

# **PS How a Carbon Tax Could Benefit US NG Producers, But How Much and for How Long?\***

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Search and Discovery Article #42392 (2019)\*\*

Posted July 22, 2019

\*Adapted from poster presentation given at AAPG 2019 Annual Convention & Exhibition, San Antonio, Texas, May 19-22, 2019

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## **Abstract**

The analyses presented show how a Federal carbon fee could benefit US natural gas (NG) producers while meeting the COP21 goal of avoiding an increase in global temperatures of +2 °C (3.6 °F) above pre-industrial levels. Also addressed are how growth of renewable energy and lower costs of commercial energy storage might impact US demand for NG. The basis of the analysis is a modeled response to a 25-year national carbon fee & dividend (CFD) program beginning in 2025 at \$10/metric ton (t) of CO<sub>2</sub> emissions and increasing annually by \$10/t. The CFD program, if enacted nationwide, would within a decade begin the elimination of coal usage for electrical power generation while incentivizing carbon capture and storage (CCS) for NG. In theory, US NG producers with a CFD stimulated CCS program could not only attain an 80% drop in US carbon emissions by 2050 (for combined coal and NG usage), they could produce more NG than following a business as usual approach. Because a carbon fee would stimulate more use of renewable energy, the speed at which renewables might replace NG is examined. Present day levelized costs of energy for new commercial-scale solar and wind powered facilities are already competitive with NG facilities. But growth of US renewable energy projected by the Energy Information Administration (EIA) for 2025 to 2050 (~70%) is a fraction of the growth necessary to replace fossil fuel usage by 2050. Assuming the EIA projected growth through 2024 is correct (~80%), the growth in renewable energy from 2025 to 2050 must exceed 700% to completely replace energy produced from NG and coal. This is more than double the maximum growth of renewable energy that occurred between 2004 to 2010 (~300%). Consequently, there will be a need for NG to help fuel the transition to primarily renewable energy by 2050. Also considered, is the competitiveness of commercial- or municipal-scale battery storage versus NG powered peaking plants. Because of the large variability in both the levelized costs of energy from gas peaking plants and storage costs for batteries, predicting when battery storage becomes an optimum source for intermittent energy is problematic. Present-day estimates for low cost battery storage indicate they could replace high cost NG peaking plants immediately after instituting a CFD plan. Whereas a low-cost NG peaking plant may be competitive even 25 years after the initiation of an annually increasing carbon fee.

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#### ABSTRACT

The analyses presented show how a Federal carbon fee could benefit US natural gas (NG) producers while meeting the COP21 goal of avoiding an increase in global temperatures of +2°C (3.6°F) above pre-industrial levels. Also addressed are how growth rates of renewable energy and cost of commercial energy storage might impact US demand for NG. The basis of the analysis is a modeled response to a 25-year national carbon fee & dividend (CFD) program beginning in 2025 at \$10/metric ton (t) of CO<sub>2</sub> emissions and increasing annually by \$10/t. The CFD program, if enacted nationwide, would within a decade begin the elimination of coal usage for electrical power generation while incentivizing carbon capture and storage (CCS) for NG. In theory, US NG producers with a CFD stimulated CCS program could not only attain an 80% drop in US carbon emissions by 2050 (for combined coal and NG usage), they could produce more NG than following a business as usual approach (BAU). Because a carbon fee would stimulate more use of renewable energy, the speed at which renewables might replace NG is examined. Present day leveled costs of energy from new commercial-scale solar and wind powered facilities are already competitive with NG facilities. But growth of US renewable energy projected by the Energy Information Administration (EIA) for 2025 to 2050 (~20%) is a fraction of the growth necessary to replace fossil fuel usage by 2050. Other studies of past growth in renewable energy calculated that between 2004 and 2010 there was a growth of approximately 300%. Assuming the EIA projected growth through 2024 is correct (~7%), growth in renewable energy would have to exceed 700% from 2025 to 2050 to completely replace energy produced from NG and coal. This unprecedented growth requirement indicates there will be continued need for energy from NG during this period. The competitiveness of commercial- or municipal-scale battery storage versus NG powered peaking plants is also considered. Because of the large variability in both the leveled costs of energy from gas peaking plants and storage costs for batteries, predicting when battery storage becomes the go-to for intermittent energy needs is problematic. Present-day estimates for low cost battery storage could replace high cost NG peaking plants immediately after instituting a CFD plan. Whereas a low-cost NG peaking plant may still be competitive even 25 years after the initiation of an annually increasing carbon fee.

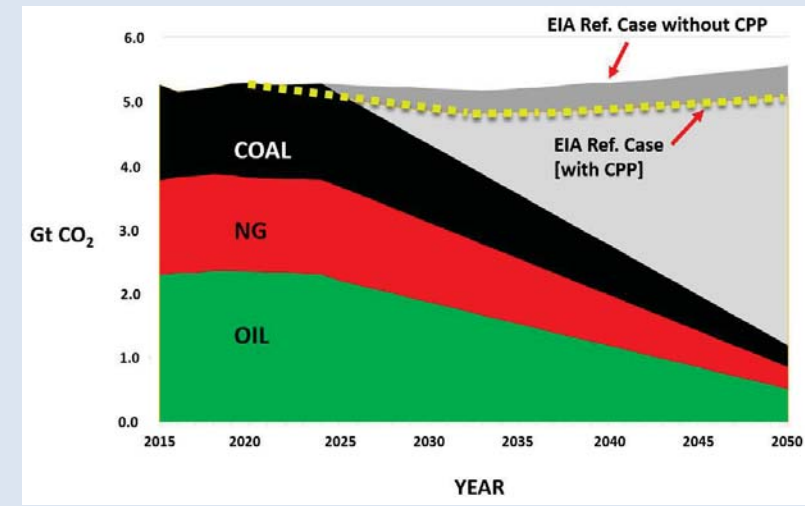
Contact author ([james.rine@wayne.edu](mailto:james.rine@wayne.edu)) for poster references and/or copy of Rine, J.M. (in review) *How Action on Climate Change Could Benefit US Natural Gas Producers, But Not without Federal Mandates*, AAPG Bulletin.

# How a Carbon Tax Could Benefit US NG Producers, But How Much and for How Long?

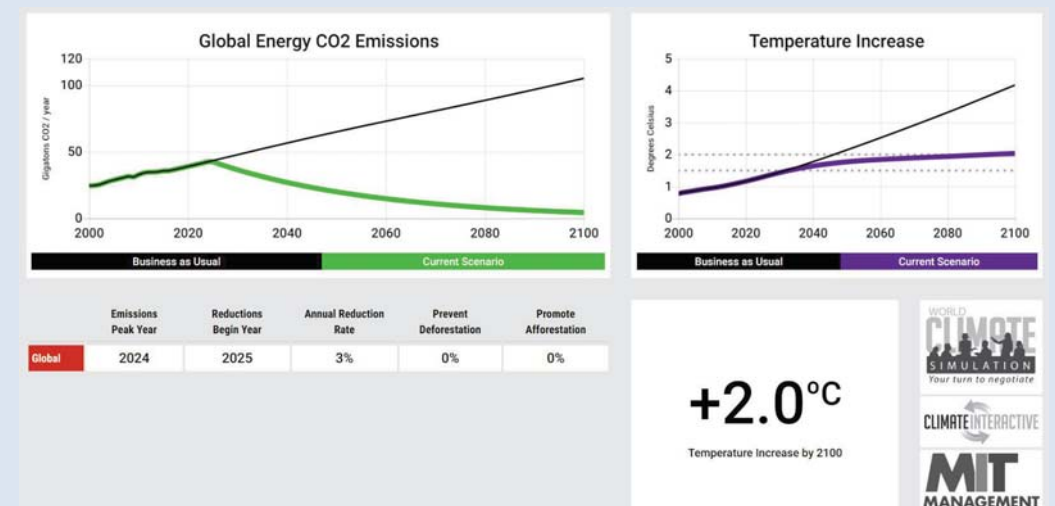
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## One option for avoiding +2°C



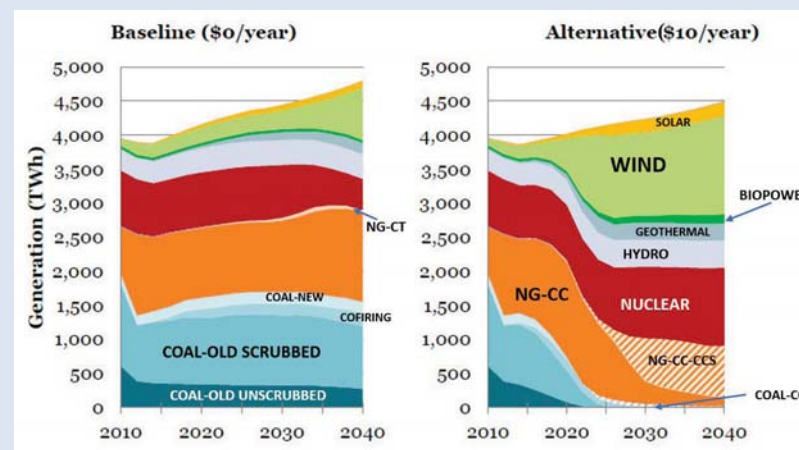
Graphic, which shows relative US emissions from coal, natural gas (NG), and oil, is based on EIA (2017) CO<sub>2</sub> emissions (without Clean Power Plan [CPP]) from 2015 to 2024 and with a uniform average annual reduction of 3.0% from 2025 to 2050. In 2050 the total emissions are 20% of 2005 total emission levels for coal, NG, and oil. Also plotted are EIA Reference Case emissions with and without CPP as projected by EIA (2017). The 2005 emission level is from EIA (2011). Figure is from Rine (in review).



Open access C-ROADS World Climate program plot of hypothetical case with global wide pursuit of an annual average emission reduction of 3% beginning in 2025 with emissions peaking in 2024. To simplify the model, other mitigation efforts, such as promoting afforestation or preventing deforestation were not applied. If mitigation efforts promoting afforestation and preventing deforestation are applied 100%, the resulting modeled temperature increase is lowered to +1.8°C (3.2°F). The scenario was run on the C-ROADS World Climate program (C-ROADS, 2018). Figure is from Rine (in review).

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## An option of avoiding +2°C and producing NG > BAU



REMI/Synapse (2014) modeled US electrical power generation for the period between 2010 to 2040 without a carbon tax [Baseline (\$0/year)] and with a carbon tax [Alternative (\$10/year)]. The alternative modeled a carbon tax starting at \$10/ton CO<sub>2</sub> in 2015 and increasing \$10/ton annually until 2035. The Rine (in review) study utilizes the Alternative (\$10/year) energy model to establish timing of termination of coal use, within 10 to 15 years, and the beginning of significant increase in the utilization of CCS for NG, also starting within 10 to 15 years. The REMI/Synapse (2014) model replaces NG-CC (NG-Combined Cycle) with NG CCS. NG-CT = combustion turbine. Figures are modified from REMI/Synapse (2014).

Table 1. Summary of projected US emissions under various scenarios from 2025 to 2050. From Rine (in review).

CATEGORY	Equivalent Emissions 2025 to 2050 (Bt CO <sub>2</sub> -e)	Total Consumption with CCS 2025 to 2050 (Mtoe)	NG Consumption with CCS 2025 to 2050 (Mtoe)	Average Annual Rate of Reduction in Emissions 2025 to 2050 (%)	Reduction in Emissions 2025 to 2050 (Mtoe)
EIA (2017) Total all Fossil Fuel: Reference case (with CPP)	127.6	47408.3	NA	0.0	9.2
EIA (2017) Total all Fossil Fuel: Reference case without CPP	137.7	49913.3	NA	-0.2	0.6
Total all Fossil Fuel: modeled 3% annual reduction 2025 to 2050 from EIA (2017) reference case without CPP	82.0	29427.8	NA	3.0	80.0
Oil: EIA (2017) Total by Fuel: Reference case (with CPP)	56.7	19371.6	NA	0.0	13.3
Oil: EIA (2017) reference case without CPP	57.0	19463.3	NA	0.0	12.9
NG: EIA (2017) reference case (with CPP)	43.6	20766.4	814.0	-1.0	-58.1
NG: EIA (2017) reference case without CPP	42.7	20311.8	796.2	-0.9	-54.0
Coal: EIA (2017) reference case (with CPP)	27.7	7270.4	NA	1.1	57.1
Coal: EIA (2017) reference case without CPP	38.0	10138.0	NA	0.1	33.3
Oil: Modeled 3% annual reduction 2025 to 2050	35.4	12088.0	NA	3.0	80.3
NG: Modeled 3% annual reduction 2025 to 2050	23.4	11165.7	437.7	2.9	70.9
Coal: Modeled 3% annual reduction 2025 to 2050	23.2	6274.1	NA	3.0	84.5
Coal: Modeled reduction to 10% by 2025 and 0% by 2035	8.5	2291.9	NA	3.8	100.0
NG Replacement of coal modeled between 2025 to 2050	14.6	6832.6	271.8	NA	NA
NG CO <sub>2</sub> CCS modeled between 2025 to 2050 (Does not count towards emission total)	6.4	3051.1	118.8	NA	NA
Total NG: NG with 3%/yr Decline + modeled NG Replacement of coal + NG CCS (between 2025 to 2050)	38.0 <sup>1</sup>	21129.4	828.5	NA	42.2

<sup>1</sup> CPP = Clean Power Plan (EPA, 2017)  
<sup>2</sup> 1 Mtoe equal 0.0392 Tcf (or 38.2 Bcf; BP, 2017)  
<sup>3</sup> Total NG usage adding CCS equates with 44.4 Gt CO<sub>2</sub>

Figure graphically illustrates the relative CO<sub>2</sub> emissions and consumption of NG and coal within the US from 2015 until 2050 under the scenario proposed in Rine (in review). Emissions levels between 2015 to 2024 are based on EIA (2017) projections without CPP. Emission reductions starting in 2025 reach 20% of 2005 levels by 2050. This scenario incorporates early termination of coal usage and utilization of carbon capture and storage (CCS) based on the REMI/Synapse (2014) model but extrapolated to 2050. The combined emissions between 2025 to 2050 of NG (red), coal (black), and NG replacing eliminated coal emissions (gray) match the emission reduction levels necessary to reach the 2050 target for NG and coal. The NG emissions sequestered by CCS (pale orange) are not tallied with the total allowable emissions. The combined total of NG consumed with this scenario exceeds the amount of NG projected by EIA to be consumed with business as usual (BAU; EIA Reference case without CPP; EIA, 2017; Table 1). Figure is from Rine (in review).

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## Is a high carbon tax needed for CCS?

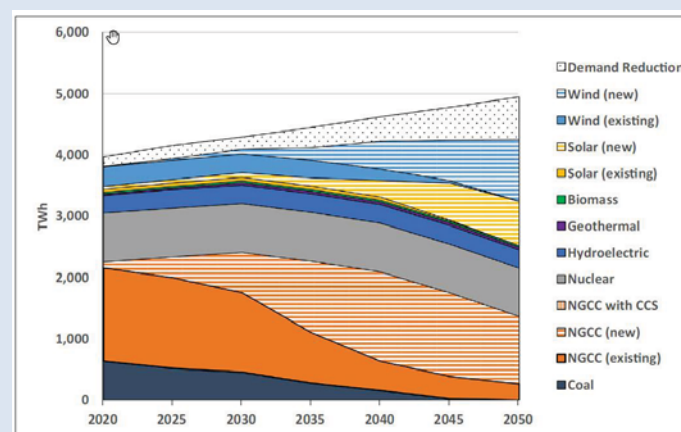


Figure from Ross (2018; Fig. 9) shows generation across the US for the various categories of energy sources under of a scenario \$25/ton carbon tax with an annual increase of 5% for the period 2020 to 2050. Note that CCS is not present. "The policy scenarios are analyzed using an updated version of the Dynamic Integrated Economy/Energy/Emissions Model (DIEM), developed by Dr. Ross at Duke University's Nicholas Institute for Environmental Policy Solutions" (Ross, 2018).

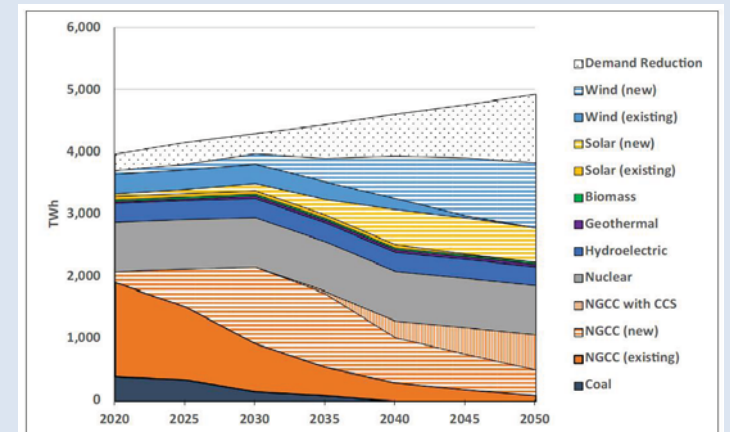
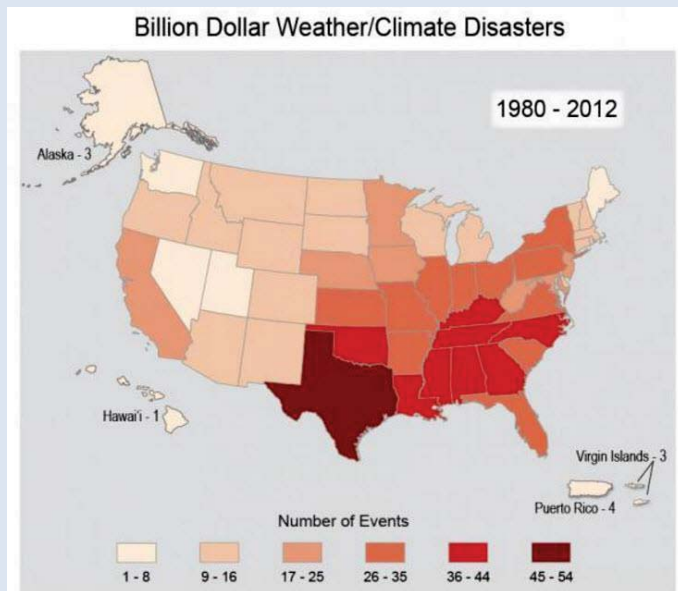


Figure from Ross (2018; Fig. 10) shows generation across the US for the various categories of sources under a scenario of \$50/ton carbon tax with a 5% annual increase for the period 2020 to 2050. Note that NGCC with CCS begins 10 to 15 years after the start of the scenario, which is similar to the timing modeled by REMI/Synapse (2014).

## Climate change is happening

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## What do we do to avoid the worst?



Map (above) summarizes number of times each state was affected by weather and climate events costing more than a billion dollars in damages between 1980 to 2012. The SE USA has been affected by more billion-dollar disasters than any other region. The primary disaster type of coastal states is hurricanes, while interior and northern states in the region experience sizeable numbers of tornadoes and winter storms. Source: USGCP (2014) Billion Dollar Weather/Climate Disasters. Map is no longer available (where I could find it) on the Trump Administration-censured .gov websites

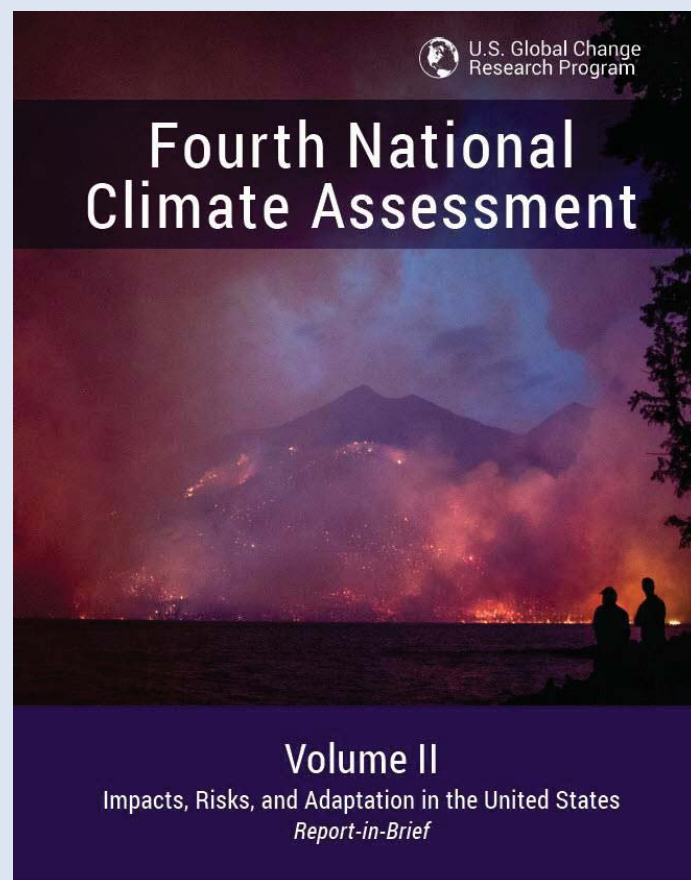
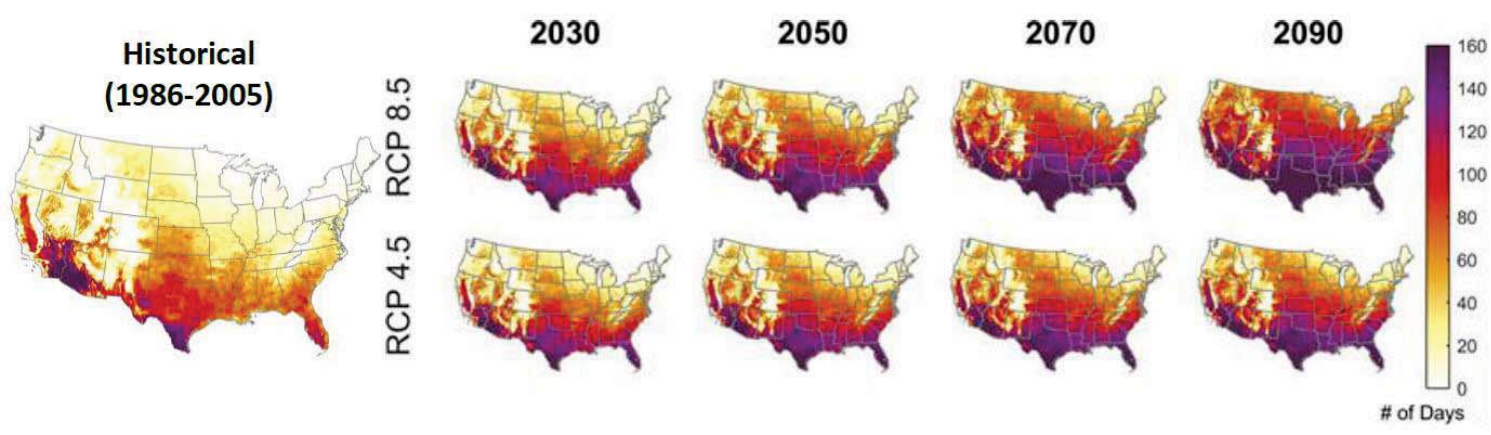


Figure 1.9. Number of Days above 90°F across the Contiguous U.S. (Average across the Five LOCA GCMs)





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# How long can fossil fuels compete with renewables under a carbon tax?

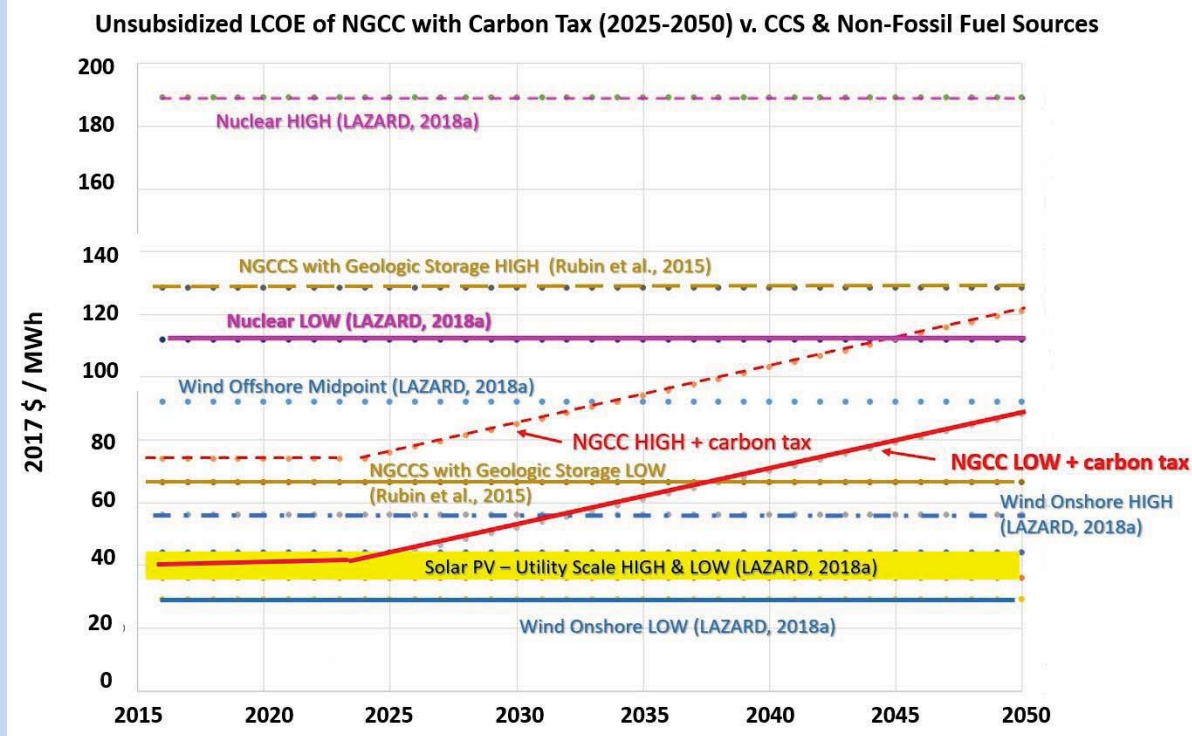
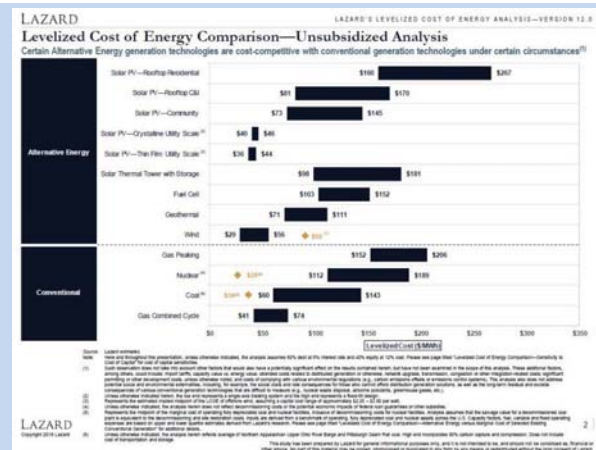


Chart shows unsubsidized leveled cost of energy (LCOE) from new NG combined cycle power plants (NGCC) with the addition of a carbon fee (+\$10/MT CO<sub>2</sub> per year beginning in 2025) compared with LCOEs of non-fossil fuel sources and LCOE of NGCC with CCS. Chart shows solar PV (both crystalline and thin film) utility-scale are already competitive with low cost NGCC without a carbon tax. Low cost onshore wind is also cheaper. Low cost NGCC with a carbon tax becomes more expensive than high cost onshore wind in 5 to 10 years and almost matches current estimates of offshore wind sources within 25 years. Low cost NGCC becomes more expensive than low cost NGCC with CCS after 10 to 15 years of a carbon tax (~\$100 to \$150/MT CO<sub>2</sub>). After 25 years of a carbon tax, high cost NGCC facilities approach the cost of high cost NGCC with CCS and geologic storage. LCOE source values are from LAZARD (2018a). The LCOEs of NGCC plants with CCS and geologic storage are from Rubin et al. (2015) with values converted to 2017 \$.



From Rubin et al. (2015)

From LAZARD (2018a)

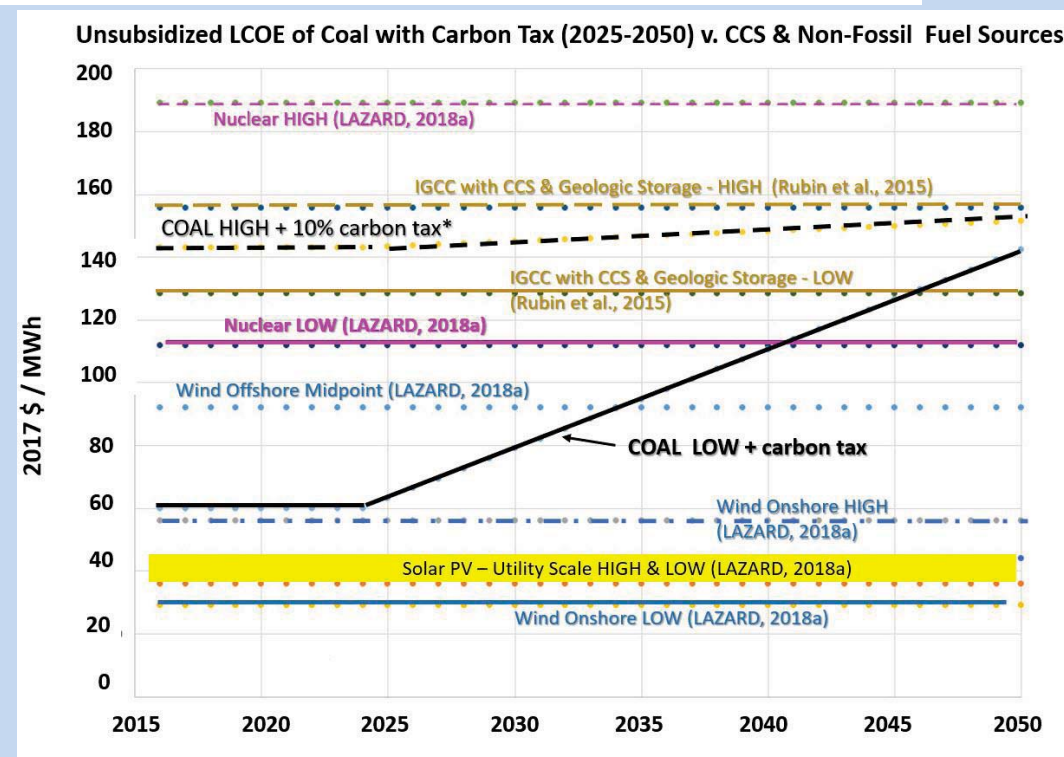


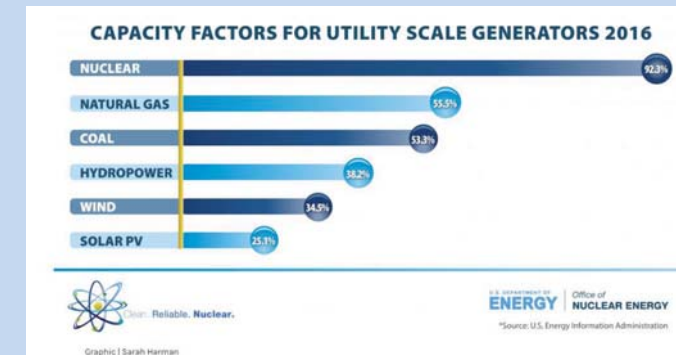
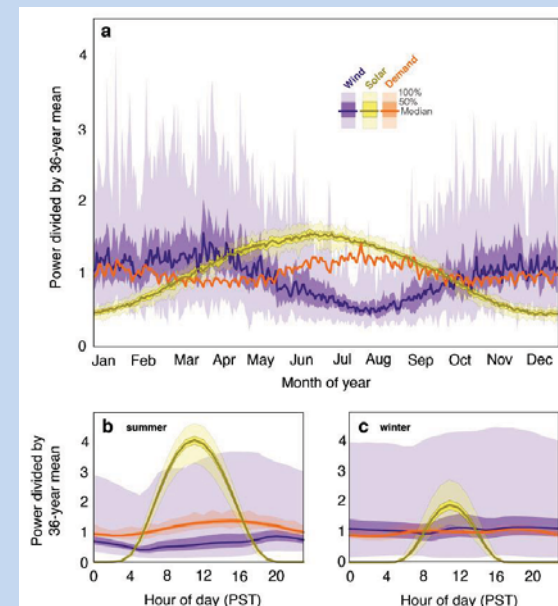
Chart shows unsubsidized LCOE from new integrated coal gasification combined cycle (IGCC) power plants with the addition of a carbon fee (+\$10/MT CO<sub>2</sub> per year beginning in 2025) compared with LCOEs of non-fossil fuel sources and LCOE of IGCC with CCS. Chart shows solar PV (both crystalline and thin film) utility-scale and all onshore wind are less expensive than LCOE from a new IGCC plant even without the addition of a carbon fee. Low cost IGCC with a carbon tax becomes more expensive than the Rubin et al. (2015) for low cost IGCC with CCS only after 20 years of a carbon tax (~\$200/MT CO<sub>2</sub>). The LAZARD (2018a) high cost LCOE for IGCC includes costs of capture and compression but not transportation and storage. It should be noted that the midpoint of the marginal cost of operating fully depreciated coal plant is \$36, inclusive of decommissioning. LCOE values are from LAZARD (2018a). The LCOEs of IGCC plants with CCS and geologic storage are from Rubin et al. (2015) with values converted to 2017 \$.

Cost and Performance Parameters	NGCC with post-combustion capture	SGPC with post-combustion capture	SGCC with oxy-combustion capture	SGCC with pre-combustion capture
Reference plant without CCS: Levelized cost of electricity (USD/MWh)	42–83	61–79	56–68 <sup>a</sup>	82–99
Power plants with CCS				
Increased fuel requirement per net MWh (%)	13–18	21–44	24–29	20–35
CO <sub>2</sub> captured (kg/MWh)	360–390	830–1080	840–1040	840–940
CO <sub>2</sub> avoided (kg/MWh)	310–330	650–720	650–720	630–700
% CO <sub>2</sub> avoided	88–89	86–88	88–97	82–88
Power plant with capture, transport and geological storage				
Levelized cost of electricity (USD/MWh)	63–122	95–150	92–141	112–148
Electricity cost increase for CCS (USD/MWh)	19–47	31–71	36–75	25–53
% increase	28–72	48–98	61–114	26–62
Power plant with capture, transport and geological storage with enhanced oil recovery credits				
Levelized cost of electricity (USD/MWh)	48–112	61–121	52–113	83–123
Electricity cost increase for CCS (USD/MWh)	3–37	(3)–42	(4)–47	(11)–29
% increase	7–56	(8)–72	(8)–72	(11)–33

<sup>a</sup> Note that oxy-combustion cases are based primarily on subbituminous coals whose cost is much lower than the bituminous coals assumed for SGPC and IGCC plants, resulting in roughly a 10% lower LCOE. Thus, LCOE values for oxy-combustion should not be compared directly to those for SGPC and IGCC plants.

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## Problems with Renewables



The net **capacity factor** (CF) is the ratio of an actual electrical energy output over a given period of time to the maximum possible electrical energy output over that period ([https://en.wikipedia.org/wiki/Capacity\\_factor](https://en.wikipedia.org/wiki/Capacity_factor)). Because of their low CF, using only wind and solar would require 2.0-2.2 X generation capacity to meet 99.97% of electricity demand (Shaner et al., 2018).

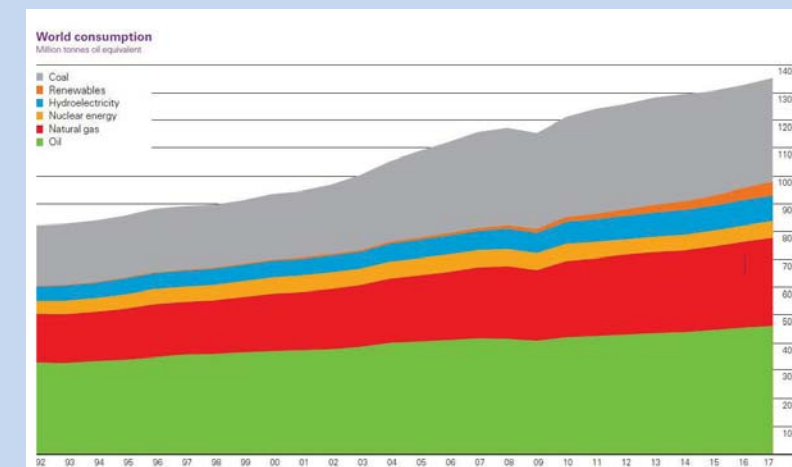
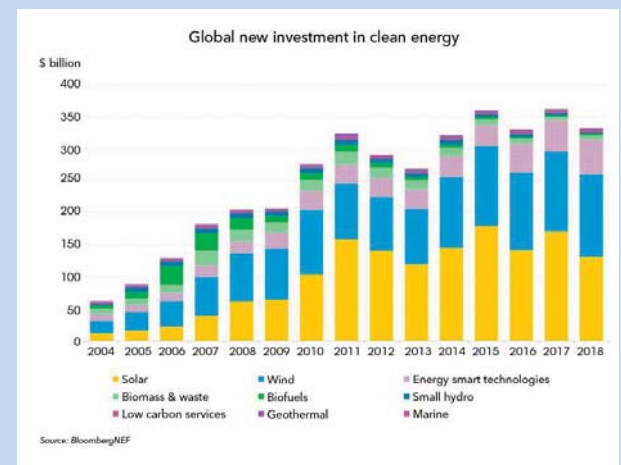


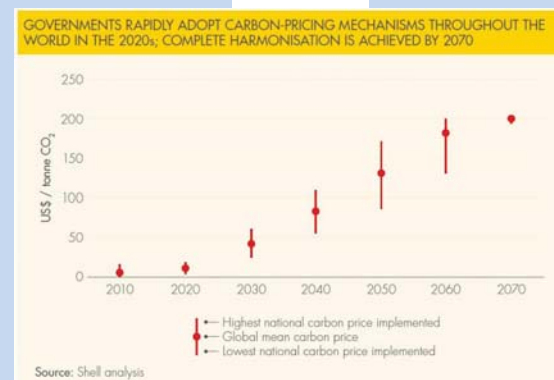
Chart from BP Statistical Review of World Energy, 67<sup>th</sup> Edition (June 2018) shows “World primary energy consumption grew by 2.2% in 2017, up from 1.2% in 2016 and the highest since 2013. All fuels except coal and hydroelectricity grew at above-average rates. Natural gas provided the largest increment to energy consumption at 83 million tonnes of oil equivalent (mtoe), followed by renewable power (69 mtoe) and oil (65 mtoe).” In 2016, renewable energy comprised 7.9% of total energy consumed by the USA (EIA, 2017).



Growth of US renewable energy projected by the EIA (AEO 2017) for 2025 to 2050 (~70%) is a fraction of the growth necessary to replace fossil fuel usage by 2050. Assuming the EIA projected growth through 2024 is correct (~80%), the growth in renewable energy from 2025 to 2050 must exceed 700% to completely replace energy produced from NG and coal. This is more than double the maximum growth of renewable energy that occurred between 2004 to 2010 (~300%). Chart is from Bloomberg NEF (2019).

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## Will there be a carbon tax?



As of 2017, 136 North American companies are internally pricing carbon with 22 of those being energy companies (CDP, 2017). The range in carbon prices, for those 10 companies reporting, is \$9 to \$64.30 per metric ton (MT or t) of CO<sub>2</sub> (CDP, 2017). A 2017 report by the Carbon Pricing Leadership Coalition (CPLC), whose authors include economists Joseph Stiglitz and Lord Nicholas Stern, concluded “...the explicit carbon-price level consistent with achieving the Paris temperature target is at least US40–80/tCO<sub>2</sub> by 2020 and USD50–100/tCO<sub>2</sub> by 2030” (CPLC, 2017). More recently, over 40 economists, including former Secretaries of State and Chairs of the Federal Reserve signed a statement supporting a carbon tax (WSJ, 2019). The plan endorsed is similar to the one described in this poster, in Rine (in review), and introduced in the 116<sup>th</sup> Congress as the *Energy Innovation and Carbon Dividend Act* (H.R. 763).



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## Gas Peaking v. Utility-Scale Solar with Storage

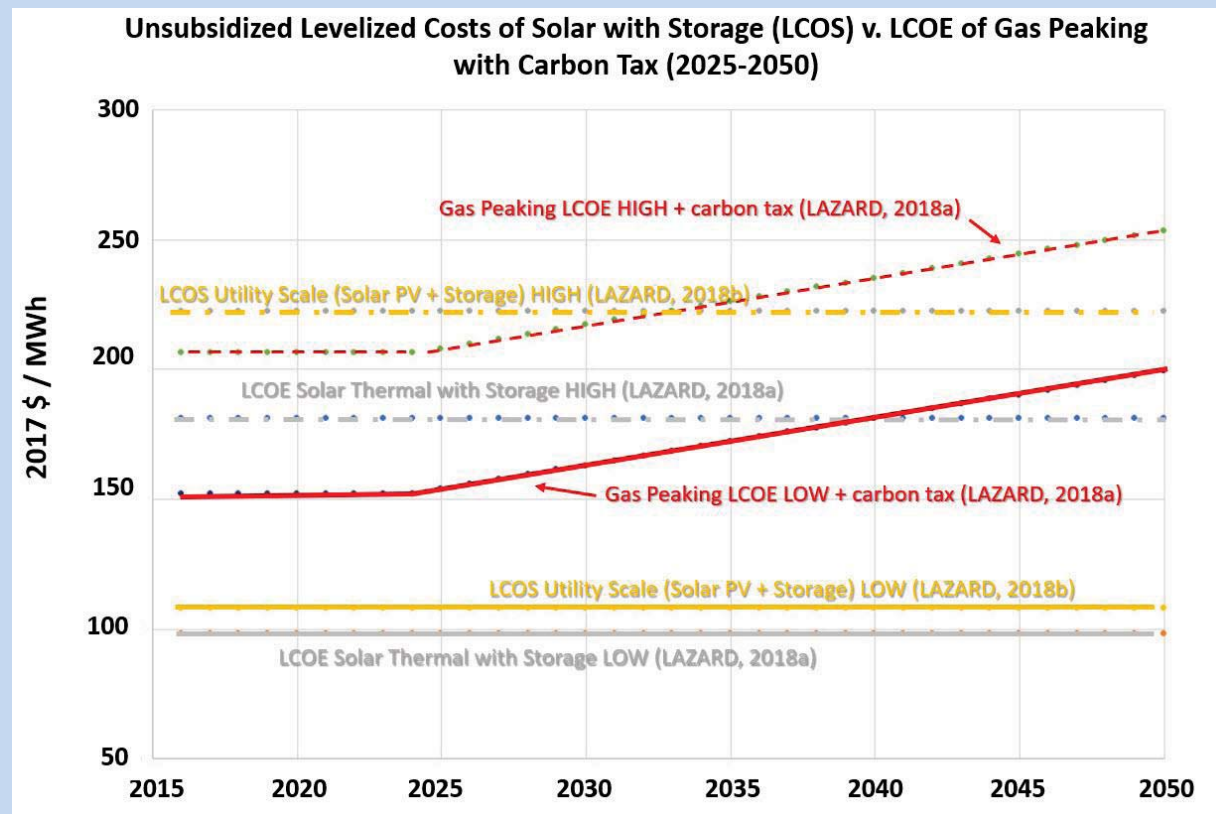
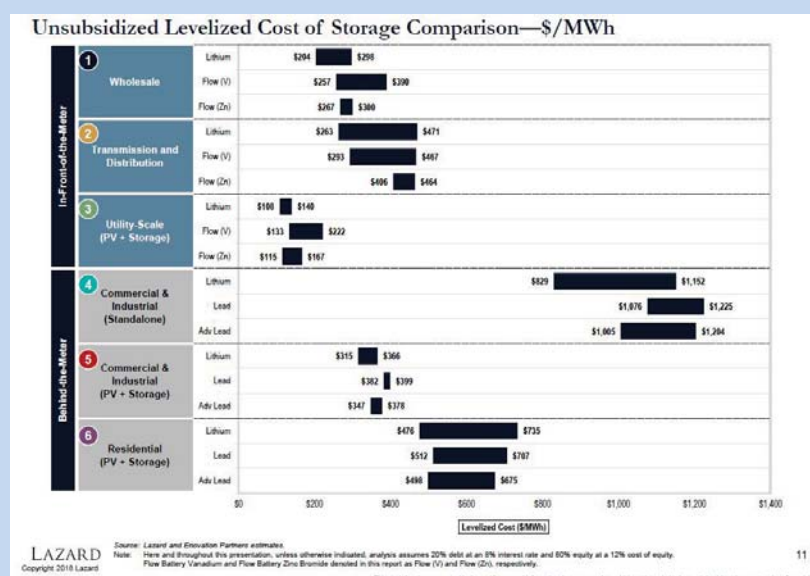


Chart shows high and low unsubsidized leveled costs of storage (LCOS) of new utility scale solar (PV with storage) compared with the LCOE of NG gas peaking plants with the addition of a carbon fee (+\$10/MT CO<sub>2</sub> per year beginning in 2025). Also charted are the LCOE of solar thermal with storage. NG gas peaking plants are more expensive than low cost solar sources without a carbon tax. LCOE values are from LAZARD (2018a). LCOS values are from LAZARD (2018b).



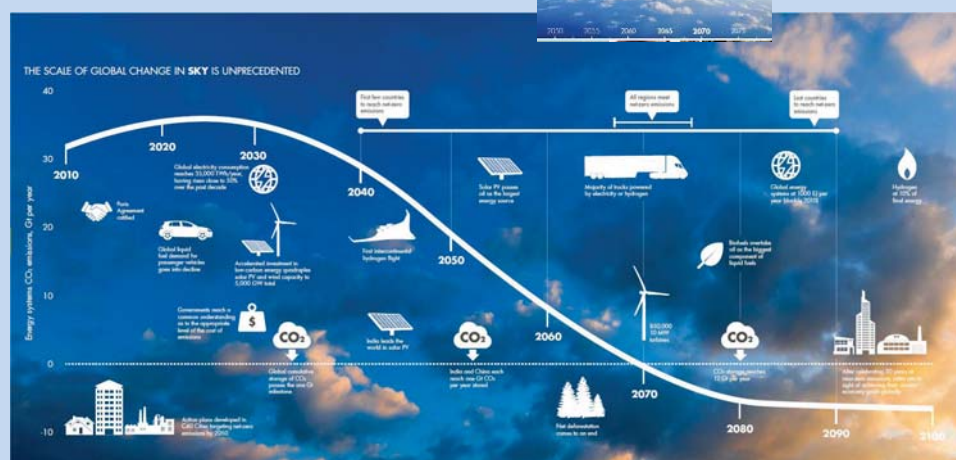
From LAZARD (2018b)

9

What, Me Worry?



V.





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