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Comment Received From: Don Boyajian

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#### **Plug Power Comments**

Please see the attached report (link to report below) on behalf of Plug Power.

https://www.plugpower.com/wp-content/uploads/2023/07/The-Road-to-Clean-Hydrogen-Getting-the-Rules-Right-Report-Final-530pm.pdf

Additional submitted attachment is included below.



# The Road to Clean Hydrogen: Getting the Rules Right

# The "three pillars" being considered for implementation could potentially impact the rate at which PTC ramps-up the green hydrogen economy

PTC pillars	Definition	Implication (based on analysis by Plug)
Additionality	Green hydrogen to be produced using <b>newly-built clean energy assets</b> constructed primarily for this purpose	<ul> <li>Makes renewable power a value chain control point and limits business models</li> <li>Reduces the benefits of green hydrogen</li> <li>Delays green hydrogen projects by 5+ years</li> <li>Prevents ~200,000 jobs from being created and reduce carbon abatement by ~50%</li> </ul>
Hourly time- matching	Clean power used for electrolyzer operation to be produced in the same hour it was consumed	<ul> <li>Increases green hydrogen production costs by ~\$1.3/kg (~50% of PTC)</li> <li>Not yet widely available creating delays of several years in green hydrogen projects</li> <li>Reduces green hydrogen investments of ~65% by 2032, ~90% of gross jobs through 2035, green hydrogen demand of ~75% in 2040, and emissions by ~540Mn tCO2eq of GHG and ~4.2 micrograms/m3 PM2.5 by 2040</li> </ul>
Strict local geographic matching	Green hydrogen production to be at minimum geographic proximity and grid connectivity from the source of clean power (e.g., direct connection)	<ul> <li>Increases green hydrogen production costs by ~\$1/kg (~35% of PTC)</li> <li>Creates regional winners and losers</li> <li>Counterproductive to other federal programs (i.e., DOE Hydrogen Hubs)</li> <li>Inflates hydrogen logistics and distribution costs</li> </ul>

Implementing both strict local matching and 100% hourly time-matching in 2025 could increase Levelized Cost of Hydrogen (LCOH) to the extent that green hydrogen producers would opt out of the PTC.



Additionality, Time Matching, and Regionality are not included in the legislative language, any legislative intent or colloquies associated with 45V PTC.

The intent of the PTC in the Inflation Reduction Act (IRA) is to rapidly scale clean hydrogen production, not overly regulate it. **The three** pillars are not within the legislative intent.

### Overview of context and objectives for this study

#### **Context**

- The Clean Hydrogen Production Tax Credit (PTC) in the Inflation Reduction Act (IRA) is likely to be one of the largest drivers for decarbonization, job creation, and US clean tech competitiveness in the next decade
- In the next several months, the implementation guidance for the PTC are being finalized; one primary uncertainty is around the "three pillars" for clean power timematching, additionality, and regionality/ proximity to the electrolysis source (e.g., same balancing zone)

#### **Objectives**

Test out the potential implementation of the PTC under the "three pillars" and their impacts on gross<sup>1</sup> socioeconomic and decarbonization factors, we run the study detailed herein with the following objectives:

- **Develop scenarios for implementation of the hydrogen PTC** with a focus on additionality, time-matching, and regionality
- Understand the implications on levelized cost of hydrogen (for 2025 and 2030), for a variety of project archetypes
- **Estimate the deployment implications** for green hydrogen economy in the US for each of the scenarios
- Determine the gross impacts on the following metrics:
  - Gross investment impact, i.e., investments into green hydrogen production there are investments in upstream and downstream steps of the value chain (e.g., renewables); those are not quantified
  - Gross job implications (direct and indirect)
  - Gross societal emissions impacts (GHG and particulate matter)



Plug was responsible for the analysis of the legislation and development of the scenarios

# Analyses leverage public market data, and Plug's industry knowledge and previous studies

#### Industry reports and data

#### **Market report sources**

- U.S. National Hydrogen Strategy & Roadmap
- Department of Energy's (DOE) Pathways to Commercial Liftoff report
- Hydrogen Council Global Hydrogen Flow report
- Long Duration Energy Storage (LDES) Council A path towards full grid decarbonization with 24/7 clean power purchase agreements

#### **Public data review**

- Argonne National Laboratory Greenhouse gases, Regulated Emissions, and Energy use in Technologies (GREET) model for fuel carbon intensity
- California Air Resources Board's Low Carbon Fuel Standard (LCFS) Fuel Pathways for fuel carbon intensity
- US Environmental Protection Agency Compilation of Air Emissions Factors
- LevelTen data on Power Purchase Agreement (PPA) prices
- Energy Acuity data on Renewable Energy Credit (REC) prices
- U.S. Energy Information Administration (EIA data) on grid prices for industrial consumers
- National Renewable Energy Laboratory (NREL) solar and wind capital cost
- Lawrence Berkeley National Laboratory analysis on interconnection queues
- Air Products public announcements on new facility costs



### Plug industry knowledge

- Plug Power's near term clean hydrogen deployment projects
- Plug Power's Socioeconomic Impact of hydrogen effort, May 2022
- Hydrogen jobs model

### Additionality impacts go beyond project-level economics

1

### Delays the green hydrogen value chain development

At least **5 years of delays** in the interconnection queues for new RES capacity would translate into **delays for green hydrogen projects** 

2

### Poses difficulties in tracking what is truly additional

It could be **challenging to identify resources that would not otherwise have been present** without the demand for green hydrogen

3

### Makes renewable power a value chain control point

Limiting the available supply of qualifying RES projects could create a supply shortage and **increase power costs on green hydrogen developers**  Other considerations

### New RES could be driven by market forces regardless

With new demand and incentives at the state and federal (i.e., IRA) level for solar and wind generation, significant new capacity is expected to come to the market regardless of additionality

### Required energy capacity is small compared to RES pipeline

1,300GW of solar and wind capacity is currently seeking connection to the grid, vs ~30GW electrolyzer deployment by 2030, which amounts to <3% of potential capacity RES capacity

## Many policies driving new clean energy demand do not require additionality

For example, EPA EO 14057 requires 100% renewable power by 2030, with 50% hourly time matching for Federal Government electricity demand, without requiring clean energy to be additional

4

### Limits business models that reduce decarb. cost

Leveraging financially distressed RES projects would not be possible with additionality, **limiting potential system cost savings** 

5

## Reduces system benefits of green hydrogen as a source of power flexibility

Green hydrogen provides system flexibility by taking renewables that would have been otherwise curtailed or when low/negative power prices exist; hence potentially reducing overall system costs and improving grid reliability and performance.

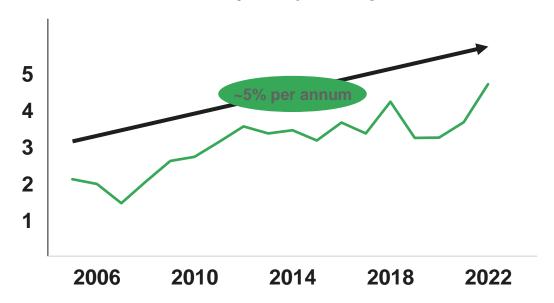


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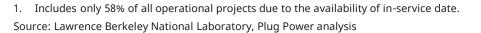
# Renewable projects today face 5+ year waiting times in the interconnection queue, which would push out green hydrogen scale up and supply

The increase in number of interconnection requests has caused increasing wait times for new capacity to be interconnected to the grid; projects interconnected in 2022 took on average **5+ years to progress from** interconnection request to commercial operations<sup>1</sup>

#### **Interconnection queue,** years to get interconnected







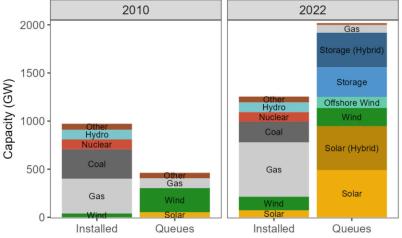


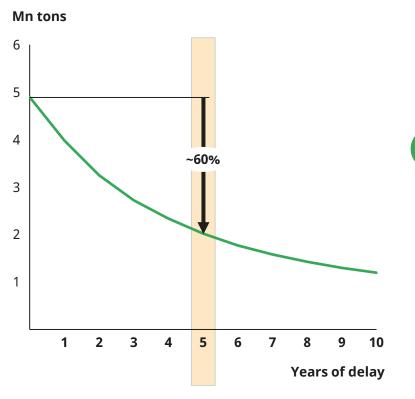
Image courtesy of Joseph Rand at Lawrence Berkeley National Laboratory

- An additionality requirement would directly tie clean hydrogen production to the interconnection challenges of the electric grid.
  - This would impose the current delays (5+ years) and timelines for renewable development upon the hydrogen economy as well.
- There is significant renewable resources already in the queue with the rate of deployment expected to increase significantly with the IRA.
  - Projections for hydrogen deployment over the rest of the decade indicate a maximum of 30 GWs of electrolyzers deployed by 2030.
  - Clean hydrogen would represent <1% of the renewable supply projected to be available in 2030.

# Delay in scale up would prevent ~250,000 jobs from being created and reduce carbon abatement by ~50%

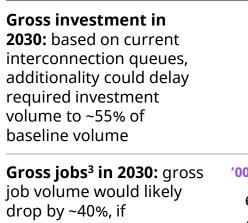
Expected delay in COD based on current interconnection queues

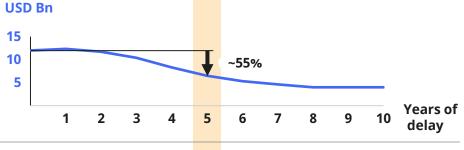
#### Gross green hydrogen demand¹ in 2030:



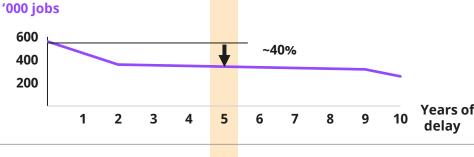
#### Gross<sup>2</sup> impact on investments, GHG abatement, and PM2.5 concentration

Considering additionality requirement only (excl. impact of local geographic matching and hourly time-matching)

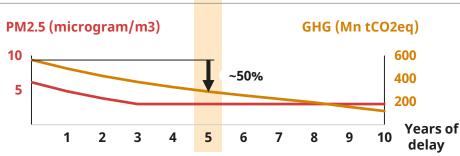




**Gross jobs³ in 2030:** gross job volume would likely drop by ~40%, if additionality causes delay in direct and indirect employment associated with hydrogen production



**Gross environmental impact** in 2030: both PM2.5 and GHG abatement potential could drop by ~50% by 2030, with PM2.5 abatement projected to drop faster due to the high sensitivity of transportation demand to delays





- 1. Petroleum refining is excluded to eliminate confounding effect of demand increase.
- .. Gross impact considers the impact on the green hydrogen economy only, without considering other clean energies that could potentially replace green hydrogen to back-fill decarbonization needs.
- . Only direct and indirect jobs are considered.

# Other analyses cite lower impacts of the three pillars on LCOH; this seems to be driven by 4 key differences in underlying assumptions

No hydrogen production plant operational requirements

Other studies model **low or no firmness requirements for the hydrogen system and its downstream application** (e.g., liquefaction) – they assume a system that meets an overall annual target with no production requirements on an hourly or daily basis (e.g., a 50% utilization is assumed to be achievable by operating only certain days or months)

Several downstream operations (e.g., chemical production) require **consistent hydrogen availability on an hourly or daily basis**; higher firmness requirements usually lead to higher LCOH due to larger storage requirements and optimal sizing of the renewables and electrolyzer

Missing components in assumed capex and opex for hydrogen projects

Studies tend to consider **only the capital costs associated with the electrolyzer stack**, overlooking **additional costs** of the balance of plant, hydrogen storage, and EPC, as well as other post-gate downstream costs such as liquefaction and distribution. This results in cost assumptions being far too aggressive and LCOH results not representing the actual cost of production

Cost and risk of shaping clean power not fully incorporated

With hourly time-matching requirements, associated power prices will further increase due to the **additional cost (e.g., energy storage or RES project oversize) and risks (e.g., financial) of shaping power into the profile required for electrolyzer operations.**System models that use top-down approaches smooth out project-level variability impact overlooking the extra cost implications; these increased power prices constitute only a portion of LCOH cost, which does not increase proportionally to the increase LCOE cost

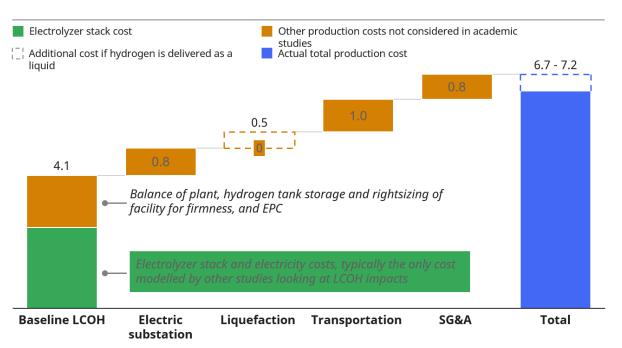
Only "winning" archetypes seem to be modelled

**Usually, only regions with optimal complementary solar and wind resources are modelled**; these regions represent an archetype that would not be as strongly affected by hourly time-matching and strict local geographic matching requirements; in **reality, hydrogen producers could set up operations elsewhere** (e.g., Camden GA, Fresno CA) which may be less endowed with naturally high quality and complementary resources

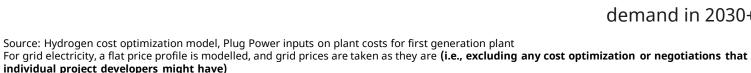


# Two critical aspects overlooked by other studies include *realistic* all-in hydrogen costs and the anticipated demand curves

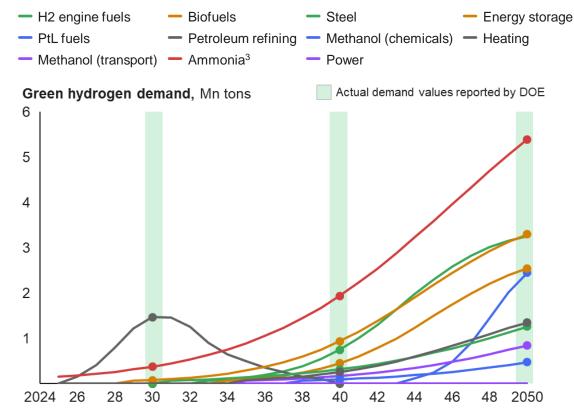
Breakdown of additional costs comprising the total production-to-delivery cost, for plant in GA in 2025, \$/kgH2



- Baseline LCOH often would not reflect the full costs on hydrogen project developers
- In some cases, even the baseline LCOH reported in public studies excludes additional costs that should be included in the optimization.



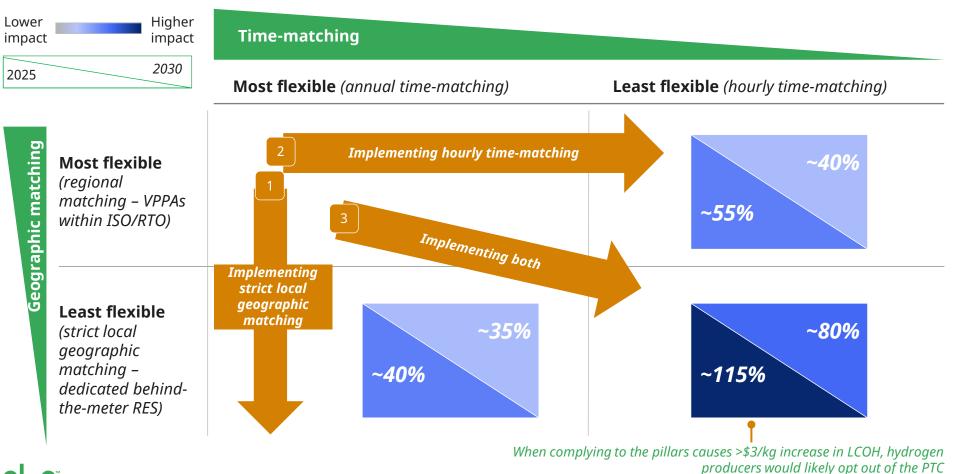




- **2030, 2040, and 2050 base case demand** interpolated from DOE's National Hydrogen Strategy and Roadmap.
- **Immediate scale up is needed** to meet projected levels of demand in 2030+.

# Analysis suggests that introducing hourly time-matching and strict local geographic matching immediately could potentially counter the benefits of PTC

**Impact of PTC requirements on LCOH,** average across different US regions<sup>1</sup>, % of PTC value of \$3/kgH2



- Hourly timematching potentially has higher impact on LCOH than strict local geographic matching, increasing production costs by up to 55% of PTC value if implemented in 2025
- Implementing both requirements by 2025 could increase LCOH by more than \$3/kgH2, countering the benefit of the PTC

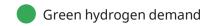


<sup>1.</sup> Considering both regions with ample renewables resources (e.g., Texas, Georgia) and regions with ample solar but uncomplimentary wind resources (e.g., California). Source: Hydrogen cost optimization model.

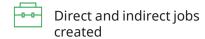
# Hourly time-matching and strict local geographic matching could potentially lead to reductions in gross investments, jobs, and emissions

Gross¹ impact on economic and environmental factors, taking average of LCOH changes across different US regions

Values correspond to 2032 for investments made (final year for PTC eligibility), 2035 for jobs<sup>2</sup>, 2040 for green hydrogen demand and emissions abatement loss

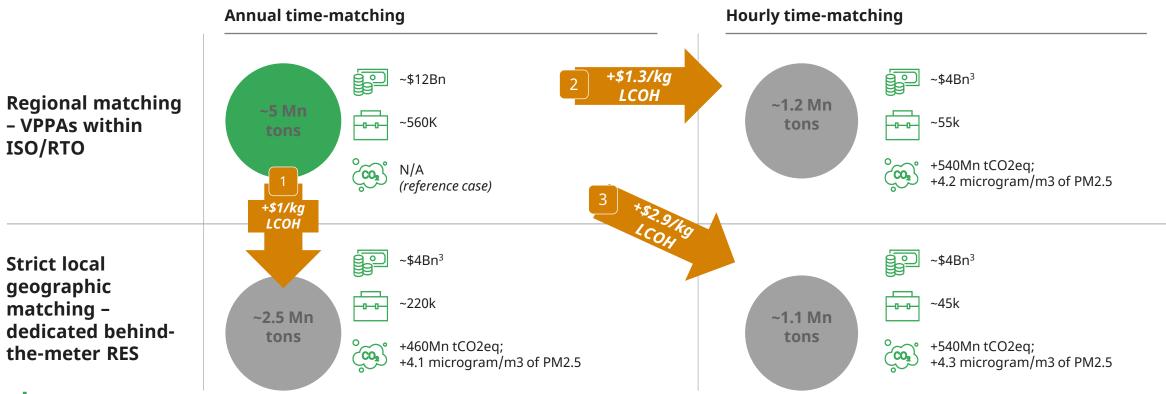








Cumulative additional emissions from lost abatement





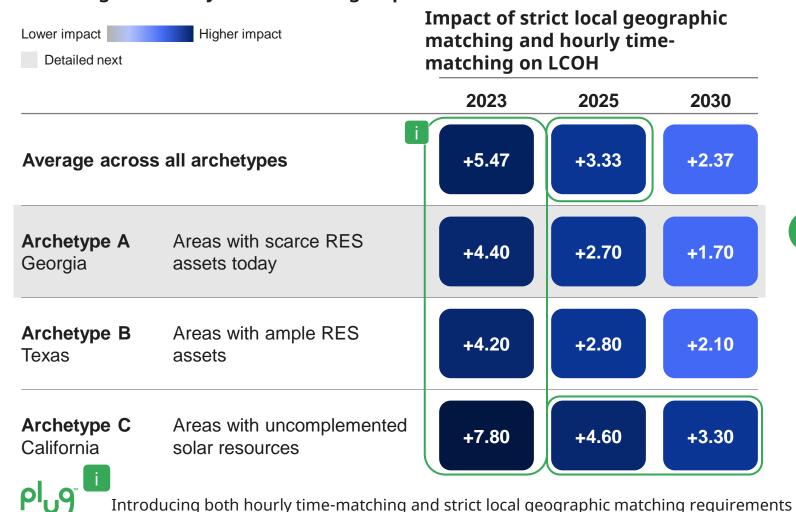
- . Gross impact considers the impact on the green hydrogen economy only, without considering other clean energies that could potentially replace green hydrogen to back-fill decarbonization needs.
- 2. Only direct and indirect jobs.

Source: Plug Power analysis

Corresponds to the historically announced investments into green hydrogen production in the US, for projects with Commercial Operation Date by 2026.

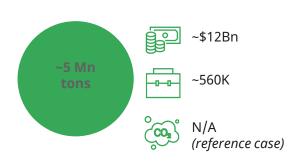
# Introducing both requirements in the near-term would drive up the LCOH by >100% of PTC value and thereby impacting incentive value

Cost increase in LCOH, driven by introducing both strict local geographic matching and hourly time-matching requirements

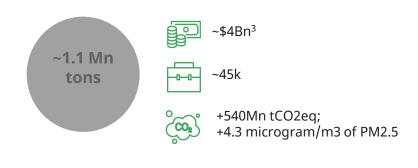


could increase LCOH by more than the value of the PTC in the near term (2025-28)

#### **PTC As-Written**



#### PTC with 100% hourly matching + regionality



Green hydrogen demand



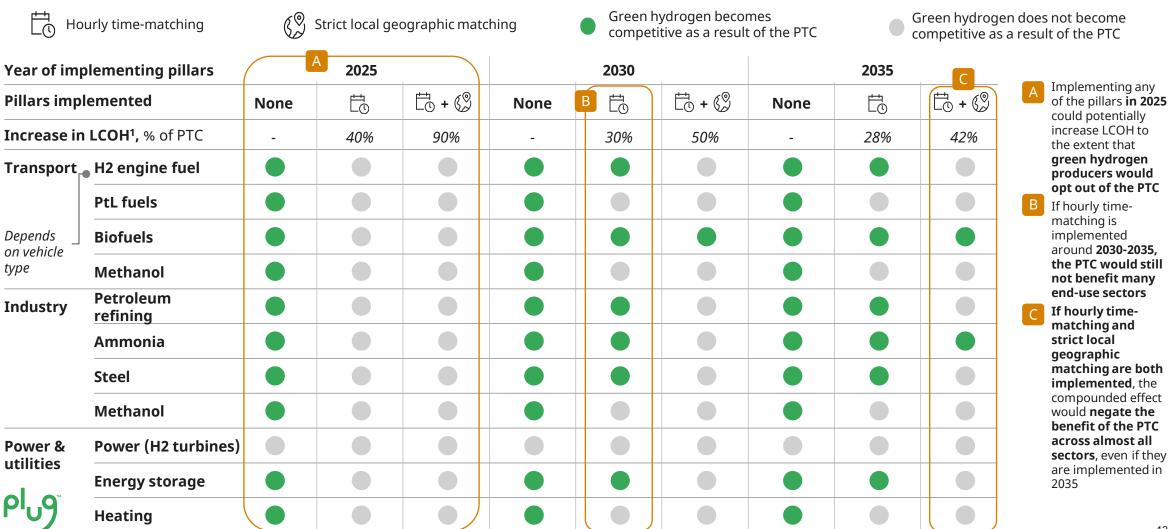
Direct and indirect jobs created





# Compounding hourly time-matching with strict local geographic matching could potentially lower the impact of the PTC, if implemented in 2035

Impact of PTC on helping green hydrogen become competitive with conventional fuels



<sup>1.</sup> Compared to scenario if pillars are not implemented.

### The "three pillars" being considered for implementation would severely impact the rate at which PTC ramps-up the green hydrogen economy

PTC pillars	<b>Definition,</b> and impact driver	Implication (based on analysis by Plug)
Additionality	Green hydrogen to be produced using <b>newly-built clean energy assets</b> constructed primarily for this purpose	Additionality makes renewable power a value chain control point, limits business models that would reduce decarbonization costs, and reduces benefits of green hydrogen as a source of power flexibility; given long interconnection queues for renewables, it will likely delay green hydrogen projects by +5 years as projects wait for new power sources to materialize
	<b>Reduces the pool of potential sources of clean power</b> to deploy green hydrogen projects	This delay from additionality <b>alone</b> could impact <b>~50% of expected new jobs and emission</b> reduction impacts
Hourly time- matching	Clean power used for electrolyzer operation to be produced in the same hour it was consumed	Implementing 100% hourly time-matching <b>alone</b> in the near-term could <b>increase green hydrogen production costs by ~\$1.3/kg</b> (roughly ~50% of the value of the PTC); this impact can be reduced over time due to tech cost reductions but still has a significant impact by 2035
	Increases cost of clean power supply, given the variable nature of most clean power sources (e.g., solar) and the risk and cost of "shaping" it	Impacts would <b>decrease green hydrogen investments ~65%</b> in 2032, create a <b>~90% loss of gross¹ jobs</b> in 2035, <b>reduce green hydrogen demand 75%</b> in 2040, and push additional gross emission by <b>~540Mn tCO2eq of GHG</b> (~8% of US in 2021) and <b>~4.2 micrograms/m3 PM2.5</b> (~80% of WHO targets) by 2040
Strict local geographic matching	Green hydrogen production to be at <b>minimum geographic proximity and grid connectivity</b> from the source of clean power (e.g., direct connection)	Implementing strict local geographic matching <b>alone</b> could <b>increase green hydrogen production costs by ~\$1/kg</b> (roughly ~35% of the value of the PTC); this impact can be reduced over time due to tech cost reductions, but still has a significant impact by 2035
	Limits the available sources of power that can be leveraged, driving up cost	Implementing both strict local matching and 100% hourly time-matching in 2025 could increase LCOH to the extent that green hydrogen producers would opt out of the PTC; compounded impact continues to fully offset PTC beyond 2035

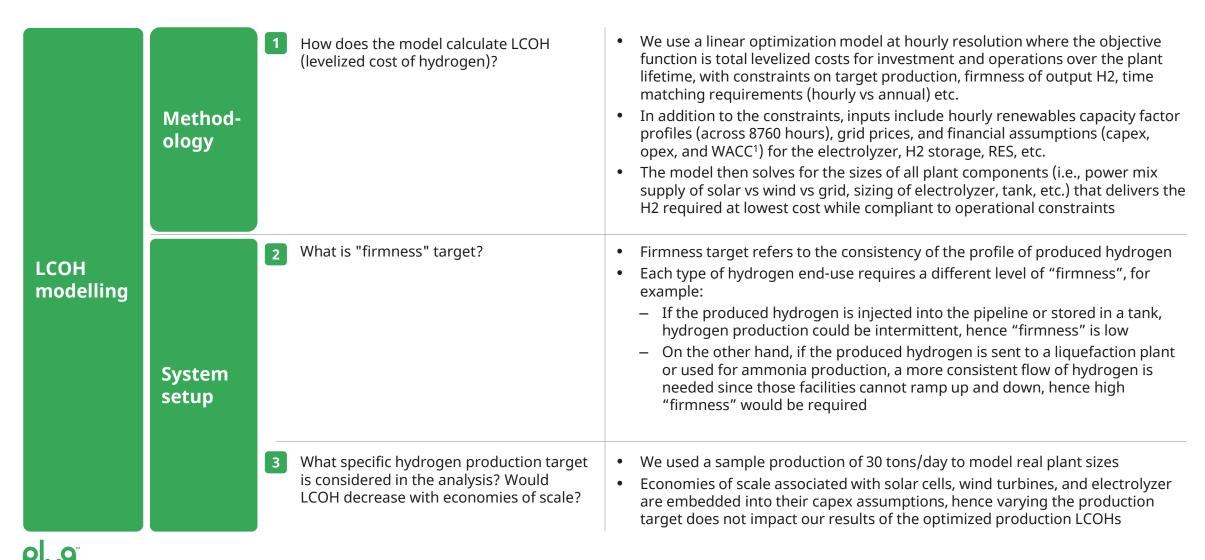


Implementing the three pillars would only serve to delay green hydrogen production scale up and encourage producers to not pursue the PTC at all.

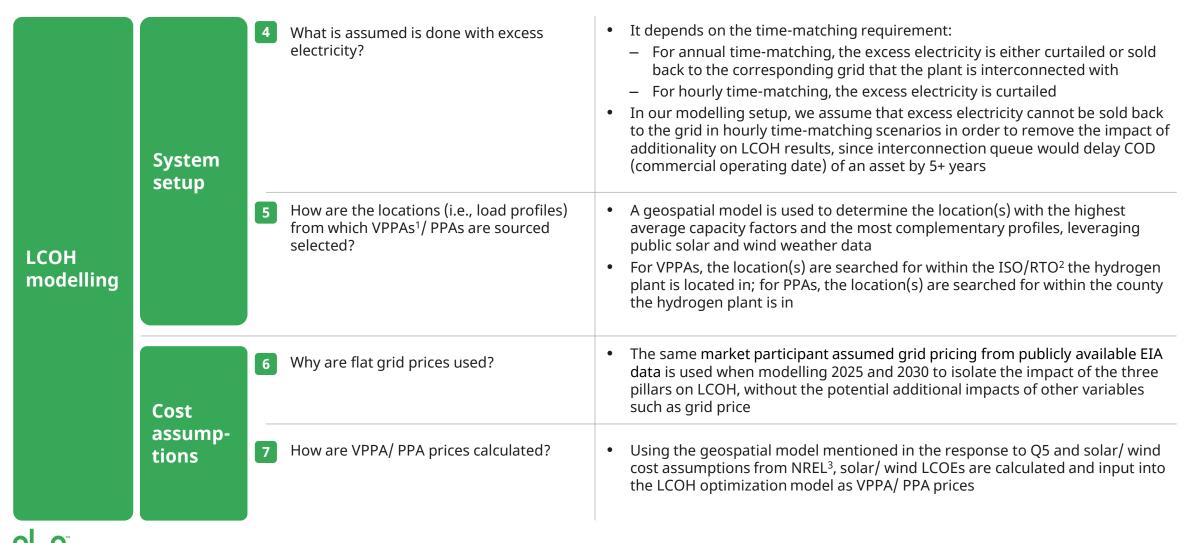
# **FAQs**



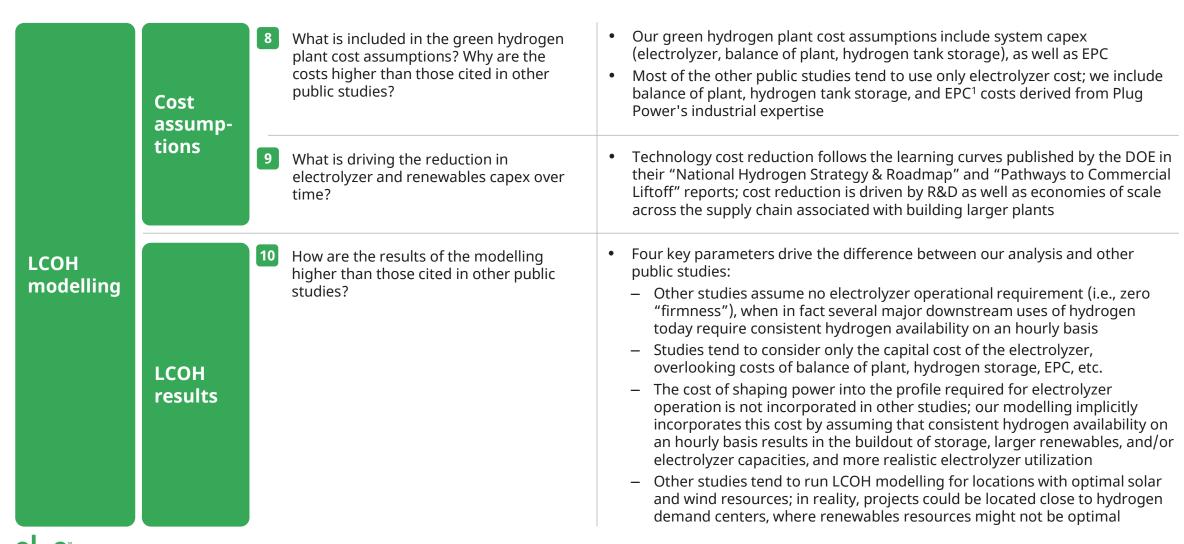
### **FAQs (1/11)**



### FAQs (2/11)

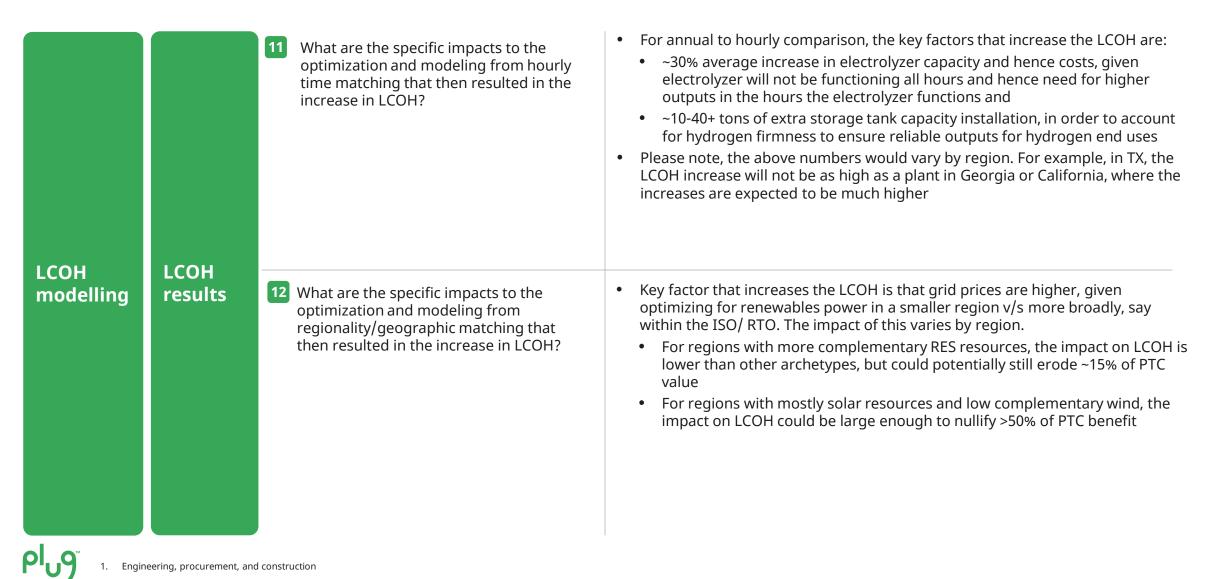


### FAQs (3/11)





### FAQs (4/11)



### FAQs (5/11)

Green hydrogen demand and supply

- Where do the clean and green hydrogen demand numbers come from?
- The clean hydrogen demand numbers are from the base case scenario in the DOE's "National Hydrogen Strategy & Roadmap"
- To isolate the green hydrogen demand specifically, the hydrogen demand split by color is used from the Hydrogen Council's "Global Hydrogen Flows" report
- Combining the overall clean hydrogen with the green hydrogen %, green hydrogen demand is then calculated for 2030, 2040, and 2050
- Where do the annual green hydrogen demand numbers come from, if the DOE only reports demand in 2030, 2040, and 2050?
- Green hydrogen demand is assumed to follow an S-curved shape
- Hence, yearly green hydrogen demand for each end use is interpolated using a logistic function "A+[(A+B)/(1+(C/x)^n)]", where A=demand starting point, B=demand ending point, x=individual year, n=curvature number; excel solver is used to optimize the curve parameters
- How is each sector's sensitivity to LCOH calculated?
- For each end use sector, green Hydrogen breakeven year before and after the rollout of Inflation Reduction Act (from the DOE's "Pathways to Commercial Liftoff" report) and the corresponding \$3/kg PTC are combined to calculate the sector's breakeven sensitivity to a \$/kg chance in LCOH
- For end uses that are not mentioned in the report, academic research and team analysis are combined to estimate the sector's breakeven sensitivity based on how much the total ownership cost is dependent on hydrogen production costs vs infrastructure costs



### FAQs (6/11)

Green
hydrogen
demand and
supply

- Why does the green hydrogen demand from oil refineries occur in earlier years but disappear over time?
- According to the clean hydrogen demand projections published publicly, the
  economy is expected to move away from diesel as clean alternatives emerge,
  and hence conventional refineries are expected to phase out by 2040, and the
  corresponding demand they drive to diminish as well
- Why would interconnection queues cause delays in green hydrogen supply?
  Couldn't behind-the-meter assets compensate for that?
- Even for green hydrogen production plants with dedicated behind-the-meter renewables, connection to the grid would be important to provide a backup power source to ensure system reliability
- Furthermore, behind-the-meter renewables assets could be appropriate for small-scale hydrogen production applications; the full scale-up of the green hydrogen economy might be challenged by pure behind-the-meter resources

**Investments** 

- Does the investment value include investments across the full hydrogen value chain (i.e., required energy, refueling infrastructure, etc.)?
- No, the investment value only includes the investment needed to build up new green hydrogen facilities, i.e., electrolyzer and hydrogen storage capex and FPC
- There would be additional investments lost associated with upstream steps of the value chain (e.g., renewables) and downstream steps (e.g., end use applications); those are not quantified in this study

Jobs

- What is the methodology behind job calculation?
- Direct jobs are calculated based on cost assumptions and job multipliers that
   Plug Power has modelled out
- Indirect jobs are then estimated using their corresponding job multipliers, adjusted for double-counting effects
- Finally, induced jobs are calculated by estimating direct and indirect employee spending



### **FAQs (7/11)**

	Where do the job multipliers come from?	<ul> <li>Common job multipliers are from the Economic Policy Institute (2019)</li> <li>Net multiplier calculation methodology comes from the University of Groningen's "On the Dynamics of Net versus Gross Multipliers" (2002)</li> <li>Total requirements matrix (to eliminate double counting) is from the U.S. Bureau of Labor Statistics</li> </ul>
	Does the calculated job impact correspond to direct, indirect, or induced jobs?	<ul> <li>The total job impact communicated includes direct and indirect jobs only</li> <li>Induced jobs are excluded to reflect the gross impact of reduced green hydrogen demand; induced jobs would be considered within net job impact</li> </ul>
Jobs	Are the jobs attributed to specific region or hydrogen project?	The jobs considered reflect the impact on the entirety of the US, since our impact modelling is based on total US demand for green hydrogen
	Are the calculated jobs associated with only the build-out of the production facilities, or are end-use applications considered as well?	<ul> <li>The jobs considered are across the entirety of the green hydrogen value chain:</li> <li>Upstream: renewable energy, hydrogen equipment manufacturing, hydrogen production</li> <li>Midstream: hydrogen distribution and storage</li> <li>Downstream: end-use applications (e.g., hydrogen engine OEMs, steel plant operators, power plant operators</li> </ul>



### FAQs (8/11)

How is emission abatement calculated? The net emission impact is calculated by assuming that the lost green hydrogen demand would then lead to conventional fuels to be used for a longer period of time; then the carbon intensity of this conventional fuel is multiplied by the additional conventional fuel consumption to calculated associated emissions • The carbon intensity scores come from a variety of public sources, such as the GREET model, the LCFS Fuel Pathways database, and the US Environmental **Protection Agency** This is applied to each end use sector separately, as each sector is characterized by a different conventional fuel and different carbon intensities The net emission impact corresponds to the full value chain, from hydrogen Are these emissions only from the **Emissions** production to its consumption (and hence the replacement of conventional production of hydrogen, or do they fuels at the point of end use) consider the full value chain? Other studies tend to consider the emissions from hydrogen production only, How does this emissions assessment vary while we also consider the net benefits of using hydrogen to decarbonize endfrom those conducted in other reports? use applications, as the legislation intended For these industries, the emissions abated through the use of green hydrogen How are emissions considered for other industries where hydrogen is not used as correspond to those emitted during the production of hydrogen, i.e., by using green hydrogen vs gray hydrogen for ammonia production, the abated a fuel, e.g., steelmaking or ammonia? emissions are those from the extraction and reforming of natural gas



### **FAQs (9/11)**

**Emissions** 

28 What is PM2.5?

- According to the US Environmental Protection Agency:
  - PM stands for particulate matter; and PM2.5 are fine inhalable particles, with diameters that are generally 2.5 micrometers and smaller
  - Most particles form in the atmosphere as a result of complex reactions of chemicals such as sulfur dioxide and nitrogen oxides, which are pollutants emitted from power plants, industries and automobiles
  - PM can be inhaled and cause serious health problems. Some particles less than 10 micrometers in diameter can get deep into your lungs and some may even get into your bloodstream. Of these, particles less than 2.5 micrometers in diameter, also known as fine particles or PM2.5, pose the greatest risk to health

How is the increase in PM2.5 air pollution concentration calculated?

- First, baseline PM2.5 emissions are calculated by combining the emission factor of a fuel across the value chain (e.g., for diesel: crude oil extraction, refining, transportation, then finally diesel combustion) with the corresponding fuel consumption associated with green hydrogen
- The lost volume of abated PM2.5 is then calculated by subtracting emissions associated with hydrogen use or hydrogen-based fuels (e.g., synthetic diesel) from the baseline pollution level
- To convert lost volume of abated PM2.5 (in tons) into increase in air pollution concentration (microgram/m3):
  - The US atmospheric volume is estimated by dividing total earth atmosphere with US surface % of the Earth
  - Finally, the lost volume of abated PM2.5 is multiplied by an average settling factor of 50-60%, then divided by the US atmospheric volume



### FAQs (10/11)

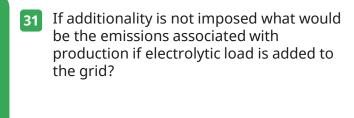


What is your response to studies which increases in grid emissions?

- claim that the PTC will result in significant
- The studies claiming that the PTC will drive significant increases in grid emissions are compounding several poor assumptions and limitations of their models.
- These studies assume the following:
  - The grid is uniformly dirty everywhere (using the highest emissions intensity available)
  - They are looking at a static point in time and fail to consider that the grid emissions intensity will improve as more renewables are deployed, fossil assets retired, and existing fossil assets cleaned up.
  - They assume that all other (non-IRA) state and federal climate policies are ineffective.
  - They assume that electrolyzer plants will not be able to get any access to RECs or other green electrons, requiring them to run on grid power 100% of the time.
- Under all of these assumptions, yes, the models showing grid emissions increasing due to increased electrolytic hydrogen load are not incorrect. However, this is a model of a highly unrealistic scenario.
- The grid has been getting cleaner for the last 15 years and will continue to do so.
- Significant renewable assets are in the interconnect gueue, in addition to those already available.
- State and Federal policies (i.e., IRA) are projected to rapidly accelerate renewable deployment, resulting in the grid emissions to further decrease.
- Green hydrogen producers will not be using 100% grid power; rather, it would only be considered at discrete moments in time to firm an operation.
- The emission numbers arrived at in some of those studies also fail to consider the potential abatement. The hydrogen would actually be used to decarbonize an application, resulting in an emissions benefit.
- These studies are not wrong, they are just being poorly applied and interpreted.



### FAQs (11/11)



- At present, 100% grid powered electrolysis (not what is being proposed by Plug) does have more emissions than SMR produced (grey) hydrogen by ~2x.
- However, as the grid gets cleaner this dynamic will change. Depending upon the application, grid produced hydrogen would be "cleaner" than SMR by ~2030. RMI has an excellent calculator projecting this based upon various scenarios.
- This aligns with when the large green hydrogen demand is projected to be required.

### **Emissions**





Green Hydrogen at Work™