

## **LEGISLATIVE COUNCIL BRIEF**

### **Air Pollution Control Ordinance (Cap. 311)**

#### **Sixth Technical Memorandum for Allocation of Emission Allowances in Respect of Specified Licences**

### **INTRODUCTION**

Pursuant to Section 26G of the Air Pollution Control Ordinance (Cap. 311) (the Ordinance), the Secretary for the Environment (the Secretary) has made the "Sixth Technical Memorandum for Allocation of Emission Allowances in Respect of Specified Licences" (the Sixth TM) at **Annex** to tighten the emission allowances for the two power companies with a view to improving air quality. The emission allowances will apply to three types of air pollutants, i.e., sulphur dioxide (SO<sub>2</sub>), nitrogen oxides (NO<sub>x</sub>) and respirable suspended particulates (RSP), to be allocated in respect of each specified licence to conduct electricity works for each emission year from 1 January 2021.

### **JUSTIFICATIONS**

2. Section 26G(2) of the Ordinance provides for the Secretary to allocate the emission allowances for each type of specified pollutant allocated in respect of each specified licence to conduct electricity works by a technical memorandum (TM). The Secretary, in making the emission allocations, shall:

- (a) have regard to the best practicable means (BPM) for preventing the emission of that type of pollutant;
- (b) have as his purpose the attainment and maintenance of any relevant air quality objective ; and
- (c) have regard to whether the emission of that type of pollutant would be, or be likely to be, prejudicial to health.

3. In 2015, the Secretary issued the "Fifth Technical Memorandum for Allocation of Emission Allowances in Respect of Specified Licences" (the Fifth TM) to allocate emission allowances in relation to each emission year commencing on 1 January 2020 for each of the electricity works of the two power companies. The

emission allowances in the Fifth TM were determined with due regard to the Government's plan announced in March 2015 to increase the local gas generation to around 50 per cent of the total fuel mix for electricity generation by 2020 ("Fuel Mix Target") so as to meet the Government's pledged environmental targets for 2020<sup>1</sup>.

4. To meet the emission allowances set under the TM, the Hongkong Electric Company, Limited (HEC) is now building a new gas-fired electricity generating unit (gas-fired unit) of 380 MW, scheduled for completion by the end of 2019. CLP Power Hong Kong Limited (CLP) is still making preparation for additional gas-fired units at its Black Point Power Station. It will endeavour to continue importing 80 per cent of nuclear output<sup>2</sup> from the Daya Bay Nuclear Power Station (DBNPS). The two power companies shall continue to use low emission coal and uphold the performance of their emission control devices while maximising the use of existing gas-fired units and prioritising the use of coal-fired units equipped with advanced emission control devices.

5. The Fifth TM also stipulates a review of the emission allowances in 2016 to take account of the latest developments on the capacity and timing of new gas-fired units at CLP's Black Point Power Station, which will affect the fuel mix for electricity generation and hence emissions in future years. When reviewing the Fifth TM, we have taken account of the following –

- (a) the progress of implementing the fuel mix plan for 2020, including the construction of new gas-fired units and replacement of some old power generating units, which are scheduled for retirement after reaching the end of their service life in the coming years;
- (b) the practicability to maintain the current import of 80% of nuclear power output from DBNPS to CLP after 2018; and
- (c) the projected local electricity consumption for 2021.

6. Based on the above considerations, our assessment for HEC is as follows –

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<sup>1</sup> The pledged environmental targets for 2020 are to reduce the carbon intensity by 50-60% by 2020 when compared to 2005; and to reduce the emissions of sulphur dioxide (SO<sub>2</sub>) by 35-75%, nitrogen oxides (NO<sub>x</sub>) by 20-30% and respirable suspended particulates (RSP) by 15-40% by 2020 when compared to 2010.

<sup>2</sup> In addition to the original agreement to import 70% of the electricity output of Daya Bay Nuclear Power Station (DBNPS), CLP had made arrangement with DBNPS to import an additional 10% of nuclear power for a period of 4 years from 2015 to 2018 as an interim measure.

- (a) HEC is working to build another new gas-fired unit of 380 MW for operation in 2022 to meet the Fuel Mix Target;
- (b) the electricity demand for Hong Kong Island is forecasted to reduce by around 2.4% in 2021 as compared to that of 2020 when setting the Fifth TM. The lower load forecast mainly reflects the potential impact of the various Energy Efficiency and Conservation (EE&C) initiatives, e.g., the Mandatory Energy Efficiency Labelling Scheme, Buildings Energy Efficiency Ordinance and the “Energy Saving Plan for Hong Kong’s Built Environment 2015~2025+” (Energy Saving Plan) released by the Government in May 2015, which sets a target of reducing energy intensity in Hong Kong by 40% by 2025 when compared to 2005;
- (c) as gas-fired units will continue to take up the base electricity load, the reduced electricity demand forecast in 2021 will imply less electricity generation from their old coal-fired units. As a result, HEC’s emission allowances in 2021 could be reduced by 8% for SO<sub>2</sub>, 2% for NO<sub>x</sub> and 10% for RSP as compared to the levels in the Fifth TM; and
- (d) the commencement of operation of the new gas-fired unit in 2022 would provide scope for further reducing the emission allowances in due course.

7. As for CLP, our assessment is as follows –

- (a) although CLP has obtained an environmental permit (EP) under the Environmental Impact Assessment Ordinance (Cap. 499) for its construction and operation of a new gas-fired unit at its Black Point Power Station, the proposal of constructing the new gas-fired unit is being reviewed by both the Government and CLP. There are thus uncertainties as to whether it could be ready for operation in 2021;
- (b) DBNPS would continue to supply 80% of its annual nuclear power output to CLP beyond 2018;
- (c) the electricity demand for CLP is forecasted to reduce by around 1.4% in 2021 as compared to that of 2020 when setting the Fifth TM. The projected load reduction is attributable to the Government’s Energy Saving

Plan launched in May 2015; and

(d) as the gas-fired units will continue to bear the base load, the reduction in the forecast of CLP's demand is expected to impact mostly on coal-fired generation. It is estimated that its emission allowances could be reduced by 7% for SO<sub>2</sub>, 4% for NO<sub>x</sub> and 5% for RSP in 2021 as compared to the levels in the Fifth TM.

8. The projected emissions for the electricity works of the two power companies in 2021 and beyond are presented in Table 1 below, together with the reductions relative to the respective Fifth TM levels –

Table 1: Projected Emissions for Electricity Works in 2021 and beyond (tonnes per year)

		<b>Sulphur dioxide</b>	<b>Nitrogen oxides<sup>[@]</sup></b>	<b>Respirable suspended particulates</b>
HEC	Lamma Power Station and Lamma Power Station Extension (mixed fuel)	2 870 [-8%]	6 220 [-2%]	130 [-10%]
CLP	Black Point Power Station (gas-fired)	278 [0%]	4 063 [0%]	108 [0%]
	Castle Peak Power Station (coal-fired)	3 930 [-8%]	10 245 [-6%]	311 [-6%]
	Penny's Bay Gas Turbine Power Station (oil -fired)	2 [0%]	2 [0%]	1 [0%]
	Total of CLP's Stations	4 210 [-7%]	14 310 [-4%]	420 [-5%]
Electricity sector		7 080 [-8%]	20 530 [-3%]	550 [-6%]

<sup>[@]</sup> Expressed as nitrogen dioxide

Note: The figures in square brackets are the percent reduction comparing with the emission allowances stipulated in the Fifth TM.

9. Based on the above projected emissions, in ascertaining the emission allowances for HEC and CLP, we will also follow the established mechanism in the

Fifth TM by taking into account the actual intake of the electricity generated from RE and the unit emission factors of coal-fired generating units<sup>3</sup>. For RE facilities, the Lamma Winds of HEC and its photovoltaic system at Lamma Power Station will continue to supply RE of about 2 GWh per year in total to HEC’s power grid. CLP will have additional RE power from Phase 1 of Environmental Protection Department’s (EPD) new Organic Waste Treatment Facilities in Siu Ho Wan, North Lantau, which will be commissioned in 2017, apart from EPD’s Sludge Treatment Facility (T·PARK) in Tuen Mun, which started operation in 2015. These two facilities will supply about 32 GWh of surplus electricity to CLP’s power grid per year. Besides, EPD’s Integrated Waste Management Facility in Shek Kwu Chau is also a potential RE facility and is expected to start providing RE by 2023. Further assessment will be conducted in our next review of TM when more details are available.

**THE SIXTH TECHNICAL MEMORANDUM**

10. Based on the above review, we propose to promulgate a new TM to allocate the emission allowances from 2021 onwards to each of the existing power plants by the following method, as adopted in the Fifth TM:

	Emission allowances to be allocated and ascertained
=	Emission allowances that are required with the use of BPM (i.e., those presented in Table 1 above)
<i>plus/minus</i>	Emission allowances to be added/deducted owing to deviation of the actual intake of RE from the anticipated intake (i.e., 2 GWh and 32 GWh for HEC and CLP respectively) in accordance with the unit emission factors of coal-fired units

11. The formulae for allocating the emission allowances to the four electricity works are presented in the tables below –

Table 2(a): Lamma Power Station and Lamma Power Station Extension

<sup>3</sup> Unit emission factors of coal-fired units are the averaged emission of specified pollutants (i.e., SO<sub>2</sub>, NO<sub>x</sub> and RSP) owing to the generation of 1 GWh electricity from coal-fired generating units in the power plant, expressed in Tonne/GWh.

	<b>Quantity of Emission Allowance for 2021 and thereafter</b>
SO <sub>2</sub>	$2\,870 + (2 - A) \times 0.529^*$
NO <sub>X</sub> <sup>[@]</sup>	$6\,220 + (2 - A) \times 0.938^*$
RSP	$130 + (2 - A) \times 0.017^*$

Table 2(b): Black Point Power Station

	<b>Quantity of Emission Allowance for 2021 and thereafter</b>
SO <sub>2</sub>	278
NO <sub>X</sub> <sup>[@]</sup>	4 063
RSP	108

Table 2(c): Castle Peak Power Station

	<b>Quantity of Emission Allowance for 2021 and thereafter</b>
SO <sub>2</sub>	$3\,930 + (32 - B) \times 0.407^\#$
NO <sub>X</sub> <sup>[@]</sup>	$10\,245 + (32 - B) \times 1.062^\#$
RSP	$311 + (32 - B) \times 0.031^\#$

Table 2(d): Penny's Bay Gas Turbine Power Station

	<b>Quantity of Emission Allowance for 2021 and thereafter</b>
SO <sub>2</sub>	2
NO <sub>X</sub> <sup>[@]</sup>	2
RSP	1

<sup>[@]</sup> Expressed as nitrogen dioxide

\* Unit emission factors of coal-fired units in Lamma Power Station in 2021

# Unit emission factors of coal-fired units in Castle Peak Power Station in 2021

where –

A is the aggregate of total net sent-out electricity output (in GWh) from individual RE to the electricity grid of Lamma Power Station and Lamma Power Station Extension in the emission year; and

B is the aggregate of total net sent-out electricity output (in GWh) from individual RE to the electricity grid of Castle Peak Power Station in the emission year.

12. In the event that there are new electricity works<sup>4</sup>, we will, as in the past, allocate emission allowances based on the emission performance of a new gas-fired unit having adopted BPM for emission reduction. We also propose to retain the mechanism in the Fifth TM to cater for the possible intake of RE by new electricity works. Accordingly, the formulae for allocating and ascertaining the emission allowances in respect of each of the specified pollutants for possible new electricity works, with respect to the same reference installed capacity adopted in the previous TM, i.e., 300 MW, for emission years starting from 1 January 2021 would be as presented in the table below –

Table 3: New Electricity Works

	<b>Quantity of Emission Allowance for 2021 and thereafter</b>
SO <sub>2</sub>	$36 \times (C/300) \times (D/12) - E \times 0.018^{\wedge}$
NO <sub>X</sub> [ <sup>@</sup> ]	$55 \times (C/300) \times (D/12) - E \times 0.028^{\wedge}$
RSP	$14 \times (C/300) \times (D/12) - E \times 0.007^{\wedge}$

[<sup>@</sup>] Expressed as nitrogen dioxide

<sup>^</sup> Unit emission factors of gas-fired units equipped with latest emission control device

where –

- C is the total installed capacity (in MW) of the New Electricity Works; or 300 (i.e., reference installed capacity), whichever is smaller;
- D is the total number of months in the emission year after the commencement of operation of the New Electricity Works and part of a month is taken as a full month in the determination; and
- E is the aggregate of total net sent-out electricity output (in GWh) from individual RE to the electricity grid of the New Electricity Works in the emission year.

**LEGISLATIVE TIMETABLE**

13. The Sixth TM will be published in the Gazette on 21 October 2016 and tabled at the Legislative Council for negative vetting on 26 October 2016. Subject to

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<sup>4</sup> "New electricity works" refers to new entrant (i.e., in addition to HEC and CLP) coming into the electricity generation industry after the commencement of the proposed TM. The use of coal in new electricity generation plants was banned since 1997. New generating units shall be gas-fired units.

the negative vetting by the Legislative Council, the new set of emission allowances will take effect at least four years after the commencement of the Sixth TM, i.e., starting from the emission year of 2021 in accordance with Section 26G(4) of the Ordinance.

## **BASIC LAW AND HUMAN RIGHTS IMPLICATIONS**

14. The Sixth TM is in conformity with the Basic Law, including the provisions concerning human rights.

## **ENVIRONMENTAL AND SUSTAINABILITY IMPLICATIONS**

15. As compared with the emission allowances for 2020 set under the Fifth TM, the proposed Sixth TM will see a further tightening of 8% for SO<sub>2</sub>, 3% for NO<sub>x</sub> as well as 6% for RSP for the electricity sector. The reduction will help improve air quality, given that emissions from the electricity sector account for 53%, 33% and 17% respectively of the territory-wide emissions of these pollutants in 2014.

16. HEC is planning to build a new gas-fired unit for commissioning in 2022 to meet the Fuel Mix Target. CLP is also preparing to build a new gas-fired unit at its Black Point Power Station. Since the addition of new gas-fired units will affect the fuel mix for electricity generation and hence emissions in future years, we will review the TM again in 2017 when more information on the timing of their availability is available.

17. Achieving better air quality for Hong Kong through statutory control on power plants' emissions is in line with the sustainability principles of seeking opportunities to enhance the quality of our living environment that promotes and protects the physical health of the people of Hong Kong.

## **TARIFF IMPLICATIONS**

18. Achieving the proposed 2021 emission caps does not involve new capital investment by the power companies. As for fuel costs, while the Sixth TM will not have any major impact on the fuel mix of power companies, actual fuel costs would be



subject to then international market prices. The power companies will present their tariff assessment to the Government in accordance with the relevant regulatory mechanism under the new Scheme of Control Agreement (SCA) should there be a new SCA.

## **FINANCIAL AND CIVIL SERVICE IMPLICATIONS**

19. The Sixth TM will not incur additional financial implications for the Government. Enforcement of the emission caps for power companies will be carried out by existing staff of EPD.

## **CONSULTATION**

20. We have consulted the two power companies about the proposal to further tighten the emission caps. Both companies consider the proposed new emission allowances extremely challenging. Nevertheless, they are supportive of the new energy efficiency and conservation initiatives proposed by the Government in the Energy Saving Plan and Hong Kong's new fuel mix plan for 2020 with a view to cutting emissions from electricity generation. They are committed to working closely with the Government to ensure compliance while maintaining a reliable supply of electricity to the customers. They also agree to another review of the TM next year when more details about their new gas-fired generation projects are available.

21. Both power companies also see the compliance of the emission allowances contingent upon availability of fuels of the right quality. They have also put forward that any forced outages or a drop in the performance of the generating units or emission control equipment due to ageing problem or natural deterioration will jeopardise their compliance with the new emission allowances. Should their operation encounter events that are beyond their control and with significant emission implications (e.g., cessation or insufficient supply of low emission coal, unexpected increase in power demand, increase in sulphur content of the natural gas supplied, less than expected nuclear energy made available to CLP for 2021, and/or other related issues falling outside their control), they may have to resort to the special event provision under Section 26K of the APCO to adjust their emission allowances accordingly. When necessary, we will handle these special events in accordance with the APCO.

## **PUBLICITY**

22. A press release will be issued on the date of gazette of the Sixth TM. A spokesman will be made available for media enquiries.

## **ENQUIRY**

23. For any enquiry relating to this brief, please contact Mr. W C Mok, Assistant Director of Environmental Protection (Air Policy), at 2594 6309.

**Environmental Protection Department**  
**October 2016**

**SIXTH TECHNICAL MEMORANDUM  
FOR ALLOCATION OF EMISSION ALLOWANCES  
IN RESPECT OF SPECIFIED LICENCES**

WONG Kam-sing  
SECRETARY FOR THE ENVIRONMENT

This Technical Memorandum is published under Section 37B(1) of the Air Pollution Control Ordinance (Cap. 311) and shall commence to have effect in accordance with Section 37C of that Ordinance.

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# **SIXTH TECHNICAL MEMORANDUM FOR ALLOCATION OF EMISSION ALLOWANCES IN RESPECT OF SPECIFIED LICENCES**

## **1. PRELIMINARY**

### *1.1 Citation and Commencement*

This Technical Memorandum is the sixth technical memorandum issued pursuant to Section 26G of the Ordinance and may be cited as the "Sixth Technical Memorandum for Allocation of Emission Allowances in Respect of Specified Licences". This Technical Memorandum shall come into operation in accordance with Section 37C of the Ordinance.

### *1.2 Application and Scope*

This Technical Memorandum sets out the quantity of emission allowances for each type of specified pollutant allocated in respect of each specified licence and the allocation principles and determination method of the quantity of emission allowances to be allocated for each and every emission year from 1 January 2021. The allocation of emission allowances set out or determined under the Fifth Technical Memorandum for each and every emission year from 1 January 2021 is superseded by this Technical Memorandum.

### *1.3 Interpretation*

In this Technical Memorandum, unless the context otherwise requires, the following definitions apply –

"Authority" (監督) has the same meaning as in the Ordinance.

"Electricity generation for local consumption" (供本港使用電力) means the gross electricity generation of the Electricity Works concerned minus the electricity sales for export outside the Hong Kong Special Administrative Region irrespective of whether the export sales are directly conducted by the subject specified licence holder or indirectly dealt with by other dealers.

"Electricity Works" (電力工程) means the process of Electricity Works specified in item 7 of Schedule 1 to the Ordinance.

"emission allowance" (排放限額) has the same meaning as in the Ordinance.

"emission year" (排放年度) has the same meaning as in the Ordinance.

"Existing Electricity Works" (現有電力工程) means the Electricity Works conducted in any of the following power stations in respect of which a valid specified licence is in force on the commencement date of this Technical Memorandum –

- (a) Lamma Power Station and Lamma Power Station Extension at Lot 1934 and Lot 2200, DD 3, Po Lo Tsui, Lamma Island;
- (b) Black Point Power Station at Yung Long Road, Lung Kwu Tan, Tuen Mun, New Territories;
- (c) Castle Peak Power Station at Lung Yiu Street, Tuen Mun, New Territories; and
- (d) Penny's Bay Gas Turbine Power Station at Lot 23, DD 256, Penny's Bay, Lantau Island, New Territories.

"Fifth Technical Memorandum" (第五份技術備忘錄) means the "Fifth Technical Memorandum for Allocation of Emission Allowances in Respect of Specified Licences" published in the Gazette under Section 37B(1) of the Ordinance on 23 October 2015 which came into operation in accordance with Section 37C of the Ordinance.

"New Electricity Works" (新電力工程) means any Electricity Works, other than the Existing Electricity Works, which comes into existence after the commencement of this Technical Memorandum.

"Ordinance" (條例) means the Air Pollution Control Ordinance (Cap. 311).

"Renewable Energy System" (可再生能源系統) means an electricity generation system employing solar, wind, biomass, hydro, tidal, wave, geothermal or energy from waste (including landfill gas or sewage gas) that provides electricity to the grid.

"Secretary" (局長) has the same meaning as in the Ordinance.

"specified licence" (指明牌照) has the same meaning as in the Ordinance.

"specified licence holder" (指明牌照持有人) has the same meaning as in the Ordinance.

"specified pollutant" (指明污染物) has the same meaning as in the Ordinance.

## 2. ALLOCATION OF EMISSION ALLOWANCES

2.1 The quantity of emission allowances for each type of specified pollutant allocated to each specified licence of Existing Electricity Works for each and every emission year from 1 January 2021 shall be determined by the formulae in the respective tables as follows –

### (a) Lamma Power Station and Lamma Power Station Extension

	2021 and thereafter
Sulphur dioxide	$2\,870 + (2 - A) \times 0.529$
Nitrogen oxides <sup>(i)</sup>	$6\,220 + (2 - A) \times 0.938$
Respirable suspended particulates	$130 + (2 - A) \times 0.017$

### (b) Black Point Power Station

	2021 and thereafter
Sulphur dioxide	278
Nitrogen oxides <sup>(i)</sup>	4 063
Respirable suspended particulates	108

### (c) Castle Peak Power Station

	2021 and thereafter
Sulphur dioxide	$3\,930 + (32 - B) \times 0.407$
Nitrogen oxides <sup>(i)</sup>	$10\,245 + (32 - B) \times 1.062$
Respirable suspended particulates	$311 + (32 - B) \times 0.031$

(d) Penny's Bay Gas Turbine Power Station

	2021 and thereafter
Sulphur dioxide	2
Nitrogen oxides <sup>(i)</sup>	2
Respirable suspended particulates	1

<sup>(i)</sup> Expressed as nitrogen dioxide

where –

- A is the aggregate of total net sent-out electricity output (in GWh) from the Renewable Energy Systems to the electricity grid of Lamma Power Station and Lamma Power Station Extension in the emission year; and
- B is the aggregate of total net sent-out electricity output (in GWh) from the Renewable Energy Systems to the electricity grid of Castle Peak Power Station in the emission year.

2.2 The quantity of emission allowances for each type of specified pollutant allocated to each specified licence of New Electricity Works for each and every emission year from 1 January 2021 shall be determined by the formulae as follows –

	2021 and thereafter
Sulphur dioxide	$36 \times (C/300) \times (D/12) - E \times 0.018$
Nitrogen oxides <sup>(ii)</sup>	$55 \times (C/300) \times (D/12) - E \times 0.028$
Respirable suspended particulates	$14 \times (C/300) \times (D/12) - E \times 0.007$

<sup>(ii)</sup> Expressed as nitrogen dioxide

where –

- C is the total installed capacity (in MW) of the New Electricity Works; or 300, whichever is smaller;
- D is the total number of months in the emission year after the commencement of operation of the New Electricity Works and part of a month is taken as a full month in the determination; and
- E is the aggregate of total net sent-out electricity output (in GWh) from the Renewable Energy Systems to the electricity grid of the New Electricity Works in the emission year.



2.3 The Authority shall make the allocation of emission allowances for each type of specified pollutant in relation to each specified licence in respect of electricity generation for local consumption.

2.4 For the purposes of determination of the quantity of emission allowances referred in Sections 2.1 and 2.2, the aggregate of the total net sent-out electricity output from the Renewable Energy Systems in the emission year is to be rounded up to the next whole number.

2.5 The quantity of emission allowances determined in this Technical Memorandum for allocation to a specified licence shall be rounded up to the next whole number.

2.6 Unless otherwise provided or required in the Ordinance or its subsidiary legislation, the Authority shall allocate to each specified licence the respective quantity of emission allowances set out or determined in accordance with this Technical Memorandum for each and every emission year from 1 January 2021.

2.7 The Secretary shall review in 2017 the quantity of emission allowances for each type of specified pollutant for each specified licence set out or determined in accordance with this Technical Memorandum after the commencement of this Technical Memorandum.