

## ORDER

## OF THE

# WEST BENGAL ELECTRICITY REGULATORY COMMISSION IN CASE NO. OA-467/23-24

IN REGARD TO THE APPLICATION SUBMITTED BY THE WEST BENGAL POWER DEVELOPMENT CORPORATION LIMITED (WBPDCL) IN TERMS OF CLAUSE 2.8.4.1 AND CLAUSE 5.2.2 FOR APPROVAL OF INVESTMENT FOR INSTALLATION OF EMISSION CONTROL SYSTEM OF FLUE GAS DESULPHURIZATION (FGD) IN RESPECT OF UNIT NOS. 1 & 2 OF 300 MW CAPACITY EACH AND UNIT NOS. 3 & 4 OF 500 MW CAPACITY EACH RESPECTIVELY AT SGTPP OF WBPDCL.

## PRESENT:

DR MALLELA VENKATESWARA RAO, CHAIRPERSON SRI PULAK KUMAR TEWARI, MEMBER

DATE: 05.07.2024





# CASE IN BRIEF

- 1.0 The West Bengal Power Development Company Limited (in short 'WBPDCL') submitted an application vide letter dated 05.12.2023 for investment approval for installation of emission control system of Flue Gas Desulphurization (FGD) in respect of Unit Nos. 1&2 of having capacity of 300 MW each and Unit Nos 3&4 having capacity of 500 MW each respectively at Sagardighi Thermal Power Project (in short SgTPP) in terms of regulations 2.8.4.1 and clause 5.2.2 of the West Bengal Electricity Regulatory Commission (Terms and Conditions of Tariff) Regulations, 2011, as amended. The application has been admitted by the Commission in Case No. OA-467/23 24.
- 2.0 The petition has been filed in compliance with the Environment (Protection) Amendment Rules, 2015 dated 07.12.2015 and subsequent amendment dated 28.06.2018 notified by the Ministry of Environment, Forest and Climate Change (MoEF&CC), specifying new standards of compliance for the thermal power plants with respect to emission of pollutants into the atmosphere. The MoEF&CC Notification mandates all thermal power plants (TPPs) to comply with the revised Emission Control Norms (ECNS) as specified in the MoEF&CC Notification.
- 3.0 In the petition, WBPDCL has inter-alia stated the followings:
- 3.1 The petitioner submitted that, as per the amended rules, MoEF&CC modifies the existing norms (prior to December 2016) related to emission of Suspended Particulate Matter (SPM) and introduces new norms for emission of SOx, NOx and mercury from thermal power plants (TPSSs). A summary of new regulations on air emission is given in Table-2 below. The timeline within which the FGD project is to be installed is December, 2026:

Table-1: Environment Norms as per MoEF & CC notification dated 07.12.2015

Year	SPM	SO <sub>2</sub>	NO <sub>2</sub>	Mercury
Pre 2003	100 mg/Nm <sup>3</sup>	600 mg/Nm³ for 500 MW 200 mg/Nm³ for >= 500 MW	600 mg/Nm <sup>3</sup>	0.03 mg/Nm³ for >500 MW
2003-2016	50 mg/Nm <sup>3</sup>	600 mg/Nm³ for < 500 MW 200 mg/Nm³ for >= 500 MW	450 mg/Nm <sup>3</sup>	0.03 mg/Nm <sup>3</sup>
Post 2017	30 mg/Nm <sup>3</sup>	100 mg/Nm <sup>3</sup>	100 mg/Nm <sup>3</sup>	0.03 mg/Nm <sup>3</sup>

3.2 WBPDCL submitted that, its NOx level at Sagardighi is beyond the permissible limit of 300 mg/Nm3. Accordingly, WBPDCL is installing emission control systems to reduce NOx levels, with projects for Stage-II, scheduled to be completed by December 2024, under the small





CAPEX program under Regulation 2.8.4.1, where no separate investment approval is required. Further, to comply with the SO2 emission norms, WBPDCL decides to install FGD, to reduce SO2 emission, and has engaged M/s Tata Consulting Engineers Limited (hereafter, M/s TCE) to prepare Detailed Project Report. A project cost of Rs. 180334.00 Lakhs (incl. taxes) is estimated by M/s TCE based on DPR for FGD installation at SgTPP for units 1&2: 300 MW, Units 3&4: 500 MW each. The levelised tariff for installation of FGD at SgTPP will be Rs. 0.31/ kWh as per DPR.

- 3.3 Accordingly, tender was floated initially for Units 3 & 4, which was subsequently cancelled due to response from insufficient bidders. In the repeat tender, Bharat Heavy Electricals Limited (BHEL) was the only qualified bidder, but their bid was significantly higher than the estimated cost. During the 202<sup>nd</sup> Board of Directors meeting on 24.09.2020, it was decided to cancel the tender and issue a new one.
- 3.4 On 30.10.2021, a new tender with revised qualification requirement was floated for installation of FGD plants for Sagardighi Units 1, 2, 3, and 4, including a common Limestone and Gypsum Handling System for the under-construction Unit 5. The estimated package cost was Rs 180,334.00 lakhs, including taxes and a 2.5% contingency. The tender included a price variation clause and provisions for reverse auctioning to ensure competitive pricing. Larsen and Toubro Limited (L&T) and Bharat Heavy Electricals Limited (BHEL) were the two qualified bidders. After a third-party evaluation of technical and commercial bids, L&T was identified as the lowest bidder (L1) with a bid amount of Rs.1382.24 Crore including GST of 18%.
- 3.5 The project proposal in this regard was placed before the Board of Directors (BoD) of WBPDCL for approval. The BoD of WBPDCL in its 217<sup>th</sup> meeting accorded the approval for for awarding the contract to L&T for FGD installation for SgTPP units 1,2,3,4 (2x300 MW + 2x500 MW) through EPC turnkey package. Accordingly, the petitioner has issued the letter of Award (LOA) to L&T for Supply, Erection and Commissioning of Flue Gas Desulphurization (FGD).
- 3.6 WBPDCL submitted that, in order to meet the timelines as mandated by Central Electricity Authority (CEA), they started with FGD implementation at Sagardighi TPP as stated above. Accordingly, Department of Power, Government of West Bengal, vide No. 1186-POW-13012(11)/4/2023-SECTION(POWER) dated 31.08.2023 accorded approval to the revised project cost of Rs. 1803.34 Crore including GST and with 30% equity participation of State Government i.e. Rs.541.00 Crore. WBPDCL submitted that the balance amount Rs. 1262.34





Crore i.e. 70% of the project is funded by REC Ltd. They have submitted the sanctioned letter from REC with Reference No. REC/RO/Kol/WBPDCL/2023-24/54 dated 10.10.2023.

- 3.7 WBPDCL submitted that project requires shutdown for 36-month in phased manner starting from the zero date and will be completed by December 2026. After completion of the project, the SOx level at SgTPP will be below 600 mg/NM for Stage-I and below 200 mg/NM² for Stage-II respectively, which will comply the MoEF & CC norms.
- 3.8 In view of above, WBPDCL has prayed for investment approval of Rs. 180334 lakh for installation of emission control system of FGD in its Sagardighi Thermal Power Plant.

# OBSERVATION OF COMMISSION

4.0 WBPDCL has prayed before the Commission to allow the project cost of Rs. 180334.00 Lakhs for installation of emission control system of Flue Gas Desulphurisation (FGD) in respect of Unit#1 & Unit#2 of having capacity of 300 MW each and Unit#3 and Unit#4 having capacity of 500 MW each at SgTPP. The cost breakup submitted in the DPR is as below:

Table-2: Break-up of Project cost submitted in the DPR

SI No	CAPEX	Base Cost including transportation	Tax & duties	Total Cost
		R	s. Lakh	
1	FGD Equipment & related mechanical works along with new wet stack cost	69491	11690	81181
2	Total Electrical works cost (For FGD and related common facilities)	7886	1327	9213
3	Total civil works (including construction materials)	44615	7505	52120
4	Total instrument cost	2675	450	3125
5	Cost of spares @ 2.5% on item 1, 2 & 4	2001	337	2338
6	FGD material, spares and erection	126668	21309	147977
6	Pre-executive expenses on Engineering consultancy			30
8	Engineering consultancy in execution phase			370
9	Third party inspection services			444
10	Field quality inspection services			370
11	PROJECT HARD COST			149191
12	Overhead inclusive of preliminary expenses			4476
13	Contingency			7460





14	Sub-total Sub-total		161127
15	Interest during construction		19207
	TOTAL PROHECT COST		180334

- 5.0 It is observed that WBPDCL has prayed for investment approval based on the DPR value, whereas during the tendering process, the quoted value was substantially lower. Moreover, the project cost includes common facilities for upcoming unit-5 of SgTPP. Thus, the Commission vide letter dated 31.05.2024 directed WBPDCL to submit additional information / clarification on the following issues:
  - Specify the reasons for not obtaining prior approval in terms of Regulation 2.8.4.1(iii) of the Tariff Regulations, as required for project cost more than 300 Cr / 5% of the GFA;
  - (ii) Submit revised project cost considering the contracted value.
  - (iii) Specify the price break-down for the components and installation costs specific to unit 5
- 6.0 Accordingly, WBPDCL vide letter dated 10.06.2024 inter-alia submitted the followings:
  - (i) As per MOEF&CC notification, SO<sub>x</sub> related compliance has to be complied by 31<sup>st</sup> December 2026. Under this emergency, WBPDCL issued LOI to the L1 bidder on 31.08.2023 and subsequently the application was submitted to the Commission on 05.12.2023. WBPDCL also mentioned that, in terms of proviso to regulation 2.8.4.1, generating company may undertake capital expenditure without taking prior approval of the Commission, but shall intimate the same to the Commission within 120 days from the date of incurring such expenditure.
  - (ii) WBPDCL submitted a revised project cost of Rs. 170581 lakh considering L1 tender of the main FDG package as Rs. 138224 lakh as below:

Table-3: Revised Break-up of Project cost

SI No	CAPEX	Base Cost including transportation	Tax & duties	Total Cost		
		Rs. Lakh				
1	FGD Main Equipment including factory fabricated steel structures, mandatory spares and special tools & tackles	73267.19	13188	86455		
2	Erection & services of main equipments including factory fabricated steel structure (excl. Site fabricated steel structure)	10978.26	1976	12954		





3	Services of supply, fabrication & erection of site fabricated steel structural works	10957.40	1972	12930
4	Services for Civil, structural (other than steel structures) and architectural works	18818.92	3387	22206
5	Miscellaneous services for Design Engineering, project management, Training and initial O&M	3117,22	561	3678
6	FGD Equipment cost including mandatory spares and cost towards erection & commissioning	117138.98	21085	138224
7	Pre-executive expenses on Engineering consultancy	We that you are		30
8	Engineering consultancy in execution phase			370
9	Third party inspection services			444
10	Field quality inspection services		8.500 H	370
11	PROJECT HARD COST (sum 6 to 10)			139438
12	Overhead inclusive of preliminary expenses		ENFE.	4476
13	Contingency			7460
14	Sub-total (11+12+13)			151374
15	Interest during construction			19207
	TOTAL PROHECT COST			170581

- (iii) WBPDCL submitted that, cost of common Limestone Handling System (LHS) and Gypsum Handling System (GHS) is Rs. 20733.60 lakh and Rs. 12440.16 lakh respectively including taxes. Accordingly, they proposed apportioned cost of LHS and GHS for unit-5 as Rs. 6634.75 lakh.
- 7.0 During detailed analysis of the scope mentioned in the DPR vis-à-vis the scope of tender document and the final LOI contract as well as the additional clarifications submitted by WBPDCL, the followings observations are made:
  - (a) The main FGD package of the LOI contract for material includes cost of spares as Rs. 4368 lakh against the material cost of Rs. 82082 lakh. However, as per regulation 5.1(vi) initial spares admissible for a thermal power plant is upto 2.5% of the original capital cost. Accordingly, the admissible amount for spare becomes Rs. 2052 lakhs.
  - (b) From the tender documents it is observed that, detailed design, etc are within the scope of the contractor and an amount for design, project management, training has been considered in the quoted amount. Hence further consideration of engineering consultancy expense in the revised project cost calculation (repeating the DPR value) seems to be unreasonable.





- (c) In terms of 10.9 of the tender documents, contractor is responsible for supply all consumables, lubricants, chemicals, etc. till completion of all facilities and handover. Even the electricity will be provided by WBPDCL to the contractor on chargeable basis. Thus, further consideration of pre-operative expenses in the revised project cost by WBPDCL is duplication of cost.
- (d) The Commission observes that, WBPDCL in the DPR proposed contingency expense as 5% of total hard cost. Whereas, in its revised estimate, WBPDCL has considered same amount as contingency expense without considering the impact of reduction of project cost. The Commission finds it reasonable to allow 5% contingency on the revised project cost.
- (e) The Commission also observed that, WBPDCL has not revised the amount of interest during construction (IDC) in its revised project cost estimation, though the loan requirement got reduced with reduction of project cost. The Commission finds it prudent to compute admissible IDC based on the admissible project cost and the interest rate approved by REC for a project completion period of 36 months.
- (f) In its additional submission dated 10.06.2024, WBPDCL has proposed prorated cost of common LHS and GHS of unit 5 as Rs. 6634.75 lakh against the total cost of Rs. 33173.76 Lakh (Rs. 20733.60 lakh for LHS + Rs. 12440.16 lakh for GHS). The Commission observed that, WBPDCL has not considered the installed capacity of the plants while arriving at such prorated value. The Commission is of the view that, limestone handling system and gypsum handling system has a direct relationship with the quantum of limestone and gypsum to be handled, which is proportionate to the Capacity of the plant. Thus, the prorated cost for unit # 6 (1 x 660 MW) becomes Rs. 9687.91 lakh (=33173.76 x 660 / 2260).
- 8.0 In view of the above, the admissible project cost is computed as below:





Table-4: Break-up of approved project cost

SI No	CAPEX	Base Cost including transportation	Tax & duties	Total Cost
			Rs. Lakh	
	Equipments including steel structure, spares, etc			
1	Equipments & steel structures	69561	12521	82082
	Spares	1739	313	2052
	Tools & tackles	4.6	0.8	5.4
2	Erection and civil works	40755	7336	48091
3	Design, project management, training and initial O&M	3117	561	3678
4	FGD material, spares and erection	115176	20732	135908
5	Pre-executive expenses on Engineering consultancy			30
6	Engineering consultancy in execution phase			0
7	Third party inspection services			444
8	Field quality inspection services			370
9	PROJECT HARD COST			136752
10	Overhead inclusive of preliminary expenses			0
11	Contingency		THE RESERVE	6838
12	Sub-total			143590
13	Interest during construction			18016
	TOTAL PROHECT COST			161605

Note: 1. Spare is allowed upto 2.5% as discussed in paragraph 8.0(a) above;

- 2. No separate cost for engineering consultancy in execution phase considered as discussed in paragraph 8.0(b) above;
- 3. No separate cost on overhead is allowed as discussed in paragraph 8.0(c) above;
- 4. Contingency cost is allowed at 5% of the projected hard cost as discussed in paragraph 8.0(d) above;
- 5. Interest during construction is recomputed as discussed in paragraph 8.0(e) above and detailed calculation is shown in Annexure -1.
- 9.0 From the submission, the Commission observed that Administrative Approval, vide no 186-POW-13012(11)/4/2023-SECTION(POWER) dated 31.08.2023 has been granted by the Department of Power, Government of West Bengal for the installation of a Flue Gas Desulphurization (FGD) system for units 1 to 4 of SgTPP, along with Common Limestone Stone Handling & Slurry System Gypsum Harding system catering all the units including the new unit





#5 (660 MW) under construction, at a revised cost of Rs. 1803.34 crore, including GST @18%, based on the revised estimate. Government of West Bengal also approved 30% equity participation in phased manner.

- 10.0 WBPDCL submitted that, the balance 70% of the project is funded by REC Ltd as loan at a interest rate of 10%. WBPDCL submitted an approval letter from REC.
- 11.0 In view of the above, Rs. 161605 lakh is found admissible as the project cost for installation of FGD at Sagardighi Thermal Power Plant of WBPDCL. However, the proportionate cost of Rs. 9687.91 lakh for common Limestone Handling System (LHS) and Gypsum Handling System (GHS) of unit-5 will be considered for capitalization once unit-5 attain COD.

#### ORDER

- 12.0 Considering all the above facts and submissions made by WBPDCL in the instant petition, the Commission decides to admit an amount of Rs. 161605 Lakhs (including GST) as 'investment approval' for installation of Emission Control System of Flue Gas Desulphurization (FGD) of unit 1 to unit 4 of Sagardighi TPS along with common LHS and GHS for proposed unit-5, in terms of the clause 2.8.4.1 of the West Bengal Electricity Regulatory Commission (Terms and Conditions of Tariff) Regulations, 2011, as amended from time to time. The proportionate cost of unit-5 of Sagardighi TPS in the common LHS and GHS is Rs. 9687.91 lakh. The project shall be completed by December, 2026 as per MOEF&CC notification.
- 13.0 The Commission further directs as bellow:
  - a) After closing of all contracts, the final project cost needs to be approved in terms of regulation 2.8.5 of the Tariff Regulations. WBPDCL shall submit audited expenditure, justification of deviation from investment plan, if any, and all other details as specified in regulation 2.8.5.1 of the Tariff Regulations. In the petition for final project cost determination, WBPDCL shall submit all reports including third party certification as specified under regulation 2.8.5.3 of the Tariff Regulations.
  - b) During the project construction period the incurred capital expenditure and other expenditure under project cost shall be audited annually as specified under regulation 2.8.5.2 of the Tariff





Regulations and WBPDCL shall submit such audit report along with the progress report to the Commission within the timeline specified under the said regulation.

- 14.0 The petition is disposed of in terms of the above.
- 15.0 A copy of the order shall be posted in the website of the Commission.
- 16.0 WBPDCL shall download the copy of the order from the website of the Commission and act on it. Certified copy of the order, if applied for, be given to the parties on completion of formalities laid down in the West Bengal Electricity Regulatory Commission (Conduct of Business) Regulations, 2013, as amended and on submission of necessary fees.

Sd/-(PULAK KUMAR TEWARI) MEMBER

Sd/-(MALLELA VENKATESWARA RAO) CHAIRPERSON

Dated: 05.07.2024

Sd/-SECRETARY





#### Annexure -1

		Computation of IDC proposed by WBPDCL											
MONTHS	1-3	4-6	7-10	10-12	13-15	16-18	19-21	22-24	25-27	28-30	31-33	34-36	TOTAL
Capital Exp	15000	15000	25000	25000	24000	17000	15000	12500	4000	3000	2000	3600	161100
Cumulative expenditure	15000	30000	55000	80000	104000	121000	136000	148500	152500	155500	157500	161100	
Equity	4500	9000	16500	24000	31200	36300	40800	44550	45750	46650	47250	48330	
Loan	10500	21000	38500	56000	72800	84700	95200	103950	106750	108850	110250	112770	
interest @9.55%		251	501	919	1337	1738	2022	2273	2482	2549	2599	2632	19303

		Computation of admissible IDC considering admissible project cost												
MONTHS	1-3	4-6	7-10	10-12	13-15	16-18	19-21	22-24	25-27	28-30	31-33	34-36	TOTAL	
Revised CAPEX	13370	13370	22283	22283	21391	15152	13370	11141	3565	2674	1783	3209	143590	
Cumulative expenditure	13370	26739	49022	71305	92696	107848	121218	132359	135925	138598	140381	143590	113330	
Equity	4011	8022	14707	21391	27809	32354	36365	39708	40777	41580	42114	43077	-	
Loan	9359	18717	34315	49913	64887	75494	84853	92651	95147	97019	98267	100513		
interest @ 10%		234	468	858	1248	1622	1887	2121	2316	2379	2425	2457	18016	