

**BEFORE THE PUBLIC UTILITIES COMMISSION  
OF THE STATE OF CALIFORNIA**

**Order Instituting Rulemaking to Implement the  
Commission's Procurement Incentive Framework  
and to Examine the Integration of Greenhouse  
Gas Emissions Standards into Procurement Policies.**

**Rulemaking 06-04-009  
(Filed April 13, 2006)**

**AB 32 Implementation**

**CEC Docket  
07-OHP-01**

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**COMMENTS OF  
MORGAN STANLEY CAPITAL GROUP INC.  
ON GENERAL ISSUES, FLEXIBLE COMPLIANCE POLICIES AND  
NON-MARKET-BASED EMISSION REDUCTION MEASURES  
(OTHER THAN CHP) AND EMISSION CAPS**

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**Dated: June 2, 2008**

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**I. SUMMARY**

Pursuant to the May 6, 2008 Ruling of Administrative Law Judges Charlotte F. TerKeurst and Jonathan Lakritz, Morgan Stanley Capital Group Inc. ("Morgan Stanley") respectfully submits its comments on the possible policies for flexible compliance in a cap-and-trade program as it pertains to the electricity sector<sup>1</sup> and general issues and non-market-based greenhouse gas ("GHG") emissions reduction measures and emissions caps.<sup>2</sup>

Morgan Stanley submits these comments with the sincere belief that the use of market mechanisms is the most efficient and cost-effective method of achieving California's goal of

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<sup>1</sup> Administrative Law Judges' Ruling Requesting Comments on Flexible Compliance Policies (Docket No. R.06-04-009) (issued May 6, 2008).

<sup>2</sup> Administrative Law Judges' Ruling Requesting Comments on Emission Reduction Measures, Modeling Results, and Other Issues (Docket No. R.06-04-009) (issued May 13, 2008).

reducing GHG emissions to address global climate change. This belief informs Morgan Stanley's responses below to the California Public Utilities Commission's ("CPUC") and the California Energy Commission's ("CEC") (collectively, the "Commissions") questions regarding general issues, flexible compliance mechanisms and other non-market-based emission reduction measures (other than CHP) and emission caps. Morgan Stanley also reserves its right to comment further in this proceeding.

## **II. GENERAL ISSUES**

**Q10. What evaluation criteria should be used in assessing each issue area in these comments (allowance allocation, flexible compliance, CHP, and emission reduction measures and policies)? Explain how your recommendations satisfy any evaluation criteria you propose.**

Morgan Stanley encourages California to evaluate the issues related to the development of California's cap-and-trade on the basis of the legal implications of any given proposal. In addition to the legal criterion, Morgan Stanley recommends that the overarching evaluation criterion should be whether the proposals will result in the achievement of California's environmental goals at the least cost to society.

**Q12. In establishing policies regarding allowance allocation, flexible compliance, CHP, and emission reduction policies, what should California keep in mind regarding the potential transition to regional and/or national cap-and-trade programs in the future? Are there policies or methods that California should avoid or embrace in order to maximize potential compatibility with other cap-and-trade systems?**

While keeping in mind the possibility of a future transition of California's cap-and-trade system into a national or regional system is a useful exercise in the development of California's system, it will not lead to definitive conclusions. The parameters of any such regional and/or national cap-and-trade system cannot be known with certainty at this time. In the event that a national system is adopted, the requirements for transition may be mandated and thus out of

California's hands. With respect to other regional systems, California should monitor their development and consider the policies and methods used by such regional systems in the development of its own system.

To facilitate any potential transition into a national or regional system, California should avoid implementing cap-and-trade approaches that are at odds with the those taken in other jurisdictions. Morgan Stanley recognizes that this cannot be an absolute standard, because other jurisdictions may implement approaches that are fundamentally flawed or unsuited to California's regulatory environment. Thus, while California should keep in mind the approaches that other U.S. cap-and-trade systems have employed, they should merely be points of reference rather than absolute criteria for the creation of California's own cap-and-trade system.

### **III. FLEXIBLE COMPLIANCE**

#### **A. Detailed Proposal**

- Q1. Please explain in detail your comprehensive proposal for flexible compliance rules for a cap-and-trade program for California as it pertains to the electricity sector. Address each of the cost containment mechanisms you find relevant including those mentioned in this ruling and any other you would propose.**
- a. Discuss how your proposal would affect the environmental integrity of the cap, California's ability to link with other trading systems, and administrative complexity.**
  - b. Address how your various recommendations interact with one another and with the overall market and describe what kind of market you envision being created.**
  - c. Describe and specify how unique circumstances in the electricity market may warrant any special consideration in crafting flexible compliance policies for a multi-sector cap-and-trade program.**
  - d. If your recommendations are based on assumptions about the type and scope of a cap-and-trade market that ARB will adopt, provide a description of the anticipated market including sectors included, expected or required emission reductions from the**

**electricity sector, and the role that flexible compliance mechanisms serve in the market, e.g., purely cost containment, catalyst for long-term investment, and/or protection against market failures.**

Morgan Stanley does not have a set of proposed rules that it would explicitly label as a “flexible compliance mechanism,” but rather believes that a well-designed cap-and-trade program would necessarily incorporate many features that inherently provide a great deal of flexibility. If properly designed, the California cap-and-trade program would not need any additional, explicit flexible compliance mechanisms, either pertaining to the electricity sector in particular or to the cap-and-trade program as a whole.

The aspects of a well designed system that provide such compliance flexibility include:

- 1) A multi-sector program that would allow anomalous, low-probability events within one sector to be buffered and absorbed across the entire program.
- 2) A limitation on the use of offsets by quality, but not by quantity or geography.
- 3) Linkage with other cap and trade systems. Ideally, the designs of such systems will be coordinated so as to be mutually interoperable. However, when considering flexible compliance options, it should be kept in mind that California may always unilaterally accept another system’s allowances or offsets for compliance purposes in California, even if the practice is not reciprocal.
- 4) Creation of undated, or non-expiring, allowances.

Ultimately, an integral facet of a well-designed cap-and-trade program would be the imposition of the obligation for emitters to manage their allowance requirements and adequately develop contingency plans in case of anomalous results during a given compliance period. Relaxation of this requirement would only be justified at the onset of the program, when emitters will not have had any significant opportunity for contingency planning and thus an anomalous first compliance period could be unduly problematic. For that reason, the CPUC should consider implementing a “loose” early compliance timeframe that “tightens” over time. For example,

perhaps the first compliance true-up period should be three years, the second two years, and then annual thereafter. This would allow for a smoother transition and enable any problems to be identified and addressed without penalizing entities for early kinks in the system.

**B. Scope of Market and Related Issues**

**Q5. Should the market for GHG emission allowances and/or offsets be limited to entities with compliance obligations, or should other entities such as financial institutions, hedge funds, or private citizens be allowed to participate in the buying and selling of allowances and/or offsets? If non-obligated entities are allowed to participate in the market, should the trading rules differ for them? If so, how?**

Morgan Stanley strongly opposes the limitation of participation in allowance and/or offset markets to those entities with compliance obligations. Exclusion of entities such as financial institutions, hedge funds, or private citizens would be difficult, if not impossible, to enforce and would have negative consequences for the allowance and/or offset market. It should be recognized that any attempts to prevent entities without compliance obligations from participating are unlikely to succeed. Such excluded entities could simply contract with an eligible participant to undertake trades at the direction of that excluded entity. On the other hand, there are significant benefits to allowing such entities to participate. For instance, maximizing the number and type of market participants also maximizes the liquidity and price stability of the market. Thus, any party that needs to buy or sell allowances and/or offsets at any given point in time can find a counterparty and transact at market price. Illiquid markets exacerbate price volatility and also can force a party urgently needing to transact to buy or sell at an out-of-market price. In addition, many market manipulation schemes are easier to implement in illiquid markets. Large, liquid markets with many diverse participants prevent or more quickly correct price excursions caused by activities or “schemes” designed to defeat or subvert the underlying market fundamentals. Another benefit to an open market is that intermediaries

will be available to provide many useful services such as warehousing allowances and/or offsets, providing explicit and de facto financing, creating derivative instruments such as swaps and futures that provide flexibility and hedging opportunities, and making markets in the underlying instruments.

**C. Price Triggers and Other Safety Valves**

**Q6. Should California incorporate price triggers or other safety valves in a cap-and-trade system? Why or why not? Would price triggers or other safety valves affect environmental integrity and/or the ability to link with other systems? Address options including State market intervention to sell or purchase GHG emission allowances to drive allowance prices down or up; a circuit breaker or accelerator which either slows down or speeds up reductions in the emission cap until allowance prices respond; and increasing or decreasing offset limits to increase or decrease liquidity to affect prices. Address how these various strategies would be utilized in conjunction with other flexible compliance mechanisms.**

Morgan Stanley does not believe that creation of explicit “safety valve” mechanisms, including price triggers, is the best course of action for California. These mechanisms undermine the environmental integrity of the program by allowing emitters to avoid their compliance obligations. Instead, a properly designed program will provide many de facto price mitigation tools, as described more fully in our answer to Question 1. Safety valves also create uncertainty in the market that discourages and undermines investment incentives for the development and deployment of new or existing technologies that can reduce emissions. In addition, such artificial manipulations of price signals will mute incentives for individuals to make changes in their behavior. The inclusion of safety valves in the cap-and-trade program could result in a “worst of all possible worlds” situation, in which the cost of allowances and/or offsets essentially becomes a tax that burdens the economy without attaining the desired environmental goal.

Of course, practical evaluation of the impact of “safety valves” will depend on the details of how such mechanisms are implemented, primarily the intervention price and the specific action to be taken if that intervention price is met or exceeded. Set suitably high, the safety valve becomes symbolic and has no practical impact, while if set too low, the compliance obligations are practically meaningless. In the alternative, if political pressures make inclusion of some sort of safety valve unavoidable, then the focus should be to minimize the damage of such mechanism on the market. The best way to achieve this is by explicitly specifying at the start of the program the circumstances that will trigger intervention and the resulting actions to be taken. Morgan Stanley encourages California to avoid allowing any discretion in the decision of when to intervene and what action to take. Clear, detailed rules, while still having the potential to undermine achievement of the cap-and-trade program’s environmental goals, will, at minimum, lessen the uncertainty that a discretionary approach would add to any and all decision making.

**Q7. Should California create an independent oversight board for the GHG market? If so, what should its role be? Should it intervene in the market to manage the price of carbon? If such an oversight board were created, how would that affect your recommendations, *e.g.*, would the oversight board obviate the need to include additional cost containment mechanisms and price-triggered safety valves in the market design?**

Morgan Stanley strongly opposes the creation of an independent oversight board that has discretionary intervention powers. As discussed in further detail in the response to Question 6 above, if “additional cost containment mechanisms” are unavoidable, they should be activated only according to explicit, pre-set rules. Under such circumstances, the primary administrative agency responsible for the program should be able to manage and oversee such mechanisms without difficulty, and an independent oversight board would thus be redundant and provide no useful function.



**D.     Linkage**

**Q8.     Should California accept all tradable units, *i.e.*, GHG emission allowances and offsets, from other carbon trading programs? Such tradable units could include, e.g., Certified Emission Reductions, Clean Development Mechanism (CDM) credits, and/or Joint Implementation credits?**

Morgan Stanley strongly supports California's acceptance of all types of tradable units for compliance with its cap-and-trade program. It is in California's best interests to do this, because it enables the achievement of the program's environmental objectives at the lowest cost to society and leverages the expertise of others to minimize administrative costs. Restrictions should only be based on an evaluation of the environmental integrity of the tradable unit, not the type or geographic location.

**Q10.   If linkage is allowed, should it be unilateral (where California accepts allowances and other credits from other carbon trading programs, but does not allow its own allowances and offsets to be used by other carbon trading programs) or bilateral (where California accepts allowances and other credits from other carbon trading programs and allows its allowances and offsets to be used by other carbon trading programs)?**

Morgan Stanley encourages California to develop bilateral linkages to maximize flexibility and liquidity and minimize administrative costs. However, if bilateral linkages are not possible, it is in California's interest to allow unilateral use of another jurisdiction's allowances and/or offsets so long as they meet California's environmental integrity criteria. By the same token, Morgan Stanley notes that it is unlikely that California can do anything to prevent another jurisdiction from making a similar unilateral decision with regard to California's allowances and/or offsets. Therefore, there is little point in trying to restrict the use of California's allowances and/or offsets in another carbon trading program. Instead, the focus should be on

designing administrative protocols that prevent double usage of the same instrument in multiple jurisdictions for compliance purposes.

**Q11. If linkage is allowed, should allowances and other credits from other carbon trading programs be treated as offsets, such that any limitations applied to offsets would apply to such credits? If not, how should they be treated?**

Consistent with our comments in response to other questions herein, Morgan Stanley does not see any reason to treat allowances as anything else other than allowances, and offsets as anything other than offsets, regardless of the jurisdiction of origin.

**E. Compliance Periods**

**Q12. What length of compliance periods should be used? Should compliance periods remain the same throughout the 2012 to 2020 period? Should compliance periods be the same for all entities and sectors? Should dates be staggered so that not all obligated entities have the same compliance dates?**

Morgan Stanley does not consider the exact timeframe of the compliance period to be an important factor to the success of the program. The many different compliance timeframes that have been discussed, generally ranging from one to three years, are probably all feasible. However, Morgan Stanley would offer two observations. Relatively more frequent compliance true-up periods provide better market information as to the ongoing supply and demand balance, and thus lead to more “accurate” market pricing. Alternatively, essentially the same result can be achieved by frequent collection and publication of actual emissions data, including the number of allowances and/or offsets issued and retired, so that the market has ongoing knowledge of the allowance and/or offset inventory and compliance liabilities. As mentioned above under Question 1, it may also make sense for the initial compliance time period to be relatively long, with subsequent time periods of lesser length. This would prevent an early

anomalous event from causing a major disruption before emitters have had time to develop and implement contingency strategies to manage such outliers. For example, an unusually hot summer in the first year of the cap-and-trade program could cause severe disruptions if the compliance true-up period is annual, because emitters will not have had any opportunity to purchase and warehouse extra allowances or employ other backup measures. Over time, however, emitters should expect that anomalous events will occasionally occur, and it is reasonable to expect the emitters to have a contingency plan in place to manage such events. Allowing the program to have a longer initial compliance period will aid in a smoother transition, as all program participants will have an opportunity to gauge the market and plan for eventual contingencies.

**Q13. Should compliance extensions be granted? If so, under what circumstances?**

A compliance extension is merely another name for “borrowing,” a practice that Morgan Stanley does not support. To prevent emitters from receiving a “fielder’s choice,” and to achieve the cap-and-trade program’s environmental goals, the enforcement mechanism should: (1) require any shortfall in surrendered allowances and/or offsets to be made up in a subsequent compliance period, and (2) require all non-compliant emitters to pay a penalty. Thus, failure to comply only puts off the obligation to procure and surrender the allowances and/or offsets, rather than excuses it. In addition, an entity’s failure to meet its compliance obligations results in an additional cost for that entity, thus encouraging compliance. Therefore, Morgan Stanley encourages California not to allow compliance extensions in the cap-and-trade program design.

**F. Banking and Borrowing**

**Q14. Should entities with California compliance obligations be allowed to bank any or all tradable units, including allowances, offsets, or credits from other carbon trading programs? Should entities that do not have compliance obligations be able to bank tradable units? If so, for how long and with what other conditions? Should allowances, offsets, or credits from other carbon trading programs banked during the program between 2012 and 2020 be recognized after 2020? If the California system joins a regional, national, or international carbon trading program, how should unused banked allowances, offsets, or credits from other carbon trading programs be treated?**

While Morgan Stanley does not oppose “banking,” we believe that it is a needless complication requiring additional tracking and monitoring and thus extra administrative cost. Instead, Morgan Stanley suggests a cap-and-trade program in which allowances and/or offsets are issued without expiration dates. This would serve the same practical purpose as “banking,” but entail a lower administrative burden.

In the event that a national carbon program is established, it is likely that the decision about how to treat remaining or leftover unused allowances and/or offsets will be largely out of the hands of California officials. Given the number of regional carbon programs that are under development across the U.S., any national program will likely specify conversion parameters to limit confusion. Similarly, if California chooses to join a regional program, it should negotiate to allow conversion of state allowances to equivalent instruments in the superseding program.

**Q15. Should limitations be placed on banking aimed at preventing or limiting market participants’ ability to “hoard” allowances and offsets or distort market prices?**

Morgan Stanley does not believe any explicit rules are needed to prohibit or limit “hoarding” for two reasons. First, it will almost always be impossible to distinguish between a party holding allowances and/or offsets for “legitimate” purposes and one engaged in “hoarding.” The only difference between the two practices is intent. Second, inventorying large

numbers of allowances for “hoarding” purposes is likely to be prohibitively expensive. This is especially true if allowances are auctioned, and is perhaps another argument in favor of auctioning allowances rather than allocating them. In discussions over the details of the national Lieberman-Warner bill, some analysts have suggested that the capital requirements for auctioning all allowances will exceed the capacity of the entire U.S. financial system. Morgan Stanley does not endorse this viewpoint, but does note it in support of the prediction that hoarding will be so financially prohibitive that there will be no need for preventive measures. In addition, to prevent “hoarding” of both allowances and offsets, the cap-and-trade program should place no limits on the number of offsets available. Allowing unlimited offsets that meet the environmental integrity standards has the indirect benefit of discouraging hoarding, because the supply can grow to meet the demand as prices rise.

**Q16. Should entities with compliance obligations be allowed to borrow allowances to meet a portion of their obligation? If so, during what compliance periods and for what portion of their obligation? How long should they be given to repay borrowed allowances? Should there be penalties or interest payments? Should there be other conditions on borrowing, such as limitations on the ability to borrow from affiliated entities? Also address the extent to which borrowing might affect environmental integrity and emission reductions.**

As discussed above in the response to Question 13, Morgan Stanley does not support borrowing from the Program Administrator. We would note that if repayment is not required, it is not “borrowing,” but rather, an “advance,” and presumes an entitlement. Morgan Stanley does not support this concept either. Conversely, there does not appear to be any rationale for restricting “borrowing” from affiliates or other entities other than the Program Administrator. Such transactions are commercial arrangements,

and it should be left to the discretion of the contracting parties to include all appropriate protections in the contract.

**G. Penalties and Alternative Compliance Payments**

**Q17. Should there be penalties for entities that fail to meet their compliance obligations? If so, how should the penalties be set? If not, what should be the recourse for non-compliance?**

As discussed in further detail in the comments to Question 13, Morgan Stanley supports a strong enforcement mechanism to ensure that the program's goals are met. Non-compliant entities should be required to make up the allowance shortfall in the next compliance period and also be assessed a financial penalty or fine to discourage noncompliance. A financial penalty alone is unlikely to be sufficient because an emitter could discharge its obligations by merely paying a fine rather than making the effort to obtain the necessary allowances and/or offsets. Without the obligation to make up missing allowances and/or offsets, the penalty alone would simply function as a de facto price cap, thereby disrupting normal market functioning.

**Q18. Instead of penalties, should there be alternative compliance payments? What would be the distinguishing attributes of alternative compliance payments versus penalties? How would the availability of alternative compliance payments affect the environmental integrity of the cap?**

Morgan Stanley does not support the use of alternative compliance payments. While it may be possible to devise alternative compliance methodologies that would meet the environmental integrity criteria and not act as an incentive to avoid compliance, doing so will add enormous administrative complexity to the system and there are no obvious offsetting commensurate benefits. Instead, Morgan Stanley supports the implementation of its suggested enforcement mechanism, discussed above in response to Question 13. With regard to alternative compliance payments specifically, the obvious result of such a payment alternative will be to

establish a de facto price ceiling. No party will pay more for an allowance or offset than it would have to pay via the alternative compliance payment mechanism. On the other hand, a “penalty” is distinguished by the presumption that the obligation to supply the required allowances remains, even after the penalty is paid. The penalty, in practical terms, is just a “late charge”, not an excuse of performance under the obligation.

**Q20. How should California use the money that would be generated by penalties and/or alternative compliance payments?**

Morgan Stanley does not have a definitive proposal for such payments, but suggests that they be included in the same pool as auction revenues. Morgan Stanley further recommends that such pool be used to provide cost relief to consumers in a manner that does not counteract the incentive for investment or behavioral change received by the price signal. An example might be a per meter (but not a per KWH) utility bill credit for all electric customers.

**H. Offsets**

**Q21. Should California allow offsets for AB 32 compliance purposes?**

Morgan Stanley strongly supports the unlimited use of any and all offsets that meet California’s quality criteria, without restriction by quantity or geography. The utilization of offsets in this manner serves a cost controlling “safety valve” function without impairing the environmental integrity of the program. Furthermore, as described in comments to Question 15 above, use of offsets provides the secondary benefit of acting as an “anti-hoarding” and “anti-manipulation” mechanism.

**Q22. If offsets are permitted, what types of offsets should be allowed? Should California establish geographic limits or preferences on the location of offsets? If so, what should be the nature of those limits or preferences?**

Morgan Stanley strongly believes that there should be no restrictions on or preferences for offsets on any basis other than quality. Other restrictions can only cause California consumers to pay higher costs without providing any incremental reductions in GHG emissions.

**Q23. Should voluntary GHG emission reduction projects, i.e., projects that are not developed to comply with governmental mandates, be permitted as offsets if they are within sectors in California that are not within the cap-and-trade program? In particular, should voluntary GHG emission reduction projects within the natural gas sector in California be permitted as offsets, if the natural gas sector is not yet in the cap-and-trade program?**

Any offset that meets the quality criteria should be permitted and incorporated into the cap-and-trade program.

**Q24. Should there be limits to the quantity of offsets? If so, how should the limits be determined?**

There should be no limits placed on the quantity of offsets that meet California's quality criteria.

**Q25. How should an offsets program be administered? What should be the project approval and quantification process? What protocols should be used to determine eligibility of proposed offsets? Are existing protocols that have been developed elsewhere acceptable for use in California, or is additional protocol development needed? Should offsets that have been certified by other trading programs be accepted? Should use of CDM or Joint Implementation credits be allowed?**

We recommend starting with the United Nations Clean Development Mechanism ("CDM") protocols as the default standard for the verification and quantification of offsets. While the CDM mechanism may not be "perfect," it is the most widely vetted system available and will allow California to leverage the extensive work of some of the world's foremost experts



in the field. Furthermore, the CDM protocols are not static, but are constantly refined as an exercise in “continuous improvement.” Thus, as legitimate criticisms are brought to light, the CDM protocols will constantly be refined and improved to address those criticisms. Conversely, a decision to qualify offsets for use in California via an alternative, unique mechanism will require the assemblage of a large degree of expertise from scratch, will take a great deal of time, effort and money, and will have no guarantee of improving upon any weaknesses of the CDM.

**Q26. Should California discount credits (*i.e.*, make the credits worth less than a ton of CO<sub>2</sub>e) from some offset projects or other trading programs to account for uncertainty in emission reductions achieved? If so, what types of credits would be discounted? How would the appropriate discount be quantified and accounted for?**

Morgan Stanley does not believe discounting of questionable tradable credits is a sound approach. It introduces additional uncertainty and risk into the market and compromises the environmental integrity of the cap-and-trade program. If the integrity or environmental value of an offset project or trading program is in doubt, then it should neither be issued credits nor should any credits that are issued be eligible to be used to meet an emitter’s compliance obligation. A credit should either be judged “valid” or “invalid.”

**I. Legal Issues**

**Q27. Under AB 32, is it permissible for GHG emission allowances from non-California carbon trading programs or offsets from GHG emission sources outside of California to be used instead of GHG emission allowances issued in California? Please consider especially the provisions of Health and Safety Code Sections 3805, 38550, and 38562(a) added by AB 32.**

It is clearly permissible under AB32 for GHG allowances and/or offsets from outside the geographic boundaries of California to be used for compliance in California’s cap-and-trade program. AB32 explicitly recognizes that “[n]ational and international actions are necessary to

fully address the issue of global warming”<sup>3</sup> and stresses California’s role as a national and international leader in environmental stewardship.<sup>4</sup> The California legislature further expressed its intent that California’s emissions reductions measures should “minimize[] costs and maximize[] benefits for California’s economy.”<sup>5</sup> All GHG regulations adopted by the state board must “achieve the maximum technologically feasible and cost-effective [GHG emissions] reductions.”<sup>6</sup> As discussed in further detail below, to fulfill its legislature’s orders, California should accept allowances and offsets from sources outside California for compliance in California’s cap-and-trade program.

As mentioned above, the California legislature mandates in AB32 that the California Air Resources Board design the carbon regulations to minimize the costs and maximize the benefits to California, while achieving “the maximum technologically feasible and cost-effective [GHG emissions] reductions.”<sup>7</sup> The California legislature also envisions that by exercising a leadership role in addressing GHG emissions, “California will [] position its economy, technology centers, financial institutions, and businesses to benefit from national and international efforts to reduce emissions of greenhouse gases.”<sup>8</sup> This language anticipates that California will observe and incorporate other states’ and regions’ efforts to reduce GHG emissions into its own program. Accepting outside allowances and/or offsets for the purposes of compliance will help California to achieve its legislature’s order, by utilizing the economic comparative advantage that some types of emitters may have with regard to emissions reductions and that certain regions may have

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<sup>3</sup> California Health and Safety Code §§ 38501(d)-(e) (2006).

<sup>4</sup> *Id.* at §§ 38501(b)-(e).

<sup>5</sup> *Id.* at § 38501(h).

<sup>6</sup> *Id.* at §§ 38560.5(c), 38562(a).

<sup>7</sup> *Id.* at §§ 38562(b)(1), 38560.5(c), and 38562(a).

<sup>8</sup> *Id.* at § 38501(e).

with regard to offset projects. California cannot, by remaining isolated and establishing a closed allowance and offset market, achieve the maximum GHG emissions reductions at the least cost, as mandated by AB32.

By allowing out-of-state allowances and offsets to be used for compliance, California will apply in practice the hope expressed in §38501 of AB32 that “actions taken by California to reduce emissions of greenhouse gases [] have far-reaching effects by encouraging other states, the federal government and other countries to act.”<sup>9</sup> While other states may be motivated to act based on California’s example, bureaucracies are slow-moving. An open California allowance and offset market will preemptively involve outside industry in the effort to reduce GHG emissions. For instance, an open California allowance and offset market will encourage the development of such offset projects in other states or regions where otherwise there may be no incentive for such development. Similarly, a California emitter could purchase allowances from another entity, subject to another state’s or regional carbon cap-and-trade program, for whom emissions reductions are easier or more cost-effective. Thus, acceptance of outside allowances and offsets will bolster California’s role as an environmental leader and accomplish the legislature’s goals set forth in AB32.

In sum, AB32 not only permits, but encourages California’s acceptance of outside allowances and offsets. Through AB32, the California legislature seeks to establish a GHG emissions reduction program that not only “minimizes costs and maximizes benefits for California’s economy,”<sup>10</sup> but also “continues [California’s] traditions of environmental leadership by placing California at the forefront of national and international efforts to reduce

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<sup>9</sup> *Id.* at § 38501(d).

<sup>10</sup> *Id.* at § 38501(h).

emissions of greenhouse gases.”<sup>11</sup> These overarching goals will be most comprehensively, efficiently and effectively met if allowances and offsets from outside of California may be used for compliance purposes in California’s cap-and-trade system.

#### **IV. NON-MARKET-BASED EMISSION REDUCTION MEASURES (OTHER THAN CHP) AND EMISSION CAPS**

##### **A. Electricity Emission Reduction Measures**

##### **Q1. What direct programmatic or regulatory emission reduction measures, in addition to current mandates in the areas of energy efficiency and renewables, should be included for the electricity and natural gas sectors in ARB’s Assembly Bill (AB) 32 scoping plan?**

Morgan Stanley strongly believes that programmatic measures should only be implemented when needed to remedy market failures. Otherwise, such measures can only harm the market by causing increased costs without commensurate incremental emissions reductions. Generally, market failures should not be presumed, but rather should be addressed only after being observed in the market. However, preemptive actions to facilitate markets may be useful when they are employed to create the attributes of an efficient market. For example, actions facilitating efficient markets may include the elimination of information asymmetry, the restriction of a participant’s market power, removing and minimizing barriers to entry, and ensuring a level playing field for all market participants and technologies, among others. More specifically, a practical example of a constructive programmatic measure might be the utilization of IOU websites to list qualified contractors who have been vetted for technical expertise and financial responsibility, and who can conduct home energy audits and make recommendations for cost-effective energy efficiency projects.

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<sup>11</sup> *Id.* at § 38501(c).

On the other hand, measures such as mandates, subsidies and set-asides will almost certainly harm the market, market participants, investors and consumers, frustrating the attainment of the underlying objective, increasing consumer costs, or both. Even where market failure is demonstrated, such approaches are unlikely to be effective remedies and may actually worsen the situation instead. The Renewable Portfolio Standards (“RPS”) requirements provide an excellent example of the detrimental effects of additional regulatory measures on a GHG emissions market. While RPS programs arguably are reasonable half-measures toward GHG reduction in the absence of an emissions cap, once such a cap is in place they become counterproductive mandates that increase costs without providing needed incremental emissions reductions. Morgan Stanley recognizes that state laws do not grant the Commissions or the Air Resources Board (“ARB”) the unilateral authority to abolish such counterproductive mandates. We point out their negative impact on costs and technology development so that any similar proposals over which the Commissions and/or ARB do have discretion will be recognized and rejected.

**Q5. What percentage of emission reductions in the electricity sector should come from programmatic or regulatory measures, and what percentage should be derived from market-based measures or mechanisms? What criteria should be used to determine the portion from each approach? By what approach and in what timeframe should this question be resolved?**

As explained in more detail in our answer to Question 1 of this section, Morgan Stanley believes that one hundred percent (100%) of the emission reductions in the electricity sector should be derived from market-based mechanisms. This is the most efficient and cost-effective method of achieving California’s environmental goals. Any other approach will add cost without providing corresponding incremental GHG reductions.

**V. CONCLUSION**

Morgan Stanley respectfully requests that the Commissions and ARB consider the foregoing comments when developing the cap-and-trade system for California.

Respectfully submitted,

/s/

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Dated: June 2, 2008

## CERTIFICATE OF SERVICE

I hereby certify that, pursuant to the Commission's Rules of Practice and Procedure, I have on this date served a copy of the foregoing "Comments of Morgan Stanley Capital Group Inc. on General Issues, Flexible Compliance Policies And Non-Market-Based Emission Reduction Measures (Other Than CHP) And Emission Caps the Administrative Law Judges' Ruling Requesting Comments on the Flexible Compliance Policies" on all of parties of record in R. 06-04-009 by either electronic mail or U.S. mail to those parties that have not provided an electronic address to the Commission.

Copies were also sent by U.S. mail to Commissioner Michael R. Peevy, Administrative Law Judges, Charlotte F. TerKeurst and Jonathan Lakritz, the California Energy Commission, Docket Office, MS-4, Re: Docket No. 07-OIIP-01, 1516 Ninth Street, Sacramento, CA 95814-5512, and, as directed, by electronic mail to [docket@energy.state.ca.us](mailto:docket@energy.state.ca.us) and to [kgriffin@energy.state.ca.us](mailto:kgriffin@energy.state.ca.us).

Dated at Washington, DC, this 2<sup>nd</sup> day of June, 2008.

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