

<sup>1</sup> The role of Projects of Common Interest in reaching  
<sup>2</sup> Europe's energy policy targets

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<sup>4</sup> **Abstract**

<sup>5</sup> The European Union (EU) aims to achieve climate-neutrality by 2050, with  
<sup>6</sup> interim 2030 targets including 55 % greenhouse gas emissions reduction com-  
<sup>7</sup> pared to 1990 levels, 10 Mt p.a. of a domestic green H<sub>2</sub> production, and 50 Mt  
<sup>8</sup> p.a. of domestic CO<sub>2</sub> injection capacity. To support these targets, Projects  
<sup>9</sup> of Common and Mutual Interest (PCI-PMI) — large infrastructure projects  
<sup>10</sup> for electricity, hydrogen and CO<sub>2</sub> transport, and storage — are identified by  
<sup>11</sup> the European Commission. This study focuses on PCI-PMI projects related  
<sup>12</sup> to hydrogen and carbon value chains, assessing their long-term system value  
<sup>13</sup> and the impact of policy delays or relaxations using a myopic, deterministic  
<sup>14</sup> two-stage regret analysis.

Our study finds that PCI-PMI projects contribute to reaching a net-zero energy system in a more cost-efficient way compared to a system without any pipeline build-out. Hydrogen pipelines facilitate the distribution of more affordable green hydrogen from northern and south-western regions rich in renewables to high-demand regions in central Europe while CO<sub>2</sub> pipelines link major industrial sites and process emissions to offshore sequestration sites. Finally, our results show that the build-out of pipelines serve as a hedge against overbuilding in solar and wind generation capacities while reducing excessive reliance on single technologies, such as Direct Air Capture (DAC) for CO<sub>2</sub> removal.

<sup>15</sup> *Keywords:* energy system modelling, policy targets, infrastructure,  
<sup>16</sup> resilience, hydrogen, carbon, Europe

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<sup>17</sup> **List of abbreviations**

- <sup>18</sup> **AC** Alternating Current
- <sup>19</sup> **API** Application Programming Interface
- <sup>20</sup> **CC** Carbon Capture
- <sup>21</sup> **CU** Carbon Utilisation
- <sup>22</sup> **CS** Carbon Storage
- <sup>23</sup> **CCUS** Carbon Capture, Utilisation, and Storage
- <sup>24</sup> **DAC** Direct Air Capture
- <sup>25</sup> **DC** Direct Current
- <sup>26</sup> **EU** European Union
- <sup>27</sup> **GHG** Greenhouse gas
- <sup>28</sup> **NEP** Netzentwicklungsplan (German grid development plan)
- <sup>29</sup> **NUTS** Nomenclature of Territorial Units for Statistics
- <sup>30</sup> **PCI** Projects of Common Interest
- <sup>31</sup> **PMI** Projects of Mutual Interest
- <sup>32</sup> **REST** Representational State Transfer
- <sup>33</sup> **tsam** Time Series Aggregation Module
- <sup>34</sup> **TYNDP** Ten-Year Network Development Plan
- <sup>35</sup> **WACC** Weighted Average Cost of Capital

<sup>36</sup> **1. Introduction**

<sup>37</sup> With the European Green Deal, the EU sets an ambitious path to become  
<sup>38</sup> climate-neutral by 2050, with interim Greenhouse Gas (GHG) emission re-  
<sup>39</sup> duction targets of 55 % by 2030 compared to 1990 levels [1]. Both the wider  
<sup>40</sup> and interim goal is legally enforced within the European Climate Law [2].  
<sup>41</sup> In practice, these policy targets mean transforming the EU into ‘a modern,  
<sup>42</sup> resource-efficient and competitive’ economy [3] with net-zero GHG emissions.  
<sup>43</sup> Current industrial processes and economic growth will need to be decoupled  
<sup>44</sup> from fossil fuel dependencies. To achieve this transition across all sectors,  
<sup>45</sup> the EU needs to scale up a portfolio of renewable energy sources, power-to-  
<sup>46</sup> X solutions, Carbon Capture, Utilisation and Storage (CCUS), and Carbon  
<sup>47</sup> Dioxide Removal (CDR) technologies, such as Direct Air Capture (DAC). In  
<sup>48</sup> parallel, complementing investments into the electricity grid, hydrogen ( $H_2$ )  
<sup>49</sup> and Carbon Dioxide ( $CO_2$ ) transport and storage infrastructure are essential  
<sup>50</sup> for efficient distribution across the European continent [4].

51     *Hydrogen.* Hydrogen is expected to occupy a key position in this transition  
52     as it is considered essential for decarbonising hard-to-abate sectors, such as,  
53     but not limited to steel, refining, agricultural fertilisers, maritime shipping,  
54     and aviation [5, 6]. To lay out the foundation for a future hydrogen economy,  
55     the EU has set ambitious targets for domestic hydrogen production and in-  
56     frastructure build-out. Under the EU Hydrogen Strategy [7], reinforced by  
57     REPowerEU [8] and the Net-Zero Industry Act (NZIA) [9], the EU aims to  
58     install at least 40 GW of domestic renewable hydrogen electrolysis capacity  
59     by 2030 (with an additional 40 GW in neighbouring countries). REPowerEU  
60     further foresees to produce 10 Mt p.a. of domestic green hydrogen by 2030,  
61     with an additional 10 Mt p.a. imported from neighbouring countries [8]. Ini-  
62     tiatives like the European Hydrogen Backbone (EHB) aim to support this  
63     transition by proposing a hydrogen transport network across Europe. The  
64     EHB envisions a H<sub>2</sub> pipeline network of almost 53 000 km by 2040 [10], includ-  
65     ing repurposing existing natural gas infrastructure and additional potential  
66     routes.

67     *CCUS.* Complementing its hydrogen ambitions, the EU has proposed simi-  
68     larly strategic plans for the carbon economy. In the Industrial Carbon Man-  
69     agement Strategy, the EU envisages a single market for CO<sub>2</sub> in Europe, to  
70     enable CO<sub>2</sub> to become a tradable commodity for storage, sequestration, or  
71     utilisation [11]. Beyond a net-zero emission target in the European Climate  
72     Law [2], CO<sub>2</sub> — in conjunction with H<sub>2</sub> — serves as a key feedstock for the  
73     production of synthetic fuels, such as methanol, methane, as well as high-  
74     value chemicals [6]. Outside of CO<sub>2</sub> utilisation, Carbon Capture and Storage  
75     (CCS) is considered indispensable for achieving net-zero emissions in sectors  
76     with unavoidable process-based CO<sub>2</sub> emissions, such as cement, chemicals,  
77     and waste-to-energy. Here, the NZIA mandates that all EU member states  
78     collectively ensure that at least 50 Mt p.a. of CO<sub>2</sub> can be injected and stored  
79     by 2030. The European Commission further estimates that up to 550 Mt  
80     p.a. of CO<sub>2</sub> will need to be captured and stored by 2050 [9].

81     *Transport infrastructure and PCI-PMI projects.* To meet the need for green  
82     electricity, green H<sub>2</sub> and CO<sub>2</sub>, significant investments into its transport and  
83     storage/sequestration investment are needed. A recent report by the Euro-  
84     pean Commission [12] confirms that investment needs into the EU's energy  
85     infrastructure will grow continuously, with the largest share (around 1200 bn.  
86     €) of the investment volume going into electricity distribution and transmis-  
87     sion by 2040. Beyond the electricity sector, the report also emphasises on

88 significant investments into H<sub>2</sub> and CO<sub>2</sub> infrastructure, expecting around 170  
89 bn. € and up to 20 bn. € p.a. by 2040, respectively, emphasising that these  
90 investments are facing higher uncertainty given both sectors being in their  
91 early infancy.

92 Within the transition towards net-zero, the EU has established a frame-  
93 work to support the development of key cross-border (and national) infras-  
94 tructure projects, which are considered essential for achieving the EU's en-  
95 ergy policy targets. These Projects of Common Interest (PCI) are projects  
96 that link the energy systems of two or more EU member states [13]. In a  
97 biennial selection process, PCIs are identified through regional stakeholder  
98 groups and evaluated based on their contribution to the EU's energy secu-  
99 rity, e.g. by improving market integration, diversification of energy supply,  
100 and integration of renewables. So-called Projects of Mutual Interest (PMI)  
101 transfer the same concept to projects that link the EU's energy system with  
102 third countries, such as Norway or the United Kingdom, the Western Balkans  
103 or North Africa, as long as they align with EU climate and energy objectives  
104 [14]. Approved PCI-PMI projects benefit from accelerated permitting and  
105 access to EU funding under the Connecting Europe Facility (CEF). Given  
106 the strong political and project promoter support, comprehensive reporting  
107 and monitoring processes, as well as their role as technological lighthouses,  
108 projects on the PCI-PMI list are more likely to be implemented than others  
109 [12]. Nonetheless, large infrastructure projects—including those on the PCI-  
110 PMI list—often face delays due to permitting hurdles, financing constraints,  
111 procurement bottlenecks, and other implementation challenges [15].

112 As a direct result of the revised TEN-E Regulation (Regulation (EU  
113 2022/869)) [16], the 2023 PCI-PMI list [14, 17] for the first time includes  
114 H<sub>2</sub> and CO<sub>2</sub> transport and storage projects, alongside electricity and gas  
115 projects. A continent-wide hydrogen backbone — connecting regions rich  
116 in renewable energy potential to industrial and storage hubs — is viewed  
117 essential for transporting H<sub>2</sub> where it is needed. Likewise, CO<sub>2</sub> pipelines  
118 and sequestration sites are needed to capture and sequester emissions from  
119 cement, steel, refining industries and power plants. With around 14 projects  
120 in the priority thematic area ‘cross-border carbon dioxide network’ and 32  
121 projects listed in ‘hydrogen interconnections’ (including pipelines and elec-  
122 trolysers), this PCI-PMI list lays the foundation for a future pan-European  
123 H<sub>2</sub> and CO<sub>2</sub> value chain [18].

124 *Contribution of this paper.* Given this evolving infrastructure landscape, the  
125 question arises, what the long-term value of these PCI-PMI projects under  
126 varying implementation risks and policy uncertainties? This paper con-  
127 tributes to the policy debate around H<sub>2</sub> and CO<sub>2</sub> by quantitatively assessing  
128 the long-term value of strategic cross-border infrastructure, such as Projects  
129 of Common Interest and Projects of Mutual Interest. Given the rising com-  
130 plexity and the interdependency between the carriers, systemic approaches  
131 are needed that consider the interactions between different energy carriers.  
132 Hence, we build on the open-source energy system model PyPSA-Eur to  
133 assess their value in fully sector-coupled decarbonisation pathways — link-  
134 ing electricity, heating, industry, and agriculture, transport, shipping, and  
135 aviation — under varying short term impacts such as infrastructure delays  
136 and changes in policy ambitions. To our knowledge, this is the first study  
137 to jointly evaluate electricity, hydrogen, and CO<sub>2</sub> transport and storage in-  
138 frastructure within a large-scale, high-temporal, and high-spatial-resolution  
139 sector-coupled energy system model.

140 **2. Literature review**

141 We structure the literature review into three main sections: (i) the value  
142 of CO<sub>2</sub> and H<sub>2</sub> in low-carbon energy systems and (iii) addressing uncertainty  
143 in energy system models. Based on this review, identify research gaps and  
144 position our work as a novel contribution to the current state of the art (iii).

145 *2.1. The value of CO<sub>2</sub> and H<sub>2</sub> in low-carbon energy systems*

146 A growing body of literature has been investigating the long-term role  
147 of H<sub>2</sub> and CO<sub>2</sub> in low-carbon or net-zero energy systems. Both carriers see  
148 their primary value outside the electricity sector, i.e., in the decarbonisation  
149 of hard-to-abate sectors such as industry, transport, shipping, and aviation  
150 [19]. While there are direct use cases for H<sub>2</sub> in the industry sector such as  
151 steel production, it is primarily expected to serve as a precursor for synthetic  
152 fuels, including methanol, Fischer-Tropsch fuels (e.g. synthetic kerosene and  
153 naphta) and methane. The demand for these fuels is driven by the aviation,  
154 shipping, industry, and agriculture sectors [6]. To produce these carbona-  
155 ceous fuels, CO<sub>2</sub> is required as a feedstock (Carbon Utilisation — CU). This  
156 CO<sub>2</sub> can be captured from the atmosphere via Direct Air Capture (DAC) or  
157 from industrial and process emissions (e.g. cement, steel, ammonia produc-  
158 tion) in combination with Carbon Capture (CC) units.

159      Béres et al. [5] evaluate the interaction between electricity, H<sub>2</sub>, and synthetic  
160 fuel demand by linking the JRC-EU-TIMES long-term energy system model with PLEXOS. In their findings, H<sub>2</sub> production varies between 42  
161 (1400 TWh) and 66 Mt (2200 TWh) p.a. in 2050.

163      Van Greevenbroek et al. [20] investigate the cost-optimal development  
164 of green H<sub>2</sub> by assessing the near-optimal space of an extensive scenario  
165 set. They find a moderate level of green H<sub>2</sub> production is cost-optimal, with  
166 production levels depending primarily on the availability of green fuel imports  
167 and carbon, capture, and storage. Eliminating green H<sub>2</sub> entirely would come  
168 at a total system cost increase of 2 %.

169      By including H<sub>2</sub> and CO<sub>2</sub> transport infrastructure, additional benefits  
170 and net cost-savings can be unlocked in a sector-coupled system.

171      Neumann et al. [6] examine the interaction between electricity grid ex-  
172 pansion and a European-wide deployment of hydrogen pipelines in a net-zero  
173 system (new and retrofitting of existing gas pipelines). While H<sub>2</sub> pipelines are  
174 not essential, their build-out can significantly reduce system costs by up to 26  
175 bn. € p.a. (3.4 % of annual CAPEX and OPEX) by connecting regions with  
176 excessive renewable potential to storage sites and load centres. Extending  
177 their previous work, Neumann et al. [21] investigate the trade-off between  
178 relying on different energy import strategies and domestic infrastructure  
179 build-out. By coupling the global energy supply chain model TRACE [22]  
180 and the sector-coupled PyPSA-Eur model, they assess different energy vector  
181 import combinations (e.g. electricity, H<sub>2</sub> or H<sub>2</sub> derivatives) and their impact  
182 on Europe's infrastructural needs. Depending on the import costs, they ob-  
183 serve up to 14 % in system cost savings. Further, with an increasing share of  
184 H<sub>2</sub> imports, the need for domestic H<sub>2</sub> pipelines would decrease.

185      In a study by Kontouris et al. [23], the authors explore pathways for a po-  
186 tential integrated hydrogen infrastructure in Europe while considering sector-  
187 coupling and energy imports. Using the European energy system model Bal-  
188 morel [24], the authors implement three scenarios varying between domes-  
189 tic and imported H<sub>2</sub> levels as well as H<sub>2</sub> production technologies. In their  
190 findings they identify main H<sub>2</sub> transport corridors from Spain and France,  
191 Ireland and the United Kingdom, Italy, and Southeastern Europe. When  
192 synergies through sector-coupling are exploited, domestic H<sub>2</sub> production can  
193 be competitive, seeing an increase in up to 3 % in system costs.

194      Fleiter et al. [25] use a mixed simulation and optimisation method to  
195 model H<sub>2</sub> uptake and transport by coupling three models, (i) FORECAST  
196 for buildings and industry, (ii) ALADIN for transport together with (iii) the

197 European energy system model Enertile. Total demand for H<sub>2</sub> ranges from  
198 690 TWh to 2800 TWh in 2050, 600 TWh to 1400 TWh for synthetic fuels.  
199 In their study, the chemical and steel industry in Northwest Europe (incl.  
200 western regions of Germany, Netherlands and northern regions of Belgium),  
201 display a demand of more than 100 TWh each. With regard to crossborder  
202 transport, they mainly observe hydrogen flows from Norway, UK and Ireland to  
203 continental Europe (around 53 TWh to 72 TWh). Depending on the scenario,  
204 the Iberian Peninsula exports around 72 TWh to 235 TWh via and to France.

205 On the carbon networks side, Bakken and Velken [26] formulate linear  
206 models for the optimisation of CO<sub>2</sub> infrastructure, including pipelines, ship-  
207 ping, CO<sub>2</sub> capture, and storage and demonstrate the applicability in a re-  
208 gional case study for Norway. Hofmann et al. [4] address previous research  
209 gap in assessing the interaction between H<sub>2</sub> and CO<sub>2</sub> infrastructure, by com-  
210 bining the production, transport, storage, and utilisation of both H<sub>2</sub>, CO<sub>2</sub>  
211 and their products. They specifically raise the question whether H<sub>2</sub> should  
212 be transported to CO<sub>2</sub> point sources or vice versa. They find that most cost  
213 savings can be achieved in a hybrid setup where both networks are present, as  
214 the CO<sub>2</sub> network complements the H<sub>2</sub> network by promoting carbon capture  
215 from point sources and reducing reliance on Direct Air Capture (DAC).

## 216 *2.2. Addressing uncertainty in energy system models*

217 While the previous section have examined the value of CO<sub>2</sub> and H<sub>2</sub> in low-  
218 carbon energy systems, they do not take into account potential uncertainties  
219 regarding future policy targets or infrastructure build-outs. Energy system  
220 models can address such uncertainties through a range of approaches, in-  
221 cluding scenario analysis, sensitivity analysis, stochastic programming, and  
222 regret-based methods. Within the scope of this research, we focus on the  
223 (deterministic) scenario analysis and regret-based methods, as they are par-  
224 ticularly suitable for complex, large-scale, sector-coupled system models.

225 *Regret analysis.* A regret analysis is a common and widely established ap-  
226 proach in economics that systematically evaluates the regret, i.e., additional  
227 system costs, incurred by not having made the optimal decision in hindsight.  
228 Usually, a regret-analysis is designed in two steps, first, a set of scenarios is  
229 defined, which represent different future developments, such as policy targets,  
230 infrastructure build-out, or technology costs. In a second step, the perfor-  
231 mance of first-stage investment is evaluated under the realisation of second-  
232 stage or short-term realisations of the future [27]. It is particularly useful in

233 energy system modelling, where future uncertainties can significantly impact  
234 the performance of investments in infrastructure and technologies.

235 Möbius and Riepin [28] investigate the regret of investment decisions into  
236 electricity generation capacities, by developing a two-stage, stochastic cost-  
237 minimisation model of the European electricity and gas markets. In the first  
238 stage, the model determines optimal investment decisions, accounting for  
239 three TYNDP scenarios, while the second step solves the optimal dispatch for  
240 all assets in the electricity and gas sector. They find that ignoring uncertainty  
241 may result in investment decisions that lead to higher costs and regrets.

242 Van der Weijde and Hobbes [29] demonstrate the importance of consider-  
243 ing uncertainty in energy system models, by applying a two-stage opti-  
244 misation model to evaluate grid reinforcements in Great Britain. Including  
245 the status quo scenario, they consider six scenarios, which represent different  
246 future developments of electricity demand, generation, fuel, and CO<sub>2</sub> prices.  
247 As part of their study, they calculate the regret for given first-stage trans-  
248 mission decisions under the realisation of second-stage scenarios. Note that  
249 the regret matrix is symmetric, i.e., the regret of each first-stage decision is  
250 evaluated under all second-stage scenarios.

### 251 **3. Research gaps and our contribution**

252 Based on the literature review, we have identified that there is still a lack  
253 of comprehensive studies that assess the complex interaction of CO<sub>2</sub> and H<sub>2</sub>  
254 infrastructure in a large-scale, sector-coupled energy system model. Further,  
255 not many studies have considered real planned projects, such as PCI-PMI  
256 projects, potentially neglecting investment options that may not be perfectly  
257 cost-optimal, but are politically supported and have a high likelihood of being  
258 implemented [20, 30]. To the best of our knowledge, the performance of PCI-  
259 PMI projects has not yet been evaluated in a sector-coupled energy system  
260 model. Given the variety of project promoters involved, the complexity and  
261 the high cost of these projects, we believe it is crucial to transparently assess  
262 the impact of these projects on the European energy system and key EU  
263 policy targets.

264 Our study aims to fill this gap by evaluating different build-out levels  
265 of CO<sub>2</sub> and H<sub>2</sub> infrastructure, including PCI-PMI projects and their per-  
266 formance under a defined set of short-term scenarios. By using a myopic  
267 and hence, iterative modelling approach, we consider long-term pathway ef-  
268 fects. This also reduces the risk of overly optimistic results that are often

269 observed in studies that look directly at the target year 2050. We implement  
270 a deterministic, two-stage regret matrix approach to assess the performance  
271 of different scenarios under three short-term occurrences for each planning  
272 horizon, individually. This allows us to consider future uncertainties, includ-  
273 ing changes in policy ambitions and infrastructure delays. By limiting the  
274 analysis to a discrete set of scenarios, the regret analysis is manageable and  
275 computationally feasible. We deliberately keep a deterministic approach, as  
276 this would increase the complexity of the model and the computational time  
277 significantly.

278 With this study, we also bring more certainty into the chicken-and-egg  
279 problem of investing into CO<sub>2</sub> and H<sub>2</sub> infrastructure first vs. waiting for their  
280 demand to materialise. Our paper aims in particular to address the following  
281 research questions:

- 282 1. Do PCI-PMI projects contribute to achieving the EU's energy policy  
283 targets and a net-zero transition in the long run?
- 284 2. What are the costs associated with adhering to the EU policy targets,  
285 even if PCI-PMI projects are delayed?

#### 286 4. Methodology

287 In this section we first describe the basic energy system model PyPSA-  
288 Eur, before detailing the implementation of the PCI-PMI projects, the sce-  
289 narios, and the regret matrix.

290 We build on the open-source, sector-coupled energy system model PyPSA-  
291 Eur [6, 31–33] to optimise investment and dispatch decisions in the European  
292 energy system. The model's endogenous decisions include the expansion and  
293 dispatch of renewable energy sources, dispatchable power plants, electricity  
294 storage, power-to-X conversion capacities, and transmission infrastructure  
295 for power, hydrogen, and CO<sub>2</sub>. It also encompasses heating technologies  
296 and various hydrogen production methods (gray, blue, green). PyPSA-Eur  
297 integrates multiple energy carriers (e.g., electricity, heat, hydrogen, CO<sub>2</sub>,  
298 methane, methanol, liquid hydrocarbons, and biomass) with correspond-  
299 ing conversion technologies across multiple sectors (i.e., electricity, trans-  
300 port, heating, biomass, industry, shipping, aviation, agriculture and fossil  
301 fuel feedstock). The model features high spatial and temporal resolution  
302 across Europe, incorporating existing power plant stocks [34], renewable po-  
303 tentials, and availability time series [35]. It includes the current high-voltage

304 transmission grid (AC 220 kV to 750 kV and DC 150 kV and above) [36].  
305 Furthermore, electricity transmission projects from the TYNDP (SOURCE)  
306 and German Netzentwicklungsplan (SOURCE) are also enabled.

307 *4.1. Model setup*

308 *Temporal resolution.* To assess the long-term impact of PCI-PMI projects  
309 on European policy targets across all sectors, we optimise the sector-coupled  
310 network for three key planning horizons 2030, 2040, and 2050, myopically.  
311 The myopic approach ensures that investment decisions across all planning  
312 horizons are coherent and build on top of the previous planning horizon. We  
313 use the built-in Time Series Aggregation Module (tsam) to solve the model  
314 for 2190 time steps, yielding an average resolution of four hours. tsam is  
315 a Python package developed by Kotzur et al. [37] to aggregate time series  
316 data into representative time slices to reduce computational complexity while  
317 maintaining their specific intertemporal characteristics, such as renewable  
318 infeed variability, demand fluctuations, and seasonal storage needs.

319 *Geographical scope.* We model 34 European countries, including 25 of the  
320 EU27 member states (excluding Cyprus and Malta), as well as Norway,  
321 Switzerland, the United Kingdom, Albania, Bosnia and Herzegovina, Mon-  
322 tenegro, North Macedonia, Serbia, and Kosovo. Regional clustering is based  
323 on administrative NUTS boundaries, with higher spatial resolution applied  
324 to regions hosting planned PCI-PMI infrastructure, producing 99 onshore re-  
325 gions (see Table B.4). Depending on the scenario, additional offshore buses  
326 are introduced to appropriately represent offshore sequestration sites and  
327 PCI-PMI projects. To isolate the effect of PCI-PMI projects, Europe is self-  
328 sufficient in our study, i.e., we do not allow any imports or exports of the  
329 assessed carriers like electricity, H<sub>2</sub>, or CO<sub>2</sub>.

330 *Technology assumptions.* As part of the PyPSA-Eur model, we source all  
331 technology-specific assumptions including lifetime, efficiency, investment and  
332 operational costs from the public *Energy System Technology Data* repository,  
333 v.0.10.1 [38]. We use values projected for 2030 and apply a discount rate of  
334 7 %, reflecting the weighted average cost of capital (WACC). We assume CO<sub>2</sub>  
335 sequestration costs of 15 €/tCO<sub>2</sub> which can be considered in the mid-range  
336 of the cost spectrum (cf. TODO SOURCE 1 and 10 €/tCO<sub>2</sub> [4]).

add  
source

337 *Demand and CO<sub>2</sub> emissions.* Energy and fuel carrier demand in the modelled  
338 sectors, as well as non-abatable CO<sub>2</sub> process emissions are taken from various  
339 sources [39–43] and are shown in Figure A.9. Regionally and temporally  
340 resolved demand includes electricity, heat, gas, biomass and transport.

341 Gas (methane/CH<sub>4</sub>) demand includes direct use in gas-based industrial  
342 processes, as well as fuel in the electricity and heating sector. Note that we  
343 do not explicitly enable the gas transmission grid as opposed to the CO<sub>2</sub>  
344 and H<sub>2</sub> infrastructure. We do this for different reasons: (i) the modelled  
345 PCI-PMI projects overlap in some parts with the gas grid, i.e., include CH<sub>4</sub>  
346 pipelines that will be retrofitted to H<sub>2</sub> pipelines, however, input data is not  
347 always clear; (ii) we do not assume the gas transport to be bottlenecked by  
348 the existing gas grid, as such, gas transport is assumed to be copper plated;  
349 and (iii) the computational complexity is already high due to the geospatial  
350 and temporal resolution, as well as the number of components. Instead, given  
351 the focus on the CO<sub>2</sub> and H<sub>2</sub> sector, we decide to make trade-offs here.

352 Internal combustion engine vehicles in land transport are expected to  
353 fully phase out in favour of electric vehicles by 2050 [44]. Demand for hy-  
354 drocarbons, including methanol and kerosene are primarily driven by the  
355 shipping, aviation and industry sector and are not spatially resolved. To  
356 reach net-zero CO<sub>2</sub> emissions by 2050, the yearly emission budget follows  
357 the EU's 2030 (−55 %) and 2040 (−90 %) targets [1, 45], translating into a  
358 carbon budget of 2072 Mt p.a. in 2030 and 460 Mt p.a. in 2040, respectively  
359 (see Table 2).

360 *PCI-PMI projects implementation.* We implement all PCI-PMI projects of  
361 the electricity, CO<sub>2</sub> and H<sub>2</sub> sectors (excl. offshore energy islands and hybrid  
362 interconnectors, as they are not the focus of our research) by accessing the  
363 REST API of the PCI-PMI Transparency Platform and associated public  
364 project sheets provided by the European Commission [17]. We add all CO<sub>2</sub>  
365 sequestration sites and connected pipelines, H<sub>2</sub> pipelines and storage sites,  
366 as well as proposed pumped-hydro storage units and transmission lines (AC  
367 and DC) to the PyPSA-Eur model. We consider the exact geographic in-  
368 formation, build year, as well as available static technical parameters when  
369 adding individual assets to the respective modelling year. An overview of the  
370 implemented PCI-PMI projects is provided in Figure 1.

371 Our implementation can adapt to the needs and configuration of the  
372 model, including selected technologies, geographical and temporal resolu-  
373 tion, as well as the level of sector-coupling. Here, all projects are mapped to

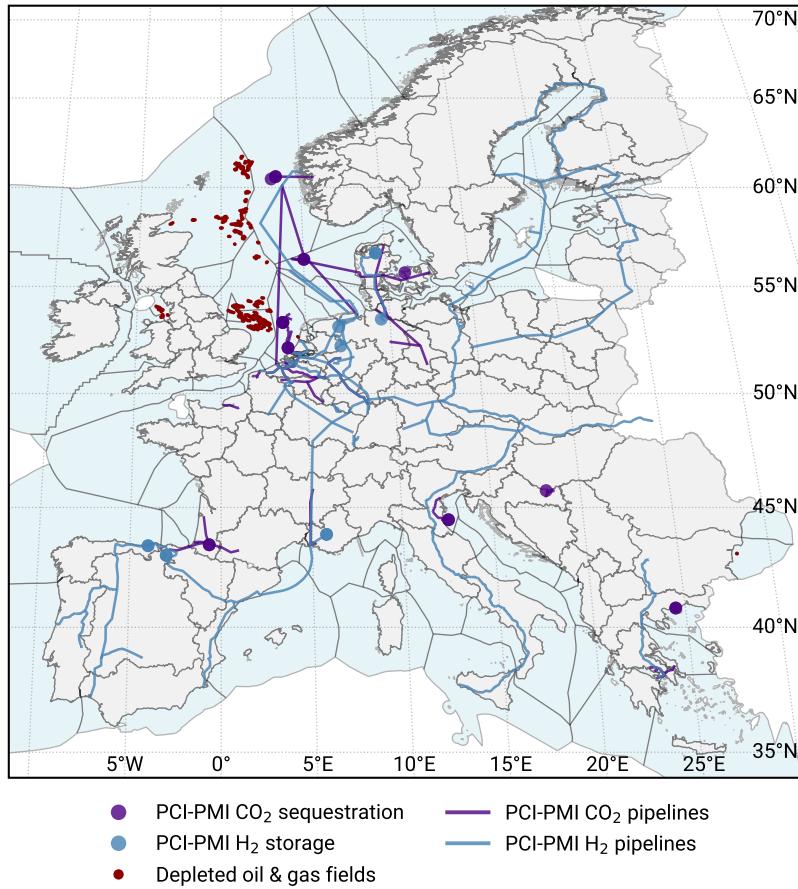


Figure 1: Map of the regional scope including clustered onshore (grey) and offshore regions (blue), as well as PCI-PMI CO<sub>2</sub> and H<sub>2</sub> pipelines, storage and sequestration sites. Depleted offshore oil and gas fields (red) provide additional CO<sub>2</sub> sequestration potential [4].

374 the 99 NUTS regions, in this process, pipelines are aggregated and connect all overpassing regions. Similar to how all electricity lines and carrier  
375 links are modelled in PyPSA-Eur, lengths are calculated using the haver-  
376 sine formula multiplied by a factor of 1.25 to account for the non-straight  
377 shape of pipelines. We apply standardised cost assumptions [38] across all  
378 existing brownfield assets, model-endogenously selected projects, and exoge-  
379 nously specified PCI-PMI projects, equally. Our approach is motivated by  
380 two key considerations: (i) cost data submitted by project promoters are of-  
381 ten incomplete and may differ in terms of included components, underlying  
382 assumptions, and risk margins; and (ii) applying uniform cost assumptions  
383 ensures comparability and a level playing field across all potential invest-  
384 ments, including both PCI-PMI and model-endogenous options.

386 *CO<sub>2</sub> sequestration and H<sub>2</sub> storage sites.* Beyond CO<sub>2</sub> sequestration site projects  
387 included in the latest PCI-PMI list (around 114 Mt p.a.), we consider addi-  
388 tional technical potential from the European CO<sub>2</sub> storage database [4, 46].  
389 The dataset includes storage potential from depleted oil and gas fields as well  
390 as saline aquifers. While social and commercial acceptance of CO<sub>2</sub> storage  
391 has been increasing in recent years, concerns still exist regarding its long-  
392 term purpose and safety [47]. We only consider conservative estimates from  
393 depleted oil and gas fields, which are primarily located offshore in the British,  
394 Norwegian, and Dutch North Sea (see Figure 1), yielding a total sequestra-  
395 tion potential of 7164 Mt. Our focus is motivated by the following reasons:  
396 (i) infrastructure such as wells, platforms, and pipelines already exist for de-  
397 pleted oil and gas fields and can be repurposed, significantly lowering costs  
398 and project risk; (ii) depleted fields are generally better understood geologi-  
399 cally and have demonstrated sealing capacities, further reducing uncertainty;  
400 and (iii) repurposing former production sites is often more publicly and po-  
401 litically acceptable than developing entirely new storage locations, entirely.  
402 In contrast, while saline aquifers represent a substantial share of the total  
403 technical potential, they carry higher development costs and risks and are  
404 less likely to be advanced without strong policy and financial support [46].  
405 Note that the PCI-PMI project list includes some aquifer-based sequestra-  
406 tion projects, however, their inclusion as PCI-PMI project indicates a higher  
407 likelihood of development.

408 Spread over a lifetime of 25 years, the selected depleted oil and gas fields  
409 translate into an annual sequestration potential of up to 286 Mt p.a. We  
410 then cluster all offshore potential within a buffer radius of 50 km per offshore

411 bus region in each modelled NUTS region and connect them through off-  
412 shore CO<sub>2</sub> pipelines to the closest onshore bus (TODO: add reference to cost  
413 assumptions in appendix).

414 The model also includes H<sub>2</sub> storage sites from the PCI-PMI list and allows  
415 for endogenous build-out of additional storage capacities by repurposing salt  
416 caverns [6].

417 *4.2. Scenario setup and regret matrix*

418 To assess the long-term impact of PCI-PMI projects on the European  
419 energy system and EU energy policies, we implement a regret-matrix based  
420 approach. This allows us to evaluate the performance of a set of long-term  
421 scenarios under three different short-term occurrences for each planning hori-  
422 zon, individually (Table 3).

423 *4.2.1. Long-term scenarios*

424 *Scenario definition.* We define the long-term scenarios based on the degree  
425 of CO<sub>2</sub> and H<sub>2</sub> infrastructure build-out, including the roll-out of PCI-PMI  
426 projects as well additional pipeline investments. In total, we implement  
427 five long-term scenarios, (i) a pessimistic scenario (Decentral Islands — DI)  
428 without any H<sub>2</sub> pipeline and onshore CO<sub>2</sub> pipeline infrastructure, (ii) a sce-  
429 nario that considers the on-time commissioning of all PCI-PMI CO<sub>2</sub> and H<sub>2</sub>  
430 projects (PCI-PMI — PCI) only, (iii) more ambitious scenarios that further  
431 allow investments into national and (iv) international pipelines (PCI-PMI  
432 nat. — PCI-n and PCI-PMI internat. — PCI-in), and (v) a scenario that  
433 does not assume any fixed PCI-PMI infrastructure but allows for a cen-  
434 tralised, purely needs-based build-out of CO<sub>2</sub> and H<sub>2</sub> pipelines (Centralised  
435 Planning — CP). An overview of the long-term scenarios and their associated  
436 model-endogenous decision variables is provided in Table 1.

437 *Targets.* In all long-term scenarios, emission, technology, sequestration and  
438 production targets have to be met for each planning horizon (see Table 2).  
439 For the year 2030, these targets are directly derived from the EU’s policy  
440 targets, including a 55 % reduction in greenhouse gas emissions compared to  
441 1990 levels [1], 10 Mt p.a. of domestic green H<sub>2</sub> production [8] and 40 GW  
442 of electrolyser capacity [7], and 50 Mt p.a. of CO<sub>2</sub> sequestration capacity [9].  
443 For 2050, the CO<sub>2</sub> are based on the modelling the impact assessment for the  
444 EU’s 2040 climate targets, in 250 Mt p.a. need to be sequestered [48]. H<sub>2</sub>  
445 production targets for 2050 are based on the European Commission’s METIS

Table 1: Overview of long-term scenarios and their key assumptions.

Long-term scenarios	DI	PCI	PCI-n	PCI-in	CP
<b>CO<sub>2</sub> sequestration</b>					
Depleted oil & gas fields*	■	■	■	■	■
PCI-PMI seq. sites**	–	■	■	■	■
<b>H<sub>2</sub> storage</b>					
Endogenous build-out	■	■	■	■	■
PCI-PMI storage sites	–	■	■	■	■
<b>CO<sub>2</sub> pipelines</b>					
to depleted oil & gas fields	■	■	■	■	■
to PCI-PMI seq. sites	–	■	■	■	■
<b>CO<sub>2</sub> and H<sub>2</sub> pipelines</b>					
PCI-PMI	–	■	■	■	■
National build-out	–	■	■	■	■
International build-out	–	–	–	■	■
PCI-PMI extendable	–	–	–	–	■

■ enabled – disabled \* approx. 286 Mt p.a. \*\* approx. 114 Mt p.a.

446 3 study S5 [49], modelling possible pathways for industry decarbonisation  
447 until 2040. For 2040, we interpolate linearly between the 2030 and 2050  
448 targets. The electrolyser capacities for 2040 and 2050 are scaled by the  
449 ratio of H<sub>2</sub> production to electrolyser capacity in 2030. An overview of the  
450 targets and their values is provided in Table 2. Note that we implement  
451 the green H<sub>2</sub> production target as a minimum H<sub>2</sub> production constraint from  
452 electrolysis , hence we will refer to this H<sub>2</sub> as electrolytic H<sub>2</sub> within the scope  
453 of this paper.

Table 2: Pathway for implemented targets.

Planning horizon	2030	2040	2050
<b>Targets</b>			
GHG emission reduction	–55 %	–90 %	–100 %
CO <sub>2</sub> sequestration	50 Mt p.a.	150 Mt p.a.	250 Mt p.a.
Electrolytic H <sub>2</sub> production	10 Mt p.a.	27.5 Mt p.a.	45 Mt p.a.
H <sub>2</sub> electrolyser capacity	40 GW	110 GW	180 GW

Model targets based on [1, 8, 9, 48, 49]

#### 454 4.2.2. Short-term scenarios

455 In a second step, we assess the impact of three short-term scenarios on  
456 the long-term scenarios, i.e., the CO<sub>2</sub> and H<sub>2</sub> pipeline capacities built in

457 the long-term scenarios are either frozen or removed. Further, the model  
458 can still react by investing into additional generation, storage, or conversion,  
459 or carbon-removal technologies in the short-term, assuming the technical  
460 potential was not exceeded in the long-term optimisation. In *Reduced targets*,  
461 we remove all of the long-term targets (Table 2) except for the GHG emission  
462 reduction targets to assess the value of the CO<sub>2</sub> and H<sub>2</sub> infrastructure in a  
463 less ambitious policy environment [11]. In *Delayed pipelines*, we assume that  
464 all PCI-PMI and endogenous pipelines are delayed by one period, i.e., the  
465 commissioning of the project is shifted to the next planning horizon. Lastly,  
466 we remove all pipeline capacities in *No pipelines*, including the PCI-PMI  
467 projects, allowing us to evaluate the impact of a complete lack of planned  
468 infrastructure.

469 Table 3 gives an overview of this regret-analysis and their individual as-  
470 sumptions, where the long-term scenario serves as the *planned* or *anticipated*  
471 and the short-term scenario serves as the hypothetically *realised* outcome.  
472 A regret matrix provides a decision-making framework that evaluates the  
473 potential loss (*regret*) associated with choosing one strategy over the other  
474 by comparing the outcomes, i.e., the total system costs. Here, the regret is  
475 quantified as the difference between system costs of the short-term scenario  
476 and the long-term (anticipated) scenario for each scenario. In total, we run  
477 60 optimisations on a cluster, taking up to 160 GB of RAM and 8 to 16  
478 hours each to solve:  $(n_{LT} \times n_{planning\ horizons}) \times (1 + n_{ST}) = 60$ . The linear  
479 optimisation problems are solved using Gurobi.

## 480 5. Results and discussion

481 We structure the results and discussion into three main sections. First, we  
482 present the results of the long-term scenarios. Then, we look at the impact  
483 of the short-term scenarios on the long-term scenarios, by comparing the  
484 economic regret and impacts on CO<sub>2</sub> and H<sub>2</sub> balances. Finally, we assess the  
485 benefits of the PCI-PMI projects with regard to reduced system costs and  
486 discuss the implications of our findings for the European energy system and  
487 its policy targets.

### 488 5.1. Long-term scenarios

489 In all long-term runs, we observe the highest total annual system costs in  
490 the planning horizon 2040, ranging from 912 to 968 bn. € p.a. (Figure 2),  
491 driven by high investments. This can be primarily attributed to the strict

Table 3: Regret matrix setup: Long-term and short-term scenarios.

Short-term	Reduced targets	Delayed pipelines	No pipelines
<b>Long-term scenarios</b>			
Decentral Islands ( <b>DI</b> )	■	—	—
PCI-PMI ( <b>PCI</b> )	■	■	■
PCI-PMI nat. ( <b>PCI-n</b> )	■	■	■
PCI-PMI internat. ( <b>PCI-in</b> )	■	■	■
Central Planning ( <b>CP</b> )	■	■	■
<b>Targets</b>			
GHG emission reduction	■	■	■
CO <sub>2</sub> sequestration	—	■	■
Electrolytic H <sub>2</sub> production	—	■	■
H <sub>2</sub> electrolyzers	—	■	■
<b>CO<sub>2</sub> + H<sub>2</sub> infrastructure</b>			
CO <sub>2</sub> sequestration sites	■	■	■
CO <sub>2</sub> pipelines to seq. site	■	■	■
CO <sub>2</sub> pipelines	■	□	—
H <sub>2</sub> pipelines	■	□	—

■ enabled   □ delayed by one period   — disabled

492 exogenously given GHG emission reduction pathway, facing the largest net  
493 change from 2030 to 2040 — a carbon budget reduction of more than 1600  
494 Mt p.a. as opposed to the remaining 460 Mt p.a. in the last decade. In 2030,  
495 total system costs are lowest in the *DI* and *CP* scenario, as the model does  
496 not see the need for large-scale investments into H<sub>2</sub> and CO<sub>2</sub> infrastructure  
497 yet. With CO<sub>2</sub> pipelines connecting depleted offshore oil and gas fields to  
498 their closest onshore region, the policy targets, incl. CO<sub>2</sub> sequestration can  
499 be achieved at a total of 865 bn. € p.a. Adding PCI-PMI projects in 2030  
500 increases costs by less than 1%.

501 Starting in 2040, all scenarios with PCI-PMI and endogenous pipeline  
502 investments unlock significant cost savings, from more than 30 bn. € p.a. in  
503 the *PCI* up to 50 bn. € p.a. in the *PCI-in* scenario. By giving the model  
504 complete freedom in pipeline expansions, additional annual cost savings of 6  
505 to 7 bn. € are unlocked by investing in fewer, but more optimally located CO<sub>2</sub>  
506 and H<sub>2</sub> pipelines from a systemic perspective (see *PCI-in* pipeline utilisation  
507 in Figures C.25 to C.27 compared to *CP* pipeline utilisation in Figures C.28  
508 to C.30). Further, this reduces the reliance on larger investments into wind  
509 generation and more expensive Direct Air Capture (DAC) technologies near  
510 the sequestration sites. These effects are slightly less pronounced in the 2050  
511 model results, system costs can be reduced by 26 to 41 bn. € p.a. with

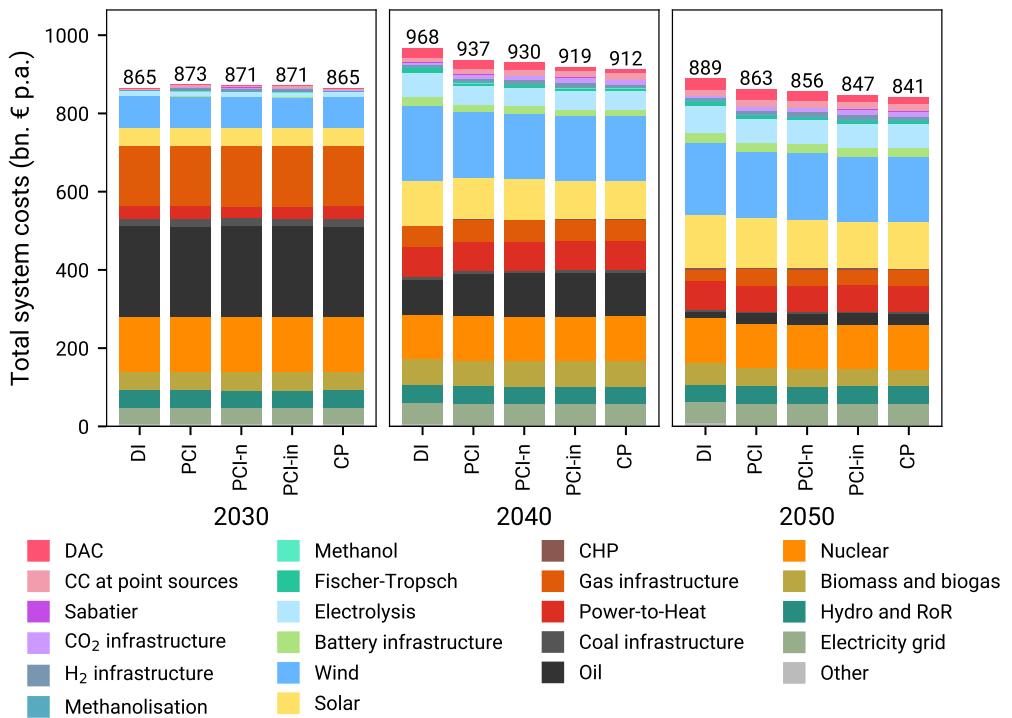


Figure 2: Total annual system costs (CAPEX + OPEX) by technology group.

512 PCI-PMI and endogenous pipeline investments.

TB: why? perhaps more CCU and FT and H2 makes system more flexible

513

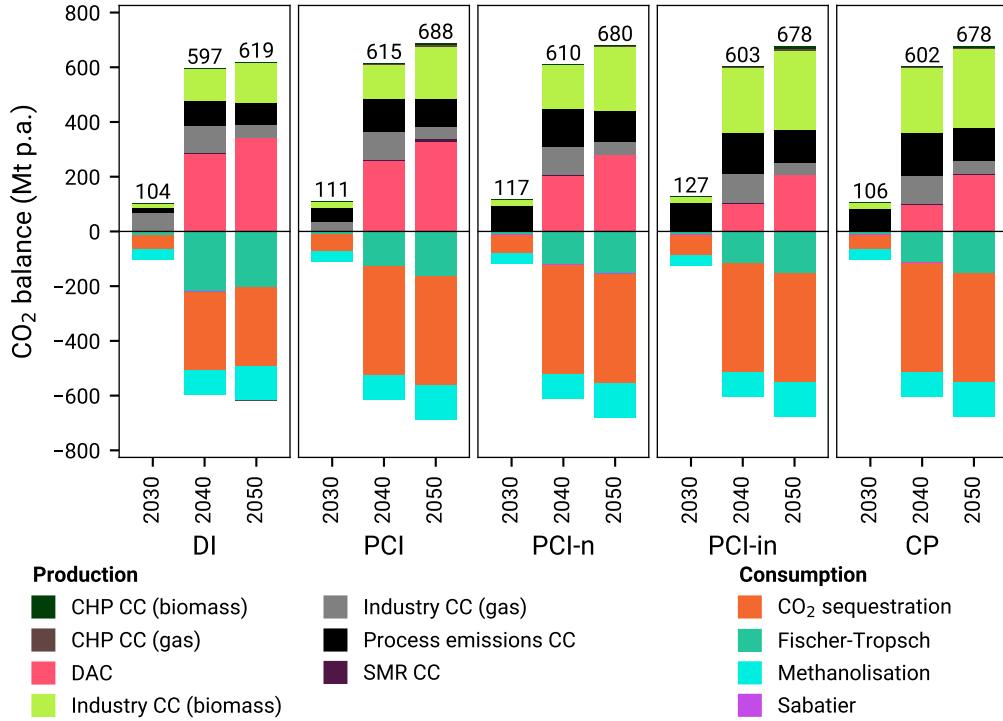


Figure 3: CO<sub>2</sub> balances in long-term scenarios.

514 *Carbon capture, utilisation, and storage.* We find that most of the differences  
 515 in system cost and savings can be attributed to the production and utilisation  
 516 of CO<sub>2</sub>, as shown in Figure 3. Lacking the option to transport CO<sub>2</sub> from  
 517 industry and other point sources to the offshore sequestration sites, the model  
 518 has to invest in expensive DAC technologies in the *DI* scenario. While the  
 519 sequestration target of 50 Mt p.a. in 2030 is binding for the *DI* scenario, all  
 520 other scenarios sequester more CO<sub>2</sub>, the higher their CO<sub>2</sub> pipeline build-out.  
 521 The 53.9 Mt p.a. CO<sub>2</sub> sequestered in the *CP* serve as an indicator for what  
 522 would be a cost-optimal amount for 2030 with perfectly located pipelines.  
 523 With the inclusion of PCI-PMI projects, CO<sub>2</sub> sequestration ranges from 58.7  
 524 Mt p.a. in the *PCI* to 75 Mt p.a. in the *PCI-in* scenario. Looking at

525 2040 and 2050, in place of expensive DAC in the *DI* scenario, the model  
526 equips biomass-based industrial processes primarily located in Belgium, the  
527 Netherlands and Western regions of Germany (see Figures 4b, 4d, and 4f).

528 In 2040 and 2050, all sequestration targets (Table 2) are overachieved, as  
529 the full combined CO<sub>2</sub> sequestration potential of 398 Mt p.a. is exploited in  
530 all scenarios where PCI-PMI projects are included (*PCI* to *CP*). Emissions  
531 are captured from industrial processes equipped with carbon capture units,  
532 with biomass-based industry providing the largest share in carbon capture  
533 from point sources, ranging from 119 to 241 Mt p.a. in 2040 and 149 to 287  
534 Mt p.a. in 2050, increasing with the build-out of CO<sub>2</sub> infrastructure (from  
535 left to right, see Figure 3). Being the most expensive carbon capture option,  
536 only up to 8 Mt p.a. of CO<sub>2</sub> is captured from SMR CC processes in the *PCI*  
537 scenario in 2050. With a lower sequestration potential of 286 Mt p.a. in *DI*  
538 scenario, more CO<sub>2</sub> is used as a precursor for the synthesis of Fischer-Tropsch  
539 fuels instead — 221 Mt p.a. vs. 115-127 Mt p.a. (2040) and 206 Mt p.a.  
540 vs 153-163 Mt p.a. (2050), to meet the emission reduction targets for 2040  
541 and 2050, respectively. Given the fixed exogenous demand for (shipping)  
542 methanol (Figure A.9), CO<sub>2</sub> demand for methanolisation is constant across  
543 all scenarios (39 Mt p.a. in 2030, 89 Mt p.a. in 2040, and 127 Mt p.a. in  
544 2050).

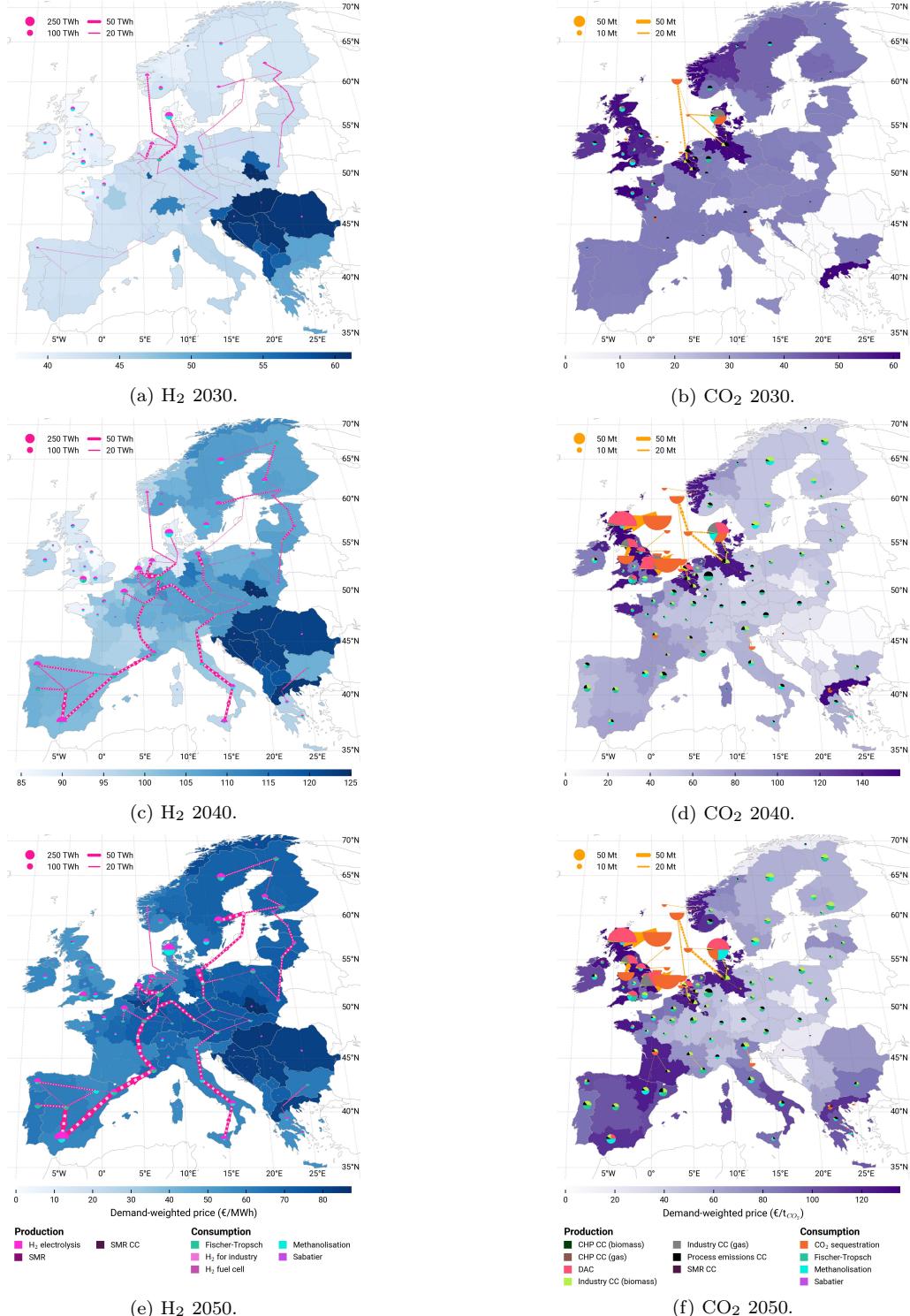


Figure 4: PCI long-term scenario — Regional distribution of  $H_2$  and  $CO_2$  production, utilisation, storage, and transport. <sup>21</sup>

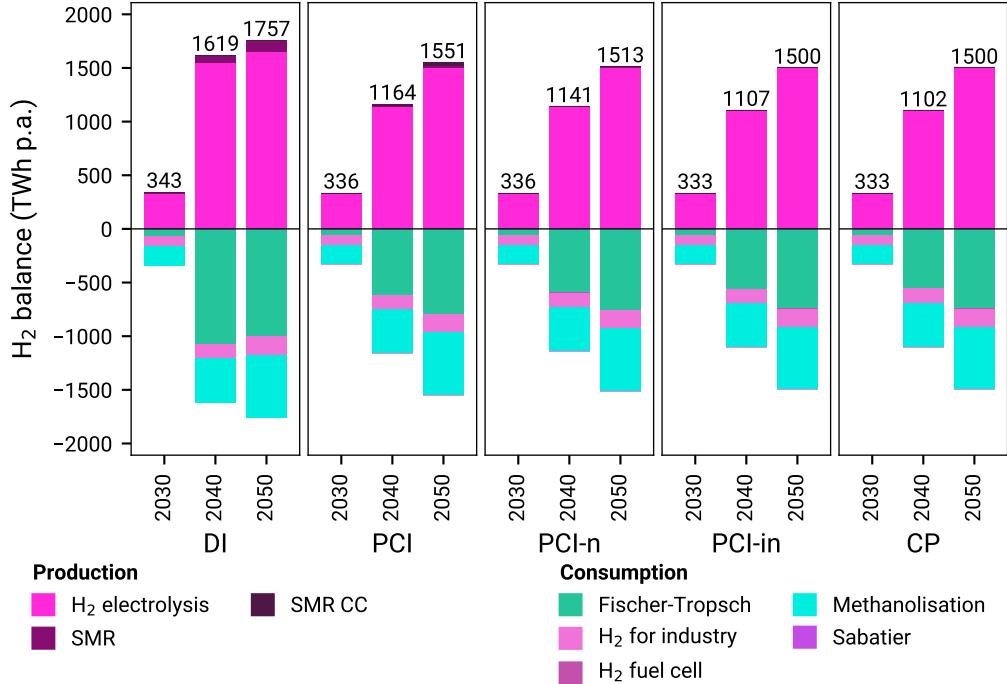


Figure 5: H<sub>2</sub> balances in long-term scenarios.

545 *Hydrogen production and utilisation.* H<sub>2</sub> production in the model is primarily  
 546 driven by the demand for Fischer-Tropsch fuels and methanol. In 2030  
 547 and 2050, the electrolytic H<sub>2</sub> production target of 10 and 45 Mt p.a. is  
 548 binding, equivalent to 333 and 1500 TWh p.a. (at a lower heating value of  
 549 33.33 kWh/kg for H<sub>2</sub>). Only in 2040, the H<sub>2</sub> production target of 27.5 Mt  
 550 p.a. (917 TWh p.a.) is overachieved by 185-247 TWh p.a. in the PCI to  
 551 CP scenarios. H<sub>2</sub> production in the DI is significantly higher, given its need  
 552 for additional Fischer-Tropsch synthesis to bind CO<sub>2</sub> as an alternative to  
 553 sequestration, as described in the previous section. In 2050, Fischer-Tropsch  
 554 fuels are primarily used to satisfy the demand for kerosene in aviation and  
 555 naphta for industrial processes (see Table A.9). Only about about 93 to 173  
 556 TWh p.a. of H<sub>2</sub> is directly used in the industry. Throughout all long-term  
 557 scenarios, H<sub>2</sub> is almost exclusively produced via electrolysis. Only without  
 558 any H<sub>2</sub> pipeline infrastructure in the DI, the model reverts to steam methane  
 559 reforming (SMR) to produce 71 to 102 TWh p.a. of H<sub>2</sub> in 2040 and 2050,  
 560 respectively. Regionally, H<sub>2</sub> production is concentrated in regions with high

561 solar PV potential such as the Iberian and Italian Peninsula, as well as high  
562 wind infeed regions including Denmark, the Netherlands and Belgium. The  
563 produced H<sub>2</sub> is then transported via H<sub>2</sub> pipelines including PCI-PMI projects  
564 to carbon point sources in central, continental Europe where it is used as a  
565 precursor for Fischer-Tropsch fuels. Onsite H<sub>2</sub> production and consumption  
566 primarily occurs in conjunction with methanolisation processes. Figures 4a,  
567 4c, and 4e provide a map of the regional distribution of H<sub>2</sub> production, util-  
568 isation, and transport in the *PCI* scenario. Additional maps are provided in  
569 Appendix C.5. Note that PCI-PMI projects or candidates (in *CP* scenario)  
570 are plotted in dotted white lines.

571 TODO: Add section on H<sub>2</sub> pipeline utilisation maybe histogram with all  
years overlapping in different colours

## 572 5.2. Performance in short-term scenarios

573 In this section, we assess the impact of the short-term scenarios on the  
574 long-term scenarios, by comparing the economic regret, as well as the impact  
575 on CO<sub>2</sub> utilisation and sequestration, H<sub>2</sub> production.

576 *Regret analysis.* We calculate the regret terms by subtracting the annual to-  
577 tal system costs of the long-term scenarios (row) from the short-term scenar-  
578 ios (columns). Positive values reflect higher costs in the short-term scenarios  
579 compared to the long-term ones. Figure 6 shows the regret matrix for all sce-  
580 narios and planning horizons. From left to right, the first column shows the  
581 regret terms for the *Reduced targets* scenario, where all long-term targets are  
582 removed except for the GHG emission reduction target. The second column  
583 shows the regret terms for the *Delayed pipelines* scenario, where all PCI-PMI  
584 and endogenous pipelines are delayed by one period. The third column shows  
585 the regret terms for the *No pipelines* scenario, where all pipeline capacities  
586 are removed.

587 In the *Reduced targets* scenario, system costs barely change through the  
588 relaxation of the targets. The long-term results have shown that the model  
589 was overachieving the H<sub>2</sub> production targets in 2040. As for the CO<sub>2</sub> se-  
590 questration targets, the model is still incentivised by GHG emission targets,  
591 especially in 2040 and 2050. Only in 2030, we see minimal changes in total  
592 system costs, as the 2030 targets are not cost-optimal. However, they are  
593 required to stimulate the build-out necessary to reach 2040 and 2050 targets.  
594 In all of the long-term scenarios, we have observed that in 2030 that espe-  
595 cially CO<sub>2</sub> pipeline infrastructure is not essential yet (see Figure C.28b). As

596 for H<sub>2</sub> pipeline infrastructure, the solution space seems to be quite flat, as  
 597 the costs for the *DI* scenario without any pipelines (Figure C.22b) and the  
 598 *CP* scenario (Figure C.28b) with notable pipeline investments are almost  
 599 identical. By removing the H<sub>2</sub> production and CO<sub>2</sub> sequestration targets,  
 600 pipelines become even less relevant, although the cost savings due to the  
 601 dropped targets are minimal, ranging from 4.3 to 5 bn. € p.a. in 2030 and  
 602 2040.

	$\Delta$ Reduced targets (bn. € p.a.)			$\Delta$ Delayed pipelines (bn. € p.a.)			$\Delta$ No pipelines (bn. € p.a.)		
	2030	2040	2050	2030	2040	2050	2030	2040	2050
Long-term scenario	DI -	-4.6	0	0	0	0	0	0	0
	PCI -	-5.0	0	-0.3	-3.4	+0.6	0	-5.1	+14.8
	PCI-n -	-4.3	0	-0.2	+0.3	+11.1	+1.3	-1.3	+28.6
	PCI-in -	-4.5	0	-0.2	+2.1	+24.2	+0.9	-0.3	+40.8
	CP -	-4.7	0	-0.3	+5.1	+35.2	+1.4	+3.9	+45.6
Planning horizon									

Figure 6: Regret matrix. Calculating regret terms by subtracting system costs of long-term scenarios (rows) from short-term scenarios (columns). Positive values reflect higher costs in the short-term scenarios compared to the long-term ones.

603 For the same reasons, the 2030 results for the *Delayed pipelines* and *No*  
 604 *pipelines* scenarios show only minor differences in system costs compared to  
 605 the long-term scenarios. Cost savings of 3.4 to 5.1 bn. € p.a. in the *PCI*  
 606 long-term scenario indicate that for 2030, forcing in PCI-PMI projects is not  
 607 cost- and topologically optimal in the short run. Whereas slight regret/cost  
 608 increase of 3.9 to 5.1 bn € p.a. in the *CP* shows a small dependency on the  
 609 invested pipeline infrastructure (Figure C.28), being the most cost-optimal  
 610 solution.

611 When looking at the more long-term perspective, we see significant re-  
 612 grets in the *Delayed pipelines* and *No pipelines* scenarios. Having originally  
 613 planned the energy system layout (incl. generation, transport, conversion

614 technologies and storage) in the long-term scenario with PCI-PMI projects  
615 and/or endogenous pipelines, the model has to find alternative investments  
616 to still meet all targets, as the pipelines now materialise one period later or  
617 not at all. Regrets peak in 2040, where a delay of pipelines costs the sys-  
618 tem between 0.6 to 24.2 bn. € p.a. in the scenarios with PCI-PMI projects  
619 and up to 35.2 bn. € p.a. in the *CP* scenario. 2050 regrets are lower than  
620 2040 regrets, as almost all PCI-PMI pipelines are originally commissioned  
621 by 2030. So a delay of projects from 2040 to 2050 only mildly impacts the  
622 system costs by 0.6 bn. € p.a. The more pipelines invested beyond those of  
623 PCI-PMI projects, the higher the regret if they are delayed. In 2050, very  
624 few additional CO<sub>2</sub> and H<sub>2</sub> pipelines are built, as such, a delay only increases  
625 system costs by 0.9 to 1.4 bn. € p.a. The short-term scenario *No pipelines*  
626 shows the highest regrets, ranging from 14.8 to 45.6 bn. € p.a. in 2040 and  
627 15.9 to 39.4 bn. € p.a. in 2050. Note that this scenario serves more of a  
628 hypothetical worst case as it is not likely to build out an energy system with  
629 pipelines in mind but none materialising at all.

630 Consistently throughout all short-term scenarios, most of the additional  
631 cost stem from the need to invest into additional carbon capture, renewable  
632 generation, and conversion technologies (see Figure C.11). Additional renew-  
633 able generation capacities are made up of solar PV and wind. A significant  
634 higher amount of electrolyser capacity of more than 50 GW is needed in 2040  
635 if pipelines are delayed.

636 *Carbon capture.* Further, the model has to invest in more than 28 GW of  
637 carbon capture units at point sources and an additional 14 GW in DAC  
638 technologies to meet the sequestration and emission reduction targets. Cost-  
639 wise, the short-term investments into DAC technologies make up to a half  
640 of the of the additional system costs in both the *Delayed pipelines* and *No*  
641 *pipelines* scenarios (see Figure C.12). DAC utilisation can increase from 40  
642 Mt p.a. in the *PCI-n* to more than 200 Mt p.a. in the *CP* scenario when  
643 pipelines are delayed (see Figure C.13). If pipelines are not built at all,  
644 additional 60 Mt p.a. in the *PCI* up to 250 Mt p.a. in the *CP* scenario are  
645 captured from DAC, substituting a large share of CO<sub>2</sub> previously captured  
646 from point sources equipped with carbon capture (biomass-based industry  
647 processes and non-abatable process emissions).

648 Note that a clear trade-off between the reliance on pipeline infrastructure  
649 and the need for DAC technologies can be observed in Figure 7. While the  
650 reliance on DAC decreases with the build-out of pipeline infrastructure, the

651 model in return has to invest in more DAC if pipelines are delayed or not  
 652 built at all. There is a risk involved, that the need for DAC is even higher  
 653 in the scenarios with pipeline infrastructure compared to the *DI* scenario,  
 654 especially in later years (2040 and 2050), if the pipelines do not materialise  
 655 at all, seeing a potential increase of 50 Mt p.a. in 2040 and 80 Mt p.a. in  
 656 2050 in the *PCI* scenario.

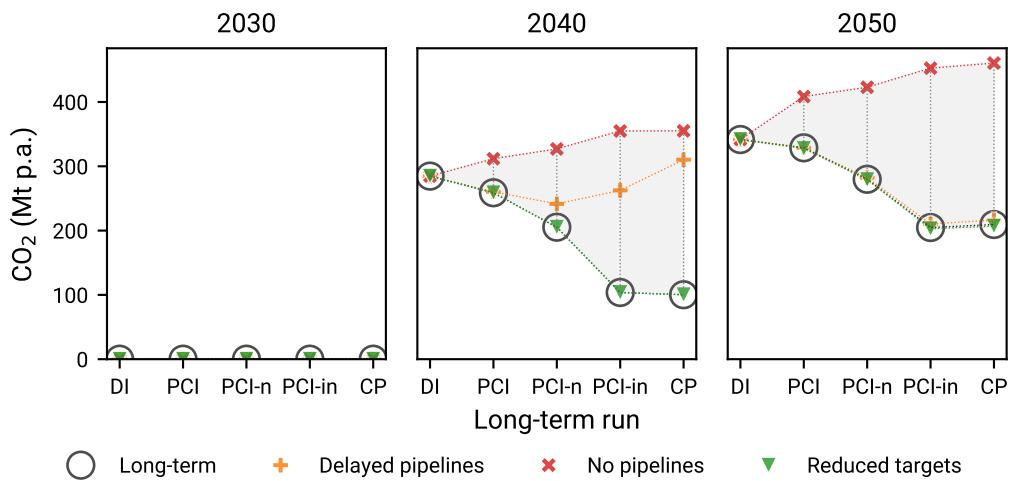


Figure 7: Delta balances — CO<sub>2</sub> from Direct Air Capture.

657 *H<sub>2</sub> production.* On the H<sub>2</sub> side, we find that the electrolytic H<sub>2</sub> production  
 658 target of 10 Mt p.a. (333 TWh p.a.) in 2030 is overly ambitious. Figure  
 659 C.18 shows that in the *Reduced targets* scenario, 132 to 151 TWh p.a. of  
 660 H<sub>2</sub>, corresponding to almost half of the target is produced from SMR instead  
 661 of electrolysis. When pipelines are delayed, the model has to fall back to  
 662 more decentral H<sub>2</sub> production of an additional 55 to 187 TWh p.a. of H<sub>2</sub>  
 663 from electrolysis, SMR and SMR with carbon capture (the latter being the  
 664 most expensive option). In the *No pipelines* scenario, this additional H<sub>2</sub>  
 665 production increases to up to 305 TWh p.a (see Figure C.18).

### 666 5.3. Value of PCI-PMI projects

667 Looking at long-run we find that PCI-PMI projects, while not completely  
 668 cost-optimal compared to a centrally planned system, are still cost-beneficial.  
 669 Compared to a complete lack of H<sub>2</sub> and CO<sub>2</sub> pipeline infrastructure as well

670 as lower CO<sub>2</sub> sequestration potential, the *PCI* scenario unlocks annual cost  
 671 savings in up to 30.7 bn. € p.a. Figure 8 shows the total system costs (TO-  
 672 TEX) p.a. split into CAPEX and OPEX p.a., as well as the net present value  
 673 of total system costs (NPV) until 2060, discounted at an interest rate of 7%  
 674 p.a. Even when accounting for the additional costs of 0.6 bn. € faced in the  
 675 *Delayed pipelines* and up to 15.9 bn. € p.a. in the *No pipelines* scenario, a  
 676 net positive is achieved, indicating that investing into the PCI-PMI infra-  
 677 structure is a no-regret option. By connecting further H<sub>2</sub> production sites  
 678 and CO<sub>2</sub> point sources to the pipeline network, additional cost savings of  
 679 up to 18.4 bn. € p.a. can be achieved in the *PCI-in* scenario. The *CP* sce-  
 680 nario serves as a theoretical benchmark, allowing the model to invest freely,  
 681 not bound by *forced* PCI-PMI projects. The model can invest in fewer, but  
 682 more optimally located CO<sub>2</sub> and H<sub>2</sub> pipelines from a systemic perspective.  
 683 Economic benefits of all pipeline investments materialise after 2030, yielding  
 684 lower net present values (NPV) of total system costs of potentially at least  
 685 75 bn. € over the course of the assets' lifetime.

	CAPEX (bn. € p.a.)			OPEX (bn. € p.a.)			TOTEX (bn. € p.a.)			TOTEX (bn. €)
Long-term scenario	DI	PCI	PCI-n	PCI-in	CP	DI	PCI	PCI-n	PCI-in	CP
2030	498.0	504.6	501.9	500.2	496.8	367.0	368.4	369.3	370.6	367.7
2040	803.6	750.4	742.5	730.9	724.7	164.1	186.6	187.1	187.7	187.8
2050	806.6	770.2	764.2	755.1	750.1	82.4	92.6	91.9	92.2	91.3
						865.0	873.0	871.2	870.9	864.5
						967.7	937.0	929.6	918.6	912.4
						889.0	862.8	856.1	847.3	841.4
										8501
										8425
										8386
										8342
										8283
										NPV <sub>2025</sub>
Planning horizon										

Figure 8: Annual system costs by long-term scenario and planning horizon.

686    *5.4. Limitations of our study*

687    While our study assesses a variety of topologies, planning horizons, and  
688    potential regret scenarios, it is not exhaustive and comes with limitations. As  
689    we focus on the impact of continental European PCI-PMI infrastructure, we  
690    neglect fuel and energy imports from outside Europe. H<sub>2</sub> and CO<sub>2</sub> demand  
691    is directly driven by fixed, exogenous demands for the respective carrier or  
692    their derivatives.

693    Regarding the modelling of both H<sub>2</sub> and CO<sub>2</sub> pipelines, we assume a level  
694    playing field for all pipeline projects through standardised costs and applying  
695    haversine distance, i.e., no discrimination between PCI-PMI projects and  
696    other projects, this is a simplification as real costs may differ. We also do  
697    not discretise the endogenously built pipelines (due to computational com-  
698    plexity) and allow any capacity to be built. This assumption can lead to  
699    underestimation of the true costs of pipeline investments.

700    Further, all results are based on a single weather year, i.e., 2013. Other  
701    limitations include geographic and temporal clustering to make the problem  
702    solving computationally feasible.

703    **6. Conclusion**

704    In this study, we have assessed the impact of PCI-PMI projects on reaching  
705    European climate targets on its path to net-zero by 2050. We have  
706    modelled the European energy system with a focus on H<sub>2</sub> and CO<sub>2</sub> infras-  
707    tructure, and evaluated the performance of different levels of pipeline roll-out  
708    under three short-term scenarios.

709    *Economic viability and policy targets.* Our findings demonstrate that PCI-  
710    PMI CO<sub>2</sub> and H<sub>2</sub> infrastructure generate a net positive impact on total sys-  
711    tem costs, even when accounting for potential additional costs involved with  
712    the delay of pipelines. This positions PCI-PMI projects as a no-regret in-  
713    vestment option for the European energy system. Their economic benefit  
714    increases considerably when strategic pipeline extensions are implemented,  
715    connecting additional H<sub>2</sub> production sites and CO<sub>2</sub> point sources to the  
716    pipeline network. Compared to a system without any pipeline infrastruc-  
717    ture, PCI-PMI projects help to achieve the EU's ambitious policy targets,  
718    including net-zero emissions, H<sub>2</sub> production and CO<sub>2</sub> sequestration targets,  
719    while reducing system costs and technology dependencies.

720    *CCUS and hydrogen utilisation.* The pipeline infrastructure serves dual pur-  
721    poses in Europe’s decarbonisation strategy, H<sub>2</sub> pipelines facilitate the distri-  
722    bution of more affordable green H<sub>2</sub> from northern and south-western regions  
723    rich in renewable energy potential to high-demand regions in central Europe.  
724    Complementarily, CO<sub>2</sub> transport and offshore sequestration sites enable in-  
725    dustrial decarbonisation by linking major industrial sites and their process  
726    emissions to offshore sequestration sites in the North Sea, particularly in  
727    Denmark, Norway, and the Netherlands.

728    *Technology and risk diversification.* The build-out of pipelines serves as an  
729    essential risk hedging mechanism against overbuilding solar and wind gen-  
730    eration capacities while reducing excessive reliance on single carbon capture  
731    technologies such as direct air capture (DAC) and point-source carbon cap-  
732    ture, confirming the findings of [4]. This diversification further enhances  
733    system resilience towards uncertainties involved with technologies that are  
734    not yet commercially available at scale, such as DAC.

735    *Political support and public acceptance.* While PCI-PMI may not achieve  
736    perfect cost-optimality in their entirety compared to a theoretically centrally  
737    planned system, they possess benefits beyond pure economic viability. The  
738    success of large-scale infrastructure investments highly depend on continu-  
739    ous political support and public acceptance — factors that are particularly  
740    favourable for PCI-PMI projects. Being directly supported by the European  
741    Commission, PCI-PMI projects see stronger political backing, institutional  
742    support structures with regard to financing, access to grants, acceleration in  
743    permitting processes. Being required to frequent and transparent progress  
744    reports, PCI-PMI projects are more likely to be accepted by the public.

745 **CRediT authorship contribution statement**

746     **Bobby Xiong:** Conceptualisation, Methodology, Software, Validation,  
747     Investigation, Data Curation, Writing — Original Draft, Review & Editing,  
748     Visualisation. **Iegor Riepin:** Conceptualisation, Methodology, Investiga-  
749     tion, Writing — Review & Editing, Project Administration, Funding acqui-  
750     sition. **Tom Brown:** Investigation, Resources, Writing — Review & Editing,  
751     Supervision, Funding acquisition.

752 **Declaration of competing interest**

753     The authors declare that they have no known competing financial inter-  
754     ests or personal relationships that could have appeared to influence the work  
755     reported in this paper.

756 **Data and code availability**

757     All results, including solved PyPSA networks and summaries in .csv for-  
758     mat are published on Zenodo:

759     <https://doi.org/XX.YYYY/zenodo.10000000>

760     The entire workflow, including the custom model based on PyPSA-Eur  
761     v2025.01.0, PCI-PMI project implementation, regret-matrix setup, postpro-  
762     cessing and visualisation routines can be completely reproduced from the  
763     GitHub repository:

764     <https://github.com/bobbyxng/pcipmi-policy-targets>

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768     SILENT). This project has been funded by partners of the CETPartnership  
769     (<https://cetpartnership.eu>) through the Joint Call 2022. As such, this  
770     project has received funding from the European Union’s Horizon Europe  
771     research and innovation programme under grant agreement no. 101069750.

<sup>772</sup> Appendix A. Supplementary material — Data

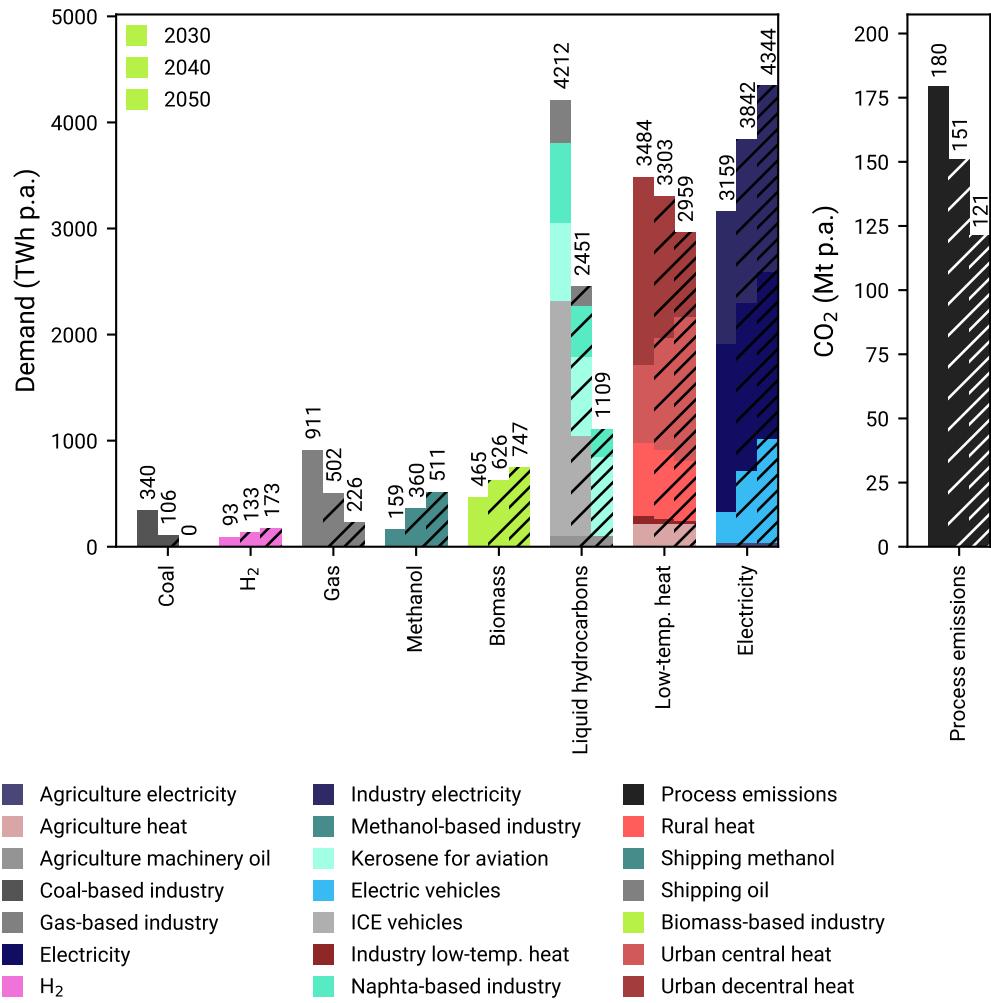


Figure A.9: Exogenous demand.

## 773 Appendix B. Supplementary material — Methodology

Table B.4: Regional clustering: A total of 99 regions are modelled, excl. offshore buses.

	Country	Buses
Administrative level	$\sum$	99
NUTS2	Finland (FI) Norway (NO)	4 6
NUTS1	Belgium (BE)** Switzerland (CH) Czech Republic (CZ) Germany (DE)* Denmark (DK) Estonia (EE) Spain (ES)* France (FR) Great Britain (GB)* Greece (GR) Ireland (IE) Italy (IT)* Lithuania (LT) Luxembourg (LU) Latvia (LV) Montenegro (ME) Macedonia (MK) Netherlands (NL) Poland (PL) Portugal (PT) Sweden (SE) Slovenia (SI) Slovakia (SK)	2 1 1 13 1 1 5 13 11 3 1 6 1 1 1 1 1 1 1 1 4 7 1 3 1 1 1 1
NUTS0	Albania (AL) Austria (AT) Bosnia and Herzegovina (BA) Bulgaria (BG) Croatia (HR) Hungary (HU) Romania (RO) Serbia (RS) Kosovo (XK)	1 1 1 1 1 1 1 1 1

City-states (\*) (i.e., Berlin, Bremen, Hamburg, Madrid, and London) and regions without substations (\*\*\*) (one in BE) are merged with neighbours. Sardinia and Sicily are modelled as two separate regions.

Table B.5: DUMMY Overview of technology cost assumptions. TODO compare with FLEITER PAPER TABLE 9

	<b>Unit</b>	<b>2030</b>	<b>2040</b>	<b>2050</b>
<b>Technology</b>				
CO2 pipelines	XX	1000	1000	1000
Onshore, offshore	XX	1000	1000	1000
Electrolysers	XX	1000	1000	1000

774 **Appendix C. Supplementary material — Results and discussion**

775 *Appendix C.1. Installed capacities*

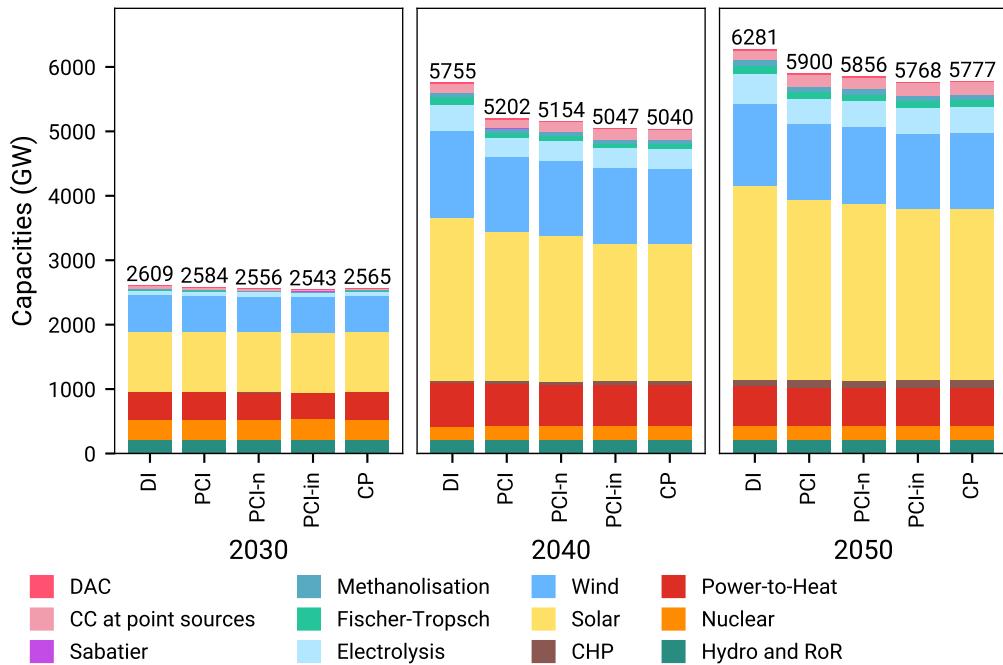


Figure C.10: Installed capacities in long-term scenarios.

776 *Appendix C.2. Delta capacities*

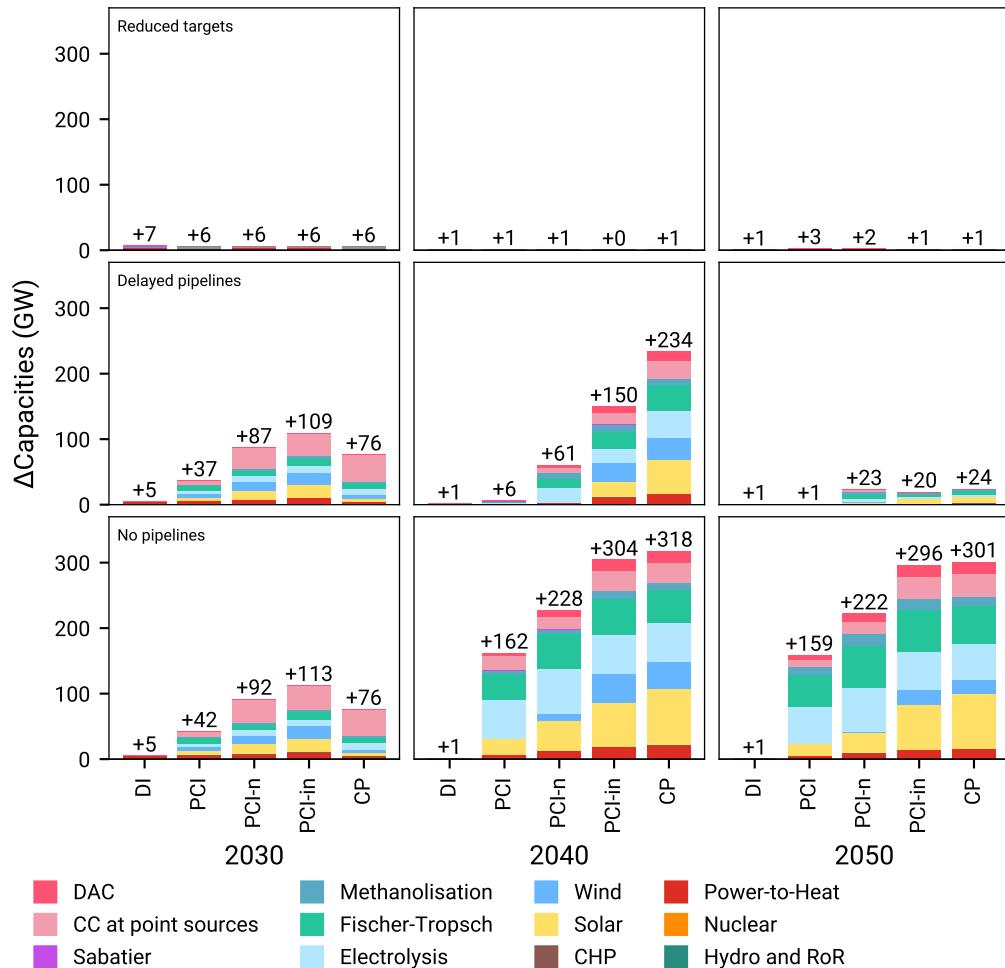


Figure C.11:  $\Delta$ Capacities — Short-term minus long-term runs.

777 *Appendix C.3. Delta system costs*

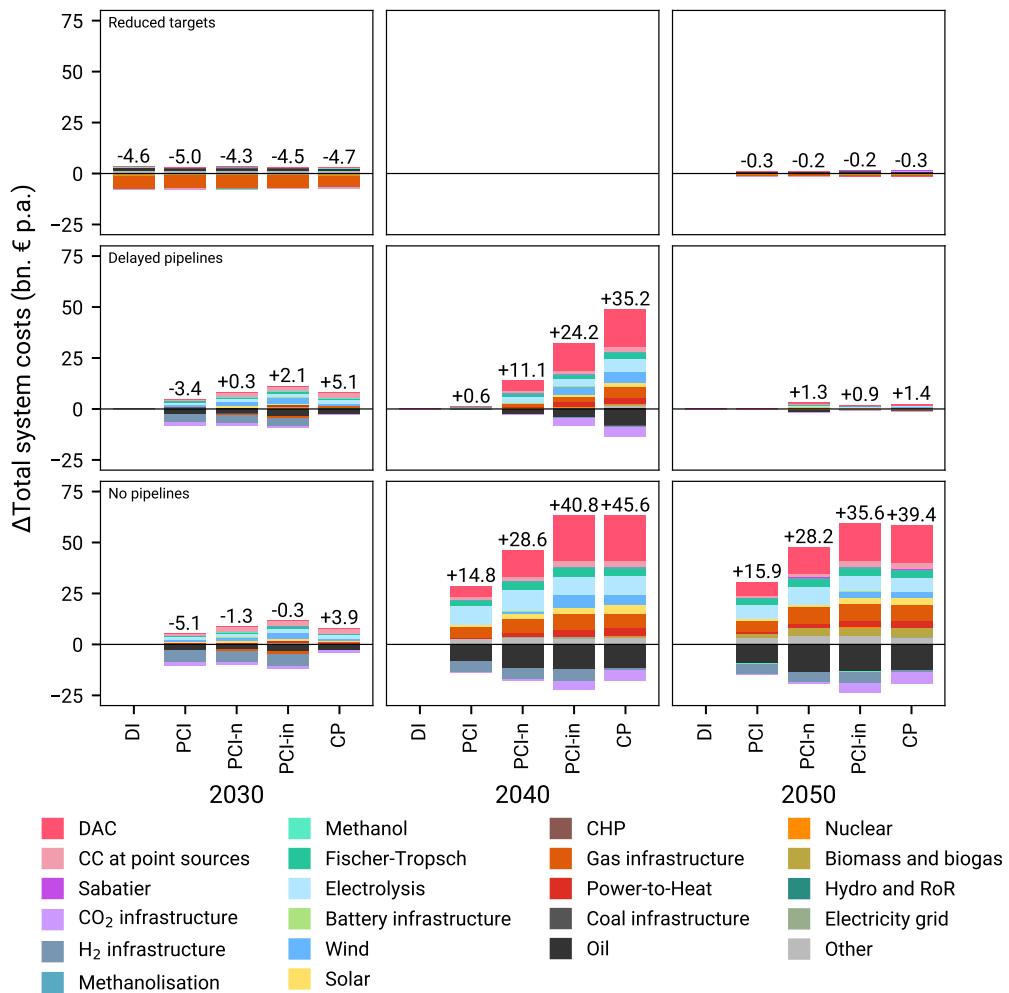


Figure C.12:  $\Delta$ System costs — Short-term minus long-term runs.

778 *Appendix C.4. Delta balances*

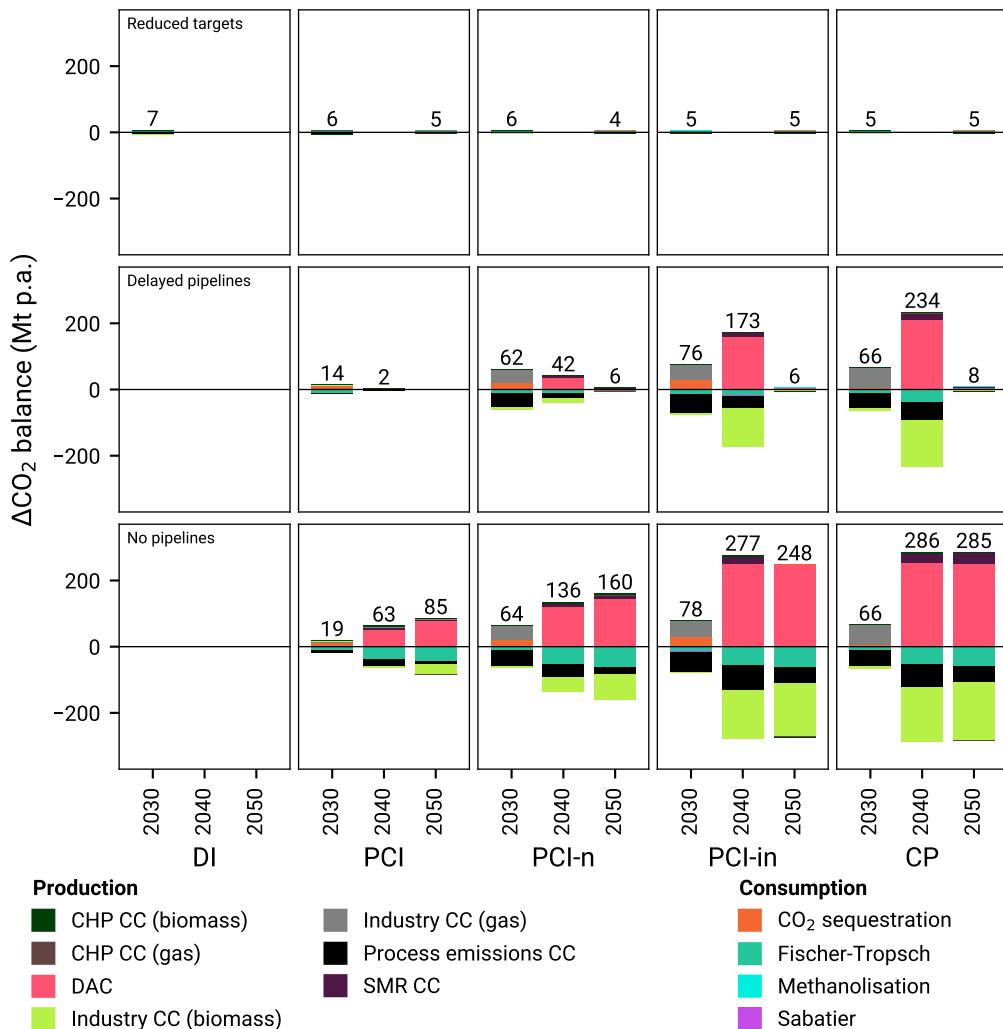


Figure C.13:  $\Delta\text{CO}_2$  balances — Short-term minus long-term runs.

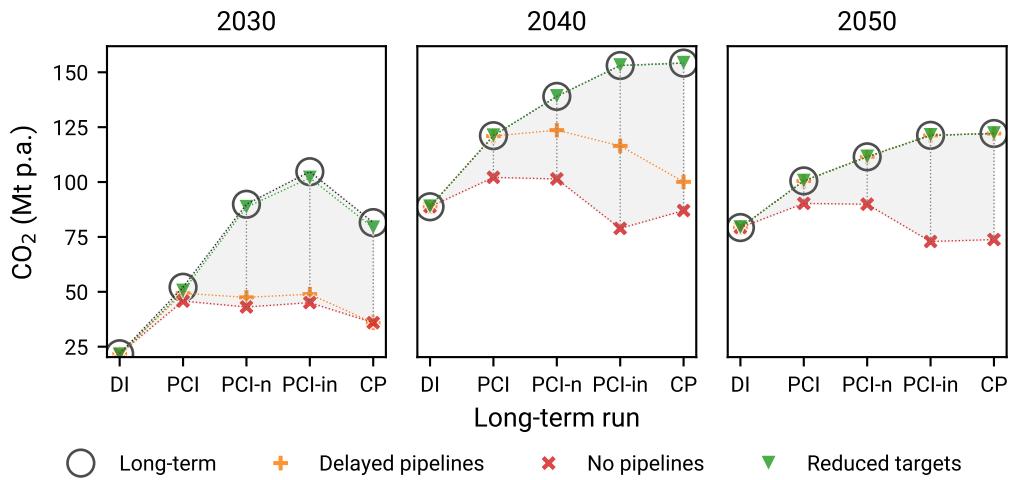


Figure C.14:  $\Delta\text{CO}_2$  balances — Process emissions including Carbon Capture.

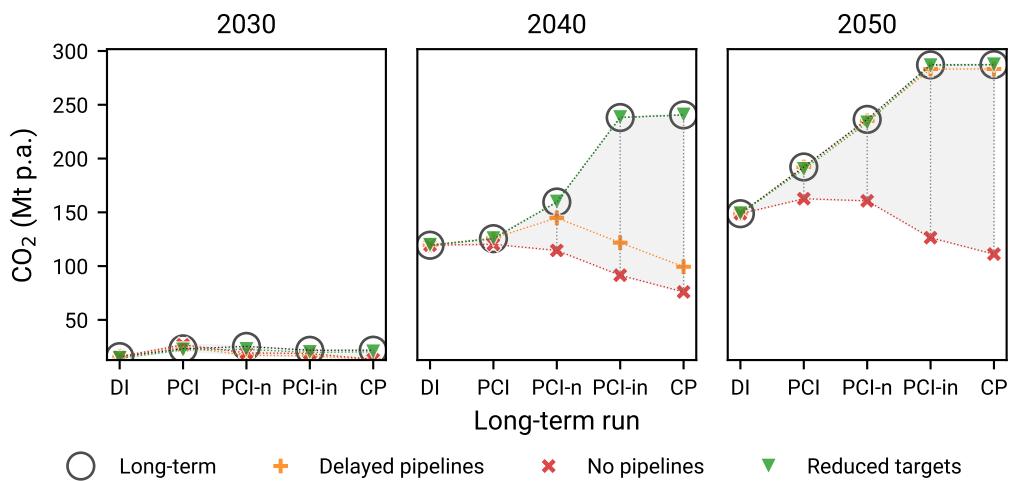


Figure C.15:  $\Delta\text{CO}_2$  balances — Carbon capture from solid biomass for industry point sources.

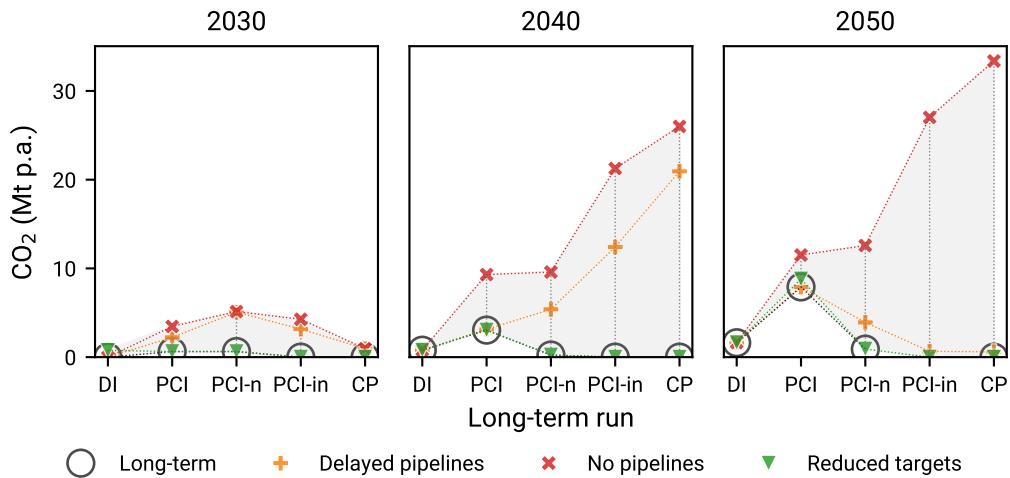


Figure C.16:  $\Delta\text{CO}_2$  balances — Carbon capture from steam methane reforming point sources.

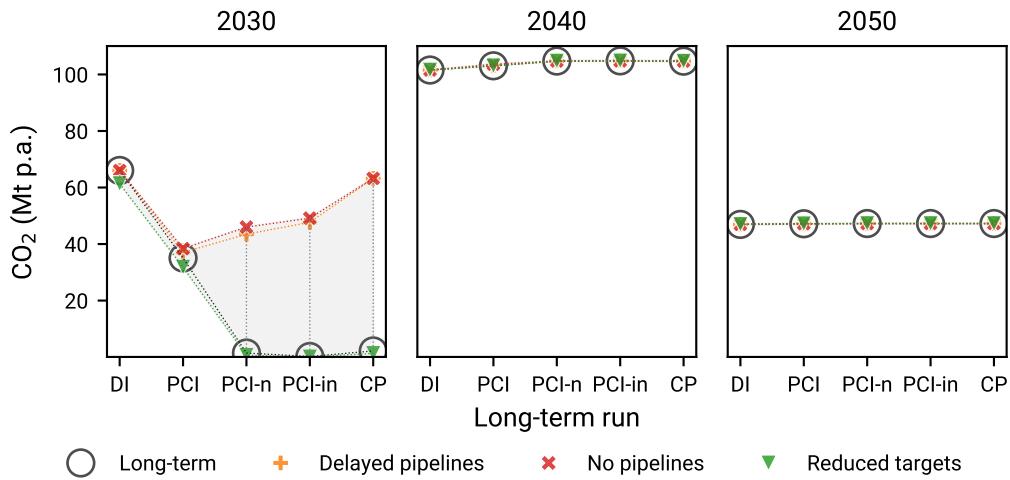


Figure C.17:  $\Delta\text{CO}_2$  balances — Carbon captured from gas for industry point sources.

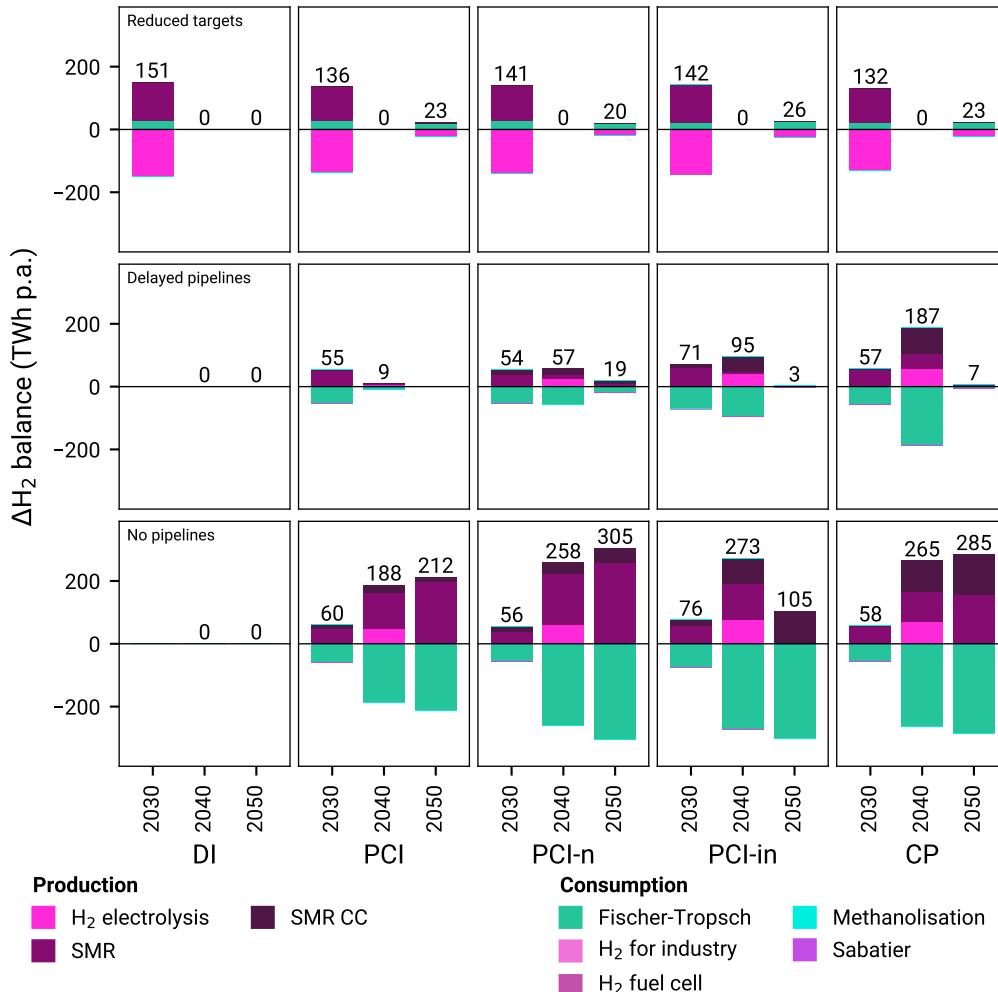


Figure C.18:  $\Delta H_2$  balances — Short-term minus long-term runs.

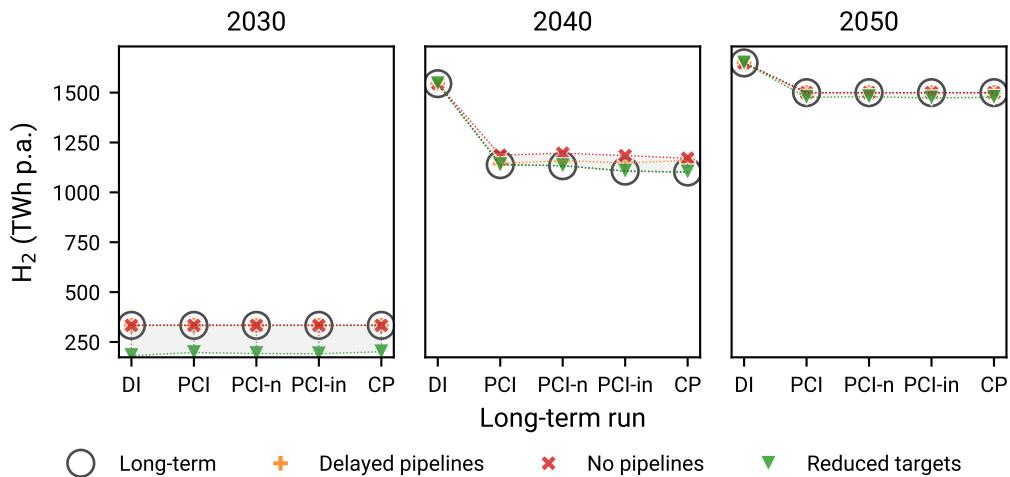


Figure C.19: Delta balances — Electrolytic H<sub>2</sub> production

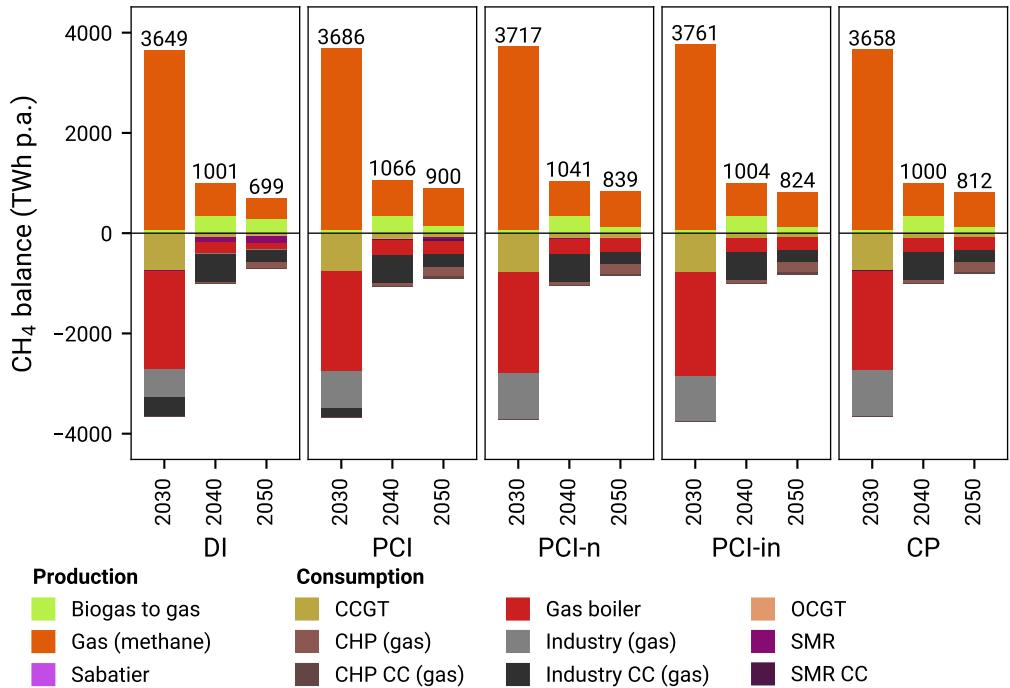


Figure C.20: CH<sub>4</sub> balances in long-term scenarios.

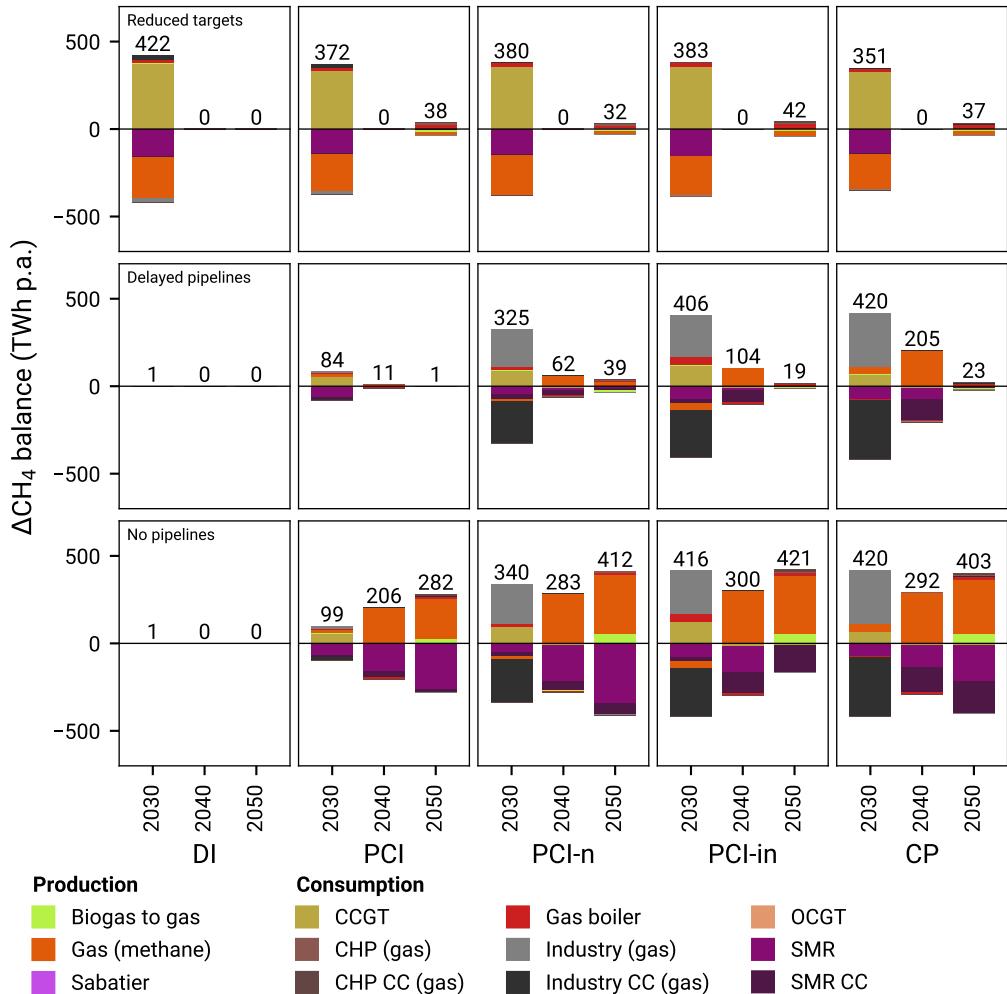


Figure C.21:  $\Delta\text{CH}_4$  balances — Short-term minus long-term runs.

779 *Appendix C.5. Maps*

780 *Appendix C.5.1. Decentral Islands*

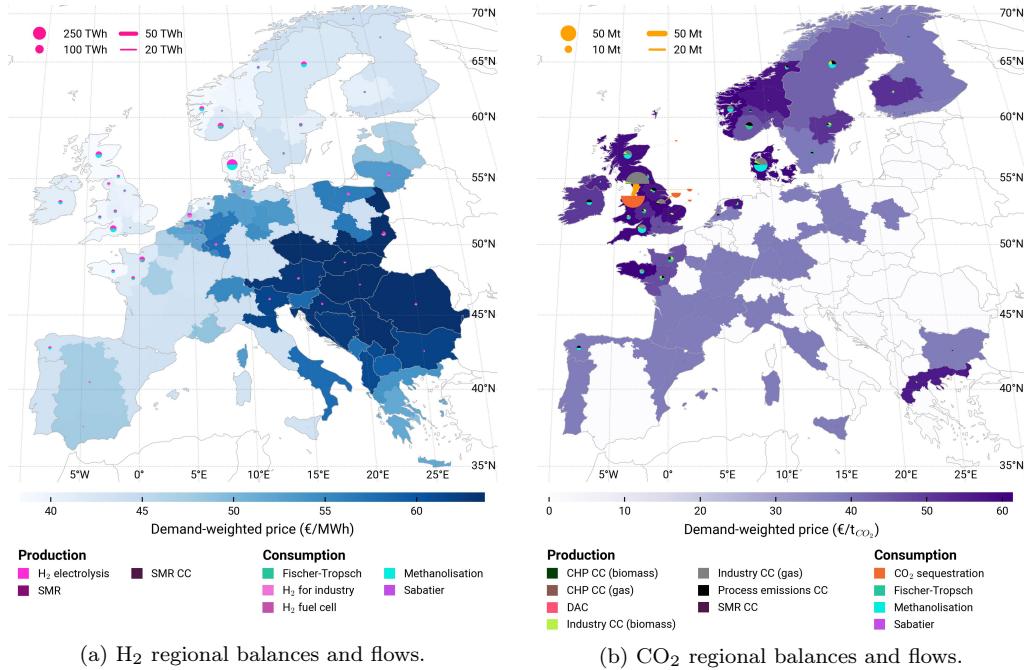


Figure C.22: *Decentral Islands* long-term scenario (2030) — Regional distribution of H<sub>2</sub> and CO<sub>2</sub> production, utilisation, storage, and transport.

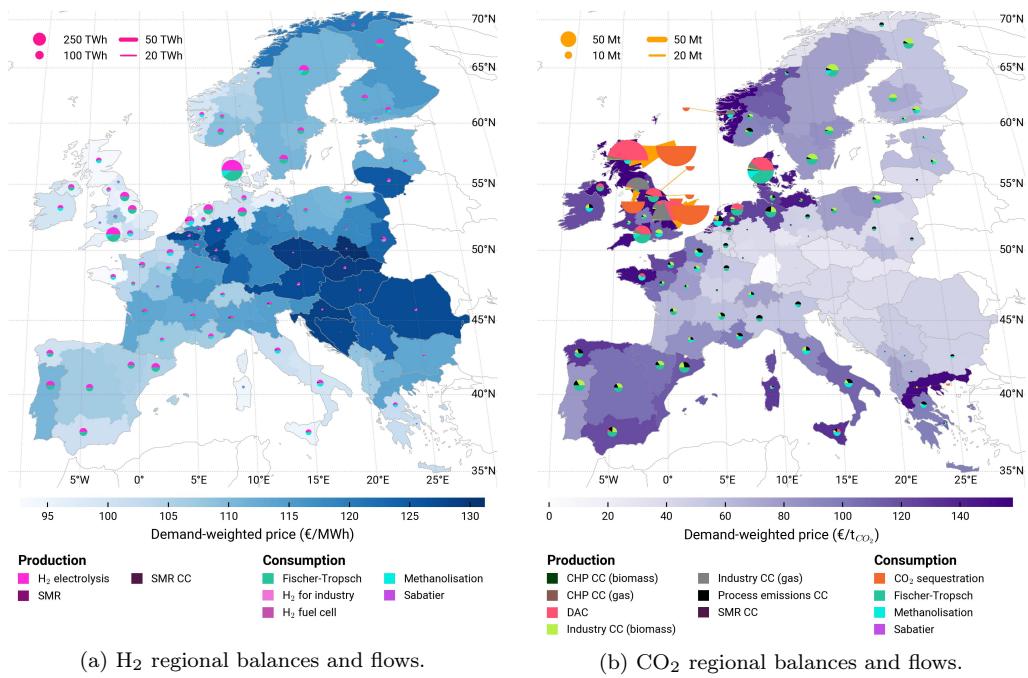


Figure C.23: *Decentral Islands* long-term scenario (2040) — Regional distribution of H<sub>2</sub> and CO<sub>2</sub> production, utilisation, storage, and transport.

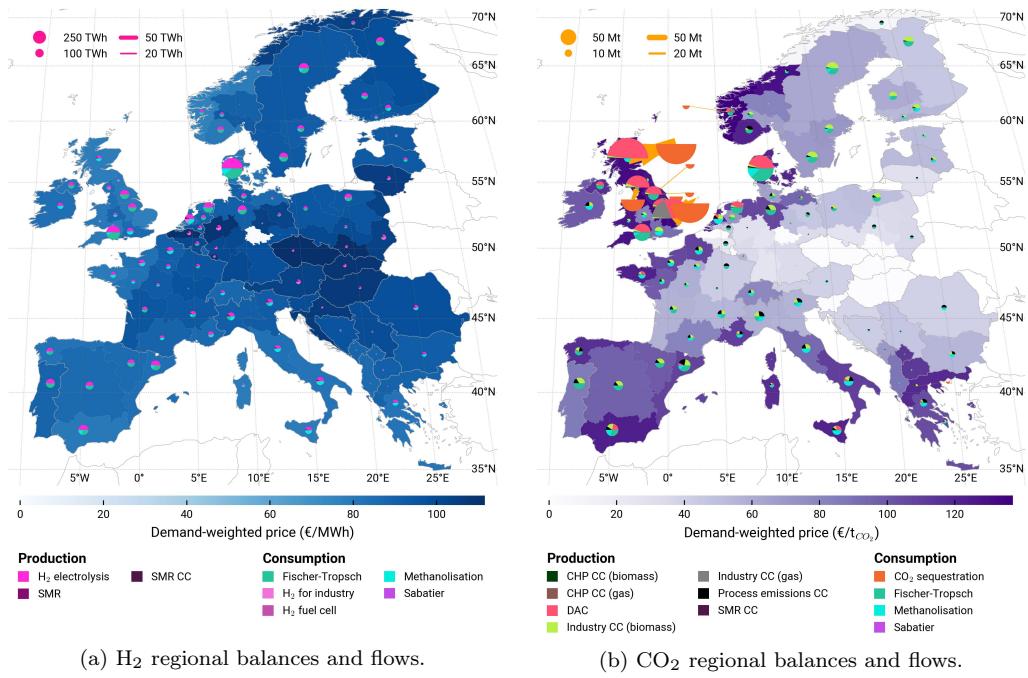


Figure C.24: *Decentral Islands* long-term scenario (2050) — Regional distribution of H<sub>2</sub> and CO<sub>2</sub> production, utilisation, storage, and transport.

781 *Appendix C.6. PCI international*

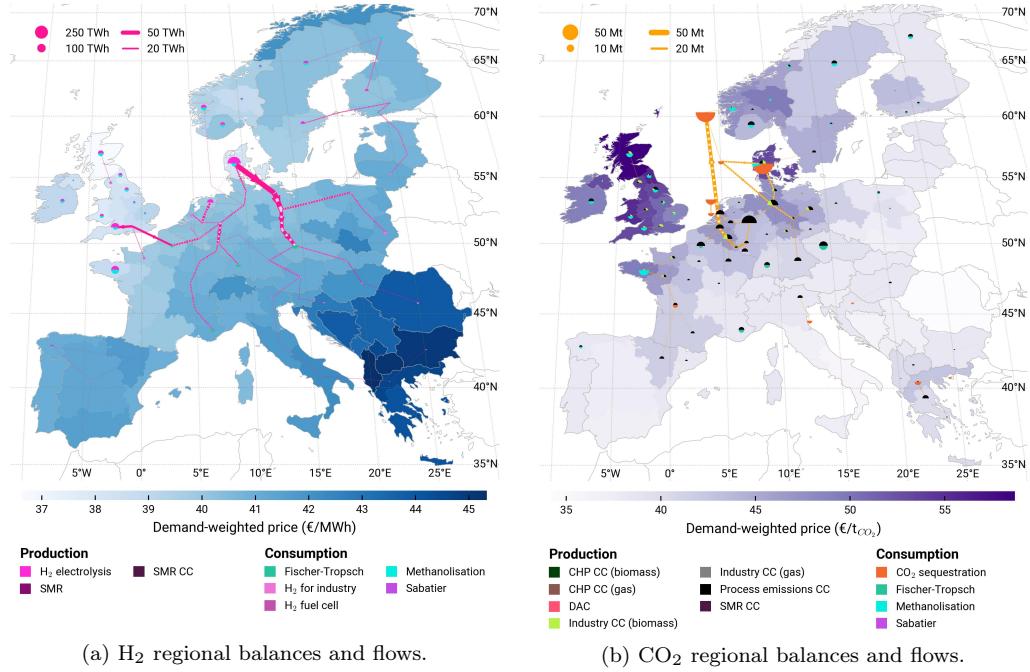


Figure C.25: *PCI* long-term scenario (2030) — Regional distribution of H<sub>2</sub> and CO<sub>2</sub> production, utilisation, storage, and transport. Dotted white lines represent PCI-PMI projects.

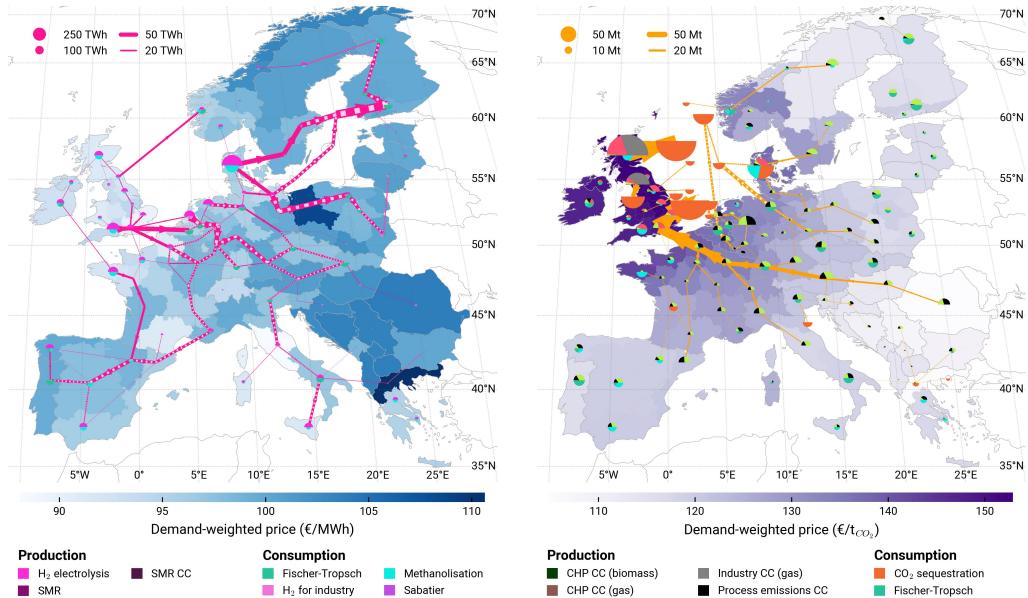


Figure C.26: *PCI-in* long-term scenario (2040) — Regional distribution of H<sub>2</sub> and CO<sub>2</sub> production, utilisation, storage, and transport. Dotted white lines represent PCI-PMI projects.

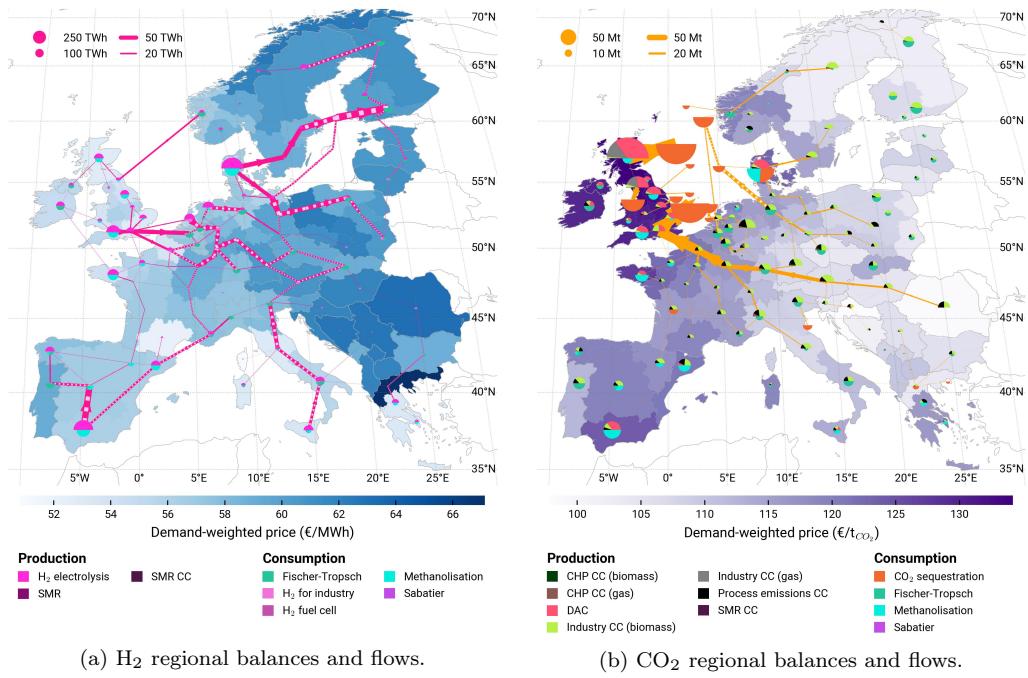


Figure C.27: PCI-in long-term scenario (2050) — Regional distribution of H<sub>2</sub> and CO<sub>2</sub> production, utilisation, storage, and transport.

782 *Appendix C.6.1. Central Planning*

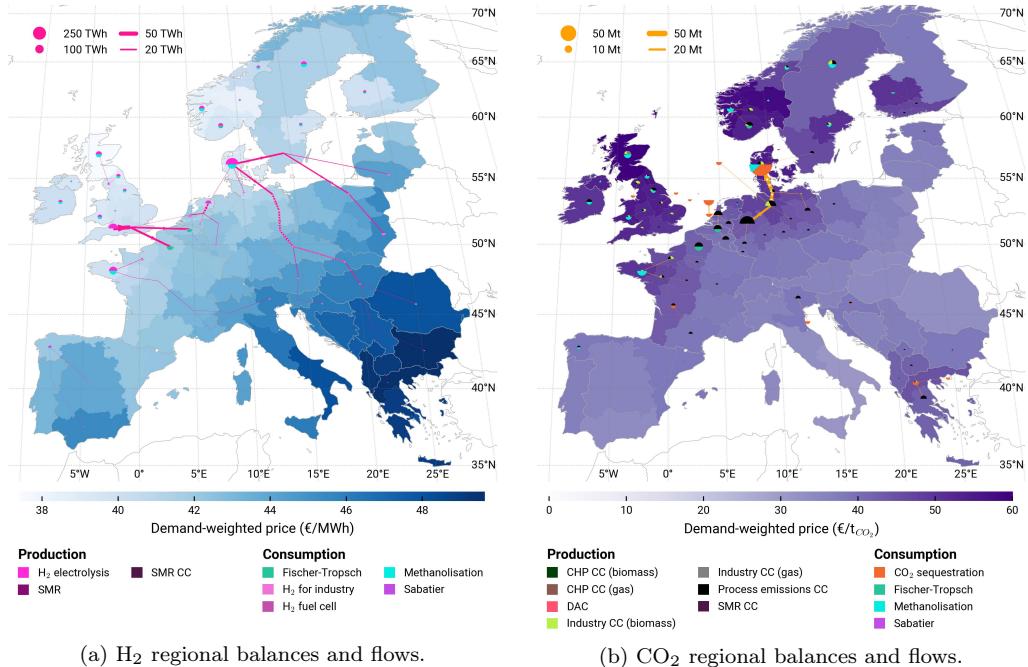


Figure C.28: *Central Planning* long-term scenario (2030) — Regional distribution of H<sub>2</sub> and CO<sub>2</sub> production, utilisation, storage, and transport.

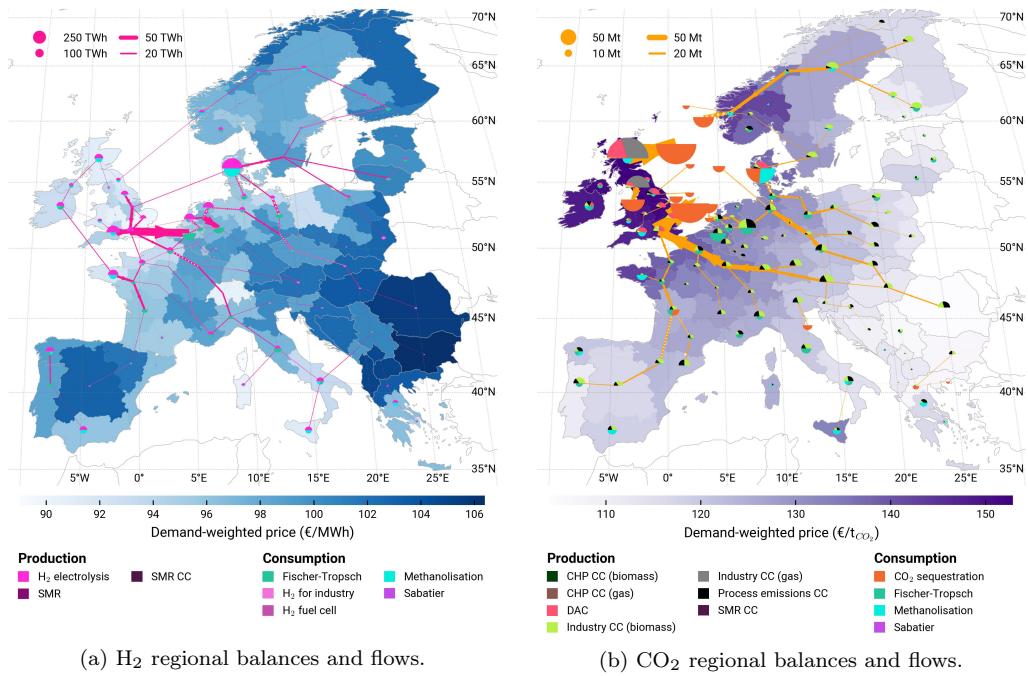


Figure C.29: *Central Planning* long-term scenario (2040) — Regional distribution of H<sub>2</sub> and CO<sub>2</sub> production, utilisation, storage, and transport.

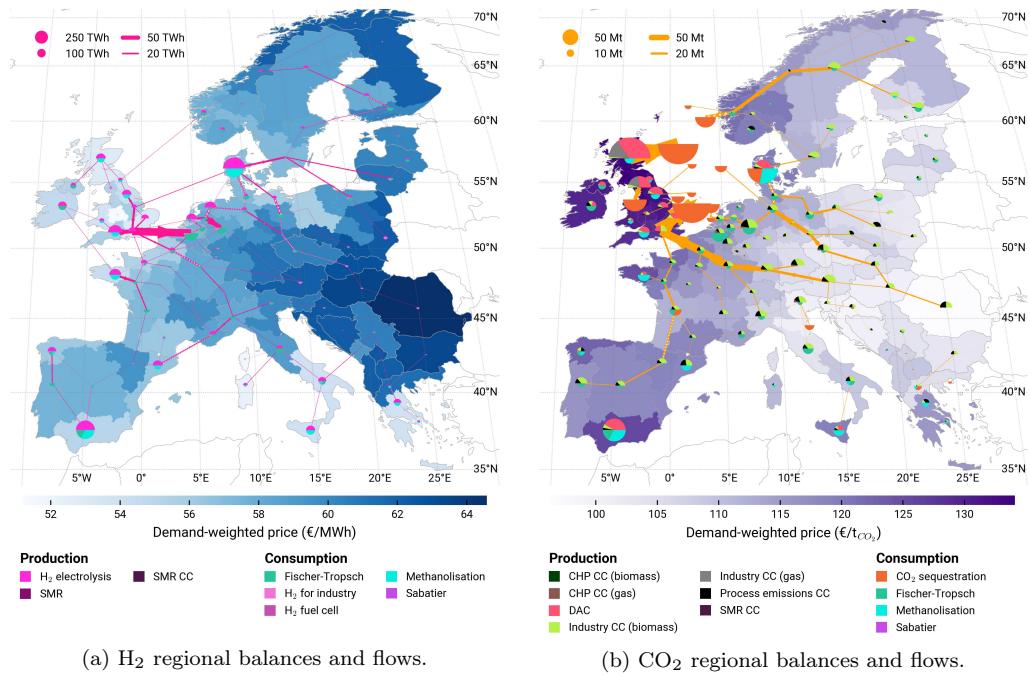


Figure C.30: *Central Planning* long-term scenario (2050) — Regional distribution of H<sub>2</sub> and CO<sub>2</sub> production, utilisation, storage, and transport.

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