burden & physical risk.
     OCT below (above) PB depending on tax burden above (below) physical risk.
- ▶ Mapping other policy tools to the OCT framework:
  - Cap-and-trade: Replicates OCT eqm; Could be constrained-efficient (PB).
  - Green subsidies: Replicates OCT eqm; Could be FB if combined with CT.
    The key difference is "how the tool affects the financial constraints".
- ▶ So why not combine "financial tools"? Certainly a good idea!
  - Leverage regulation: OCT + LR could be constrained-efficient (PB).
  - ► Climate risk hedging: OCT + CRH could restore the first best (FB).
  - ▶ "Financial tools directly relax the financial constraints caused by OCT".

A very interesting and insightful paper (the message is very clear)!

In the paper, the degree of efficiency of a tool depends on financial constraints.

In the paper, the degree of efficiency of a tool depends on financial constraints.

#### My Comments:

- ▶ Tools also vary in degrees of freedom and difficulties of execution.
- Especially firms are heterogeneous in reality.

In the paper, the degree of efficiency of a tool depends on financial constraints.

#### My Comments:

- ▶ Tools also vary in degrees of freedom and difficulties of execution.
- Especially firms are heterogeneous in reality.

Policy	Financial	Degree of	Degree of	Difficulty of
Tool	Constraints	Efficiency	Freedom	Execution
Carbon Tax (OTC)	****	*	*	*
Cap-and-Trade	***	***	***	***
OTC + Leverage Regulation	***	***	***	***
OTC + Green Subsidies	*	****	****	***
OTC + Hedging	*	****	****	****

Note: (illustrative degrees) \* low | \*\*\* mid | \*\*\*\* high

In the paper, the degree of efficiency of a tool depends on financial constraints.

#### My Comments:

- ▶ Tools also vary in degrees of freedom and difficulties of execution.
- Especially firms are heterogeneous in reality.

Policy	Financial	Degree of	Degree of	Difficulty of
Tool	Constraints	Efficiency	Freedom	Execution
Carbon Tax (OTC)	****	*	*	*
Cap-and-Trade	***	***	***	***
OTC + Leverage Regulation	***	***	***	***
OTC + Green Subsidies	*	****	****	***
OTC + Hedging	*	****	****	****

Note: (illustrative degrees) \* low | \*\*\* mid | \*\*\*\* high

▶ Tools that are most efficient in theory may be (likely) harder to execute in reality. For instance, smaller firms probably cannot afford to enter the hedging market. These firms are likely the dirtiest firms.

# Comment 2: Rethink the role of tax plegeability

#### The authors emphasize three key elements related to financial constraints:

- Tax plegeability  $(\psi)$ ; Physical risk  $(\gamma_s^p)$ ; Tech obsolete risk (in the intro.).
- ▶ The paper focuses much on the "collateral externality" of physical risk:

$$\frac{\partial I_{1s}^*}{\partial \tau_s} = \frac{\overbrace{(1-\psi)E(X_s^*, I_{1s}^*) + (\theta \gamma_s^p - \psi \tau_s) \frac{\partial E_s^a}{\partial X_s^*} \frac{\partial X_s^*}{\partial \tau}}^{\text{Collateral externality}}}{\bar{r}(\tau_s(1-\psi) + \theta \gamma_s^p, X_s^*, I_{1s}^*)}$$

# Comment 2: Rethink the role of tax plegeability

#### The authors emphasize three key elements related to financial constraints:

- Tax plegeability  $(\psi)$ ; Physical risk  $(\gamma_s^p)$ ; Tech obsolete risk (in the intro.).
- The paper focuses much on the "collateral externality" of physical risk:

$$\frac{\partial I_{1s}^*}{\partial \tau_s} = \underbrace{\frac{Ollateral\ externallity}{(1-\psi)E(X_s^*, I_{1s}^*) + (\theta \gamma_s^p - \psi \tau_s) \frac{\partial E_s^a}{\partial X_s^*} \frac{\partial X_s^*}{\partial \tau}}^{Collateral\ externallity}}_{\tilde{r}(\tau_s(1-\psi) + \theta \gamma_s^p, X_s^*, I_{1s}^*)}$$

#### My Comments:

- 1 Should emphasize more: At the core is the direct effect.

  Since most firms are constrained: "too levered for Pigou" is the key. (in the title)
- 2 Each individual firm fully understands that its carbon tax is fully reimbursed. The only burden of the carbon tax is on the collateral constraint.

$$c_{2s}^b = R(I_{1s}, E_s^a) - \tau_s E(X_s, I_{1s}) - d_{1s} + \frac{T_s}{T_s} \ge 0,$$
  
$$d_{1s} \le \tilde{R}(I_{1s}, E_s^a) - \tau_s E(X_s, I_{1s}) + \frac{\psi T_s}{V_s},$$

This assumption seems really strong, especially considering that firms are heterogeneous. This will be directly fiscally subsidizing dirty firms since they get larger transfer  $T_s$ .

#### The authors emphasize three key elements related to financial constraints:

- Tax plegeability  $(\psi)$ ; Physical risk  $(\gamma_s^p)$ ; Tech obsolete risk (in the intro.).
- ▶ The paper focuses much on the "collateral externality" of physical risk:

$$\frac{\partial I_{1s}^*}{\partial \tau_s} = \underbrace{\frac{\text{Ollateral externality}}{(1-\psi)E(X_s^*, I_{1s}^*) + (\theta \gamma_s^p - \psi \tau_s)} \frac{\partial E_s^a}{\partial X_s^*} \frac{\partial X_s^*}{\partial \tau}}_{\text{Collateral externality}}$$

#### The authors emphasize three key elements related to financial constraints:

- ► Tax plegeability  $(\psi)$ ; Physical risk  $(\gamma_s^p)$ ; Tech obsolete risk (in the intro.).
- ▶ The paper focuses much on the "collateral externality" of physical risk:

$$\frac{\partial I_{1s}^*}{\partial \tau_s} = \frac{\overbrace{(1-\psi)E(X_s^*, I_{1s}^*) + (\theta \gamma_s^p - \psi \tau_s) \frac{\partial E_s^a}{\partial X_s^*} \frac{\partial X_s^*}{\partial \tau}}^{\text{Collateral externality}}}{\widetilde{\tau}(\tau_s(1-\psi) + \theta \gamma_s^p, X_s^*, I_{1s}^*)}$$

#### My Comments:

1 How do individual firms understand physical risk from aggregate emission?

#### The authors emphasize three key elements related to financial constraints:

- ► Tax plegeability  $(\psi)$ ; Physical risk  $(\gamma_s^p)$ ; Tech obsolete risk (in the intro.).
- ▶ The paper focuses much on the "collateral externality" of physical risk:

$$\frac{\partial I_{1s}^*}{\partial \tau_s} = \frac{\overbrace{(1-\psi)E(X_s^*, I_{1s}^*) + (\theta \gamma_s^p - \psi \tau_s) \frac{\partial E_s^a}{\partial X_s^*} \frac{\partial X_s^*}{\partial \tau}}^{\text{Collateral externality}}}{\widehat{r}(\tau_s(1-\psi) + \theta \gamma_s^p, X_s^*, I_{1s}^*)}$$

#### My Comments:

1 How do **individual** firms understand physical risk from **aggregate** emission? To individual firm's  $\frac{\partial E_s^a}{\partial x_s^a} = 0$  (won't think their abatement affects own physical risk).

#### The authors emphasize three key elements related to financial constraints:

- ► Tax plegeability  $(\psi)$ ; Physical risk  $(\gamma_s^p)$ ; Tech obsolete risk (in the intro.).
- ▶ The paper focuses much on the "collateral externality" of physical risk:

$$\frac{\partial I_{1s}^*}{\partial \tau_s} = \frac{\overbrace{(1-\psi)E(X_s^*, I_{1s}^*) + (\theta \gamma_s^p - \psi \tau_s) \frac{\partial E_s^a}{\partial X_s^*} \frac{\partial X_s^*}{\partial \tau}}^{\text{Collateral externality}}}{\widetilde{r}(\tau_s(1-\psi) + \theta \gamma_s^p, X_s^*, I_{1s}^*)}$$

#### My Comments:

- 1 How do **individual** firms understand physical risk from **aggregate** emission? To individual firm's  $\frac{\partial E_s^a}{\partial x_s^a} = 0$  (won't think their abatement affects own physical risk). In other words, physical risk  $(-\gamma_s^p E_s^a)$  is irrelevant to individual firm's action.
- 2 To the contrary, tech obsolete risk seems more relevant to each individual firm. Say, if a firm's abatement could keep the assets clean, o/w assets become tech obsolete. This way, we would have tech obsolete risk  $(-\gamma_s^p E_s^a)$  relevant:  $\frac{\partial \gamma_s^p}{\partial x_s^a} \neq 0$ .

#### Other Comments and Conclusion

#### Other Comments: Today and the far away tomorrow

The biggest issue that humans started combat global warming just recently is that:

- ► The consequences of emission come in long lags (no action until you feel it).

  Maybe consider discount factors (how much physical risk is valued today) in the model.
- Policy coordination across countries/institutions/departments is hard.
   Policy tools with more degree of freedom may suffer other sufficient hidden costs.
- ► Firms are significantly different in size, FCs, cleanness,.....

  This may require more degree of freedom rather than a unified linear carbon tax.

#### Other Comments and Conclusion

#### Other Comments: Today and the far away tomorrow

The biggest issue that humans started combat global warming just recently is that:

- The consequences of emission come in long lags (no action until you feel it).
  Maybe consider discount factors (how much physical risk is valued today) in the model.
- Policy coordination across countries/institutions/departments is hard.
   Policy tools with more degree of freedom may suffer other sufficient hidden costs.
- ► Firms are significantly different in size, FCs, cleanness,.....

  This may require more degree of freedom rather than a unified linear carbon tax.

#### Conclusion

It is a great paper with clean execution!

It could be even better if the model setups were more united with data facts.