Vision for biogas in Aotearoa New Zealand

Final report document

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Executive summary

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Biogas is a readily-available solution that can help New Zealand now to reach its commitments across energy, waste, and agriculture

	Current context	New Zealand has committed to a range of targets across emissions, waste, energy – and to a lesser extent in agriculture, but the path to meeting those targets is not yet explicit and efforts are fragmented between sectors with different sets of objectives. Without rapid and decisive action, New Zealand will face a target gap of 3.3 Mt waste to landfill and 14-28 MtCO₂-e emissions in 2050 (excluding emissions offset) across the waste, energy, and agriculture sectors.
	Biogas potential	As a readily-available solution with a track record of success overseas, biogas can offer crucial support to narrow these gaps , providing a means of diverting waste away from landfill, supplying reliable renewable energy, and creating value for businesses across industry and agriculture. Currently around 4.9 PJ of biogas is produced in New Zealand , a significant proportion of which is flared with no beneficial use, since the focus is on waste processing rather than energy supply. There is a further 9.5 PJ/yr of untapped potential in the North Island , and 9.1 PJ/yr in the South Island (set against a total 2022 natural gas supply of 143 PJ). This study considered one possible option for the development of biogas in NZ, a 'North Star' scenario realising New Zealand's ~23.5 PJ/yr biogas
		potential , with a network of regional facilities in the North Island producing biomethane that is injected into the gas distribution network, upgrades to existing facilities to make beneficial use of biogas already being produced, and maximizing local capture and use in the South Island. The North Star scenario explored demonstrates biogas and biomethane can make a significant contribution to achieving the suite of targets to
	장— 오—	 which New Zealand has committed – and can create additional value at the same time: The North Star could deliver a 3.7 MtCO₂-e reduction in emissions by 2050, 13-27% of the gap between New Zealand's reduction commitments and the Emissions Reduction Plan baseline scenario (excluding emissions offsets), and go 46% of the way to meeting the lower limit of the 2050 target for biogenic methane (24% for the higher limit)
	⊻—	Anaerobic digestion could provide 23% of the needed reduction in waste to landfill by 2030, while producing high-quality, nutrient-rich digestate, reducing dependence on fertiliser imports and exposure to price volatility.
	North Star benefits	The biomethane produced could bridge 9% of the gap to the target of 50% energy consumption from renewables by 2035, while providing stable, reliable output and supporting consumers and industries less able to electrify due to cost or technical difficulty.
y °		Using un-tapped manure and crop residue feedstocks to produce biogas could improve farmers' business resilience (reducing operating costs and diversifying revenue) and strengthen the viability and global appeal of New Zealand food exports, by boosting their environmental credentials though reduced on-farm emissions, decarbonised electricity generation and use of digestate use in place of synthetic fertilisers.

We need to act now to secure the benefits biogas can bring, by building confidence and capability





North Star scenario one pager



Sources: Low-emissions economy, New Zealand Productivity Commission 2018, Aotearoa New Zealand's First Emissions Reduction Plan, 2022; Gas Transition Biogas Research Report, 2023; Sensoneo Global Waste Index; Energy in New Zealand 2023



Core of the report

- Context and objectives
- Key findings from literature review
- The North Star and counterfactual scenarios
- Key barriers and recommendations
- Next steps

Evaluating the potential of a vibrant biogas industry in Aotearoa New Zealand

Context

New Zealand has committed to a suite of targets and objectives around net emissions, biogenic methane, energy, and waste, building a sustainable future and playing its part in limiting global warming. The Paris Agreement, the Zero Carbon Act, the First Emissions Reduction Plan, and the Waste Strategy all specify targets, although the path to meeting them is not yet explicitly set out.

Previous studies¹ have shown that New Zealand has a biogas potential of up to 23.4 PJ per year. However, there is a lack of alignment and common incentives for the industries and sectors of New Zealand's economy to support the development of a local biogas economy.

Firstgas, Powerco, and EcoGas are keen to develop a vision for the energy, agriculture and waste sectors to illustrate the potential benefits biogas can deliver for New Zealand and help policy-makers to take concrete steps to secure them.

Blunomy has prepared this report on behalf of Firstgas, Powerco, and EcoGas to further that aim. Blunomy is an independent strategy consultancy with extensive expertise in bioenergy in Australia and Europe. Blunomy has a track record capturing and communicating the state of the industry as well as our clients' perspectives through multiple publications on the topic.

Objectives

The primary objective of this study is to develop a comprehensive vision for the biogas industry, across three key sectors – energy, agriculture and waste. This includes providing recommendations for policy objectives and strategic directions for the Gas Transition Plan and National Energy Strategy.

The study takes as its inputs two central assumptions from Firstgas, Powerco and EcoGas to develop this vision:

- A theoretical biogas potential based on an existing assessment of 23.4 PJ per year across the North and South Islands¹.
- For the realisation of that potential, a scenario including a network of regional facilities to produce biomethane for injection into the gas distribution network.

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New Zealand's current policies and targets to decrease emissions are primarily targeting the waste industry

Plan/program	Main target/policy description	Energy	Waste	Agriculture
Global Methane Pledge	Reduce 30% of total emissions in NZ compared to 2020 levels by 2030	\checkmark	✓	 ✓
	50% of NZ's total final energy consumption to come from renewable sources by 2035	\checkmark	✓	✓
	Require all municipal (Class 1) landfills to have LFG capture systems by 31 December 2026		✓	
Aotearoa New Zealand's	Reduce 40% of biogenic methane in the waste sector compared to 2017 levels by 2035		✓	
first emissions reduction	Reduce biogenic methane emissions to			
plan	• 10% below 2017 levels by 2030		_	
	• 24-47% below 2017 levels by 2050			
	Elimination of non-biogenic methane emissions by 2050			
	All NZ farms to have a plan in place to measure and manage their emissions by 2025			✓
Waste Disposal Levy		✓		
	 Goal 2: Infrastructure – Develop a comprehensive national network of facilities that supports the collection and circular management of products and materials by 2030 		\checkmark	
Te Rautaki Para – Waste Strategy	 Goal 6: Recovering value – Look for ways to recover any remaining value from residual waste, sustainably and without increasing emissions, before final disposal by 2030 		\checkmark	
	 Goal 7.1: Create less organic waste by 2030 Goal 7.2: Recycle organic material instead of sending it to landfills by 2030 		~	
	Introduce a pricing mechanism that provide incentives for the implementation of emissions reduction systems, including effluent methane capture, for agricultural emissions			
He Waka Eke Noa Recommendations Report	 Simple pricing mechanism by 2025 based on emissions and methane calculated through a single 'stage 1' centralised calculator 			✓
	 Detailed pricing mechanism by 2027 looking into the management of emissions across full farm-level, taking into account emission reduction systems 			

New Zealand has committed to a range of targets across emissions, waste, energy, and agriculture



Current sector "as-is" **•** NZ Government commitment/target

Emissions budget target

(1) Actearoa New Zealand's first emissions reduction plan, NZ MfE, May 2022. The 2050 net zero target covers all greenhouse gas emissions except biogenic methane. Reductions in biogenic CH₄ are relative to 2017 levels; [2] Te Rautaki Para – Waste Strategy, NZ MfE, Mar 2023; [3] Improving household recycling and food scrap collections, NZ MfE, Mar 2023; [4] Recommendations for pricing agricultural emissions. He Waka Eke Noa, May 2022; [5] New Zealand Greenhouse Gas Inventory 1990-2020, NZ MfE, Apr 2022; [6] Energy in New Zealand 2023, NZ MBIE, Aug 2023

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Without action, New Zealand will face a target gap of 3.3 Mt waste and 14-28 MtCO₂-e in 2050 across waste, energy, and agriculture sectors



Notes: [1] Targets for 2050 taken from Inaia Tonu Nei headwinds/tailwinds scenarios for paths to net zero, together with the 24-47% biogenic CH₄ reduction target: emissions in these sectors are offset by negative emissions from the forestry sector to achieve net zero. [2] Projections for counterfactual scenarios regarding municipal and industrial landfill waste were derived using population and GDP growth rate respectively. A flat trajectory for target waste was assumed post 2030 for the target scenario, foreseeing further, more ambitious targets.

Sources: New Zealand's First Emissions Reduction Plan, MfE 2022; Gas Transition Plan - Biogas Research Report, Wood Beca 2022; New Zealand's Greenhouse Gas Inventory, MfE 2020

Biogas is a key lever to support New Zealand reaching its targets, creating value from waste streams and linking across sectors (1/3)



Oblunomy Source: Blunomy analysis

Biogas is a key lever to support New Zealand reaching its targets, creating value from waste streams and linking across sectors (2/3)



Biogas is a key lever to support New Zealand reaching its targets, creating value from waste streams and linking across sectors (3/3)



Currently ~4.9 PJ of biogas is produced in NZ, with a further ~9.5 PJ of untapped theoretical potential in the North Island alone



Solution Vision Plan – Biogas Research Report [2] Total industrial biogas is 0.9 PJ in NZ. Split between North Island and South Island based on population

Sources: Gas Transition Plan – Biogas Research Report, Wood Beca; Biogas and Biomethane in New Zealand, EECA, Beca, Fonterra & Firstgas Group [3]: % split between North and South Island

The North Star and counterfactual scenarios

Current biogas production realises only a small part of the potential, and is almost exclusively focussed on waste processing

Biogas potential by territorial authority¹ High Low

Current facilities²

- Gas transmission pipelines
- Composting site With policy-defined 150km collection radius
- AD site (EcoGas)
- Major WWTP with AD/gas capture
- Other AD site



Key considerations

Existing facilities are linked to waste treatment: organic waste to composting and AD, and WWTPs.

2023) and data on industry and agriculture by territorial authority from StatsNZ **6** blunomy [2] Sources: Firstgas, WaterNZ, Alzbeta Bouskova, MfE

The North Star and counterfactual scenarios

North Star scenario: a network of regional facilities, covering a large proportion of the North Island to capture the untapped potential

Biogas potential by territorial authority¹ High Low

Current facilities

- Gas transmission pipelines
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- Major WWTP with AD/gas capture
- Other AD site

Vision facilities

authority from StatsNZ

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- Potential regional facilities
- (showing 50 km and 150 km radii)
- Additional major WWTPs (>1 Mm³/yr wastewater) to be equipped with AD/gas capture



Key considerations

Assumption: maximising biogas upgrading to biomethane for gas grid injection

Corollary: facilities must be within reach (~1km) of the gas distribution network.

Selecting locations to maximise coverage of:

- areas of high population density, based on 150 km policy-defined radius for organic waste (assumption: AD is preferable to composting for highly methanogenic waste)
- industrial feedstock sources (industrial solid and liquid waste)
- areas of high livestock density (swine in Taranaki; cattle in Manawatu, Northland, and Bay of Plenty), based on 50 km estimated economic radius for manure transport
- areas of high arable farming density (maize in Gisborne and Waikato), based on 150 km estimated economic radius for crop residue

Unmapped:

Landfill sites

The dimensions being explored in the Gas Transition Plan consultation have been translated into criteria for assessment of the North Star's impact

Assessment criteria

MBIE¹ Criteria



Support NZ Eco. Development / Energy Energy energy transition **Production growth** supply equity Net effect Resilience Biogas/biomethane (PJ) Waste to Required Economic Value on landfill investment dev. emissions added Security of Customer Regional (kt) (NZD) (# of jobs) Landfill BTM Flared (CO2 eq) choice facilities supply North Star scenario Counterfac Criteria assessment -tual Net impacts

The North Star scenario has a strong impact against the criteria, with variation between high and low scenarios

			В	iogas/k	oiometh	nane (P	רא)								Resilience			
			No	orth Isla		South Island				Waste to	Net effect on	Required	Economic	Value	Resilience			
		Regional facilities	Landfill	WWTPs	BTM use	Flared	Landfill	WWTPs	BTM use	Flared	landfill (kt) ¹	emissions (ktCO ₂ e) ²	investment (NZD)	development (no. of jobs)	added	Security of supply	Customer choice	
Counterfact scenario (20		0.0	2.0	0.8	0.0	0.7	0.7	0.3	0.0	0.2	1,010	3,470	-	-	-	-	-	
	High Scenario	8.9	0.9	1.2 bioCH₄	1.9	0.0	0.3	0.4	9.8	0.0	260	-260 (owing to displaced emissions)			Creation of ~5,500 to 6,000 jobs	by reducing operating costs, supplying more bio-available / less emissive organic fertiliser / increasing	demand ³ in high addir scenario (22% in decarb low scenario) end	
North Star	Net impact	+8.9	-1.1	+0.4	+3.0	-0.7	-0.4	+0.1	+9.8	-0.2	-750	-3730						Provides additional decarbonised energy
North Star	Low Scenario	6.4 bioCH ₄	0.9	1.2	4.4	0.0	0.3	0.4	9.8	0.0	270	-80 (owing to displaced emissions)					Reduces dependency on synthetic N fertilisers	options to end- customers, beyond electrification
	Net impact	+6.4	-1.1	+0.4	+4.4	-0.7	-0.4	+0.1	+9.8	-0.2	-740	-3550			to treat organic waste streams	Provides a green and NZ-produced source of CO ₂		



bioCH^{*a*} Biogas upgraded to biomethane and injected into the gas distribution network

[1] 'Waste to landfill' reflects the weight of the total potential feedstock material is sent for final disposal in landfill, including biosolids from wastewater treatment. [2] Net effect on emissions characterises the overall contribution of the feedstock material to NZ emissions, including displaced emissions from electricity generation or natural gas use and biogenic methane capture, but excludes potentially-displaced emissions from digestate use. [3] Source for demand: Gas Supply and Demand Projections 2022, Concept Consulting, Jul 2022.

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The North Star scenario would make a significant contribution towards meeting NZ's ambitious targets



The North Star scenario could support addressing up to 27% of efforts for emissions reduction and 23% of efforts for wastes reduction



Notes: [1] Targets for 2050 taken from Inaia Tonu Nei headwinds/tailwinds scenarios for paths to net zero, together with the 24-47% biogenic CH₄ reduction target: emissions in these sectors are offset by negative emissions from the forestry sector to achieve net zero. [2] Projections for counterfactual scenarios regarding municipal and industrial landfill waste were derived using population and GDP growth rate respectively. A flat trajectory for target waste was assumed post 2030 for the target scenario, foreseeing further, more ambitious targets.

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Across all subsectors

Specific to one subsector

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10 key challenges are hindering the development of the North Star scenario in New Zealand

	Kow challenges and barriers	Sector			
	Key challenges and barriers	Energy	Waste	Agriculture	
1	Nascent biogas/biomethane industry in NZ: limited biogas/biomethane infrastructure and supply chain in place for feedstock sourcing (including feedstock assessment, feedstocks suppliers, etc.)	\checkmark	\checkmark	\checkmark	
2	High upfront costs combined with inexperienced investors can be perceived as high risk: the uncertainty surrounding feedstock supply and complexities across the value chain can increase costs involved in biogas development in order to manage potential risks	\checkmark	\checkmark	\checkmark	
3	Low wholesale price of natural gas: can deter a move towards the uptake of biogas	\checkmark	\checkmark	\checkmark	
4	Lack of knowledge and visibility regarding existing opportunities: minimal knowledge sharing across stakeholder groups (i.e. farmers, investors, local communities, etc) of the biogas real benefits, including the associated carbon footprint, preventing the rapid emergence of the sector	✓	✓	✓	
5	No explicit willingness to use biogas to support renewable energy targets in New Zealand: the Government has not yet provided a clear commitment on the role biogas has in the renewable energy mix	\checkmark			
6	Regulatory barriers: lack of regulation regarding the use of digestate and uncertainties surrounding existing technical standards may delay or impact the progress of biogas projects	\checkmark		\checkmark	
7	Lack of national policy/actions to support waste reduction targets : despite an ambitious reduction of waste target, there are limited national initiatives in place to support the various stakeholders in achieving the target.		\checkmark		
8	Low landfill levies: discourages initiatives and actions to be taken to reduce waste sent to landfill		\checkmark		
9	Uncertainty around regulation for digestate: lack of clarify of specific regulation supporting the uptake of the digestate in New Zealand (e.g. certification, mandate for replacement of synthetic fertilizer, etc)		✓	\checkmark	
r 10	No clear direction for the agricultural sector in relation with the biogas adoption: no specific guidance has been announced for the agriculture sector in terms of the production and uptake of biogas			✓ 2	
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We have identified 4 key areas of actions to be further explored to support the development of the North Star scenario

Areas	Key actions to be further explored
Feedstock	 Assess ways to incentivise feedstocks "owners" (i.e. farmers, industrial players, etc) to leverage their wastes to produce biogas and biomethane Identify opportunities to align the national regulation for waste and "operationalise" the NZ commitments (going beyond NZ commitments, detailing national classification, collection and recycling) Assess the needs to have more detailed feedstock assessment at national level to better characterise the biogas potential both North and South Island within economic radius
Demand Providence	 Maximise the opportunities for biogas/biomethane to be an explicit lever for NZ energy targets and commitments Assess the relevance of possible policy mechanisms to support the uptake of biogas from a demand perspective (e.g. renewable gas mandate, certification schemes such as Guarantee of Origin, etc) Explore the opportunities to support the local uptake of biogas/biomethane by-products, such as digestate and biogenic CO2 (i.e. favor market conditions with certification, mandate for replacement of synthetic fertilizer)
Supply	 Assess the relevance of possible mechanisms to support the development of biogas/biomethane projects (e.g., electricity FiT, biogas FiT, grants for project capex) Further evaluate the expected benefits from the North Star scenario at regional level for New Zealand (i.e. jobs created at regional level, expected development impact, etc) Identify the needs to streamline the current development process for biogas/biomethane projects (e.g. length of approval process, administrative burden, etc)
Awareness	 Explore different communication pathways and channels to share knowledge about the biogas/biomethane sectors across different stakeholder groups to highlight opportunities and benefits Evaluate the requirements to advance the bioenergy industry in New Zealand, highlighting and mapping current capability and skills compared to future needs

To support exploring further the different actions, two main avenues have been identified for next steps



List of actions to be further explored the North Star scenario

Ensure co-ordination at the national level between departments responsible for environmental, energy, industrial, and agricultural policy, as well as with local government, to **centrally pilot the exploration of the different actions** to support the development of the North Star scenario.

For example, by establishing a **cross-agency working group that can coordinate the Government's response** to biogas development.

Consider biogas as one of the key levers to achieve **New Zealand's commitments and deliver wider value**, and **explicitly build biogas** into New Zealand strategies for emissions reduction, energy transition, and waste management. Paris London Singapore Hong Kong Melbourne Sydney



