

# POWER SECTOR PROGRAMS PROGRESS REPORT

2018

- Program Basics
- Emission Controls & Monitoring

- Affected Units
- Program Compliance

- Emission Reductions
- Market Activity



## Executive Summary

Under the Clean Air Act, EPA implements several regulations that affect power plants, including the Acid Rain Program (ARP), the Cross-State Air Pollution Rule (CSAPR) and the CSAPR Update, and the Mercury and Air Toxics Standards (MATS). These programs require fossil fuel-fired electric generating units to reduce emissions of sulfur dioxide (SO<sub>2</sub>), nitrogen oxides (NO<sub>x</sub>), and hazardous air pollutants including mercury (Hg) to protect human health and the environment. This reporting year marks the fourth year of CSAPR implementation, the second year of the CSAPR Update implementation, the twenty-third year of the ARP, and the second year of MATS implementation in which the majority of sources were required to report emissions for the full year. This report summarizes annual progress through 2018, highlighting data that EPA systematically collects on emissions for all four programs, on compliance, and environmental effects for the ARP and CSAPR. Transparency and data availability are a hallmark of these programs, and a cornerstone of their success.

Sulfur dioxide, nitrogen oxides, and hazardous air pollutants, including mercury, are fossil fuel combustion byproducts that affect public health and the environment. SO<sub>2</sub> and NO<sub>x</sub>, and their sulfate and nitrate byproducts, are transported and deposited as acid rain at levels harmful to sensitive ecosystems in many areas of the country. These pollutants also contribute to the formation of fine particles (sulfates and nitrates) and ground level ozone that are associated with significant human health effects and regional haze. Atmospheric mercury deposition accumulates in fish to levels of concern for human health and the health of fish-eating wildlife.

The Acid Rain Program, CSAPR, CSAPR Update and MATS have delivered substantial reductions in power sector emissions of SO<sub>2</sub>, NO<sub>x</sub>, and hazardous air pollutants, along with significant improvements in air quality and the environment. In addition to the demonstrated reductions achieved by the power sector emission control programs described in this report, SO<sub>2</sub>, NO<sub>x</sub>, and hazardous air pollutant emissions have declined steadily in recent years due to a variety of power industry trends that are expected to continue.

### 2018 ARP, CSAPR and MATS at a Glance

- **Annual SO<sub>2</sub> emissions:**  
**CSAPR** - 0.8 million tons (91 percent below 2005)  
**ARP** - 1.2 million tons (92 percent below 1990)
- **Annual NO<sub>x</sub> emissions:**  
**CSAPR** - 0.6 million tons (73 percent below 2005)  
**ARP** - 1.0 million tons (84 percent below 1990)
- **CSAPR ozone season NO<sub>x</sub> emissions:** 297,000 tons (53 percent below 2005)
- **Compliance:** 100 percent compliance for power plants in the market-based ARP and CSAPR allowance-trading programs.
- **Emissions reported under MATS:**  
**Mercury** - 3.7 tons (87 percent below 2010)





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## Chapter 1: Program Basics

The Acid Rain Program (ARP), the Cross-State Air Pollution Rule (CSAPR), and the CSAPR Update are implemented through cap and trade programs designed to reduce emissions of sulfur dioxide (SO<sub>2</sub>) and nitrogen oxides (NO<sub>x</sub>) from covered power plants. Established under Title IV of the 1990 Clean Air Act Amendments, the Acid Rain Program was a landmark nationwide cap and trade program, with a goal of reducing the emissions that cause acid rain. The undisputed success of the program in achieving significant emission reductions in a cost-effective manner led to the application of the market-based cap and trade tool for other regional environmental problems, namely interstate air pollution transport, or pollution from upwind emission sources that impacts air quality in downwind areas. The interstate transport of pollution can make it difficult for downwind states to meet health-based air quality standards for regional pollutants, particularly PM<sub>2.5</sub> and ozone. EPA first employed trading to address regional criteria pollution in the NO<sub>x</sub> Budget Trading Program (NBP), which helped northeastern states address the interstate transport of NO<sub>x</sub> emissions causing ozone pollution in northeastern states. Next, the NBP was effectively replaced by the ozone season NO<sub>x</sub> program under the [Clean Air Interstate Rule \(CAIR\)](#), which required further summertime NO<sub>x</sub> emission reductions from the power sector, and also required annual reductions of NO<sub>x</sub> and SO<sub>2</sub> to address PM<sub>2.5</sub> transport. In response to a court decision on CAIR, CSAPR replaced CAIR beginning in 2015 and continued to reduce annual SO<sub>2</sub> and NO<sub>x</sub> emissions, as well as seasonal NO<sub>x</sub> emissions, to facilitate attainment of the fine particle and ozone NAAQS. Most recently, implementation of the CSAPR Update began in 2017. The CSAPR Update further reduces seasonal NO<sub>x</sub> emissions to help states attain and maintain a newer ozone National Ambient Air Quality Standard (NAAQS).

The Mercury and Air Toxics Standards (MATS) set limits on emissions of hazardous air pollutants from covered power plants. EPA published the final standards in February 2012, and the compliance requirements generally went into effect in April 2015, with extensions for some plants until April 2016 and a small number until April 2017. As such, 2018 is the second full year for which the vast majority of sources covered by MATS have reported emissions data to the EPA.

### Highlights

#### Acid Rain Program (ARP): 1995 - present

- The ARP began in 1995 and covers fossil fuel-fired power plants across the contiguous United States. The ARP was established under Title IV of the 1990 Clean Air Act Amendments and is designed to reduce SO<sub>2</sub> and NO<sub>x</sub> emissions, the primary precursors of acid rain.
- The ARP's market-based SO<sub>2</sub> cap and trade program sets an annual cap on the total amount of SO<sub>2</sub> that may be emitted by covered electricity generating units (EGUs) throughout the contiguous U.S. The final annual SO<sub>2</sub> emissions cap was set at 8.95 million tons in 2010, a level of about one-half of the emissions from the power sector in 1980.
- NO<sub>x</sub> reductions under the ARP are achieved through a rate-based approach that applies to a subset of coal-fired EGUs.



### Cross-State Air Pollution Rule (CSAPR): 2015 - present

- CSAPR addresses regional interstate transport of fine particle and ozone pollution for the 1997 ozone and PM<sub>2.5</sub> NAAQS and the 2006 PM<sub>2.5</sub> NAAQS. In 2015, CSAPR required a total of 28 eastern states to reduce SO<sub>2</sub> emissions, annual NO<sub>x</sub> emissions and/or ozone season NO<sub>x</sub> emissions. Specifically, CSAPR required reductions in annual emissions of SO<sub>2</sub> and NO<sub>x</sub> from power plants in 23 eastern states and reductions of NO<sub>x</sub> emissions during the ozone season from power plants in 25 eastern states.
- CSAPR includes four separate cap and trade programs to achieve these reductions: the CSAPR SO<sub>2</sub> Group 1 and Group 2 trading programs, the CSAPR NO<sub>x</sub> Annual trading program, and the CSAPR NO<sub>x</sub> Ozone Season Group 1 trading program.

### Cross-State Air Pollution Rule Update (CSAPR Update): 2017 - present

- The CSAPR Update was developed to address regional interstate transport for the 2008 ozone NAAQS and to respond to the July 2015 court remand of certain CSAPR ozone season requirements.
- As of May 2017, the CSAPR Update began further reducing ozone season NO<sub>x</sub> emissions from power plants in 22 states in the eastern U.S.
- The CSAPR Update achieves these reductions through the CSAPR NO<sub>x</sub> Ozone Season Group 2 trading program. The total CSAPR Update budget equals the sum of the individual state budgets for those states included in the program. The CSAPR Update budget is set at 313,626 tons in 2018.

### CSAPR and CSAPR Update Budgets

- The total CSAPR and CSAPR Update budget for each of the five trading programs equals the sum of the individual state budgets for those states affected by each program. In 2017, some original CSAPR budgets tightened, particularly in the SO<sub>2</sub> Group 1 program. Also, the CSAPR Update replaced the original CSAPR ozone season NO<sub>x</sub> program for most states. The total budget for each program was set at the following level in 2018:
  - SO<sub>2</sub> Group 1 – 1,372,631 tons
  - SO<sub>2</sub> Group 2 – 597,579 tons
  - NO<sub>x</sub> Annual – 1,069,256 tons
  - NO<sub>x</sub> Ozone Season Group 1 – 24,041 tons<sup>1</sup>
  - NO<sub>x</sub> Ozone Season Group 2 – 313,626 tons

### Mercury and Air Toxics Standards (MATS)

- EPA announced standards to limit mercury, acid gases, and other toxic pollution from power plants in December 2011 (published in February 2012). EPA provided the maximum 3-year compliance period, so sources were generally required to comply no later than April 16, 2015.

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<sup>1</sup> The CSAPR NO<sub>x</sub> Ozone Season Group 1 program applies only to sources in Georgia.



Some sources obtained a one-year extension from their state permitting authority, allowed under the CAA, and so, were required to comply with the final rule by April 16, 2016.

- Units subject to MATS must comply with emission rate limits for certain hazardous air pollutants (or surrogates). There are several ways to demonstrate compliance, including the use of continuous monitoring or through periodic measurement of emissions. Some units may choose to demonstrate compliance through periodic performance tests.
- This 2018 progress report only provides data from affected sources that submitted hourly emissions data in 2018. Units not reporting data (e.g., those monitoring using periodic testing) are not included in this report.

## Background Information

### Power Sector Trends

The widespread and dramatic emission reductions in the power sector over the last few decades have come about from several factors, including changes in markets for fuels and electricity as well as regulatory programs.<sup>1</sup> While most coal-fired electricity generation comes from sources with state-of-the-art emission controls, broad industry shifts from coal-fired generation to gas-fired generation, as well as increases in zero-emitting generation sources, also have reduced power sector emissions. Market factors, modest demand growth, and policy and regulatory efforts have resulted in a notable change in the last decade to the country's overall generation mix as natural gas and renewable energy generation increased while coal-fired generation decreased.

Looking ahead, the price of natural gas is expected to remain low for the foreseeable future as improvements in drilling technologies and techniques continue to reduce the cost of extraction. In addition, the existing fleet of coal-fired EGUs continues to age. With a continued (but reduced) tax credit and declining capital costs, solar capacity is projected to grow through 2050, while tax credits that phase out for plants entering service through 2023 provide incentives for new wind capacity in the near-term. Some power generators have announced that they expect to continue to change their generation mix away from coal-fired generation and toward natural-gas fired generation, renewables, and more deployment of energy efficiency measures. All these factors, in total, have resulted in declining power sector emissions in recent years, a trend that is expected to continue going forward.

### Acid Rain Program

Title IV of the 1990 Clean Air Act Amendments established the ARP to address acid deposition nationwide by reducing annual SO<sub>2</sub> and NO<sub>x</sub> emissions from fossil fuel-fired power plants. In contrast to traditional command and control regulatory methods that establish specific emissions limitations, the ARP SO<sub>2</sub> program introduced a landmark allowance trading system that harnessed the economic incentives of the market to reduce pollution. This market-based cap and trade program was implemented in two phases. Phase I began in 1995 and affected the most polluting coal-burning units in 21 eastern and midwestern states. Phase II began in 2000 and expanded the program to include other units fired by coal, oil, and gas in the contiguous U.S. Under Phase II, Congress also tightened the annual SO<sub>2</sub> emissions cap, with a permanent annual cap set at 8.95 million allowances starting in 2010. The NO<sub>x</sub>

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<sup>1</sup> EIA, Annual Energy Outlook 2019.





program has a similar results-oriented approach and ensures program integrity through measurement and reporting. However, it does not cap NO<sub>x</sub> emissions, nor does it utilize an allowance trading system. Instead, the ARP NO<sub>x</sub> program provisions apply boiler-specific NO<sub>x</sub> emission limits – or rates – in pounds per million British thermal units (lb/mmBtu) on certain coal-fired boilers. There is a degree of flexibility, however. Units under common control can comply using emission rate averaging plans, subject to requirements ensuring that the total mass emissions from the units in an averaging plan do not exceed the total mass emissions the units would have emitted at their individual emission rate limits.

### NO<sub>x</sub> Budget Trading Program

The NBP was a market-based cap and trade program created to reduce NO<sub>x</sub> emissions from power plants and other large stationary combustion sources during the summer ozone season to address regional air pollution transport that contributes to the formation of ozone in the eastern United States. The program, which operated during the ozone seasons from 2003 to 2008, was a central component of the NO<sub>x</sub> State Implementation Plan (SIP) Call, promulgated in 1998, to help states attain the 1979 ozone NAAQS. All 21 jurisdictions (20 states plus Washington, D.C.) covered by the NO<sub>x</sub> SIP Call opted to participate in the NBP. In 2009, the CAIR's NO<sub>x</sub> ozone season program began, effectively replacing the NBP to continue achieving ozone season NO<sub>x</sub> emission reductions from the power sector.

### Clean Air Interstate Rule

CAIR required 25 eastern jurisdictions (24 states plus Washington, D.C.) to limit annual power sector emissions of SO<sub>2</sub> and NO<sub>x</sub> to address regional interstate transport of air pollution that contributes to the formation of fine particulates. It also required 26 jurisdictions (25 states plus Washington, D.C.) to limit power sector ozone season NO<sub>x</sub> emissions to address regional interstate transport of air pollution that contributes to the formation of ozone during the ozone season. CAIR used three separate market-based cap and trade programs to achieve emission reductions and to help states meet the 1997 ozone and fine particle NAAQS.

EPA issued CAIR on May 12, 2005 and the CAIR federal implementation plans (FIPs) on April 26, 2006. In 2008, the U.S. Court of Appeals for the DC Circuit remanded CAIR to the Agency, leaving the existing CAIR programs in place while directing EPA to replace them as rapidly as possible with a new rule consistent with the Clean Air Act. The CAIR NO<sub>x</sub> ozone season and NO<sub>x</sub> annual programs began in 2009, while the CAIR SO<sub>2</sub> program began in 2010. As discussed below, CAIR was replaced by CSAPR in 2015.

### Cross-State Air Pollution Rule

EPA issued CSAPR in July 2011, requiring 28 states in the eastern half of the United States to significantly improve air quality by reducing power plant emissions that cross state lines and contribute to fine particle and summertime ozone pollution in downwind states. CSAPR required 23 states to reduce annual SO<sub>2</sub> and NO<sub>x</sub> emissions to help downwind areas attain the 2006 and/or 1997 annual PM<sub>2.5</sub> NAAQS. CSAPR also required 25 states to reduce ozone season NO<sub>x</sub> emissions to help downwind areas attain the 1997 ozone NAAQS. CSAPR divides the states required to reduce SO<sub>2</sub> emissions into two groups (Group 1 and Group 2). Both groups were required to reduce their SO<sub>2</sub> emissions in Phase I. All Group 1 states, as well as some Group 2 states, were required to make additional reductions in SO<sub>2</sub> emissions in Phase II in order to eliminate their significant contribution to air quality problems in downwind areas.



CSAPR was scheduled to replace CAIR starting on January 1, 2012. However, the timing of CSAPR's implementation was affected by D.C. Circuit actions that stayed and then vacated CSAPR before implementation. On April 29, 2014, the U.S. Supreme Court reversed the D.C. Circuit's vacatur, and on October 23, 2014, the D.C. Circuit granted EPA's motion to lift the stay and shift the CSAPR compliance deadlines by three years. Accordingly, the CSAPR Phase I implementation began on January 1, 2015, replacing CAIR, and CSAPR Phase II began January 1, 2017.

### Cross-State Air Pollution Rule Update

On September 7, 2016, EPA finalized an update to the CSAPR ozone season program by issuing the CSAPR Update. This rule addresses the summertime ozone pollution in the eastern U.S. that crosses state lines and will help downwind states and communities meet and maintain the 2008 ozone NAAQS. In May 2017, the CSAPR Update began further reducing ozone season NO<sub>x</sub> emissions from power plants in 22 states in the eastern U.S. When issuing the CSAPR Update, EPA found that, while the rule would result in meaningful, near-term reductions in ozone pollution that crosses state lines, the rule may not be sufficient to fully address all covered states' good neighbor obligations with respect to the 2008 ozone NAAQS. In December 2018, based on additional analysis conducted after issuance of the rule, EPA published a determination that the emission reductions required by the CSAPR Update in fact would fully address all covered states' good neighbor obligations with respect to this NAAQS.

In September 2019, the D.C. Circuit upheld the CSAPR Update in most respects but remanded the rule to EPA to address the court's holding that the rule unlawfully allowed upwind states' significant contribution to downwind air quality problems to continue beyond downwind states' deadlines for attaining the NAAQS. Relatedly, in October 2019, the court vacated EPA's December 2018 determination that the CSAPR Update fully addressed covered states' good neighbor obligations with respect to the 2008 ozone NAAQS. As directed by the court, EPA will continue to implement the CSAPR Update while developing a response to the court's remand.

### Mercury and Air Toxics Standards

On December 16, 2011, the EPA announced final standards to reduce emissions of toxic air pollutants from new and existing coal- and oil-fired electric utility steam generating units (EGUs) in all 50 states and U.S. territories. MATS established technology-based emission rate standards that reflect the level of hazardous air pollutant (HAP) emissions that had been achieved by the best-performing sources. These HAPs include mercury (Hg), non-mercury metals (such as arsenic (As), chromium (Cr), and nickel (Ni)), and acid gases, including hydrochloric acid (HCl) and hydrofluoric acid (HF). EPA provided the maximum 3-year compliance period, so sources were generally required to comply no later than April 16, 2015. Some sources obtained a one-year extension from their state permitting authority, allowed under the CAA, and so, were required to comply with the final rule by April 16, 2016.

### More Information

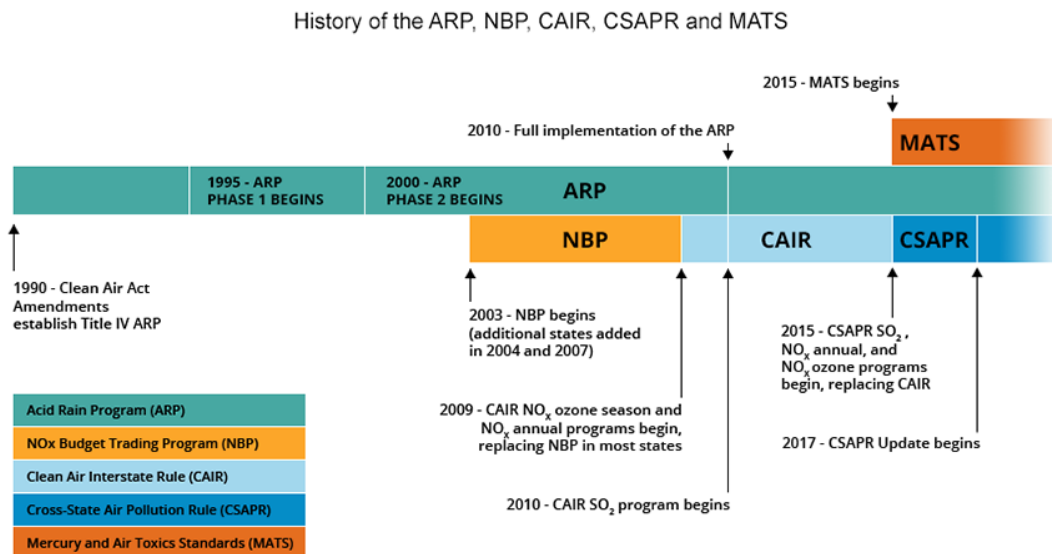
- Acid Rain Program (ARP) <https://www.epa.gov/airmarkets/acid-rain-program>
- Interstate Air Pollution Transport <https://www.epa.gov/airmarkets/interstate-air-pollution-transport>
- Cross-State Air Pollution Rule (CSAPR) <https://www.epa.gov/csapr>



- Cross-State Air Pollution Rule Update (CSAPR Update) <https://www.epa.gov/airmarkets/final-cross-state-air-pollution-rule-update>
- Clean Air Interstate Rule (CAIR) <https://archive.epa.gov/airmarkets/programs/cair/web/html/index.html>
- NO<sub>x</sub> Budget Trading Program (NBP) / NO<sub>x</sub> SIP Call <https://www.epa.gov/airmarkets/nox-budget-trading-program>
- National Ambient Air Quality Standards (NAAQS) <https://www.epa.gov/criteria-air-pollutants>
- EPA's Clean Air Market Programs <https://www.epa.gov/airmarkets/programs>
- Emissions Trading <https://www.epa.gov/emissions-trading-resources>
- MATS <https://www.epa.gov/mats>



## Figures



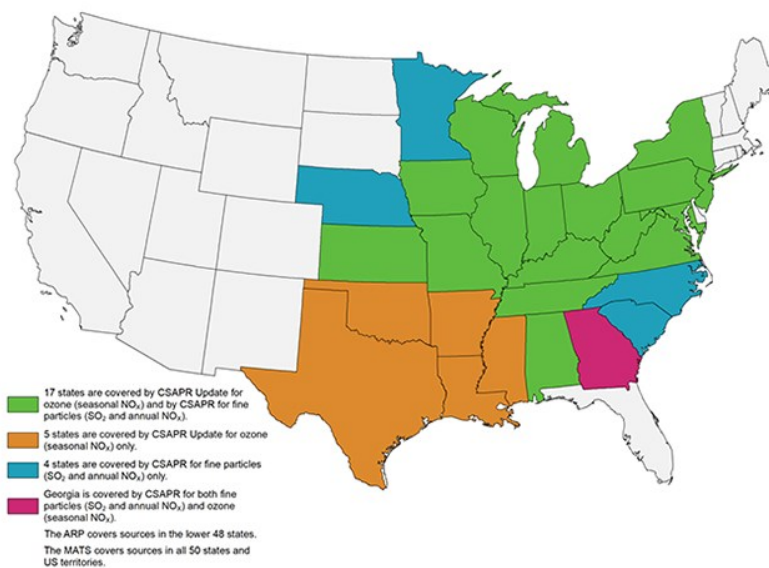
Source: EPA, 2019

Figure 1. History of the ARP, NBP, CAIR, CSAPR and MATS



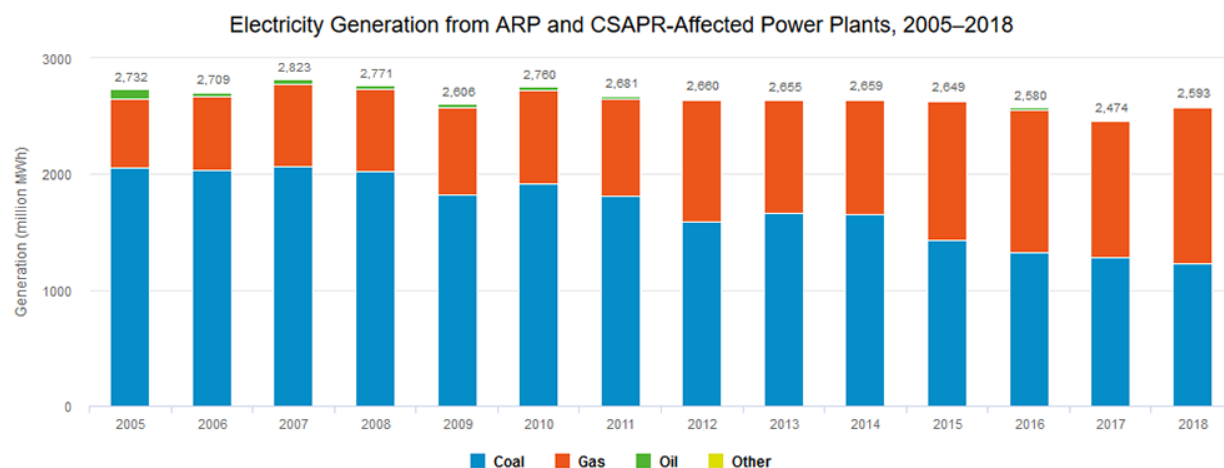


Map of Cross-State Air Pollution Rule Implementation for 2018



Source: EPA, 2019

**Figure 2. Map of Cross-State Air Pollution Rule Implementation for 2018**



Notes:

• There is a small amount of generation from "Oil" or "Other" fuels. The data for these fuels is not easily visible on the full chart. To more clearly see the generation data for these fuels, use the interactive features of the figure: click on the boxes in the legend to turn off the blue and orange categories of fuels (labeled "Coal" and "Gas") and turn on the green and yellow categories of fuels (labeled "Oil" and "Other").

Source: EPA, 2019

**Figure 3. Electricity Generation from ARP and CSAPR-Affected Power Plants, 2005–2018**



## Chapter 2: Affected Units

The Acid Rain Program (ARP) and the Cross-State Air Pollution Rule's (CSAPR) sulfur dioxide (SO<sub>2</sub>) and nitrogen oxides (NO<sub>x</sub>) emission reduction programs apply to large electricity generating units (EGUs) that burn fossil fuels to generate electricity for sale. The Mercury and Air Toxics Standards (MATS) only cover large EGUs that burn coal or oil to generate electricity for sale and excludes gas-fired units, resulting in fewer units in MATS than in the ARP and CSAPR. This section covers units affected in 2018.

### Highlights

#### Acid Rain Program (ARP)

- In 2018, the ARP SO<sub>2</sub> requirements applied to 3,379 fossil fuel-fired combustion units at 1,193 facilities across the country; 612 units at 279 facilities were subject to the ARP NO<sub>x</sub> program.

#### Cross-State Air Pollution Rule (CSAPR)

- In 2018, there were 2,275 affected EGUs at 707 facilities in the CSAPR SO<sub>2</sub> program. Of those, 1,807 (79 percent) were also covered by the ARP.
- In 2018, there were 2,275 affected EGUs at 707 facilities in the CSAPR NO<sub>x</sub> annual program and 2,611 affected EGUs at 834 facilities in the CSAPR NO<sub>x</sub> ozone season program. Of those, 1,807 (79 percent) and 2,116 (81 percent), respectively, were also covered by the ARP.

#### Mercury and Air Toxics (MATS)

- The Mercury and Air Toxics Standards (MATS) set limits on the emissions of hazardous air pollutants from coal- and oil-fired electric utility steam generating units (EGUs) in all 50 states and U.S. territories. MATS was issued under section 112 of the Clean Air Act and requires units to conduct testing and submit emissions data to EPA periodically. EPA is including a summary of the mercury data submitted by affected sources in this report.
- In 2018, 507 units at 227 facilities reported hourly mercury emissions to EPA under MATS.

### Background Information

In general, the ARP and CSAPR programs apply to large EGUs – boilers, turbines, and combined cycle units – that burn fossil fuel, serve generators with nameplate capacity greater than 25 megawatts, and produce electricity for sale. MATS applies only to coal- and oil-fired steam generating EGUs (i.e., utility boilers). It does not apply to combustion turbines, combined cycle units, or to natural gas-fired utility boilers. These EGUs include a range of unit types, including units that operate year-round to provide baseload power to the electric grid, as well as units that provide power only on peak demand days. The ARP NO<sub>x</sub> program applies to a subset of these units that are older and historically coal-fired.

### More Information

- Acid Rain Program (ARP) <https://www.epa.gov/airmarkets/acid-rain-program>
- Cross-State Air Pollution Rule (CSAPR) <https://www.epa.gov/csapr>

## 2018 Power Sector Programs – Progress Report

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[https://www3.epa.gov/airmarkets/progress/reports/affected\\_units.html](https://www3.epa.gov/airmarkets/progress/reports/affected_units.html)

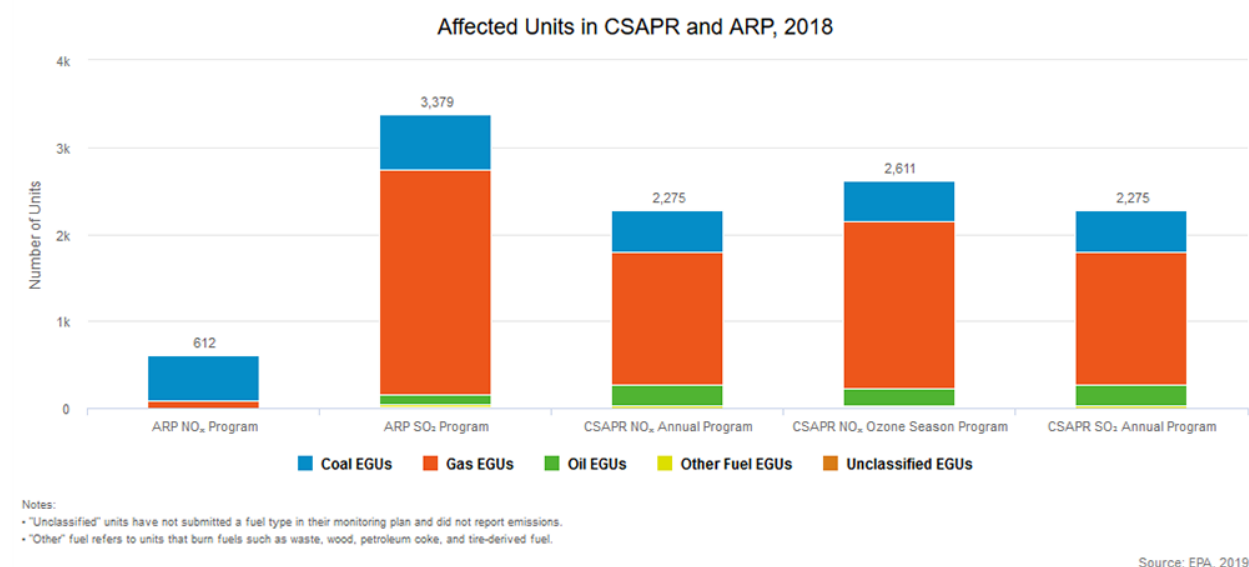


- Mercury and Air Toxics Standards (MATS) <https://www.epa.gov/mats>





## Figures



**Figure 1. Affected Units in CSAPR and ARP, 2018**



Affected Units in CSAPR and ARP, 2018

Fuel	ARP NO <sub>x</sub>	ARP SO <sub>2</sub>	CSAPR Annual NO <sub>x</sub>	CSAPR Ozone Season NO <sub>x</sub>	CSAPR Annual SO <sub>2</sub>
Coal EGUs	532	630	475	468	475
Gas EGUs	78	2,594	1,526	1,923	1,526
Oil EGUs	0	116	239	187	239
Other Fuel EGUs	2	29	35	25	35
Unclassified EGUs	0	10	0	8	0
<b>Total Units</b>	<b>612</b>	<b>3,379</b>	<b>2,275</b>	<b>2,611</b>	<b>2,275</b>

Notes:

- "Unclassified" units have not submitted a fuel type in their monitoring plan and did not report emissions.
- "Other" fuel refers to units that burn fuels such as waste, wood, petroleum coke, and tire-derived fuel.

Source: EPA, 2019

**Figure 2. Affected Units in CSAPR and ARP, 2018**



## Chapter 3: Emission Reductions

The Acid Rain Program (ARP) and Cross-State Air Pollution Rule (CSAPR) programs significantly reduced sulfur dioxide (SO<sub>2</sub>), annual nitrogen oxides (NO<sub>x</sub>), and ozone season NO<sub>x</sub> emissions from power plants. Most of the emission reductions since 2005 occurred in response to the Clean Air Interstate Rule (CAIR), which was replaced by the CSAPR in 2015. The Mercury and Air Toxics Standards (MATS) set limits on the emissions of hazardous air pollutants from coal- and oil-fired electric utility steam generating units (EGUs) and have been one of the reasons for reductions in those emissions since 2010. This section covers changes in emissions at units affected by CSAPR, ARP, and MATS between 2018 and previous years.

### Sulfur Dioxide (SO<sub>2</sub>)

#### Highlights

##### Overall Results

- Under the ARP, CAIR, and now CSAPR, power plants have significantly lowered SO<sub>2</sub> emissions while electricity generation has remained relatively stable since 2000.
- These emission reductions are a result of an overall increase in the environmental efficiency at affected sources as power generators installed controls, switched to lower emitting fuels, or otherwise reduced their SO<sub>2</sub> emissions. These trends are discussed further in Chapter 1.

##### SO<sub>2</sub> Emission Trends

- **ARP:** Units in the ARP emitted 1.2 million tons of SO<sub>2</sub> in 2018, well below the ARP's statutory annual cap of 8.95 million tons. The ARP sources reduced emissions by 14.5 million tons (92 percent) from 1990 levels and 16.0 million tons (93 percent) from 1980 levels.
- **CSAPR and ARP:** In 2018, the fourth year of operation of the CSAPR SO<sub>2</sub> program, sources in both the CSAPR SO<sub>2</sub> annual program and the ARP together reduced SO<sub>2</sub> emissions by 14.5 million tons (92 percent) from 1990 levels (before implementation of the ARP), 10.0 million tons (89 percent) from 2000 levels (ARP Phase II), and 9.0 million tons (88 percent) from 2005 levels (before implementation of the CAIR and the CSAPR). All ARP and CSAPR sources together emitted a total of 1.3 million tons of SO<sub>2</sub> in 2018.
- **CSAPR:** Annual SO<sub>2</sub> emissions from sources in the CSAPR SO<sub>2</sub> program fell from 8.1 million tons in 2005 to 0.8 million tons in 2018, a 91 percent reduction. In 2018, SO<sub>2</sub> emissions were about 1.2 million tons below the regional CSAPR emission budgets (0.7 million in Group 1 and 0.5 million in Group 2); the CSAPR SO<sub>2</sub> annual program's 2018 regional budgets are 1,372,631 and 597,579 tons for Group 1 and Group 2, respectively.

##### SO<sub>2</sub> State-by-State Emissions

- **CSAPR and ARP:** From 1990 to 2018, annual SO<sub>2</sub> emissions from sources in the ARP and the CSAPR SO<sub>2</sub> program dropped in 45 states plus Washington, D.C. by a total of 14.5 million tons.



In contrast, annual SO<sub>2</sub> emissions increased in three states (Idaho, Nebraska, and Vermont) by a combined total of 9 thousand tons from 1990 to 2018.

- **CSAPR:** All 22 states (16 states in Group 1 and 6 states in Group 2) had emissions below their CSAPR allowance budgets, collectively by about 1.2 million tons.

### SO<sub>2</sub> Emission Rates

- The average SO<sub>2</sub> emission rate for units in the ARP or CSAPR SO<sub>2</sub> program fell to 0.11 pounds per million British thermal units (lb/mmBtu). This indicates an 85 percent reduction from 2005 rates, with most reductions coming from coal-fired units.
- Emissions have decreased dramatically since 2005, due in large part to greater use of control technology on coal-fired units and increased generation at natural gas-fired units that emit very little SO<sub>2</sub> emissions.

### Background Information

SO<sub>2</sub> is a highly reactive gas that is generated primarily from coal-fired power plants. In addition to contributing to the formation of fine particle pollution (PM<sub>2.5</sub>), SO<sub>2</sub> emissions are linked with a number of [adverse effects to human health](#) and [ecosystems](#).

The states with the highest emitting sources in 1990 have generally seen the greatest SO<sub>2</sub> emission reductions under the ARP, and this trend continued under CAIR and CSAPR. Most of these states are in the Ohio River Valley and are upwind of the areas the ARP and CSAPR were designed to protect. Reductions under these programs have provided important environmental and health benefits over a large region.

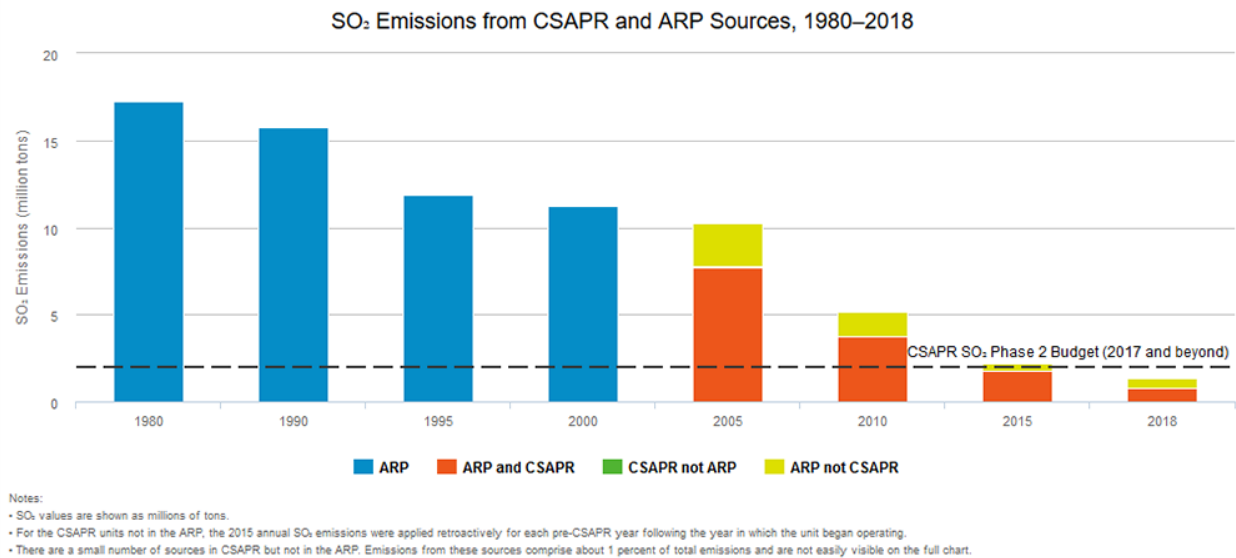
### More Information

- Power Plant Emission Trends <https://www.epa.gov/airmarkets/power-plant-emission-trends>
- Air Markets Program Data (AMPD) <https://ampd.epa.gov/ampd/>
- Acid Rain Program (ARP) <https://www.epa.gov/airmarkets/acid-rain-program>
- Cross-State Air Pollution Rule (CSAPR) <https://www.epa.gov/csapr>
- Sulfur Dioxide (SO<sub>2</sub>) Pollution <https://www.epa.gov/so2-pollution>
- Particulate Matter (PM) Pollution <https://www.epa.gov/pm-pollution>
- Power Profiler <https://www.epa.gov/energy/power-profiler>

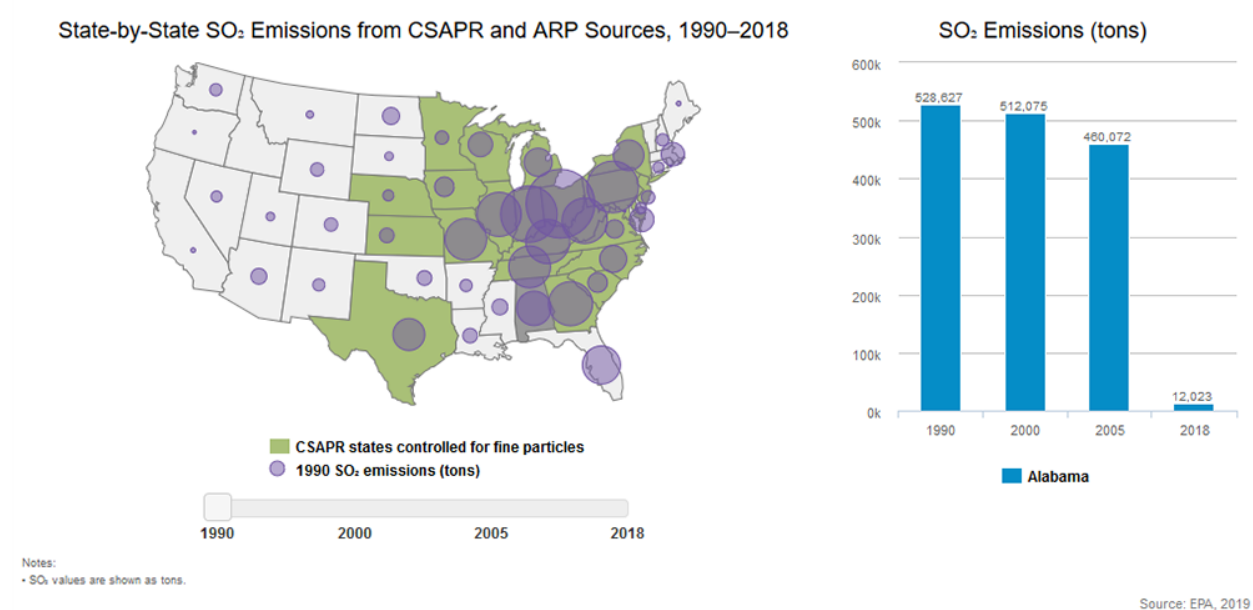




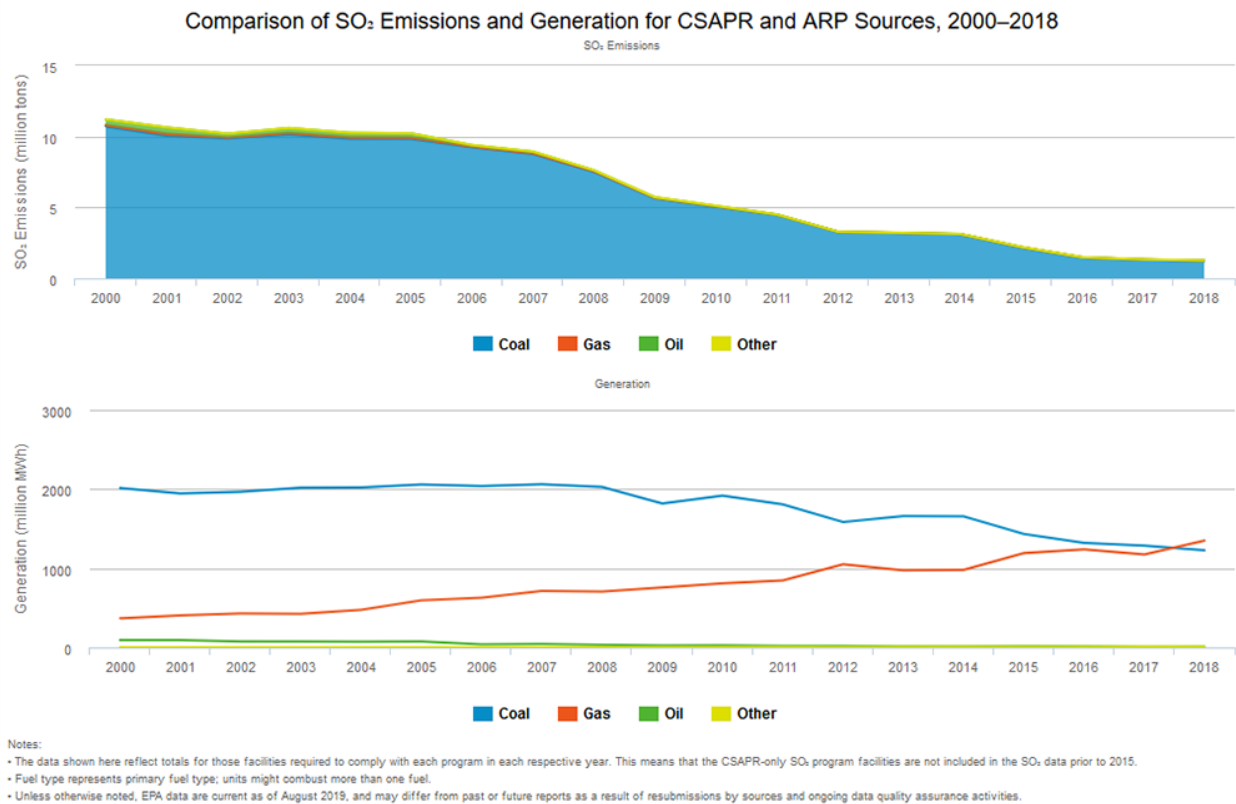
## Figures



**Figure 1. SO<sub>2</sub> Emissions from CSAPR and ARP Sources, 1980–2018**



**Figure 2. State-by-State SO<sub>2</sub> Emissions from CSAPR and ARP Sources, 1990–2018**



**Figure 3. Comparison of SO<sub>2</sub> Emissions and Generation for CSAPR and ARP Sources, 2000–2018**



## CSAPR and ARP SO<sub>2</sub> Emissions Trends, 2018

Primary Fuel	SO <sub>2</sub> Emissions (thousand tons)				SO <sub>2</sub> Rate (lb/mmBtu)			
	2000	2005	2010	2018	2000	2005	2010	2018
Coal	10,708	9,835	5,051	1,316	1.04	0.95	0.53	0.20
Gas	108	91	19	8	0.06	0.03	0.01	0.00
Oil	384	292	28	2	0.73	0.70	0.19	0.10
Other	1	4	22	12	0.20	0.27	0.57	0.16
<b>Total / Average</b>	<b>11,201</b>	<b>10,222</b>	<b>5,120</b>	<b>1,338</b>	<b>0.88</b>	<b>0.75</b>	<b>0.39</b>	<b>0.11</b>

### Notes:

- The data shown here reflect totals for those facilities required to comply with each program in each respective year. This means that the CSAPR-only SO<sub>2</sub> program facilities are not included in the SO<sub>2</sub> emissions data prior to 2015.
- Fuel type represents primary fuel type; units might combust more than one fuel.
- Totals may not reflect the sum of individual rows due to rounding.
- The emission rate reflects the emissions (pounds) per unit of heat input (mmBtu) for each fuel category. The total SO<sub>2</sub> emission rate in each column of the table is not cumulative and does not equal the arithmetic mean of the four fuel-specific rates. The total for each year indicates the average rate across all units in the program because each facility influences the annual emission rate in proportion to its heat input, and heat input is unevenly distributed across the fuel categories.
- Unless otherwise noted, EPA data are current as of November 2019, and may differ from past or future reports as a result of resubmissions by sources and ongoing data quality assurance activities.

Source: EPA, 2019

**Figure 4. CSAPR and ARP SO<sub>2</sub> Emissions Trends, 2018**





## Annual Nitrogen Oxides

### Highlights

#### Overall Results

- Annual NO<sub>x</sub> emissions have declined dramatically under the ARP, CAIR, and CSAPR programs, with the majority of reductions coming from coal-fired units. These reductions have occurred while electricity generation has remained relatively stable since 2000.
- These emission reductions are a result of an overall increase in the environmental efficiency at affected sources as power generators installed controls, ran their controls year-round, switched to lower emitting fuels, or otherwise reduced their NO<sub>x</sub> emissions. These trends are discussed further in Chapter 1.
- Other programs – such as regional and state NO<sub>x</sub> emission control programs – also contributed significantly to the annual NO<sub>x</sub> emission reductions achieved by sources in 2018.

#### Annual NO<sub>x</sub> Emissions Trends

- **ARP:** Units in the ARP NO<sub>x</sub> program emitted 1.0 million tons of NO<sub>x</sub> emissions in 2018. Sources reduced emissions by 7.1 million tons from the projected level in 2000 without the ARP, over three times the program's NO<sub>x</sub> emission reduction objective.
- **CSAPR and ARP:** In 2018, the fourth year of operation of the CSAPR NO<sub>x</sub> annual program, sources in both the CSAPR NO<sub>x</sub> annual program and the ARP together emitted 1.0 million tons, a reduction of 5.4 million tons (84 percent reduction) from 1990 levels, 4.1 million tons (80 percent reduction) from 2000, and 2.6 million tons (72 percent reduction) from 2005 levels.
- **CSAPR:** Emissions from the CSAPR NO<sub>x</sub> annual program sources were 590,000 tons in 2018. This is about 1.6 million tons (73 percent) lower than in 2005 and 479,000 tons (45 percent) below the CSAPR NO<sub>x</sub> annual program's 2018 regional budget of 1,069,256 tons.

#### Annual NO<sub>x</sub> State-by-State Emissions

- **CSAPR and ARP:** From 1990 to 2018, annual NO<sub>x</sub> emissions in the ARP and the CSAPR NO<sub>x</sub> program dropped in 47 states plus Washington, D.C. by a total of approximately 5.4 million tons. In contrast, annual emissions increased in one state (Idaho) by 200 tons from 1990 to 2018.
- **CSAPR:** Twenty-one states had emissions below their CSAPR 2018 allowance budgets, collectively by 481,000 tons. A single state (Missouri) exceeded its 2018 budget by 1,650 tons.

#### Annual NO<sub>x</sub> Emission Rates

- In 2018, the ARP and CSAPR average annual NO<sub>x</sub> emission rate was 0.09 lb/mmBtu, a 67 percent reduction from 2005.
- Emissions have decreased dramatically since 2005, due in large part to greater use of control technology, primarily on coal-fired units, and increased generation at natural gas-fired units that emit less NO<sub>x</sub> emissions than coal-fired units.



## Background Information

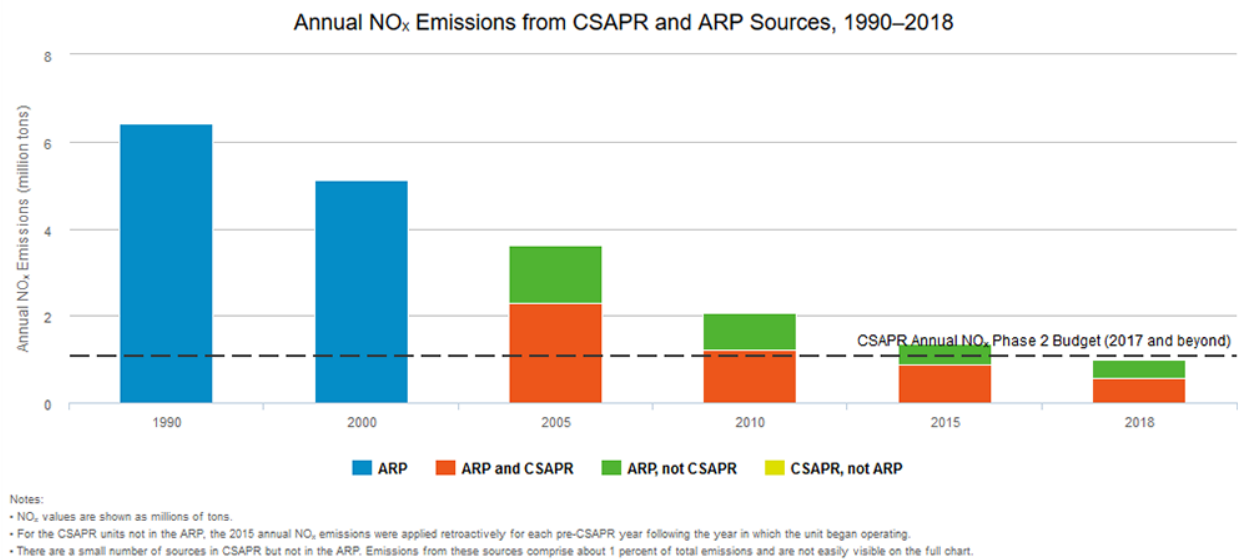
Nitrogen oxides (NO<sub>x</sub>) are made up of a group of highly reactive gases that are emitted from power plants and motor vehicles, as well as other sources. NO<sub>x</sub> emissions contribute to the formation of ground-level ozone and fine particle pollution, which cause a variety of [adverse health effects](#).

## More Information

- Power Plant Emission Trends <https://www.epa.gov/airmarkets/power-plant-emission-trends>
- Air Markets Program Data (AMPD) <https://ampd.epa.gov/ampd/>
- Acid Rain Program (ARP) <https://www.epa.gov/airmarkets/acid-rain-program>
- Cross-State Air Pollution Rule (CSAPR) <https://www.epa.gov/csapr>
- Nitrogen Oxides (NO<sub>x</sub>) Pollution <https://www.epa.gov/no2-pollution>
- Particulate Matter (PM) Pollution <https://www.epa.gov/pm-pollution>
- Power Profiler <https://www.epa.gov/energy/power-profiler>



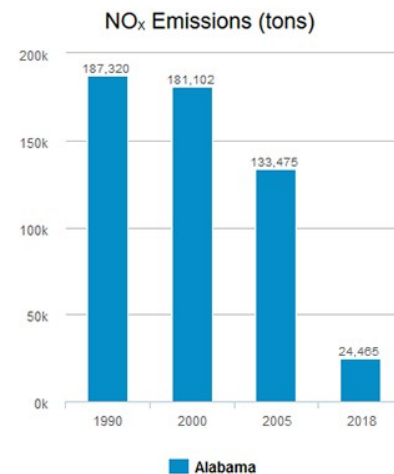
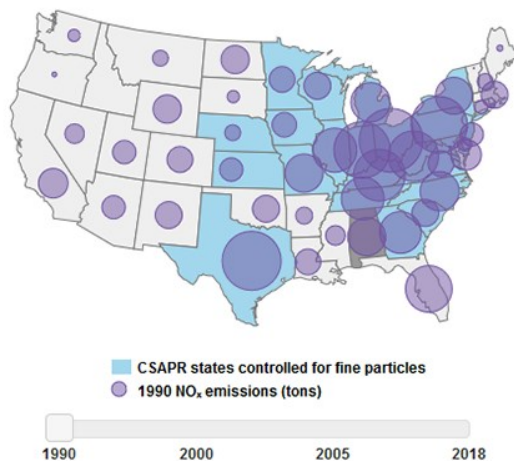
## Figures



**Figure 1. Annual NO<sub>x</sub> Emissions from CSAPR and ARP Sources, 1990–2018**

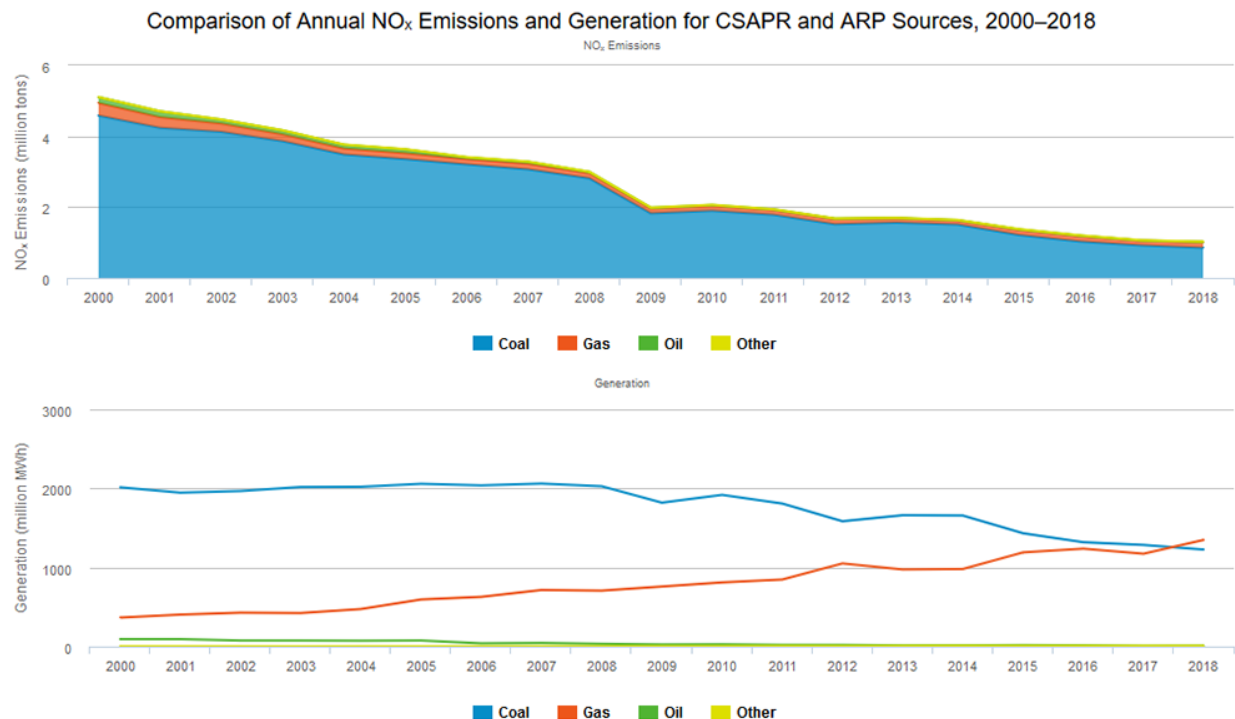


State-by-State Annual NO<sub>x</sub> Emissions from CSAPR and ARP Sources, 1990–2018



Source: EPA, 2019

Figure 2. State-by-State Annual NO<sub>x</sub> Emissions from CSAPR and ARP Sources, 1990–2018



**Notes:**

- The data shown here for the annual programs reflect totals for those facilities required to comply with each program in each respective year. This means that the CSAPR NO<sub>x</sub> annual program facilities are not included in the annual NO<sub>x</sub> emissions data prior to 2015.
- Fuel type represents primary fuel type; units might combust more than one fuel.
- Unless otherwise noted, EPA data are current as of August 2019, and may differ from past or future reports as a result of resubmissions by sources and ongoing data quality assurance activities.

Source: EPA, 2019

**Figure 3. Comparison of Annual NO<sub>x</sub> Emissions and Generation for CSAPR and ARP Sources, 2000–2018**


CSAPR and ARP Annual NO<sub>x</sub> Emissions Trends, 2018

Primary Fuel	NO <sub>x</sub> Emissions (thousand tons)				NO <sub>x</sub> Rate (lb/mmBtu)			
	2000	2005	2010	2018	2000	2005	2010	2018
Coal	4,587	3,356	1,896	853	0.44	0.32	0.20	0.14
Gas	355	167	142	158	0.18	0.06	0.04	0.03
Oil	162	104	20	6	0.31	0.25	0.13	0.13
Other	2	6	5	7	0.24	0.42	0.13	0.10
<b>Total / Average</b>	<b>5,104</b>	<b>3,633</b>	<b>2,063</b>	<b>1,024</b>	<b>0.40</b>	<b>0.27</b>	<b>0.16</b>	<b>0.09</b>

## Notes:

- The data shown here reflect totals for those facilities required to comply with each program in each respective year. This means that the CSAPR-only annual NO<sub>x</sub> program facilities are not included in the NO<sub>x</sub> emissions data prior to 2015.
- Fuel type represents primary fuel type; units might combust more than one fuel.
- Totals may not reflect the sum of individual rows due to rounding.
- The emission rate reflects the emissions (pounds) per unit of heat input (mmBtu) for each fuel category. The total annual NO<sub>x</sub> emission rate in each column of the table is not cumulative and does not equal the arithmetic mean of the four fuel-specific rates. The total for each year indicates the average rate across all units in the program because each facility influences the annual emission rate in proportion to its heat input, and heat input is unevenly distributed across the fuel categories.
- Unless otherwise noted, EPA data are current as of November 2019, and may differ from past or future reports as a result of resubmissions by sources and ongoing data quality assurance activities.

Source: EPA, 2019

**Figure 4. CSAPR and ARP Annual NO<sub>x</sub> Emissions Trends, 2018**



## Ozone Season Nitrogen Oxides

### Highlights

#### Overall Results

- Ozone season NO<sub>x</sub> emissions have declined dramatically under the ARP, NBP, CAIR, and CSAPR programs.<sup>1</sup>
- States with the highest emitting sources of ozone season NO<sub>x</sub> emissions in 2000 have seen the greatest reductions under the CSAPR NO<sub>x</sub> ozone season program. Most of these states are in the Ohio River Valley and are upwind of the areas CSAPR was designed to protect. Reductions by sources in these states have resulted in important [environmental and human health benefits over a large region](#).
- These reductions have occurred while electricity generation has remained relatively stable since 2000. These trends are discussed further in Chapter 1.
- Other programs—such as regional and state NO<sub>x</sub> emission control programs—also contributed significantly to the ozone season NO<sub>x</sub> emission reductions achieved by sources in 2018.

#### Ozone Season NO<sub>x</sub> Emissions Trends

- Units in the CSAPR NO<sub>x</sub> ozone season program emitted 297,000 tons in 2018
  - A reduction of 1.7 million tons (85 percent) from 1990,
  - 1.0 million tons lower (76 percent reduction) than in 2000 (before implementation of the NBP),
  - 350,000 tons lower (53 percent reduction) than in 2005 (before implementation of CAIR), and
  - 92,000 tons lower (24 percent reduction) than in 2015.
- In 2018, the CSAPR NO<sub>x</sub> ozone season program emissions were 12 percent below the regional emission budget of 337,667 tons (24,041 tons for Group 1 and 313,626 tons for Group 2).

#### Ozone Season NO<sub>x</sub> State-by-State Emissions

- Between 2005 and 2018, ozone season NO<sub>x</sub> emissions from the CSAPR sources fell in every state participating in the CSAPR NO<sub>x</sub> ozone season program.
- Eighteen states had emissions below their CSAPR 2018 allowance budgets, collectively by about 36,000 tons. Five states (Arkansas, Illinois, Michigan, Mississippi, and Oklahoma) exceeded their 2018 budgets by about 4,200 tons combined.

#### Ozone Season NO<sub>x</sub> Emission Rates

- In 2018, the average NO<sub>x</sub> ozone season emission rate fell to 0.08 lb/mmBtu for the CSAPR ozone season program states and 0.08 lb/mmBtu nationally. This represents a 53 and 60

<sup>1</sup> Use of the word CSAPR refers to both the CSAPR and the CSAPR Update program since 2017.





percent reduction, respectively, from 2005 emission rates, with the majority of reductions coming from coal-fired units.

- Emissions have decreased dramatically since 2005, due in large part to greater use of control technology, primarily on coal-fired units, and increased generation at natural gas-fired units, which emit less NO<sub>x</sub> emissions than coal-fired units.

## Background Information

Nitrogen oxides (NO<sub>x</sub>) are made up of a group of highly reactive gases that are emitted from power plants and motor vehicles, as well as other sources. NO<sub>x</sub> emissions contribute to the formation of ground-level ozone and fine particle pollution, which cause a variety of [adverse human health effects](#).

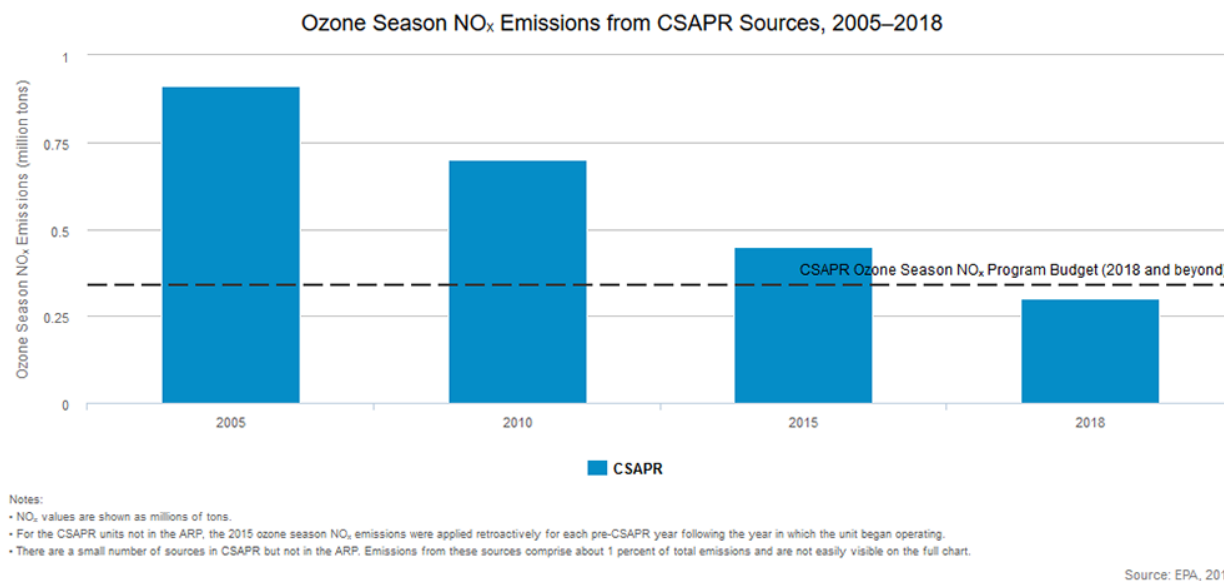
The CSAPR NO<sub>x</sub> ozone season program was established to reduce interstate transport during the ozone season (May 1 – September 30), the warm summer months when ozone formation is highest, and to help eastern U.S. counties attain the 1997 ozone standard. The CSAPR Update NO<sub>x</sub> ozone season program was similarly established to help eastern U.S. counties attain the 2008 ozone standard.

## More Information

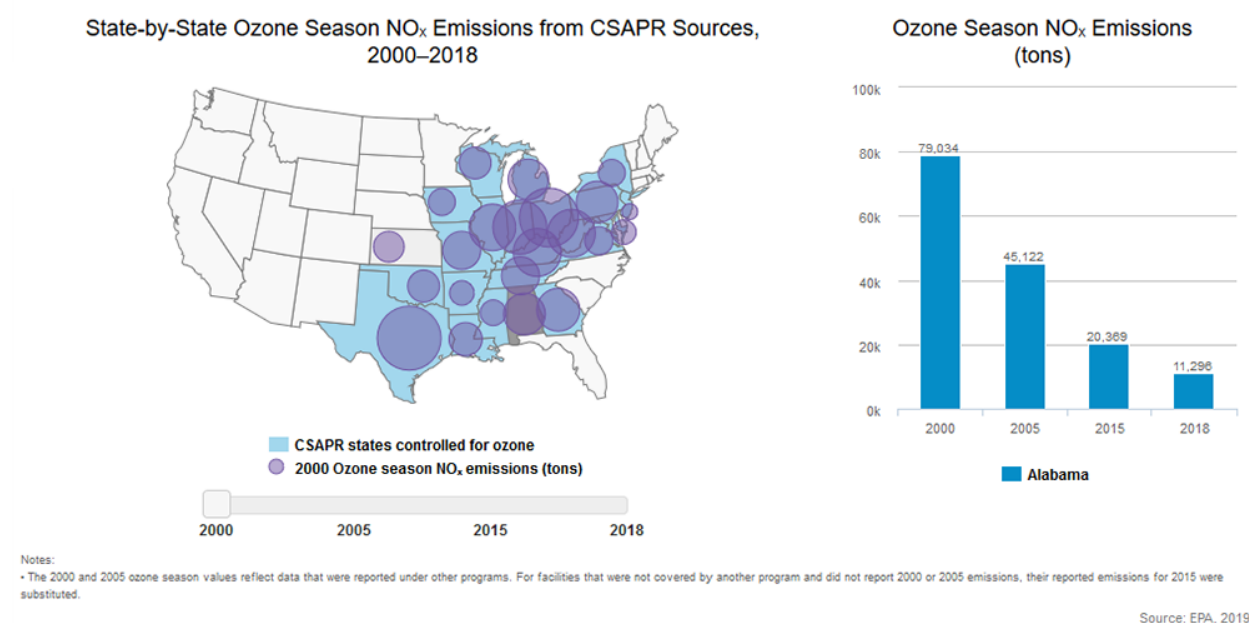
- Power Plant Emission Trends <https://www.epa.gov/airmarkets/power-plant-emission-trends>
- Air Markets Program Data (AMPD) <https://ampd.epa.gov/ampd/>
- Cross-State Air Pollution Rule (CSAPR) <https://www.epa.gov/csapr>
- Pollution from Nitrogen Oxides (NO<sub>x</sub>) <https://www.epa.gov/no2-pollution>
- Pollution from Ozone <https://www.epa.gov/ozone-pollution>



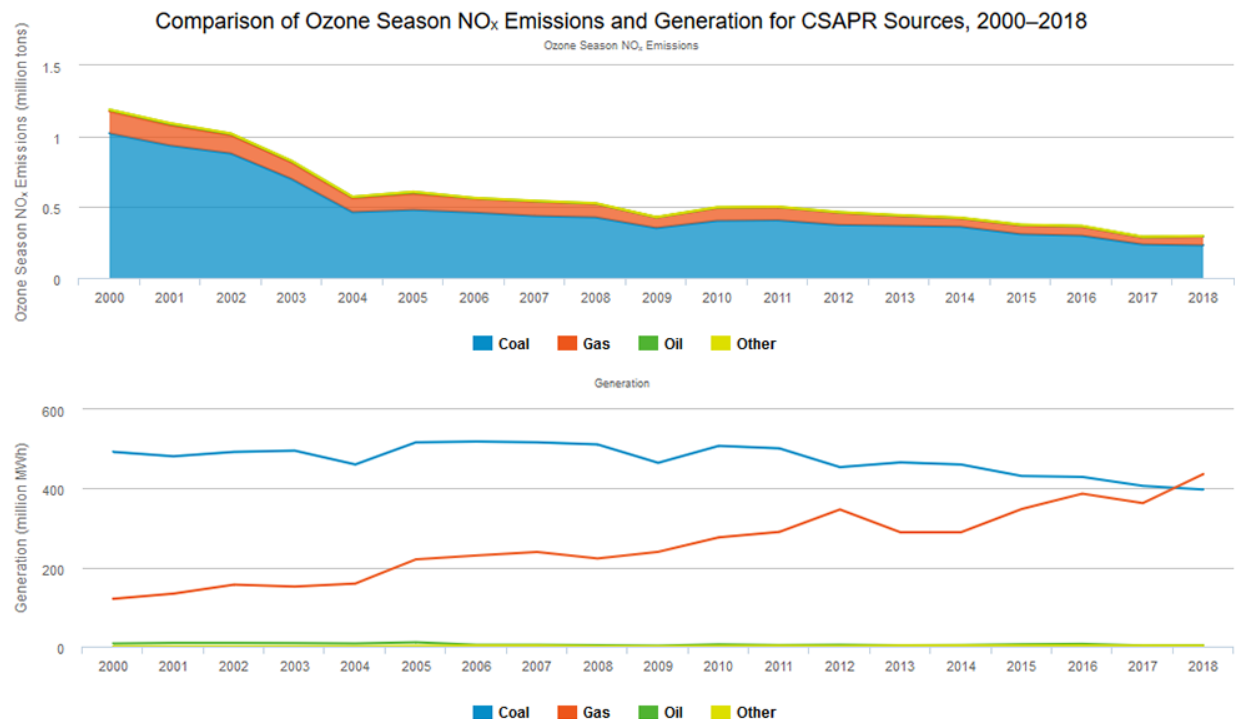
## Figures



**Figure 1. Ozone Season NO<sub>x</sub> Emissions from CSAPR Sources, 2005–2018**



**Figure 2. State-by-State Ozone Season NO<sub>x</sub> Emissions from CSAPR Sources, 2000–2018**



Notes:

- The data shown here for the ozone season program reflect totals for those facilities required to comply with each program in each respective year. This means that the CSAPR NO<sub>x</sub> ozone season only program facilities are not included in the ozone season NO<sub>x</sub> emissions data prior to 2015.
- Fuel type represents primary fuel type; units might combust more than one fuel.
- Unless otherwise noted, EPA data are current as of August 2019, and may differ from past or future reports as a result of resubmissions by sources and ongoing data quality assurance activities.

Source: EPA, 2019

**Figure 3. Comparison of Ozone Season NO<sub>x</sub> Emissions and Generation for CSAPR Sources, 2000–2018**


CSAPR Ozone Season NO<sub>x</sub> Emissions Trends, 2018

Primary Fuel	Ozone Season NO <sub>x</sub> Emissions (thousand tons)				Ozone Season NO <sub>x</sub> Rate (lb/mmBtu)			
	2000	2005	2010	2018	2000	2005	2010	2018
Coal	1,020	480	403	230	0.41	0.19	0.16	0.11
Gas	158	115	90	63	0.24	0.11	0.07	0.04
Oil	9	12	4	2	0.22	0.22	0.14	0.11
Other	1	2	2	2	0.40	0.21	0.12	0.07
<b>Total / Average</b>	<b>1,188</b>	<b>609</b>	<b>499</b>	<b>297</b>	<b>0.37</b>	<b>0.16</b>	<b>0.13</b>	<b>0.08</b>

## Notes:

- The data shown here reflect totals for those facilities required to comply with each program in each respective year. This means that the CSAPR NO<sub>x</sub> ozone season only program facilities are not included in the ozone season NO<sub>x</sub> emissions data prior to 2015.
- Fuel type represents primary fuel type; units might combust more than one fuel.
- Totals may not reflect the sum of individual rows due to rounding.
- The emission rate reflects the emissions (pounds) per unit of heat input (mmBtu) for each fuel category. The total NO<sub>x</sub> ozone season emission rate in each column of the table is not cumulative and does not equal the arithmetic mean of the four fuel-specific rates. The total for each year indicates the average rate across all units in the program because each facility influences the annual emission rate in proportion to its heat input, and heat input is unevenly distributed across the fuel categories.
- Unless otherwise noted, EPA data are current as of November 2019, and may differ from past or future reports as a result of resubmissions by sources and ongoing data quality assurance activities.
- These data are combined for both CSAPR and the CSAPR Update units.

Source: EPA, 2019

**Figure 4. CSAPR Ozone Season NO<sub>x</sub> Emissions Trends, 2018**



## Mercury

### Highlights

#### Overall Results

- Mercury and other hazardous air pollutant (HAP) emissions have declined significantly since 2010 estimates. These emission reductions were driven by the installation of new pollution controls and enhancements of existing pollution controls that reduce multiple pollutants. Emissions have also decreased due to operational changes, such as fuel switching and increased generation at natural gas-fired units that emit very little mercury and HAP. These trends are discussed in Chapter 1.
- Other programs – such as regional and state SO<sub>2</sub> and NO<sub>x</sub> emission control programs – also contributed to the mercury and other HAP emission reductions achieved by covered sources in 2018.

#### Mercury and Hazardous Air Pollutant Emission Trends

- Compared to 2010<sup>1</sup>, units covered under MATS in 2018 emitted 25 fewer tons of mercury (87% reduction).

### Background Information

Hazardous air pollutants (HAPs) emitted by power plants include mercury, acid gases (e.g., HCl, HF), non-mercury metallic toxics (e.g., arsenic, nickel, and chromium) and organic HAPs (e.g., formaldehyde, dioxin/furan). Exposure to these pollutants at certain concentrations and durations can increase chances of cancer and immune system damage, along with neurological, reproductive, developmental, respiratory, and other health problems.

In 2011, EPA issued MATS, establishing national emission standards for mercury and other hazardous air pollutants for new and existing coal- and oil-fired power plants. The standards were finalized under section 112 of the Clean Air Act. The MATS emission standards were established using data from a 2010 information collection request (ICR) that was sent to selected coal- and oil- fired EGUs.

### More Information

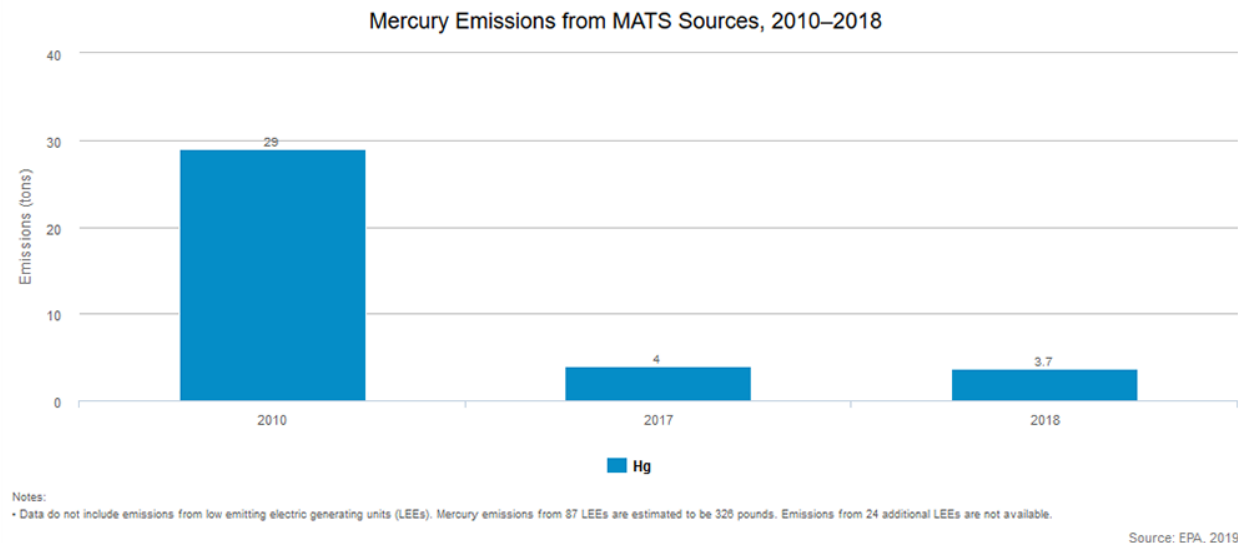
- Air Markets Program Data (AMPD) <https://ampd.epa.gov/ampd/>
- MATS <https://www.epa.gov/mats>
- HAPs <https://www.epa.gov/haps>

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<sup>1</sup> Emissions from 2010 are estimated as described in *Memorandum: Emissions Overview: Hazardous Air Pollutants in Support of the Final Mercury and Air Toxics Standard*. EPA-454/R-11-014. November 2011; Docket ID No. EPA-HQ-OAR-2009-0234-19914.



## Figures

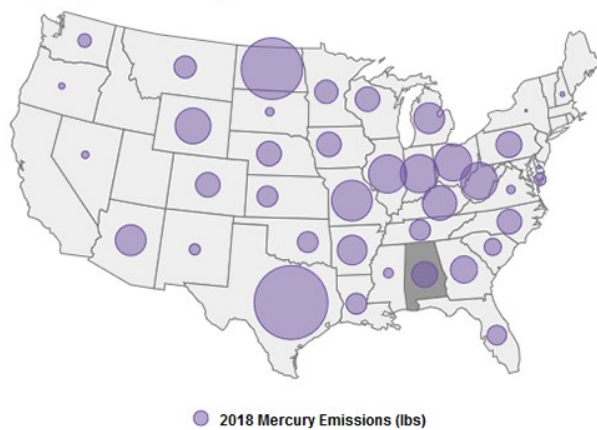


**Figure 1. Mercury Emissions from MATS Sources, 2010–2018**

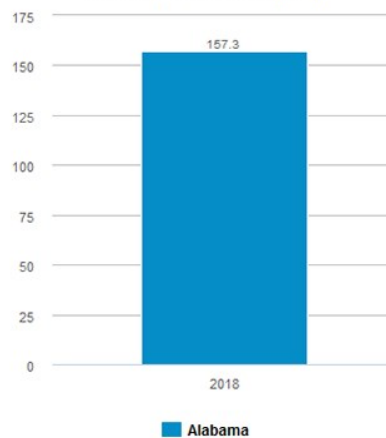




State-by-State Mercury Emissions from MATS Sources, 2018



Mercury Emissions (lbs)



Source: EPA, 2019

**Figure 2. State-by-State Mercury Emissions from MATS Sources, 2018**



## Chapter 4: Emission Controls and Monitoring

Many sources opted to install control technologies to meet the Acid Rain Program (ARP) and Cross-State Air Pollution Rule (CSAPR) emission reduction targets. A wide range of controls is available to help reduce emissions. Affected units under the Mercury and Air Toxics Standards (MATS) also have several options for reducing hazardous air pollutants and have some flexibility in how they monitor emissions. These programs hold sources to high standards of accountability for emissions. Accurate and consistent emissions monitoring data is critical to ensure program results. Most emissions from affected sources are measured by continuous emission monitoring systems (CEMS).

### Highlights

#### ARP and CSAPR SO<sub>2</sub> Program Controls and Monitoring

- Units with advanced flue gas desulfurization (FGD) controls (also known as scrubbers) accounted for 77 percent of coal-fired units and 84 percent of coal-fired electricity generation, measured in megawatt hours, or MWh, in 2018.
- In 2018, 24 percent of the CSAPR units (including 100 percent of coal-fired units) monitored SO<sub>2</sub> emissions using CEMS. Ninety-nine percent of SO<sub>2</sub> emissions were measured by CEMS.

#### CSAPR NO<sub>x</sub> Annual Program Controls and Monitoring

- Seventy-eight percent of fossil fuel-fired generation (as measured in megawatt hours, or MWh) was produced by units with advanced pollution controls (either selective catalytic reduction [SCR] or selective non-catalytic reduction [SNCR]).
- In 2018, the 289 coal-fired units with advanced add-on controls (either SCRs or SNCRs) generated 76 percent of coal-fired electricity. At oil- and natural gas-fired units, SCR- and SNCR-controlled units produced 80 percent of generation.
- In 2018, 69 percent of the CSAPR units (including 100 percent of coal-fired units) monitored NO<sub>x</sub> emissions using CEMS. Ninety-eight percent of NO<sub>x</sub> emissions were measured by CEMS.

#### CSAPR NO<sub>x</sub> Ozone Season Program Controls and Monitoring

- Sixty-nine percent of all the fossil fuel-fired generation (as measured in megawatt hours, or MWh) was produced by units with advanced pollution controls (either SCRs or SNCRs).
- In 2018, 258 units with advanced add-on controls (either SCR or SNCR) accounted for 69 percent of coal-fired generation. At oil- and natural gas-fired units, SCR- and SNCR-controlled units produced 69 percent of generation.
- In 2018, 74 percent of the CSAPR units (including 100 percent of coal-fired units) monitored ozone season NO<sub>x</sub> emissions using CEMS. Ninety-eight percent of ozone season NO<sub>x</sub> emissions were measured by CEMS.

#### MATS Controls and Monitoring

- In 2018, 507 units at 227 facilities reported continuous mercury emissions data to EPA under MATS. Forty-three percent of the MATS units reporting mercury emissions and 50 percent of



the electricity generation at the MATS reporting units used activated carbon injection (ACI), a mercury-specific pollution control method to reduce mercury emissions and SO<sub>2</sub>.

- About 79 percent of units that reported continuous mercury emissions data (or 81 percent of the total electricity generation from units that reported data) reported the use of advanced controls, such as wet scrubbers, dry scrubbers, or ACI, to reduce hazardous air pollutant emissions in 2018. These controls also reduce other pollutants, including SO<sub>2</sub>. Some oil-fired units can meet the MATS emission limits through the use of particulate matter (PM) controls such as electrostatic precipitators (ESPs) or fabric filters (FFs).

## Background Information

### Continuous Emission Monitoring Systems (CEMS)

EPA has developed detailed procedures codified in federal regulations (40 CFR Part 75) to ensure that sources monitor and report emissions with a high degree of precision, reliability, accuracy, and timeliness. Sources are required to use CEMS or other approved methods to record and report pollutant emissions data. Sources conduct stringent quality assurance tests of their monitoring systems to ensure the accuracy of emissions data and to provide assurance to market participants that a quantity of emissions measured at one facility is equivalent to a quantity measured at a different facility. EPA conducts comprehensive electronic and field data audits to validate the reported data. While some units with low levels of SO<sub>2</sub> and NO<sub>x</sub> emissions are allowed to use other approved monitoring methods, the vast majority of SO<sub>2</sub> and NO<sub>x</sub> emissions are measured by CEMS.

Under the MATS measurement regulations (40 CFR part 63), affected units can continuously measure emissions using CEMS for mercury, SO<sub>2</sub>, HCl, PM, and HF, or sorbent traps for Hg. Some qualifying units with low emissions can conduct periodic stack tests in lieu of continuous monitoring.

### SO<sub>2</sub> Emission Controls

Sources in the ARP and the CSAPR SO<sub>2</sub> program have a number of SO<sub>2</sub> emission control options available. These include switching to low sulfur coal or natural gas, employing various types of FGDs, or, in the case of fluidized bed boilers, injecting limestone into the furnace. FGDs – also known as scrubbers – on coal-fired electricity generating units are the principal means of controlling SO<sub>2</sub> emissions and tend to be present on the highest generating coal-fired units.

### NO<sub>x</sub> Emission Controls

Sources in the ARP and the CSAPR NO<sub>x</sub> annual and ozone season programs have a variety of options by which to reduce NO<sub>x</sub> emissions, including advanced post-combustion controls such as SCR or SNCR, and combustion controls, such as low NO<sub>x</sub> burners.

### Hazardous Air Pollutant Controls

Sources in MATS have a number of options available to reduce hazardous air pollutants (HAPs), including mercury, PM (a surrogate for toxic non-mercury metals), HCl, HF, and other acid gases. Sources can improve operation of existing controls, add pollution controls, and switch fuels (including coal blending). Specific pollution control devices that reduce mercury and HCl include wet FGDs (scrubbers), activated carbon injection (ACI), dry sorbent injection (DSI), and fabric filters.

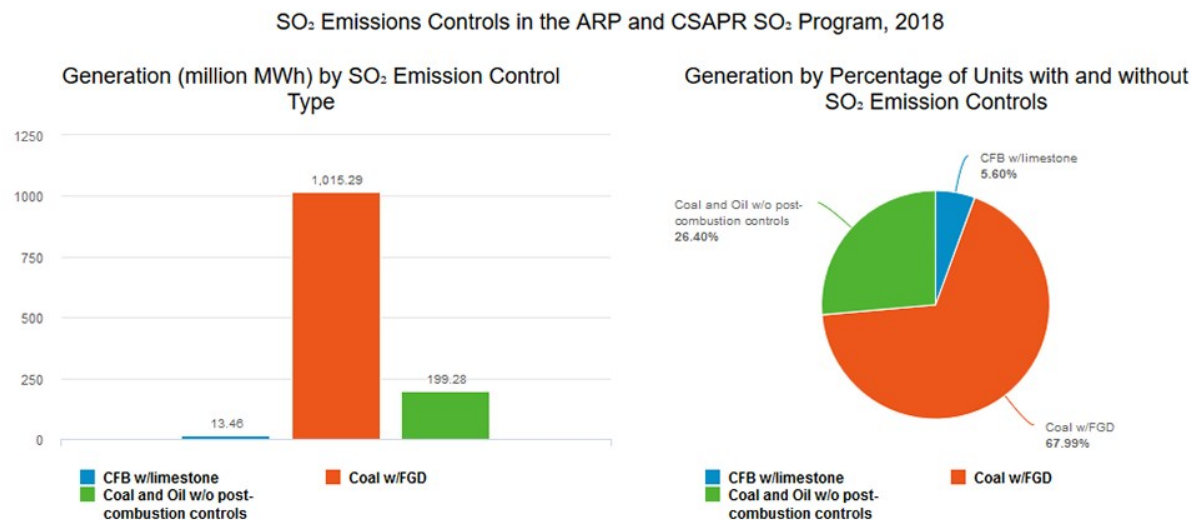


### More Information

- Power Plant Emission Trends <https://www.epa.gov/airmarkets/power-plant-emission-trends>
- Air Markets Program Data (AMPD) <https://ampd.epa.gov/ampd/>
- Emissions Monitoring <https://www.epa.gov/airmarkets/emissions-monitoring>
- Plain English guide to 40 CFR Part 75 <https://www.epa.gov/airmarkets/plain-english-guide-part-75-rule>
- Continuous Emission Monitoring Systems (CEMS) <https://www.epa.gov/emc/emc-continuous-emission-monitoring-systems>



## Figures



**Notes:**

- Due to rounding, percentages shown may not add up to 100%.
- Emissions data collected and reported using CEMS.
- EPA data in this figure are current as of October 2019 and may differ from past or future reports as a result of resubmissions by sources and ongoing data quality assurance activities.
- The acronyms represent the two control types. FGD is flue-gas desulfurization, and CFB is circulating fluidized bed.

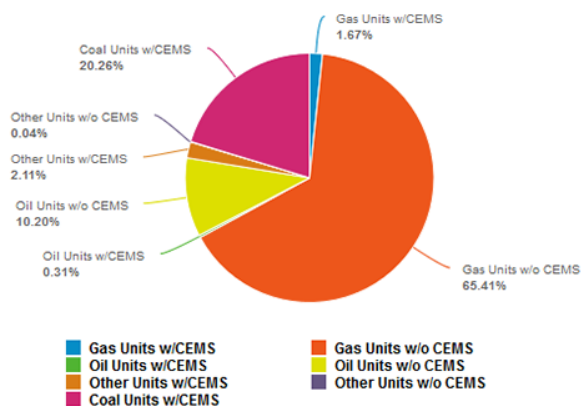
Source: EPA, 2019

**Figure 1. SO<sub>2</sub> Emissions Controls in the ARP and CSAPR SO<sub>2</sub> Program, 2018**

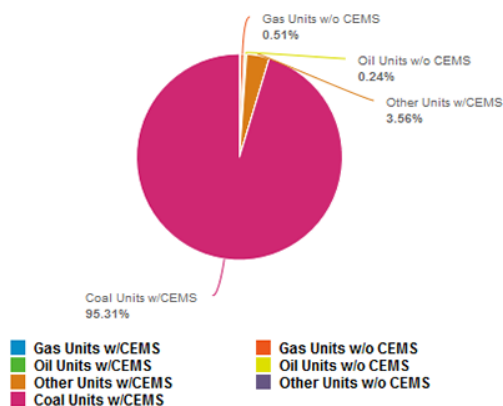


CSAPR SO<sub>2</sub> Program Monitoring Methodology, 2018

Monitoring Methodology by Number of Units, 2018



Monitoring Methodology by SO<sub>2</sub> Emissions, 2018



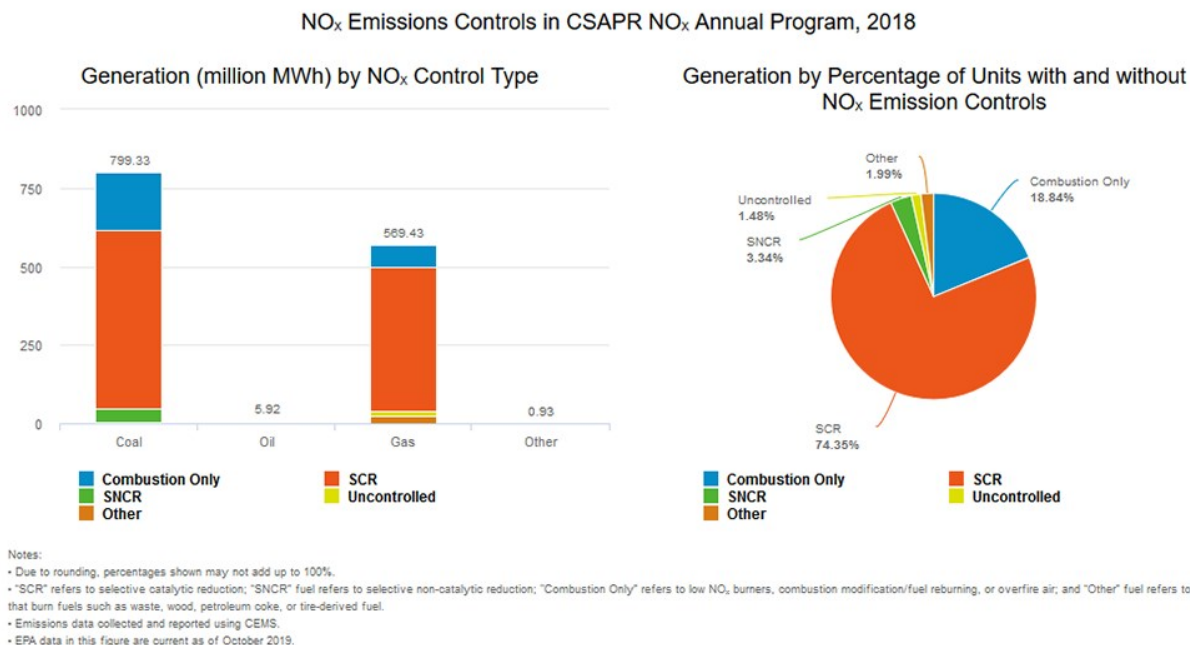
Notes:

• Percent totals may not add up to 100 percent due to rounding.

• "Other fuel units" include units that combusted primarily wood, waste, or other non-fossil fuel (which also boost mercury and HCl removal by ACI and DSI).

Source: EPA, 2019

Figure 2. CSAPR SO<sub>2</sub> Program Monitoring Methodology, 2018



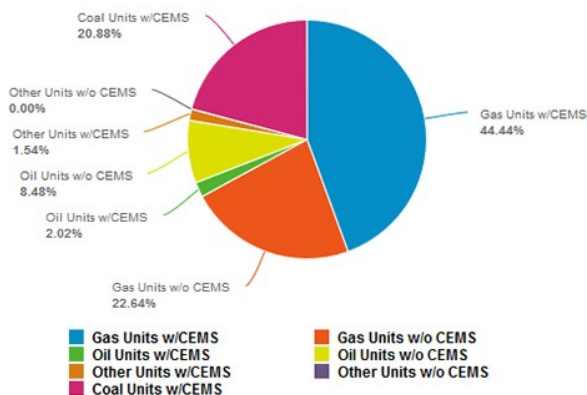
**Figure 3. NO<sub>x</sub> Emissions Controls in CSAPR NO<sub>x</sub> Annual Program, 2018**



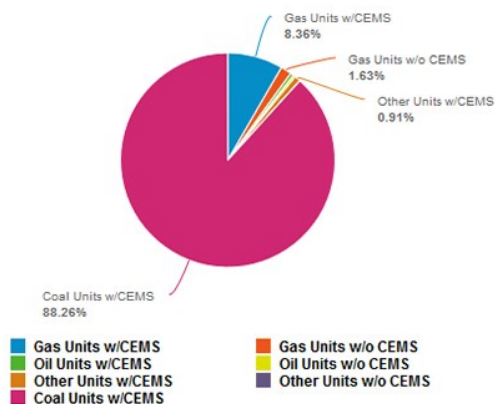


CSAPR NO<sub>x</sub> Annual Program Monitoring Methodology, 2018

Monitoring Methodology by Number of Units, 2018



Monitoring Methodology by NO<sub>x</sub> Emissions, 2018



Notes:

• Percent totals may not add up to 100 percent due to rounding.

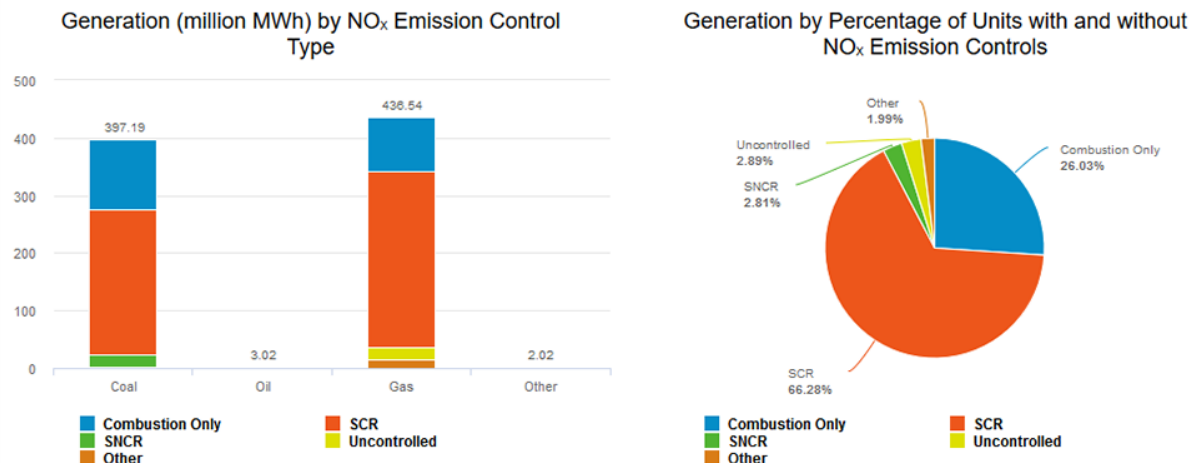
• "Other fuel units" include units that combusted primarily wood, waste, or other non-fossil fuel (which also boost mercury and HCl removal by ACI and DSI).

Source: EPA, 2019

**Figure 4. CSAPR NO<sub>x</sub> Annual Program Monitoring Methodology, 2018**



## NO<sub>x</sub> Emissions Controls in CSAPR NO<sub>x</sub> Ozone Season Program, 2018



### Notes:

- Due to rounding, percentages shown may not add up to 100%.
- "SCR" refers to selective catalytic reduction; "SNCR" refers to selective non-catalytic reduction; "Combustion Only" refers to low NO<sub>x</sub> burners, combustion modification/fuel reburning, or overfire air; and "Other" fuel refers to units that burn fuels such as waste, wood, petroleum coke, and tire-derived fuel.
- Emissions data collected and reported using CEMS.
- EPA data in this figure are current as of October 2019 and may differ from past or future reports as a result of resubmissions by sources and ongoing data quality assurance activities.
- There is a small amount of generation from units with "Other" controls and from "Uncontrolled" units. The data for these units is not easily visible on the full chart. To more clearly see the generation data for these units, especially for Uncontrolled and Other fuel types, use the interactive features of the figure: click on the boxes in the legend to turn off the blue, dark orange, and green categories of control types (labeled "Combustion Only," "SCR," and "SNCR") and turn on the yellow and light orange categories of control types (labeled "Uncontrolled" "Other").

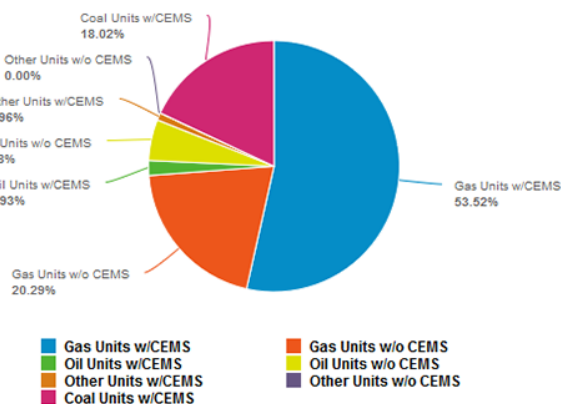
Source: EPA, 2019

**Figure 5. NO<sub>x</sub> Emissions Controls in the CSAPR NO<sub>x</sub> Ozone Season Program, 2018**

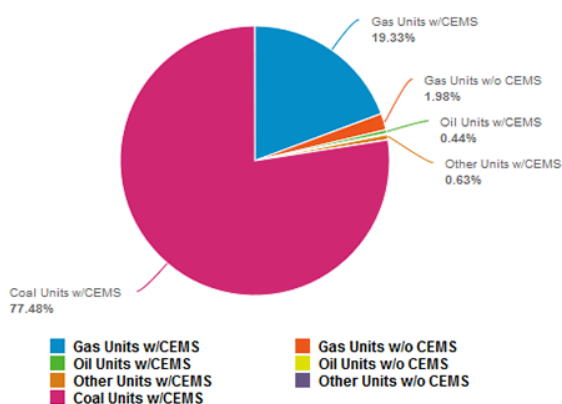


CSAPR NO<sub>x</sub> Ozone Season Program Monitoring Methodology, 2018

Monitoring Methodology by Number of Units, 2018



Monitoring Methodology by Ozone Emissions, 2018



Notes:

- Percent totals may not add up to 100 percent due to rounding.
- "Other fuel units" include units that combusted primarily wood, waste, or other non-fossil fuel (which also boost mercury and HCl removal by ACI and DSI).

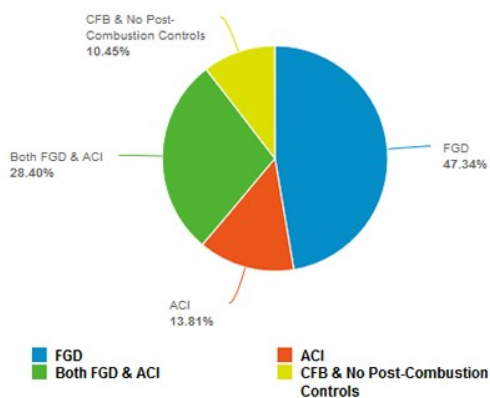
Source: EPA, 2019

Figure 6. CSAPR NO<sub>x</sub> Ozone Season Program Monitoring Methodology, 2018

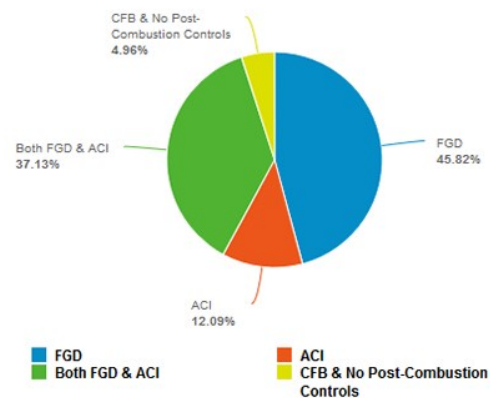


Mercury Controls at MATS-Affected Sources, 2018

Mercury Controls on MATS Covered Units (units)



Mercury Controls on MATS Covered Units (MWh)



Notes:

- Emissions data collected and reported using CEMS.
- EPA data in this figure are current as of October 2019.
- This data is from the MATS-affected sources that submitted hourly emissions data to EPA. Units not reporting data (e.g. those monitoring using periodic testing) are not included in this report.

Source: EPA, 2019

**Figure 7. Mercury Controls at MATS-Affected Sources, 2018**



### Mercury Compliance and Monitoring Methods used by Units Reporting Hourly Data under MATS, 2018

Reporting Hourly Data		Compliance Method (# of Units)		Monitoring Method		
Number of reporting units	Number of reporting facilities	Electrical Output	Heat Input	Sorbent Trap	CEMS	CEMS and Sorbent Trap
507	227	154	353	219	232	56

**Notes:**

- Emissions data collected and reported using CEMS.
- EPA data in this figure are current as of October 2019.
- This data is from the MATS-affected sources that submitted hourly emissions data to EPA and does not show complete data from all the MATS-affected sources because many sources received compliance extensions or chose to demonstrate compliance through methods other than continuously monitored emissions.

Source: EPA, 2019

**Figure 8. Mercury Compliance and Monitoring Methods used by Units Reporting Hourly Data under MATS, 2018**



## Chapter 5: Program Compliance

This section shows how the Acid Rain Program (ARP) and Cross-State Air Pollution Rule (CSAPR) allowances were used for compliance under the allowance trading programs in 2018. In contrast to the ARP and CSAPR, MATS is issued under section 112 of the Clean Air Act and is not an allowance trading program.

### Highlights

#### ARP SO<sub>2</sub> Program

- The reported 2018 SO<sub>2</sub> emissions by the ARP sources totaled 1,245,696 tons.
- Over 53 million SO<sub>2</sub> allowances were available for compliance (9 million vintage 2018 and nearly 44 million banked from prior years).
- EPA deducted about 1.2 million allowances for the ARP compliance. After reconciliation, over 52 million ARP SO<sub>2</sub> allowances were banked and carried forward to the 2019 ARP compliance year.
- All ARP SO<sub>2</sub> facilities were in compliance in 2018 (holding sufficient allowances to cover their SO<sub>2</sub> emissions).

#### CSAPR SO<sub>2</sub> Group 1 Program

- The reported 2018 SO<sub>2</sub> emissions by the CSAPR Group 1 sources totaled 652,789 tons.
- Over 4.9 million SO<sub>2</sub> Group 1 allowances were available for compliance.
- EPA deducted almost 653,000 allowances for the CSAPR SO<sub>2</sub> Group 1 compliance. After reconciliation, almost 4.3 million CSAPR SO<sub>2</sub> Group 1 allowances were banked and carried forward to the 2019 compliance year.
- All CSAPR SO<sub>2</sub> Group 1 facilities were in compliance in 2018 (holding sufficient allowances to cover their SO<sub>2</sub> emissions).

#### CSAPR SO<sub>2</sub> Group 2 Program

- The reported 2018 SO<sub>2</sub> emissions by the CSAPR Group 2 sources totaled 113,752 tons.
- Over 2 million SO<sub>2</sub> Group 2 allowances were available for compliance.
- EPA deducted almost 114,000 allowances for the CSAPR SO<sub>2</sub> Group 2 compliance. After reconciliation, over 1.9 million CSAPR SO<sub>2</sub> Group 2 allowances were banked and carried forward to the 2019 compliance year.
- All CSAPR SO<sub>2</sub> Group 2 facilities were in compliance in 2018 (holding sufficient allowances to cover their SO<sub>2</sub> emissions).

#### CSAPR NO<sub>x</sub> Annual Program

- The reported 2018 annual NO<sub>x</sub> emissions by the CSAPR sources totaled 589,935 tons.
- Over 2.3 million NO<sub>x</sub> Annual allowances were available for compliance.



- EPA deducted almost 590,000 allowances for the CSAPR NO<sub>x</sub> Annual compliance. After reconciliation over 1.7 million CSAPR NO<sub>x</sub> Annual allowances were banked and carried forward to the 2019 compliance year.
- All CSAPR NO<sub>x</sub> Annual facilities were in compliance in 2018 (holding sufficient allowances to cover their NO<sub>x</sub> emissions).

### CSAPR NO<sub>x</sub> Ozone Season Group 1 Program

- The reported 2018 ozone season NO<sub>x</sub> emissions by the CSAPR sources totaled 7,077 tons.
- Over 59,000 NO<sub>x</sub> Ozone Season Group 1 allowances were available for compliance.
- EPA deducted over 7,000 allowances for the CSAPR NO<sub>x</sub> Ozone Season Group 1 compliance. After reconciliation, over 52,000 CSAPR NO<sub>x</sub> Ozone Season Group 1 allowances were banked.
- All CSAPR NO<sub>x</sub> Ozone Season Group 1 facilities were in compliance (holding sufficient allowances to cover their NO<sub>x</sub> emissions).

### CSAPR NO<sub>x</sub> Ozone Season Group 2 Program

- The reported 2018 ozone season NO<sub>x</sub> emissions by the CSAPR sources totaled 289,900 tons.
- Almost 426,000 NO<sub>x</sub> Ozone Season Group 2 allowances were available for compliance.
- EPA deducted almost 290,000 allowances for the CSAPR NO<sub>x</sub> Ozone Season Group 2 compliance. After reconciliation, over 136,000 CSAPR NO<sub>x</sub> Ozone Season Group 2 allowances were banked.
- All CSAPR NO<sub>x</sub> Ozone Season Group 2 facilities were in compliance (holding sufficient allowances to cover their NO<sub>x</sub> emissions).

## Background Information

The year 2018 was the fourth year of compliance for the CSAPR SO<sub>2</sub> (Group 1 and Group 2), NO<sub>x</sub> Annual and NO<sub>x</sub> Ozone Season Group 1 programs, while it was the second year of compliance for the CSAPR NO<sub>x</sub> Ozone Season Group 2 program. Each program has its own distinct set of allowances, which cannot be used for compliance with the other programs (e.g., CSAPR SO<sub>2</sub> Group 1 allowances cannot be used to comply with the CSAPR SO<sub>2</sub> Group 2 Program).

The compliance summary emissions number cited in “Highlights” may differ slightly from the sums of emissions used for reconciliation purposes shown in the “Allowance Reconciliation Summary” figures because of variation in rounding conventions, changes due to resubmissions by sources, and compliance issues at certain units. Therefore, the allowance totals deducted for actual emissions in those figures differ slightly from the number of emissions shown elsewhere in this report.

## More Information

- Allowance Markets <https://www.epa.gov/airmarkets/allowance-markets>
- Air Markets Business Center <https://www.epa.gov/airmarkets/business-center>
- Air Markets Program Data (AMPD) <https://ampd.epa.gov/ampd/>



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[https://www3.epa.gov/airmarkets/progress/reports/program\\_compliance.html](https://www3.epa.gov/airmarkets/progress/reports/program_compliance.html)



- Emissions Trading <https://www.epa.gov/emissions-trading-resources>



## Figures

Acid Rain Program SO<sub>2</sub> Program Allowance Reconciliation Summary, 2018

Total Allowances Held (1995 - 2018 Vintage)	53,451,159	Held by Affected Facility Accounts	34,991,787
		Held by Other Accounts (General and Non-Affected Facility Accounts)	18,459,372
Allowances Deducted for Acid Rain Compliance*	1,275,351		
Penalty Allowance Deductions	0		
Banked Allowances	52,175,808	Held by Affected Facility Accounts	33,716,436
		Held by Other Accounts (General and Non-Affected Facility Accounts)	18,459,372

\* Allowances deducted for ARP Compliance Includes 29,696 allowances deducted from opt-ins for reduced utilization.

ARP SO <sub>2</sub> Program Compliance Results			
Reported Emissions (tons)			1,245,696
Compliance issues, rounding, and report resubmission adjustments (tons)			-41
Emissions not covered by allowances (tons)			0
Total allowances deducted for emissions			1,245,655

Notes:

- Compliance emissions data may vary from other report sections as a result of variation in rounding conventions, changes due to resubmissions by sources, or allowance compliance issues at certain units.
- Reconciliation and compliance data are current as of August 2019 and subsequent allowance deduction adjustments and penalties are not reflected.

Source: EPA, 2019

**Figure 1. Acid Rain Program SO<sub>2</sub> Program Allowance Reconciliation Summary, 2018**



### Cross-State Air Pollution Rule SO<sub>2</sub> Group 1 Program Allowance Reconciliation Summary, 2018

Total Allowances Held (2015 - 2018 Vintage)	4,944,464	Held by Affected Facility Accounts	4,167,510
		Held by Other Accounts (General, State Holding and Non-Affected Facility Accounts)	776,954
Allowances Deducted for Cross-State Air Pollution Rule SO <sub>2</sub> Group 1 Program	652,855		
Penalty Allowance Deductions	0		
Banked Allowances	4,291,609	Held by Affected Facility Accounts	3,514,655
		Held by Other Accounts (General, State Holding and Non-Affected Facility Accounts)	776,954

CSAPR SO <sub>2</sub> Group 1 Program Compliance Results		
Reported Emissions (tons)		652,789
Compliance issues, rounding, and report resubmission adjustments (tons)		66
Emissions not covered by allowances (tons)		0
Total allowances deducted for emissions		652,855

**Notes:**

- Compliance emissions data may vary from other report sections as a result of variation in rounding conventions, changes due to resubmissions by sources, or allowance compliance issues at certain units.
- Reconciliation and compliance data are current as of August 2019 and subsequent allowance deduction adjustments and penalties are not reflected.

Source: EPA, 2019

**Figure 2. Cross-State Air Pollution Rule SO<sub>2</sub> Group 1 Program Allowance Reconciliation Summary, 2018**



### Cross-State Air Pollution Rule SO<sub>2</sub> Group 2 Program Allowance Reconciliation Summary, 2018

Total Allowances Held (2015 - 2018 Vintage)	2,048,483	Held by Affected Facility Accounts	1,599,383
		Held by Other Accounts (General, State Holding and Non-Affected Facility Accounts)	449,100
Allowances Deducted for Cross-State Air Pollution Rule SO <sub>2</sub> Group 2 Program	113,750		
Penalty Allowance Deductions	0		
Banked Allowances	1,934,733	Held by Affected Facility Accounts	1,485,633
		Held by Other Accounts (General, State Holding and Non-Affected Facility Accounts)	449,100

CSAPR SO <sub>2</sub> Group 2 Program Compliance Results		
Reported Emissions (tons)		113,752
Compliance issues, rounding, and report resubmission adjustments (tons)		-2
Emissions not covered by allowances (tons)		0
Total allowances deducted for emissions		113,750

**Notes:**

- Compliance emissions data may vary from other report sections as a result of variation in rounding conventions, changes due to resubmissions by sources, or allowance compliance issues at certain units.
- Reconciliation and compliance data are current as of August 2019 and subsequent allowance deduction adjustments and penalties are not reflected.

Source: EPA, 2019

**Figure 3. Cross-State Air Pollution Rule SO<sub>2</sub> Group 2 Program Allowance Reconciliation Summary, 2018**



### Cross-State Air Pollution Rule NO<sub>x</sub> Annual Program Allowance Reconciliation Summary, 2018

Total Allowances Held (2015 - 2018 Vintage)	2,312,772	Held by Affected Facility Accounts	1,939,657
		Held by Other Accounts (General, State Holding and Non-Affected Facility Accounts)	373,115
Allowances Deducted for Cross-State Air Pollution Rule NO <sub>x</sub> Annual Program		589,640	
Penalty Allowance Deductions		0	
Banked Allowances	1,723,132	Held by Affected Facility Accounts	1,350,017
		Held by Other Accounts (General, State Holding and Non-Affected Facility Accounts)	373,115

CSAPR NO <sub>x</sub> Annual Program Compliance Results		
Reported Emissions (tons)		589,935
Compliance issues, rounding, and report resubmission adjustments (tons)		-295
Emissions not covered by allowances (tons)		0
Total allowances deducted for emissions		589,640

**Notes:**

- Compliance emissions data may vary from other report sections as a result of variation in rounding conventions, changes due to resubmissions by sources, or allowance compliance issues at certain units.
- Reconciliation and compliance data are current as of August 2019 and subsequent allowance deduction adjustments and penalties are not reflected.

Source: EPA, 2019

**Figure 4. Cross-State Air Pollution Rule NO<sub>x</sub> Annual Program Allowance Reconciliation Summary, 2018**



### Cross-State Air Pollution Rule NO<sub>x</sub> Ozone Season Program Group 1 Allowance Reconciliation Summary, 2018

Total Allowances Held (2015 - 2018 Vintage)	59,502	Held by Affected Facility Accounts	36,579
		Held by Other Accounts (General, State Holding and Non-Affected Facility Accounts)	22,923
Allowances Deducted for Cross-State Air Pollution Rule NO <sub>x</sub> Ozone Season Program Group 1	7,084		
Penalty Allowance Deductions	0		
Banked Allowances	52,418	Held by Affected Facility Accounts	29,495
		Held by Other Accounts (General, State Holding and Non-Affected Facility Accounts)	22,923

CSAPR NO <sub>x</sub> Ozone Season Program Group 1 Compliance Results			
Reported Emissions (tons)			7,077
Compliance issues, rounding, and report resubmission adjustments (tons)			7
Emissions not covered by allowances (tons)			0
Total allowances deducted for emissions			7,084

**Notes:**

- Compliance emissions data may vary from other report sections as a result of variation in rounding conventions, changes due to resubmissions by sources, or allowance compliance issues at certain units.
- Reconciliation and compliance data are current as of August 2019 and subsequent allowance deduction adjustments and penalties are not reflected.

Source: EPA, 2019

**Figure 5. Cross-State Air Pollution Rule NO<sub>x</sub> Ozone Season Program Group 1 Allowance Reconciliation Summary, 2018**



### Cross-State Air Pollution Rule NO<sub>x</sub> Ozone Season Program Group 2 Allowance Reconciliation Summary, 2018

Total Allowances Held (2017-2018 Vintage)	425,757	Held by Affected Facility Accounts	395,325
		Held by Other Accounts (General, State Holding and Non-Affected Facility Accounts)	30,432
Allowances Deducted for Cross-State Air Pollution Rule NO <sub>x</sub> Ozone Season Program Group 2	289,692		
Penalty Allowance Deductions	0		
Banked Allowances	136,065	Held by Affected Facility Accounts	105,633
		Held by Other Accounts (General, State Holding and Non-Affected Facility Accounts)	30,432

CSAPR NO <sub>x</sub> Ozone Season Program Group 2 Compliance Results	
Reported Emissions (tons)	289,900
Compliance issues, rounding, and report resubmission adjustments (tons)	-208
Emissions not covered by allowances (tons)	0
Total allowances deducted for emissions	289,692

**Notes:**

- Compliance emissions data may vary from other report sections as a result of variation in rounding conventions, changes due to resubmissions by sources, or allowance compliance issues at certain units.
- Reconciliation and compliance data are current as of August 2019 and subsequent allowance deduction adjustments and penalties are not reflected.

Source: EPA, 2019

**Figure 6. Cross-State Air Pollution Rule NO<sub>x</sub> Ozone Season Program Group 2 Allowance Reconciliation Summary, 2018**



## Chapter 6: Market Activity

Cap and trade programs allow participants to independently determine their best compliance strategy. Participants that reduce their emissions below the number of allowances they hold may trade allowances, sell them, or bank them for use in future years. While the ARP and CSAPR are cap and trade programs, MATS is not a market-based program; therefore, this section does not discuss MATS.

### Highlights

#### Transaction Types and Volumes

- In 2018, more than 600,000 allowances were traded across all five of the CSAPR trading programs.
- Just over one-quarter of the transactions within the CSAPR programs were between distinct organizations.
- In 2018, over 9 million ARP allowances were traded, the majority (89 percent) between related organizations.

#### 2018 Allowance Prices<sup>1</sup>

- The ARP SO<sub>2</sub> allowance prices averaged less than \$1 per ton in 2018.
- The CSAPR SO<sub>2</sub> Group 1 allowance prices started 2018 at \$2.13 per ton and remained at the level at the end of the year.
- The CSAPR SO<sub>2</sub> Group 2 allowance prices started 2018 at \$2.63 per ton and ended 2018 at \$2.56 per ton.
- The CSAPR NO<sub>x</sub> annual program allowances started 2018 at \$2 per ton and ended 2018 at \$2.88 per ton.
- The CSAPR NO<sub>x</sub> ozone season program allowances started 2018 at \$175 per ton and ended 2018 at \$180 per ton.<sup>2</sup>

### Background Information

#### Transaction Types and Volumes

Allowance transfer activity includes two types of transfers: EPA transfers to accounts and private transactions. EPA transfers to accounts include the initial allocation of allowances by states or EPA, as well as transfers into accounts related to set-asides. This category does not include transfers due to allowance retirements. Private transactions include all transfers initiated by authorized account representatives for any compliance or general account purposes.

<sup>1</sup> Allowance prices as reported by S&P Global Market Intelligence, 2019.

<sup>2</sup> These prices reflect the CSAPR Update ozone season NO<sub>x</sub> allowances. In October 2016, EPA published an update to the CSAPR ozone season allowance trading programs. On October 26<sup>th</sup>, 2016, most CSAPR ozone season NO<sub>x</sub> allowances were converted to the CSAPR Update ozone season NO<sub>x</sub> allowances.





To better understand the trends in market performance and transfer history, EPA classifies private transfers of allowance transactions into two categories:

- Transfers between separate and unrelated parties (distinct organizations), which may include companies with contractual relationships (such as power purchase agreements) but excludes parent-subsidary types of relationships.
- Transfers within a company or between related entities (e.g., holding company transfers between a facility compliance account and any account held by a company with an ownership interest in the facility).

While all transactions are important to proper market operation, EPA follows trends in transactions between distinct economic entities with particular interest. These transactions represent an actual exchange of assets between unaffiliated participants, which reflect companies making the most of the cost-minimizing flexibility of emission trading programs. Companies accomplish this by finding the cheapest emission reductions not only among their own generating assets, but across the entire marketplace of power generators.

### Allowance Markets

The 2018 emissions were below emission budgets for the Acid Rain Program (ARP) and for all five Cross-State Air Pollution Rule (CSAPR) programs. As a result, the CSAPR allowance prices were well below the marginal cost for reductions projected at the time of the final rule, and are subject, in part, to downward pressure from the [available banks of allowances](#).

### More Information

- Allowance Markets <https://www.epa.gov/airmarkets/allowance-markets>
- Air Markets Business Center <https://www.epa.gov/airmarkets/business-center>
- Air Markets Program Data (AMPD) <https://ampd.epa.gov/ampd/>
- Emissions Trading <https://www.epa.gov/emissions-trading-resources>



## Figures

2018 Allowance Transfers under CSAPR and ARP

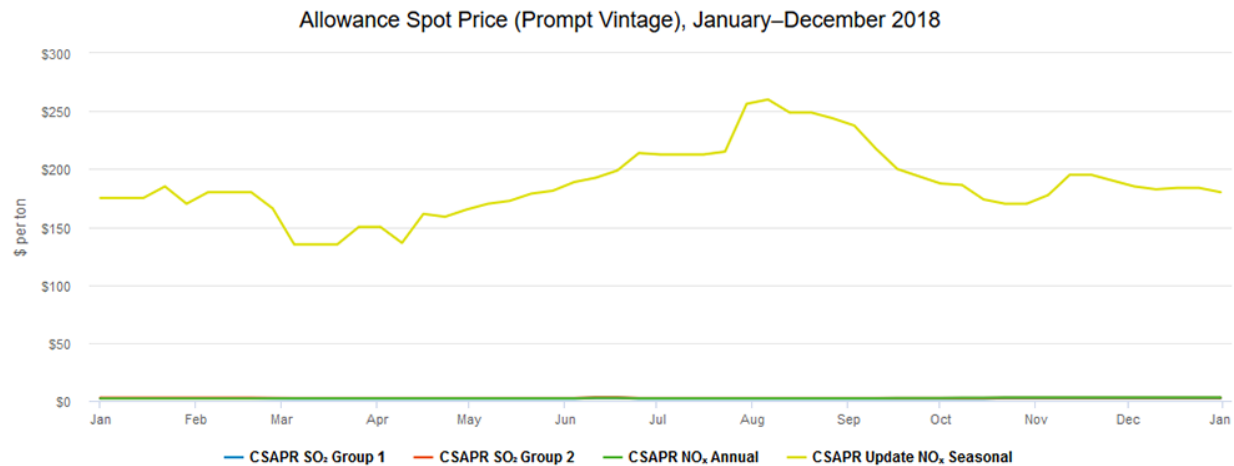
	Transactions Conducted	Allowances Transferred	Share of Program's Allowances Transferred	
			Related (%)	Distinct (%)
ARP SO <sub>2</sub>	754	9,433,556	89%	11%
CSAPR SO <sub>2</sub> Group 1	254	350,962	80%	20%
CSAPR SO <sub>2</sub> Group 2	65	48,995	48%	52%
CSAPR NO <sub>x</sub> Annual	572	105,855	71%	29%
CSAPR NO <sub>x</sub> Ozone Season Group 1	20	1,463	98%	2%
CSAPR NO <sub>x</sub> Ozone Season Group 2	708	94,622	60%	40%

Notes:

- The breakout between distinct and related organizations is not an exact value as relationships are often difficult to categorize in a simple bifurcated manner. EPA's analysis is conservative and the "Distinct Organizations" percentage is likely higher.
- Percentages may not add up to 100% due to rounding.

Source: EPA, 2019

**Figure 1. 2018 Allowance Transfers under CSAPR and ARP**



**Notes:**

- Prompt vintage is the vintage for the "current" compliance year.
- The CSAPR Update Rule, published October 2016, created two geographically distinct state trading groups: Group 1, comprised only of Georgia, and Group 2, comprised of 22 states. The allowance price shown as the CSAPR Update NO<sub>x</sub> Seasonal represents the allowance price for Group 2.
- There is a small value for the allowance price for "CSAPR SO<sub>2</sub> Group 1", "CSAPR SO<sub>2</sub> Group 2", and "CSAPR NO<sub>x</sub> Annual". The data for these items is not easily visible on the full chart. To more clearly see the allowance price for these items, use the interactive features of the figure: click on the lines in the legend to turn off the yellow category (labeled "CSAPR Update NO<sub>x</sub> Seasonal") and keep all of the other legend items on.

Source: S&P Global Market Intelligence, 2019

**Figure 2. Allowance Spot Price (Prompt Vintage), January–December 2018**