

1 **Improving the regional deployment of carbon mitigation efforts by incorporating**
2 **air-quality co-benefits: A multi-provincial analysis of China**

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22 **Abstract:** It is critically important to include the co-benefits of abated air pollution
23 when sharing carbon mitigation efforts among provinces. Therefore, using a Chinese
24 multi-regional computable general equilibrium model, this study incorporated the
25 pollutant co-benefits into the carbon marginal abatement cost curves and evaluated the
26 inter-provincial abatement effort sharing for China's provinces to achieve the
27 Nationally Determined Contribution target. Results show that the more developed
28 eastern economies face higher abatement costs under the same abatement level
29 compared to the less developed central and western provinces. Second, in the
30 composition of total co-benefits among provinces, the co-benefits of SO₂ reductions
31 exceed 60% followed by the co-benefits of NO_x and PM_{2.5} reductions. Finally, the
32 provincial abatement costs will be offset by 4.3% to 18.9% after considering the co-
33 benefits. Specifically, provinces with high per capita GDP and energy-intensive
34 industries (e.g. Shandong, Liaoning, and Jilin) and some provinces with energy
35 production bases (e.g. Inner Mongolia, Shanxi, and Xinjiang) have higher co-benefits
36 and offset the more abatement costs; therefore, they can consider raising abatement
37 efforts. Moreover, provinces with high economic levels but fewer co-benefits (e.g.
38 Beijing, Tianjin, and Shanghai) can consider providing climate funding or transferring
39 abatement technologies to support the abatement work of less developed provinces.

40

41 **Keywords:** Marginal abatement cost; Air pollution; Co-benefits; Multi-regional;
42 Computable general equilibrium

43 **JEL classification:** C68; E61; P28; Q52

44 **1. Introduction**

45 The period prior to 2030 is critical for countries to achieve carbon neutrality goals
46 (IPCC, 2022), and they accordingly need to undertake substantial planning and
47 deployment in the coming years. In particular, while emission reduction targets are
48 usually proposed at the national level, specific tasks and measures need to be
49 implemented by various regions and sectors within a country. Therefore, one of the first
50 steps of importance will be to reasonably share abatement efforts at the sub-national
51 level.

52 Compared to other countries, it is more arduous and complex for China to reach
53 carbon neutrality. On the one hand, China needs to reduce the current 30.6% (BP, 2021)
54 of global carbon emissions to net zero in less than 40 years. On the other hand, as a
55 large country with a vast territory, obvious differences in climate conditions, resource
56 endowment, economic development, and industrial structure exist among the different
57 regions in China. Meanwhile, China emphasizes the balanced development of various
58 regions and has formulated corresponding regional development strategies such as the
59 Western Development and Northeast Region Revitalization Plan. Therefore, the
60 deployment of abatement efforts at the regional level is particularly complicated for
61 China, and it is necessary for a targeted regional low-carbon development plan to be
62 formulated according to local conditions. To this end, a region-scale analysis covering
63 the vast majority of the country is needed.

64 In the research on the cross-regional sharing of abatement efforts in a large
65 developing country like China, a special point of concern is the co-benefits of abated

66 air pollution. Given the many shared anthropogenic sources of greenhouse gas and air
67 pollutants, mitigation policies aimed at carbon reductions could bring co-benefits from
68 abated air pollution. For developing countries, it is more important to pursue co-benefits
69 because they are in a rapid stage of economic development, usually accompanied by
70 high carbon emissions and large amounts of air pollutants, thus the carbon abatement
71 costs could be offset to a greater extent by the co-benefits of air pollution (Cai et al.,
72 2016; Mittal et al., 2015). Moreover, the benefits of climate change mitigation are
73 usually a long-term process. Air quality and health co-benefits can be seen in the near-
74 term and have the characteristics of being definite, immediate, and effective (Deng et
75 al., 2017; West et al., 2013), which can help developing countries coordinate the
76 relationship between carbon emission reduction and economic development. Therefore,
77 incorporating the co-benefits of abated air pollutants could help each region more
78 accurately grasp the costs and benefits of their own emission reduction, and more
79 effectively coordinate the relationship between the whole and its parts.

80 Currently, the research on China's regional low-carbon development policies can
81 be divided into two categories (Lin and Jia, 2019; Liu et al., 2020): first, to explore the
82 direction of low-carbon policy choices through the analysis of influencing factors;
83 second, to simulate the abatement effects of different low-carbon policies. Regarding
84 research scale, due to the strong data availability of the research on the influencing
85 factors, there are extensive studies at various levels such as economic circle (Cai et al.,
86 2018), provincial (Zhang et al., 2016), city (Liu et al., 2020), industry (Lindner et al.,
87 2013), and even enterprise level (Zhang et al., 2015). There are obviously fewer studies

88 on the simulation of low-carbon policy measures at the regional level. Most of these
89 studies either consider the whole province or several provinces as the research object
90 (Liu et al., 2017; Xie et al., 2018), and a few focus on a specific industry in specific
91 regions (Lin and Jia, 2019). In particular, studies on abatement effort sharing that cover
92 most provinces in China from an economy-wide perspective are lacking.

93 Studies on influencing factors or policy simulations at the regional level mainly
94 focus on carbon dioxide, and there are still few analyses involving the co-benefits of
95 greenhouse gases and pollutants. The existing studies mainly focus on the additional
96 impact of implementing regional or industrial low-carbon policies on regional pollutant
97 emissions and economic benefits (Chang et al., 2020), and how to design low-carbon
98 policies with the goal of maximizing synergistic emission reduction benefits or
99 minimizing synergistic emission reduction costs (Yang and Teng, 2018; Yang et al.,
100 2018). Some studies that do address co-benefits at the regional level mainly focus on
101 specific regions (Alimujiang and Jiang, 2020; Cao et al., 2021) or specific industries
102 such as electricity and transportation (Tian et al., 2018; Zhang and Zhang, 2020). In
103 addition, most of these studies adopt bottom-up engineering models for assessment,
104 which are carried out within a partial equilibrium framework. Although substantial
105 detailed technical characteristics are described in the bottom-up models, such models
106 ignore the effects of input and output prices and resource allocation in the economic
107 system. The general equilibrium effects of marginal abatement costs (MACs) should
108 not be ignored while aiming to significantly reduce carbon and air pollutant emissions
109 (Bergman, 1991; Conrad and Schröder, 1991).

110 Given the identified knowledge gap, using a Chinese multi-regional computable
111 general equilibrium (CGE) model, this study aims to incorporate the co-benefits of
112 carbon abatement policies into the carbon marginal abatement cost curves (MACCs)
113 and to evaluate total abatement costs and inter-provincial abatement effort sharing for
114 China and its provinces in achieving the latest Nationally Determined Contribution
115 (NDC) target. This study intends to answer the following three questions: (1) What are
116 the revised carbon MACCs of China and its provinces if co-benefits (mainly referring
117 to the effects of carbon abatement policies in reducing sulphur dioxide (SO₂), nitrogen
118 oxides (NO_x), and fine particulate matter (PM_{2.5})) are considered? (2) What will the
119 total abatement cost be for China and its provinces to achieve the NDC target before
120 and after considering the co-benefits? (3) How will the inclusion of the air pollution co-
121 benefits of carbon abatement policies affect the sharing of abatement efforts among
122 provinces?

123 This study contributes to the literature in the following three respects. First, this
124 study is the first to comprehensively evaluate and compare the carbon MACCs among
125 provinces from an economy-wide perspective based on covering the vast majority of
126 provinces in China. Second, this study adopts the MACCs of multiple pollutants to
127 quantify the co-benefits and their components from abated air pollution in each
128 province and explores the inter-provincial differences in co-benefits through cluster
129 analysis combining economic development level and industrial structure, thereby
130 compensating for the lack of general equilibrium effects in bottom-up models. Third,
131 this study combines the inter-provincial differences between co-benefits and carbon

132 abatement costs to complement and improve the limitation of most studies that rely
133 only on carbon abatement costs as a single indicator to break down abatement efforts,
134 thereby providing support for the decision to deploy provincial abatement effort sharing
135 that considers both the whole and its parts as well as the short and long terms.

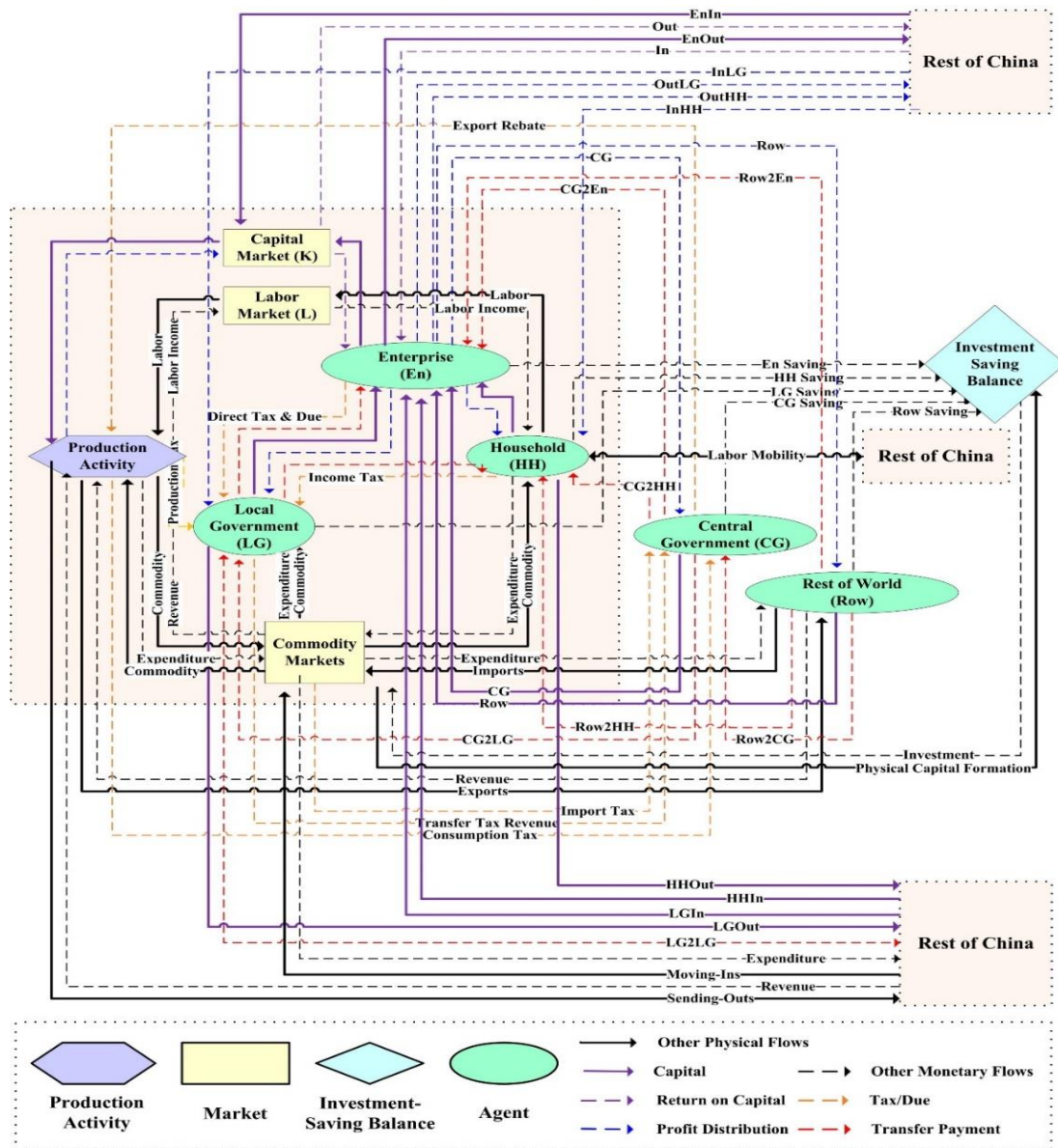
136 The remainder of this study is structured as follows: the model and data are
137 outlined in Section 2; the results, along with the discussion, are presented in Section 3;
138 finally, the conclusions and policy recommendations are presented in Section 4.

139 **2. Methodology**

140 **2.1 Basic model framework**

141 The Multi-Regional China Energy and Environmental Policy Analysis model of
142 China's Climate Change Integrated Assessment Model (C³IAM/MR.CEEPA), which is
143 a Chinese multi-regional dynamic recursive CGE model (Wei et al., 2018), is employed
144 in this study. The multi-region CGE model not only has the basic characteristics of the
145 single-region model but also describes the inter-regional economic relations, including
146 inter-regional commodity trade and factor flow. Therefore, the MR.CEEPA can capture
147 the direct and indirect interactions between different agents in different regions and,
148 thus, can simulate the regional characteristics of policy effects, as well as the ripple
149 effects and feedback effects of regional policies on other regional economies by
150 affecting inter-regional commodity and factor flows (Bhattacharyya, 1996; Zhang et al.,
151 2013). Moreover, the MR.CEEPA pays special attention to the detailed description of
152 the current situation of Chinese multi-regional energy and environment, including a
153 variety of greenhouse gas and air pollutant emissions. As the model covers 31 provinces
154 and municipalities (without Hong Kong, Macao, and Taiwan), as shown in Table S1 of

155 the Supplementary Material, it is suitable as a core analysis tool for this study. Fig. 1
 156 shows the basic framework of the MR.CEEPA model. It is composed of five basic
 157 modules: production, income, expenditure, investment, and foreign trade. For detailed
 158 descriptions of each sub-module, please refer to Wei et al. (2018) and Liang et al. (2014).

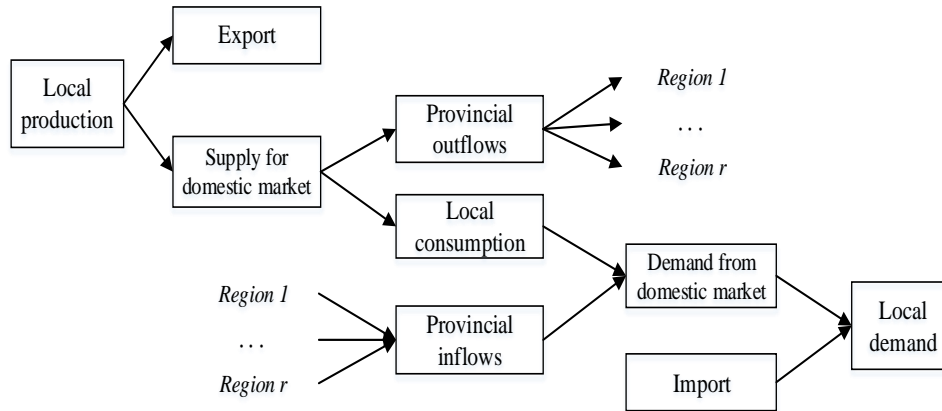


159

160 Fig. 1. The basic framework of the MR.CEEPA (Wei et al., 2018)

161 It is worth noting that inter-regional commodity flows are slightly different from
 162 single-region model settings. Regarding inter-regional commodity flow, we referred to
 163 the studies of Zhang et al. (2013) and Wang et al. (2020). The commodities produced

164 by a certain region not only supply their regional consumption demand but also supply
 165 other regions in the country and foreign markets. This study employs a three-layer
 166 nested constant elasticity of transformation function to describe the optimal allocation
 167 of commodities between domestic regions and exports, as shown in Fig. 2. In addition,
 168 the commodities consumed in a given region partly come from local production, inter-
 169 regional transfer, and imports from abroad. Therefore, this study adopts the Armington
 170 assumption (Armington, 1969) and assumes that there is imperfect substitutability
 171 among commodities from different regions in the market. The commodity that is
 172 supplied domestically is composed of domestic and imported commodities following a
 173 CES function, as shown in Fig. 2. In addition, the inter-regional capital transfers are
 174 also different from single-region model settings, see the Supplementary Material S2.



175
 176 **Fig. 2.** The nested structure of the trade module

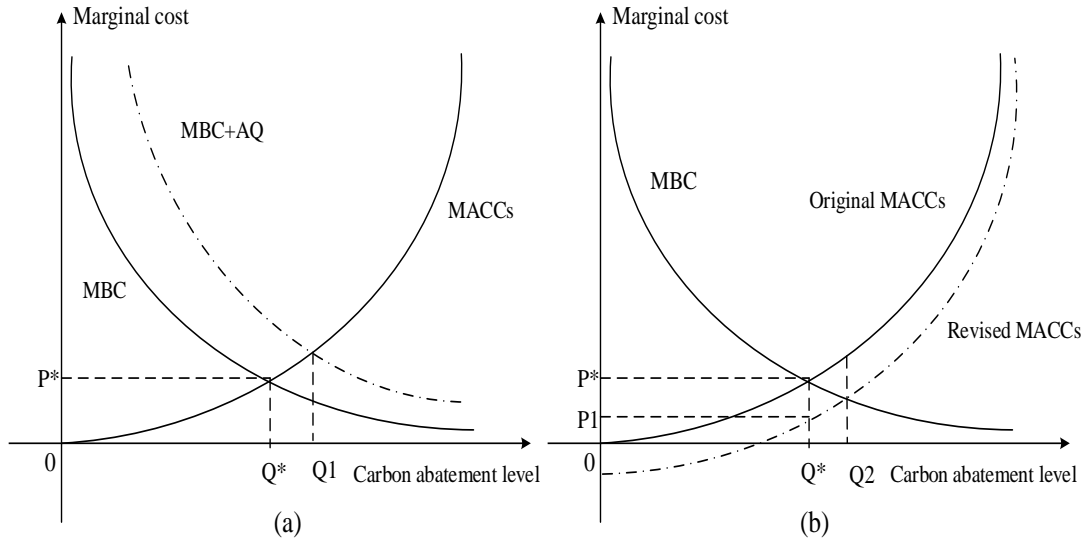
177 **2.2 Simulating the original MACCs and revised MACCs in the** 178 **MR.CEEPA**

179 The MACCs reflect the relationship between the marginal costs and carbon
 180 mitigation potential of abatement measures, which have become a standard tool for
 181 analysing the cost-effectiveness of different abatement strategies (Jiang et al., 2020;

182 [2022b; Kesicki and Strachan, 2011](#)). In the CGE model, the MAC is the equilibrium
183 price of carbon when carbon emission constraints are imposed ([Klepper and Peterson,](#)
184 [2006](#)). In this study, we follow a method that is popular in existing studies ([Jiang et al.,](#)
185 [2022b; Klepper and Peterson, 2006; Yang et al., 2018](#)), whereby the carbon price level
186 required to achieve a specific emission reduction reflects the MAC at that emission
187 reduction level.

188 [Fig. 3](#) indicates the effect of the co-benefits from abated air pollutants on the
189 original MACCs. The intersection of the original MACCs and marginal benefit curve
190 (MBC) shows the optimal abatement level Q^* . If the co-benefits from abated air
191 pollutant are considered, then the MBC will shift upwards so that its intersection with
192 the original MACCs moves to the right, and thus the optimal level of mitigation will
193 increase from Q^* to Q_1 , see [Fig. 3\(a\)](#). In practice, however, the MBC is difficult to
194 describe due to model features and data availability, especially for a model with sector
195 classification as detailed as the CGE; moreover, policy makers focus more on changes
196 in the abatement cost because they aim to limit emissions to a point at which marginal
197 costs increase rapidly ([Whitesell, 2011](#)). Thus, many studies portray the effects of co-
198 benefits by offsetting the degree of abatement costs ([Eory et al., 2013; Groosman et al.,](#)
199 [2011; Jiang et al., 2022a; Yang et al., 2018](#)). In addition, like a tax wedge, whether the
200 co-benefits are used to add the MBC (see [Fig. 3a](#)) or offset the MAC (see [Fig. 3b](#)), both
201 will have the same optimal abatement level under the new equilibrium. Overall, this
202 approach can not only provide decision makers with an intuitive view of the extent to
203 which abatement costs are affected but can also provide support for adjusting optimal

204 abatement level according to cost-benefit analysis.



205

206 **Fig. 3.** Effects of co-benefits from abated air pollutants on the carbon MAC (Eory et al., 2013;
207 [Jiang et al., 2022a](#); [Yang et al., 2018](#)).

208 Accordingly, this study also follows the principle adopted in most literature and
209 incorporates the co-benefits from abated air pollutants into the original MACCs; it
210 investigates to what extent the co-benefits can offset the abatement costs. Meanwhile,
211 for simplicity and following the conventions used in the existing literature ([Guo et al.,](#)
212 [2016](#); [Muller, 2012](#); [Yang et al., 2018](#)), this study adopts “revised MAC” to indicate
213 changes in relative relationship between cost and benefit, see [Eq. \(1\)](#).

$$214 \quad MAC_r = MAC_0 - \frac{\sum_i CB_i}{\Delta Q_{CO_2}} \quad (1)$$

215 where MAC_r is the revised MAC; MAC_0 is the original MAC without
216 considering co-benefits; CB_i is the co-benefits of the i -th pollutant under a specific
217 carbon emission reduction amount; ΔQ_{CO_2} is the carbon emission reduction amount
218 under MAC_0 ; and $\frac{CB_i}{\Delta Q_{CO_2}}$ is the co-benefits of the i -th pollutant per unit CO_2 .

219 Regarding evaluating the co-benefits of each pollutant, first, we utilize a similar

220 carbon tax method to tax various pollutants and employ MR.CEEPA model to obtain a
 221 set of combinations of MAC and emission reductions for SO₂, NO_x, and PM_{2.5}. Notably,
 222 tax revenue recycling is not considered and all tax revenue is included in government
 223 income. Second, curve fitting is performed on the obtained pollutant MACCs. In this
 224 study, all MACCs are in the form of third-order functions based on existing studies
 225 (Bernard et al., 2008; Morris et al., 2008) and a series of tests, see Eq. (2):

$$226 \quad MAC_i = \alpha q_i^3 + \beta q_i^2 + \gamma q_i \quad (2)$$

227 where MAC_i is the MAC of the i -th pollutant; q_i is the emission reduction amount
 228 of the i -th pollutant; and α , β , and γ are the regression coefficients.

229 Third, the co-benefits in this study are considered as averted abatement costs of
 230 pollutants and as equal to the area under the pollutant MACCs (Klepper and Peterson,
 231 2006), which can be obtained by integrating Eq. (2), see Eq. (3).

$$232 \quad CB_i = \frac{1}{4} \cdot \alpha q_i^4 + \frac{1}{3} \cdot \beta q_i^3 + \frac{1}{2} \cdot \gamma q_i^2 \quad (3)$$

233 The revised MACCs can then be obtained by substituting the corresponding
 234 reductions of various pollutants under a specific carbon abatement amount into Eq. (3),
 235 and then substituting the estimated results into Eq. (1).

236 Finally, based on Eqs. (2) and (3), the original and revised MACCs are used to
 237 calculate the total abatement costs to achieve the given target with and without co-
 238 benefits.

239 **2.3 Data sources and parameter calibration**

240 The Social Accounting Matrix (SAM) is the key database in a CGE model, which
 241 can fully describe the income distribution in the economic system of a country or region

242 over a given period. For the MR.CEEPA, the 2012 SAM table is built based on the 2012
243 China multi-regional input–output (IO) table compiled by the State Information Center¹,
244 combined with miscellaneous yearbooks and literature including the China Statistical
245 Yearbook (2013, 2014) (NBS., 2013b, 2014), the China Financial Yearbook (2013)
246 (MOF, 2013), the China Energy Statistics Yearbook (2013) (NBS, 2013a), and the
247 China Customs Statistical Yearbook (2013) (GAC, 2013). Furthermore, considering the
248 research needs and the efficiency of model solving, this study merged 42 sectors in the
249 IO table into 18 sectors, including the main macro-economic sectors and high energy-
250 consuming sectors, as shown in Table S2 of the supplementary materials. In addition,
251 we refer to the 2012 Energy Balance databases of the International Energy Agency (IEA)
252 to convert the monetary quantity of energy data into physical quantity (IEA, 2012).

253 The greenhouse gas and air pollutant emissions data in the base year are taken
254 from the Greenhouse Gas and Air Pollution Interactions and Synergies (GAINS) model
255 (Amann et al., 2020; Klimont et al., 2017). The GAINS model contains a database on
256 country-, sector-, and fuel-specific emission factors for a range of air pollutants and
257 greenhouse gases from energy production and consumption. We have estimated a
258 sectoral emission factor using total energy-related emissions divided by corresponding
259 energy consumption or total non-energy-related emissions divided by corresponding
260 gross output (Wei et al., 2018) for the < ECLIPSE_V6b_CLE_base>² scenario
261 (Klimont et al., 2021). The ECLIPSE baseline scenario considers all the air pollution

¹ Currently, data are shared with the State Information Centre in the form of project cooperation, and the corresponding tabulation methods and data are expected to be published within this year.

² Further description of the ECLIPSE baseline scenario is available in GAINS 4.0 (see: <http://gains.iiasa.ac.at/>).

262 control policies and measures implemented until 2018.

263 In addition, the model requires some endogenous and exogenous parameters. The
 264 endogenous parameters are obtained by the calibration method, whereas the exogenous
 265 parameters, such as various substitution elasticities, carbon emission coefficients, and
 266 carbon oxidation rates, are taken from the relevant literature (IPCC., 2006; Liang et al.,
 267 2014; Paltsev et al., 2005; Tian et al., 2016; Wu et al., 2019), and with our further
 268 modification, as shown in Table 1.

269 **Table 1.** Elasticity parameters in the model

Elasticities	Value
Elasticities for production ¹	
Between intermediate inputs and capital-energy-labour composition	0
Between resource and non-resource input composition (for agriculture and primary energy sectors)	0.6
Between labour and capital-energy composition	0.6
Between capital and energy composition	0.9
Between electricity and fossil fuel	0.5
Among fossil fuels	1
Elasticities of substitution between imports and domestic production (SigmaQ) ¹	
Agriculture	3
Energy products	4
Other products	2
Elasticities of substitution in capital regional transfer (SigmaNK) ²	
Elasticities of substitution between exports and domestic sales (SigmaEX) ¹	
Agriculture	4
Energy products	5
Other products	3
Local—domestic for China’s provinces (SigmaDdAll) ³	
Across China's regions for China’s provinces (SigmaDd) ³	SigmaQ+2

270 *Data sources:* ¹ Refer to Liang et al. (2014); ² Refer to Xu (2007); ³ Refer to Wu et al. (2019), and
 271 Tian et al. (2016).

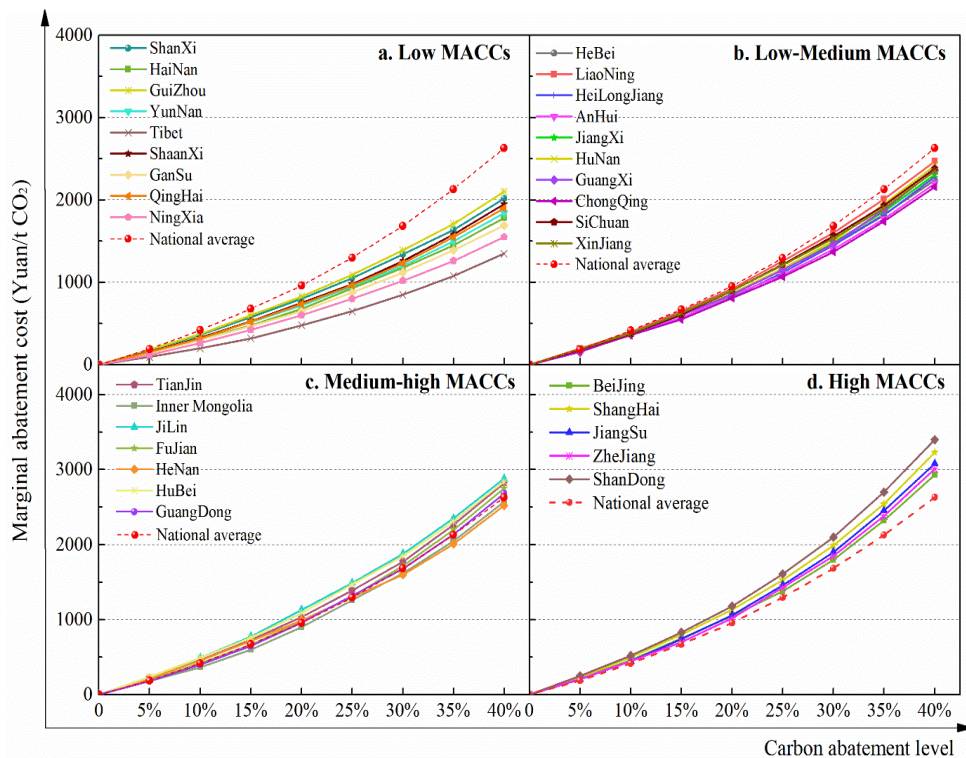
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273 **3. Results and discussion**

274 **3.1 The original national MACCs and regional MACCs**

275 [Fig. 4](#) describes the carbon MACCs of China and of its provinces in 2030
276 (considering that 2030 is the target year for achieving carbon peak and NDC in China
277 ([The State Council, 2021a,b](#)), this study will adopt it as a basis for policy target setting).
278 It is observed that significant geographical differences are shown in the distribution of
279 provincial MACCs, especially in high abatement percentage level. Specifically, the four
280 provinces of eastern China (Shandong, Shanghai, Jiangsu, and Zhejiang) have the
281 steepest carbon MACCs. Under the 20% emission reduction level (this ratio is selected
282 to improve the display of results), the MACs of these four provinces will all exceed
283 1150 yuan/ton CO₂ (2012 constant price, the same hereafter; about 183 \$/ton CO₂, 2012
284 exchange rate, the same hereafter), see [Fig. 5](#). Meanwhile, other eastern provinces (viz.
285 Beijing, Tianjin, Fujian, Guangdong, and Jilin) also have a higher carbon MAC,
286 exceeding 950 yuan/ton CO₂ (i.e. the national average MAC level; about 151 \$/ton CO₂)
287 at the 20% emission reduction level by 2030. This demonstrates that it is relatively
288 difficult for the above provinces to reduce emissions. The differences in the MAC in
289 different provinces stem from the differences in energy consumption variations for
290 provinces when given the same carbon price. The increased ratios of usage cost for
291 fossil energy in the eastern provinces is lower than the national average level when
292 given the same carbon price because the huge demand for fossil energy in the eastern
293 provinces under the business-as-usual scenario drives up the price of fossil energy by
294 2030 and the price of fossil energy in eastern provinces rises less than the national

295 average subject to the same carbon tax. Therefore, the change in the consumption of
 296 fossil energy in these provinces is smaller than the national average level. Ultimately,
 297 the decline ratio in these provinces' carbon emissions is less than the national average
 298 level. Therefore, the MAC of these provinces is higher than that of the whole country
 299 under the same abatement level. Moreover, regarding five provinces such as Inner
 300 Mongolia, Shanxi, Liaoning, Sichuan, and Xinjiang, their MACs are lower than the
 301 average of the whole nation as their own industrial structure is dominated by fossil
 302 energy production bases or heavy industrial bases. In addition, compared with most
 303 central and eastern provinces, the carbon MACCs of the economically underdeveloped
 304 western provinces, such as Tibet and Gansu, are much lower, where the MACs at the
 305 20% emission reduction level are lower than 700 yuan/ton of CO₂ (i.e. about 111 \$/ton
 306 CO₂).



307

308

Fig. 4. MACCs for China and each province in 2030



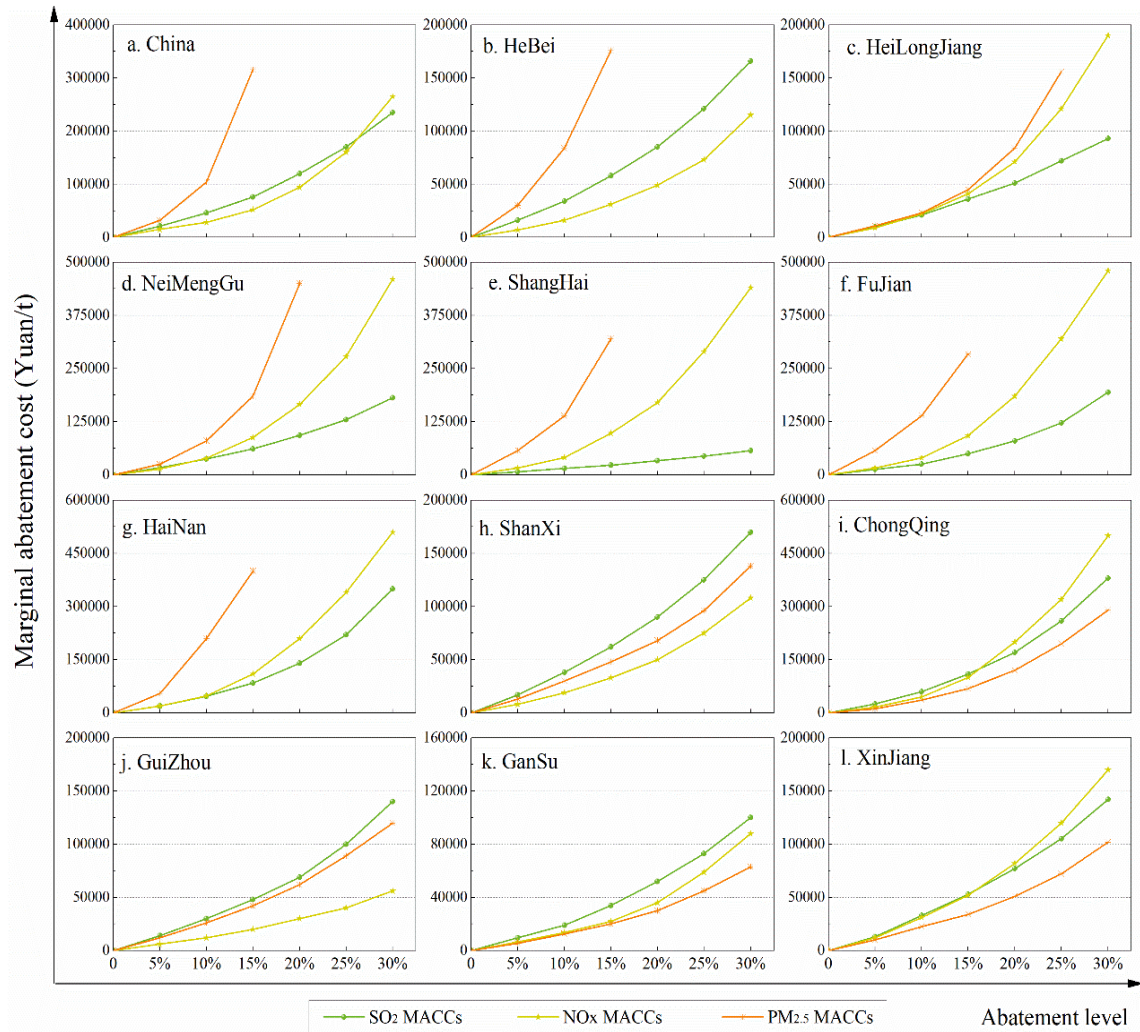
309
310 **Fig. 5.** MACs with 20% emission reduction of each province in 2030

311 **3.2 Revised MACCs for provinces**

312 **3.2.1 The MACCs for air pollutants**

313 Similar to the carbon tax, this study also levies taxes on various pollutants
 314 including SO₂, NO_x, and PM_{2.5}, to obtain the relationship between the MAC and
 315 abatement rate of the three criteria pollutants in China and its provinces in 2030. The
 316 shape of pollutant MACCs in most provinces (including 21 provinces such as Beijing
 317 and Hebei) is similar to the shape of pollutant MACCs in the whole country, as shown
 318 in Fig. 6(a-b) and Fig. S1 of the Supplementary Material. For these provinces, the MAC
 319 of PM_{2.5} is the highest under the same pollutant abatement level and when the
 320 abatement percentage exceeds 10%, the MAC of PM_{2.5} rises sharply, indicating that the
 321 abatement cost is quite high for these provinces to achieve the deep emission reduction
 322 of PM_{2.5}. Moreover, the SO₂ MAC under all or most abatement percentages will be

323 slightly higher than the NO_x MAC of the same abatement level.



324 **Fig. 6.** MACCs for SO₂, NO_x, and PM_{2.5} in China and representative provinces in 2030

325
 326 Furthermore, regarding the pollutant MACCs of some provinces, such as
 327 Heilongjiang, Inner Mongolia, Shanghai, Fujian, and Hainan, the MAC of PM_{2.5} is still
 328 the largest at the same abatement percentage, but the MAC of NO_x will be higher than
 329 the MAC of SO₂. Also, with the strengthening of emission reduction constraints, the
 330 gap between both becomes more obvious, as shown in Fig. 6(c-g). In addition, in some
 331 provinces, such as Shanxi, Chongqing, Guizhou, Gansu, and Xinjiang, the PM_{2.5}
 332 MACCs of these provinces are relatively flat and generally lower than the SO₂ MACCs,
 333 and are even lower than the NO_x MACCs, see Fig. 6(h-l). This is mostly because PM_{2.5}

334 emissions consist of two parts: energy-related emissions and process-related emissions.
335 According to the PM_{2.5} emission factors of China's provinces calculated by the GAINS
336 database, we found that these provinces' process-related emission factors are larger than
337 those of other provinces so that their process-related emissions account for a larger
338 proportion. With the improvement of abatement level, the abatement method gradually
339 shifts from energy substitution to the decline of output scale, especially when the
340 abatement level is very high and the production scales in all provinces have been
341 significantly compressed. Considering that the process-related emission factors in these
342 provinces are larger than those in other provinces, this leads to a greater reduction in
343 these provinces' process-related emissions under the same emission price. Eventually,
344 the PM_{2.5} MACCs of these provinces are relatively flat.

345 **3.2.2 The revised MACCs for carbon dioxide**

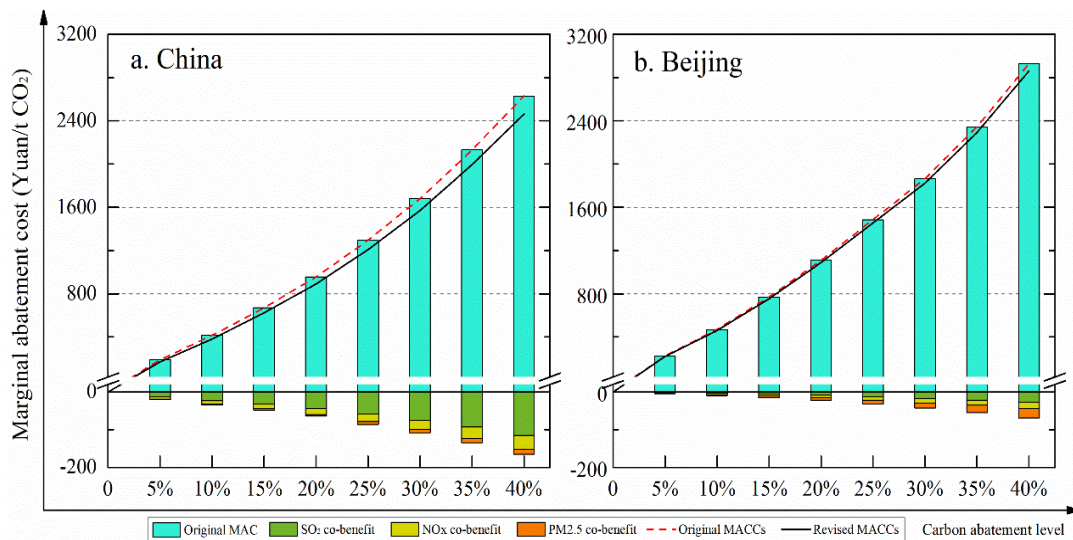
346 To incorporate the co-benefits of carbon abatement policies into carbon MACCs,
347 first, we need to monetize the co-benefits of reducing air pollutant emissions. According
348 to Eq. (2), this study fits the MACCs in Fig. 3 and Fig. S1 to obtain the regression
349 coefficients (α , β , γ) and the correlation coefficient (R^2) of the MACCs of various
350 pollutants in China and its provinces in 2030. Table 2 shows the equation coefficients
351 of pollutant MACCs for China and Beijing as an example, and for the remaining
352 provinces, see Table S3. For each curve, R^2 is very close to 1, indicating that the result
353 is reasonable; and all F-values are less than 0.001, indicating that the results are
354 significant at the 0.001 level. Meanwhile, we also conduct the T-test to verify the
355 significance of each variable coefficient (see the supplementary material S4).

356 **Table 2.** Coefficients of the approximations of the pollutant MACCs for China and Beijing in
 357 2030 of the form: $MAC=\alpha Q^3+\beta Q^2+\gamma Q$

Pollutant MACCs	China			Beijing		
	SO ₂	NO _x	PM _{2.5}	SO ₂	NO _x	PM _{2.5}
α	63.5	567.1	2290.5	43818800.0	24632600.0	1318570000.0
β	444.2	-2397.4	3329.8	2814330.0	2447150.0	-15140500.0
γ	10711.6	12695.5	17600.4	635227.2	629443.5	898432.2
R^2	0.9998	0.9999	0.9998	0.9998	0.9939	0.9998
F -value	5.12E-10	4.63E-9	3.55E-8	4.14E-8	6.45E-8	1.50E-7

358 *Note:* The correlation coefficients are obtained from the Origin software.

359 As a next step, to assess the co-benefits of various pollutants, the pollutant
 360 reductions under a specific carbon emission reduction target are substituted into [Eq. \(3\)](#)
 361 and calibrated based on the parameters in [Table 2](#). Finally, the original MACCs are
 362 subtracted from the co-benefits per unit CO₂ under a specific carbon emission reduction
 363 amount to obtain the revised MACCs. [Fig. 7](#) shows the revised MACCs for China and
 364 Beijing in 2030 and those for all provinces are shown in [Fig. S2](#) of the Supplementary
 365 Material. The results show that, nationally, after considering the co-benefits, the revised
 366 MACCs decline by about 7% compared to the original MACCs. At the provincial level,
 367 the revised MACCs in different provinces show a certain degree of decline, but the
 368 declining trend among provinces is different.



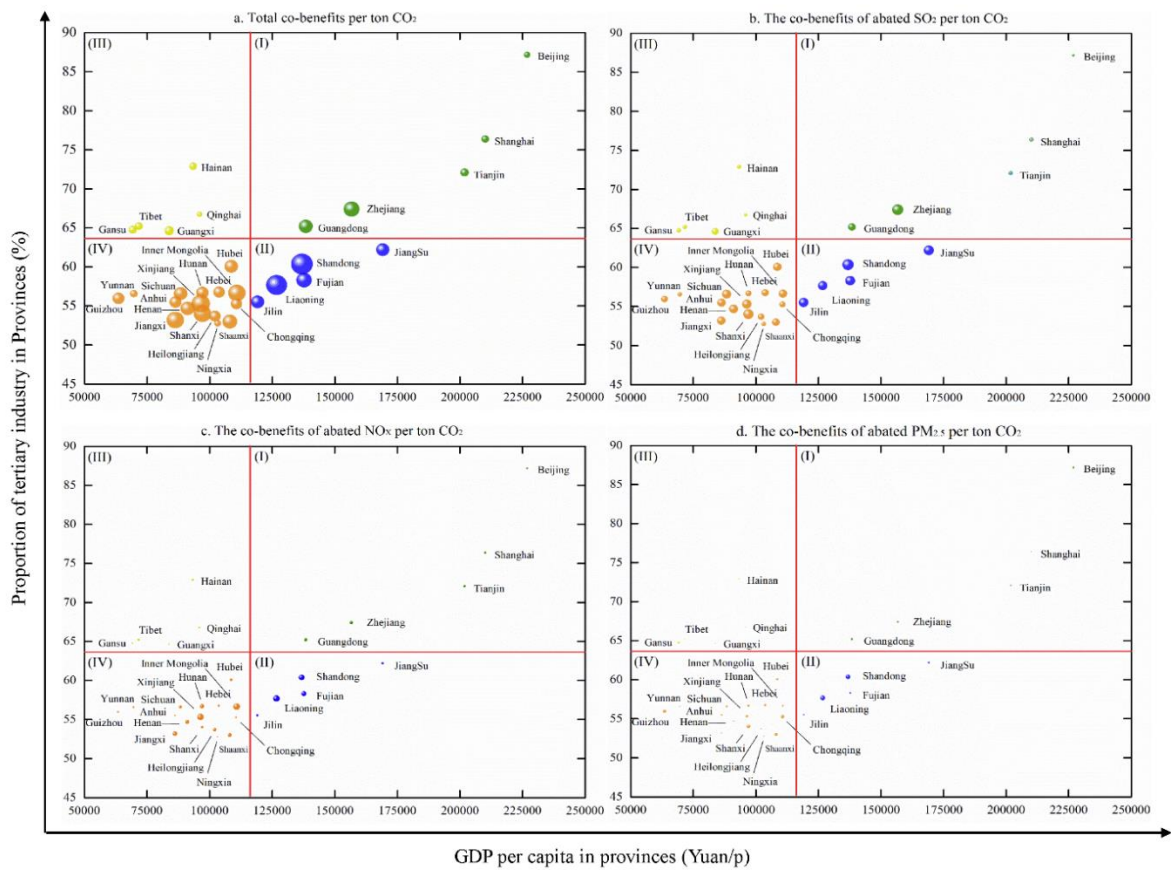
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Fig. 7. Revised MACCs for China and Beijing in 2030

371 To further explore the differences in the co-benefits among provinces, this study
372 selects the economic development level and industrial structure for explanation based
373 on the relevant literature (He et al., 2018; Xian et al., 2018). Specifically, the per capita
374 GDP of each province is used to represent the level of economic development in this
375 study, and the proportion of the tertiary industry represents the difference in industrial
376 structure. Generally, the higher the proportion of the tertiary industry, the lower the
377 energy consumption per unit output value, and the corresponding carbon abatement
378 potential is also smaller. Thus, this study divides all provinces into four regions
379 according to whether both indicators are higher than the national average level: (I) high
380 per capita GDP and high proportion of the tertiary industry, namely High-High; (II)
381 high per capita GDP and low proportion of the tertiary industry, namely High-Low; (III)
382 low per capita GDP and high proportion of the tertiary industry, namely Low-High; and
383 (IV) low per capita GDP and low proportion of the tertiary industry, namely Low-Low.
384 Fig. 8 shows the co-benefits of each pollutant brought by unit of CO₂ under the 20%
385 emission reduction level in each province. It is found that the provinces located in the
386 High-High region, especially Beijing, Shanghai, and Tianjin, have a relatively high
387 level of economic development, and the proportions of the tertiary industry and clean
388 energy are significantly higher than those of other provinces. Therefore, these provinces
389 have relatively small co-benefits brought by carbon abatement policies. Moreover, two
390 types of regions show obvious co-benefits of pollutants: one is provinces with high per
391 capita GDP and dominated by energy-intensive industries, that is, those located in the
392 High-Low region. In this region, the typical provinces are Shandong, Jiangsu, Liaoning,

393 Jilin, and so on, which are mostly oil refining bases or heavy industry bases. The other
 394 type is the coal and crude oil production base with low per capita GDP, such as Inner
 395 Mongolia, Shanxi, Shaanxi, Sichuan, and Xinjiang, which are provinces that are mostly
 396 located in Low-Low areas. Additionally, some central and western provinces such as
 397 Qinghai, Gansu, Tibet, and Hainan, which are less developed, have a higher proportion
 398 of tertiary industry and light industry, and their energy structures are relatively clean.
 399 Therefore, the co-benefits of these provinces are at the bottom of the country.



400

401 **Fig. 8.** Provincial differences of co-benefits per unit of CO₂ under the 20% carbon abatement level
 402 of each province in 2030

403 *Note:* The size of the circles indicates the relative size of the co-benefits in each province, and the
 404 same circle colour indicates provinces located in the same region. The red vertical line represents
 405 the national per capita GDP level, and the red horizontal line represents the proportion of the
 406 national tertiary industry.

407 In addition, in the composition of various pollutant co-benefits, the co-benefits of
408 SO₂ reductions in all provinces are greater than those of the other two pollutants,
409 exceeding 60% of the total co-benefits in each province, as shown in Fig. 8(b-d),
410 followed by NO_x reductions and PM_{2.5} reductions. Specifically, provinces with a lower
411 per capita GDP and a high sulphur content of coal (i.e. Shanxi, Shaanxi, and Sichuan)
412 exhibit obvious co-benefits of SO₂. Moreover, Shandong, Xinjiang, and Inner Mongolia
413 have obvious co-benefits of NO_x reductions due to refineries, crude oil, and coal bases,
414 which account for more than 30% of the total provincial co-benefits. The co-benefits of
415 PM_{2.5} reductions in Shanxi, Chongqing, and Liaoning are more significant due to high
416 population density and vehicle population, accounting for more than 25% of the total
417 provincial co-benefits.

418 **3.3 Cost-benefit comparisons for provinces**

419 The MACCs reflect marginal abatement costs at different abatement levels, which
420 clearly illustrates the relative cost-effectiveness of all the abatement options. However,
421 the government tends to focus on total abatement costs and inter-provincial abatement
422 effort sharing under specific targets when undertaking emission reduction planning.
423 Therefore, based on the latest NDC target proposed by the Chinese government at the
424 Climate Ambition Summit in December 2020, namely “China’s carbon intensity by
425 2030 will be reduced by more than 65% compared to 2005”, this study investigates the
426 total abatement costs and inter-provincial abatement effort sharing for China and its
427 provinces to achieve the NDC target before and after considering the co-benefits. In
428 addition, in the baseline scenario, this study assumes that China’s carbon intensity in

429 2030 will drop by 61% compared to 2005.

430 To further quantify the total abatement costs of China and its provinces to achieve
 431 the NDC target before and after considering the co-benefits, we need to fit the obtained
 432 original MACCs and revised MACCs. The relevant parameters are shown in [Table 3](#)
 433 and [Table S4](#) (see supplementary material). For each curve, R^2 is very close to 1,
 434 indicating the result is reasonable; and all F-values are less than 0.001, indicating that
 435 the results are significant at the 0.001 level. Meanwhile, we also conduct the T-test to
 436 verify the significance of each variable coefficient (see the supplementary material S4).

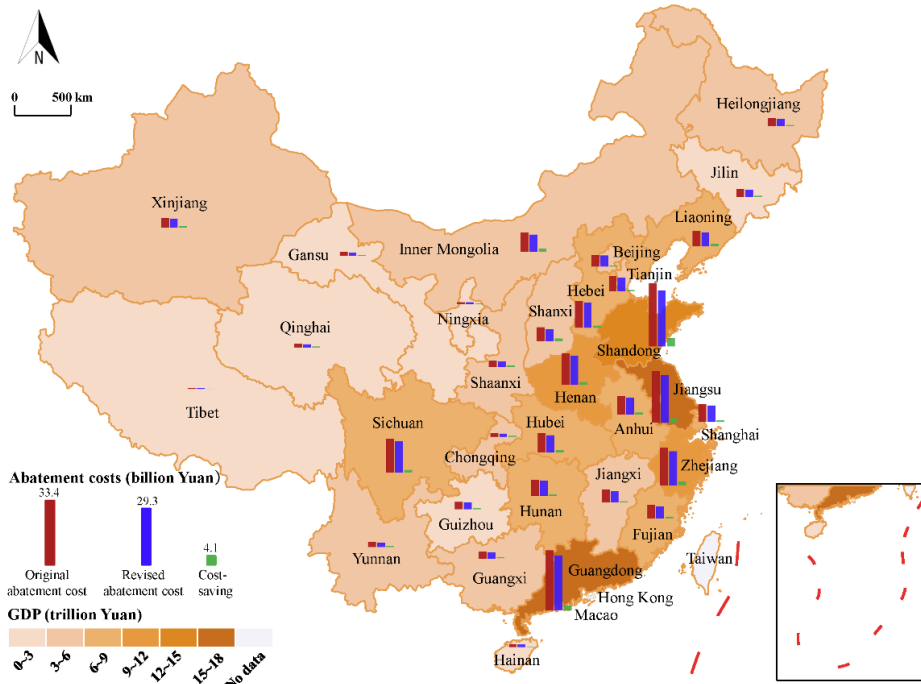
437 **Table 3.** Coefficients of the approximations of the original and revised MACCs for China and
 438 Beijing in 2030 of the form: $MAC = \alpha Q^3 + \beta Q^2 + \gamma Q$

Coefficients	China		Beijing	
	Original MACCs	Revised MACCs	Original MACCs	Revised MACCs
α	4.0	3.2	274784.0	270076.2
β	27.3	30.7	1668.6	595.6
γ	290.3	260.5	13269.9	13069.7
R^2	0.9998	0.9998	0.9999	0.9999
<i>F-value</i>	6.46E-8	4.63E-8	7.48E-8	2.54E-7

439 *Note:* The correlation coefficients are obtained from the Origin software.

440 The carbon emission reductions for each province to achieve the NDC targets are
 441 substituted into the expression in [Tables 3](#) and [S4](#) to assess the total abatement costs
 442 and cost-saving effects for China and its provinces to achieve the NDC targets in 2030,
 443 as shown in [Fig. 9](#). Our analysis indicates that the original abatement cost of each
 444 province will be offset to a certain extent after considering the co-benefits, ranging from
 445 4.3% to 18.9%. Overall, the nationwide abatement cost is offset by 8.6%. To further
 446 examine the extent to which the co-benefits can offset the abatement cost, this study
 447 constructs an indicator for synergizing the reduction of pollution and carbon emissions

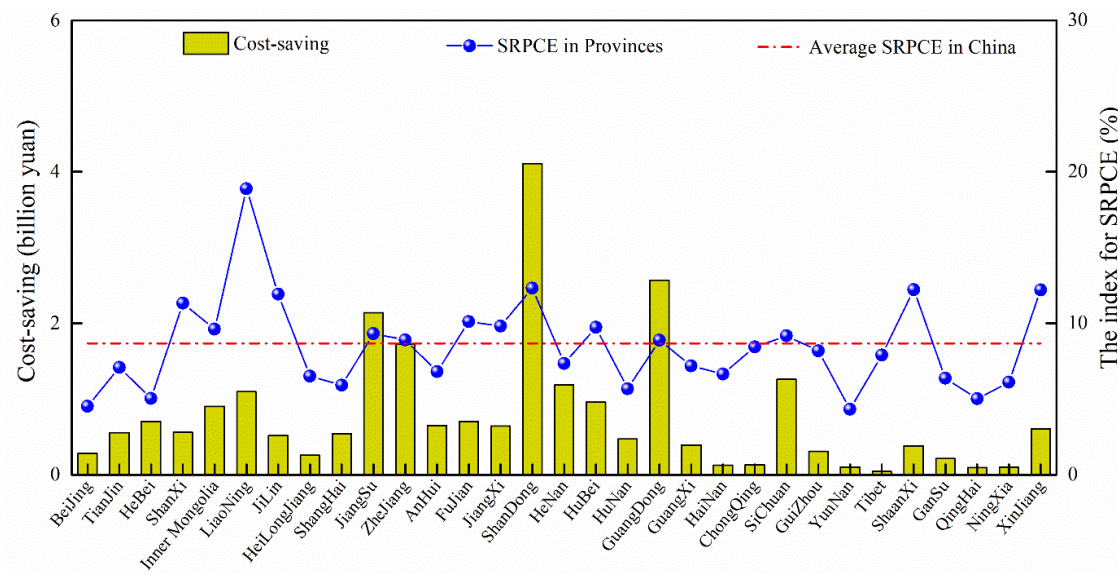
448 (SRPCE), that is, the ratio of the co-benefits to the original abatement cost, as shown
449 in Fig. 10. We found that for provinces with high per capita GDP and that are dominated
450 by energy-intensive industries (viz. Shandong, Jiangsu, Liaoning, and Jilin), and
451 provinces with energy production bases (viz. Inner Mongolia, Shanxi, Shaanxi, Sichuan,
452 and Xinjiang, as important coal or oil production bases in China), their SRPCE
453 indicators exceed the national average level. In particular, Shandong has the most
454 absolute co-benefits, offsetting the abatement cost of 4.1 billion yuan (i.e. about 651
455 million \$). Therefore, after considering the co-benefits, the carbon abatement targets of
456 these provinces could be more significantly increased to achieve the national “carbon
457 peak” as soon as possible. Moreover, for some central and western provinces with
458 relatively less developed economies and cleaner energy structures, the abatement costs
459 they undertake are much smaller. For example, Qinghai, Gansu, Tibet, Ningxia, and
460 Hainan have less than 1% abatement efforts and their SRPCE indicators are also lower
461 than the national average. Thus, to balance regional economic development, their
462 abatement targets can be considered without adjustment. Additionally, for provinces
463 such as Beijing, Shanghai, and Tianjin, despite the fact that the level of economic
464 development is relatively high, their abatement potential is limited due to stringent
465 implementation of pollution control technologies and a higher proportion of tertiary
466 industry, and their co-benefits are much smaller. These provinces can moderately
467 increase their abatement targets or consider providing some climate funding or
468 transferring abatement technologies to support the economic development of some
469 central and western provinces with higher SRPCE indicators.



470

471

Fig. 9. The abatement costs and cost-saving effects of each province in 2030



472

473

Fig. 10. The cost-saving effects and SRPCE indicator of each province in 2030

474 **4. Conclusions and policy implications**

475 Based on a Chinese multi-regional computable general equilibrium model, this

476 study employed original and revised MACCs to evaluate the changes in total abatement

477 costs and inter-provincial abatement effort sharing for Chinese provinces to achieve the

478 latest NDC target. In addition, a sensitivity analysis including key substitution
 479 elasticities was conducted and the robustness of this study in judging the relative size
 480 of the co-benefits of each province was verified (see supplementary material for details).
 481 The following policy implications can be obtained from the results and [Table 4](#):

482 **Table 4.** Policy deployment in key regions

Key regions	Categories	Original MACCs (High or Low) ²	Co-benefits (High or Low) ³	Policy deployment
High-High ¹	Beijing	High	Low	Providing climate funding and transferring abatement technologies
	Tianjin	High	Low	
	Shanghai	High	Low	
High-Low	Shandong	High	High	Raising significantly their abatement targets and increasing the policy efforts of carbon pricing such as carbon trading
	Jiangsu	High	High	
	Liaoning	High	High	
	Jilin	High	High	
Low-Low	Inner Mongolia	Low	High	
	Shanxi	Low	High	
	Shaanxi	Low	High	
	Sichuan	Low	High	
	Xinjiang	Low	High	
Low-High	Qinghai	Low	Low	Utilizing climate funding to transform and upgrade abatement technologies
	Gansu	Low	Low	
	Tibet	Low	Low	
	Hainan	Low	Low	

483 *Note:* 1. The first “High” refers to the level per capita GDP; and the second “high” refers to the level of
 484 proportion of the tertiary industry.

485 2. The “High” or “Low” refers to the level of regional MACCs relative to the national average MACCs.

486 3. The “High” or “Low” refers to the level of regional SRPCE indicator relative to the national average
 487 SRPCE indicator.

488 First, in the short term, after the carbon abatement targets are strengthened, the
 489 originally planned efforts of targeted abatement measures for SO₂ in all provinces can
 490 be significantly weakened, whereas the originally planned policy efforts for PM_{2.5}
 491 cannot be relaxed in all provinces. The results show that in the composition of total co-

492 benefits in all provinces, the co-benefits of SO₂ reductions exceed 60% of the total co-
493 benefits; followed by the co-benefits of NO_x and PM_{2.5} reductions. Specifically, the co-
494 benefits of SO₂ reductions in Shanxi, Shaanxi, and Sichuan are particularly significant.
495 Shandong, Xinjiang, and Inner Mongolia have obvious co-benefits of NO_x reductions,
496 while the co-benefits of PM_{2.5} reductions in Shanxi, Chongqing, and Liaoning are more
497 significant. These provinces can moderately weaken the efforts of market-based
498 policies such as environmental taxes.

499 Second, in the long run, if each province significantly increases its carbon
500 abatement target to achieve “carbon neutrality”, it is likely that China and its provinces
501 will also achieve the SO₂ and NO_x reduction targets, and the efforts put into measures
502 for PM_{2.5} can be significantly reduced. The results show that at the 40% carbon
503 abatement level in China, the synergistic abatement rates of SO₂, NO_x, and PM_{2.5} are
504 approximately 25%, 20%, and 10%, respectively. Therefore, under the high carbon
505 abatement target, the co-benefits of SO₂ and NO_x reductions are obvious; thus,
506 additional pollutant abatement measures do not need to be undertaken. Meanwhile,
507 there is also a significant reduction for PM_{2.5}, which significantly weakens the
508 corresponding policy effort.

509 Third, inter-provincial abatement efforts can be decomposed based on revised
510 provincial MACCs. When co-benefits are included, the carbon abatement targets of all
511 provinces in China can be moderately increased to achieve a “carbon peak” as soon as
512 possible however, the resource endowment and cost-effectiveness among provinces
513 should be considered. The results indicate that the total abatement cost of each province

514 to achieve China's NDC target will be offset to a certain extent after considering the
515 co-benefits, ranging from 4.3% to 18.9%. It is observed that the provinces with high
516 per capita GDP and dominated by energy-intensive industries (e.g. Shandong, Jiangsu,
517 Liaoning, and Jilin), and some provinces with energy production bases (e.g. Inner
518 Mongolia, Shanxi, Shaanxi, Sichuan, and Xinjiang) have higher ratios of pollution
519 mitigation co-benefits to the original abatement costs compared to the national average
520 level; therefore, their abatement target can be raised more significantly. Considering the
521 difficulties of economic development in the central and western provinces, a joint
522 implementation mechanism could be established between developed provinces with
523 high economic levels but less co-benefits (e.g. Beijing, Tianjin, and Shanghai) and the
524 central and western provinces through methods such as providing climate funding and
525 transferring abatement technologies.

526 Although this study incorporated the co-benefits of carbon abatement policies into
527 the MACCs and quantified the effects of co-benefits on the abatement costs of China
528 and its provinces in achieving the NDC's target, limitations remain. For example, this
529 study only considered the co-benefits of air pollutant emission reduction, while health
530 effects associated with air pollutants have not been discussed. Therefore, an important
531 research direction is that the CGE model can build a soft-link with the atmospheric
532 dispersion model and exposure–response function to evaluate health co-benefits, and
533 establish the dynamic feedback of economic activities, environmental pollution, and
534 human health. In addition, another important research direction is to explore the inter-
535 provincial emission reduction cooperation mechanism.

536

537 **Acknowledgments**

538 This work was supported by the National Natural Science Foundation of China
539 [grant numbers 72074022, 72204234]; the National Social Science Foundation of
540 China [grant number 22AZD094]; and the Fundamental Research Funds for the Central
541 Universities (2-9-2021-020).

542 **Declaration of competing interest**

543 There are no conflicts of interest to declare.

544

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