Netherlands Enterprise Agency

1 GW subsidy tender for offshore wind energy in 2026

Commissioned by the ministry of Climate Policy and Green Growth

>> *Sustainable. Agricultural. Innovative. International.*

Ministry of Climate Policy and Green Growth

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Attachment(s)
1 - Substantiation of effectiveness, efficiency and evaluation in accordance with the Accounting Act 3.1
2 – Updated development framework for offshore wind energy

Dear Chairman,

Offshore wind energy is essential for achieving green growth, sustainability and energy independence. Until 2040, there will be no alternatives to offshore wind energy that can generate sustainable electricity in a timely manner and on this scale. In recent years, various governments have set high ambitions for offshore wind energy and TenneT has been awarded a major contract to develop grid connections for 23 GW of offshore wind energy. TenneT's investment decisions have been approved in recent years and TenneT has begun implementing and fulfilling its obligations. Several wind farms have also been built, are under construction, or have been permitted in accordance with the Offshore Wind Energy Roadmap. At the same time, the business case for offshore wind farms in the Netherlands and in neighbouring countries came under significant pressure, and tenders for offshore wind energy are no longer possible without government investment. That is why the Government presented the Offshore Wind Energy Action Plan (hereinafter: the Action Plan) to the House of Representatives last September, with measures in the areas of supply stimulation (stimulating construction of offshore wind farms) and demand stimulation (stimulating development of electricity demand).

The Government wants to prevent development of offshore wind energy coming to a standstill, which would be detrimental to achieving climate objectives and increasing energy independence, and have negative consequences for the economy. The Government also wants to prevent high social costs arising from previously approved investment decisions by TenneT as much as possible. In doing so, the Government is mindful of the challenging market conditions for offshore wind energy, the commitments made by TenneT and the lagging pace in development of large-scale demand. For example, with the Action Plan, the Government announced it would reduce the roll-out pace from 4 GW to 2 GW in 2026. It has now become clear that within the available budget allocated by the Government, not 2 GW, but 1 GW of offshore wind energy can be opened up with sufficient chance of success. For this reason, the Government has chosen to open up 1 GW of offshore wind energy with subsidies now and will fully consider the budgetary decision for the second 1 GW when making its spring decision.

In this letter, the Government explains its choice for 1 GW by addressing the advice from the Netherlands Environmental Assessment Agency (*Planbureau van de Leefomgeving*, PBL), the international context, the available budget and the importance of a realistic transition to offshore wind energy. It then explains the consequences of this decision. After that, the site selection and tender design are discussed in broad terms. In this letter, the Government also also elaborates on the motion by Member Thijssen on reducing risks for wind farm developers and industrial companies that want to electrify, and the commitments made to Member Kröger regarding coordination of electricity supply and demand.[1]

Decision for 1 GW of offshore wind energy with subsidies in 2026

Advice from the Netherlands Environmental Assessment Agency

As announced in the Action Plan, PBL issued advice, at the request of the Government, on financial values for this subsidy tender, including the maximum tender amount.[2] PBL's advice is a regular component of the SDE++ system, which is also being followed for this subsidy tender. PBL recommends a maximum tender amount of €104/MWh. PBL arrives at this amount due to increased costs of interest, labour and materials, increased inflation, and reduced and uncertain income from the sale of electricity, among other things. PBL also takes into account that the tender amount must provide sufficient incentive for interested market parties to prepare a bid. A maximum tender amount that is too low can lead to little competition, because tenders in other countries may then be more attractive and market parties therefore focus on those projects.

Due to competition from various market parties preparing and submitting a bid, the winning tender amount is expected to be lower than the maximum tender amount.[3] This means the required budget reserve may still be lower after the subsidy tender opens. Actual cash expenditure during the subsidy term depends on electricity price developments. In addition, PBL expects that current, relatively high, subsidy requirements will not need to continue for all of the next decade, provided that electrification continues. In that case, this will translate into lower subsidy expenditure during the subsidy term. PBL's advice was developed independently and consulted on by PBL with the market. As is customary with the SDE++, the Government is following the advice of PBL, which includes the recommended maximum tender amount of €104/MWh. The maximum tender amount of €104/MWh recommended by PBL is a major step after the subsidy-free tenders in the Netherlands in recent years, but as explained below, it shows parallels with the amounts in tenders abroad.[4]

International context

Recently, tenders for offshore wind energy abroad have been postponed or failed.[5] This is similar to the failed Nederwiek I-A tender in the Netherlands.[6] To continue the roll-out of offshore wind energy in these challenging market conditions,

[1] Parliamentary Papers II 2024/2025, 29826, no. 220. Parliamentary Papers II 2024/2025, TZ202509-013. Parliamentary Papers II 2024/2025, TZ202510-032.
[2] [PM] Include referral after publication of PBL report.
[3] This strategy is deliberately used in tenders for offshore wind energy in Ireland and the United Kingdom. A recently successful tender in Ireland, with a winning tender amount of approximately €99/MWh, had a maximum tender amount of €150/MWh.
[4] For example, the United Kingdom will hold a 20-year tender with CfD in early 2026 with a maximum amount of GBP 113/MWh. This will be subject to higher interest rates and higher costs for permits yet to be obtained, but also higher revenues due to its favourable location. Denmark will have a 2.8 GW tender in 2026, with a 20-year CfD and a commitment budget of approximately €7.4 billion. Norway has a tender for 1.5 GW floating wind turbines (higher development costs than with *monopiles* as used in the Netherlands) with a maximum tender amount of approximately €99/MWh. Market parties have expressed concerns about the success of this tender because the maximum tender amount is approximately equal to the production costs and the duration of the support is limited to 6.5 years (https://www.tu.no/artikler/sorlige-nordsjo-ii-blir-trolig-skrinlagt/561643).
[5] For example, in August 2025, the German subsidy-free tender of 2.5 GW on the N-10.1 & N-10.2 sites failed, and in December 2024 in Denmark, the tender for 3 GW of offshore wind energy failed.
[6] Parliamentary Papers II 2025/2026, 33561, no. 98.

several countries are (again) making use of financial support and price certainty mechanisms, such as a *Contract for Difference (CfD)*.[7]

The tenders abroad cannot be compared one-to-one with the Dutch tenders. For example, the price certainty mechanism, the extent to which the developer is responsible for the necessary permits and studies, whether the grid operator is responsible for construction of the offshore grid, revenues from expected electricity prices and development costs due to, among other things, the location of the offshore wind farm, all differ from country to country.

Recently, a 20-year CfD tender for 900 MW with indexation was won in Ireland with a tender amount of €98.72/MWh.[8] The tender has a set maximum tender amount of €150/MWh. As in the Netherlands, the grid operator in Ireland installs the offshore grid, but the conditions for developing an offshore wind farm are more challenging, and the wind farm developer is responsible for applying for necessary permits and conducting associated studies.

In Poland, the results of a tender for three sites with over 3.4 GW of capacity were announced at the end of 2025. The tender rules included 25-year CfDs with indexation, with the three winning tender amounts between €113-117/MWh. The grid operator is constructing the offshore grid, but it is still under development.

Available budget and updated estimate

To enable offshore wind farms in 2026 to be permitted with a subsidy, a reserve of approximately €2.5 billion has been made in the Ministry of Climate and Green Growth (KGG) budget. For this, the Government has released approximately €0.9 billion from the Climate Fund through cuts. In addition, this reserve is also covered by a cash flow of approximately € 1.6 billion from the structural resources for the SDE++ scheme for the years 2043 and 2044. Diverting more resources at this time to the growth of supply of renewable electricity by subsidising offshore wind farms would be at the expense of other climate and energy measures that are also of great value to the Netherlands.

Based on the recommended maximum tender amount of €104/MWh and the long-term electricity price, an estimate has been made of expected cash expenditure for the period 2031-2045 and the required opening budget for this tender. The opening budget, which is equal to the commitment budget, has been set at €3.98 billion. This is the *maximum* subsidy amount to be paid. The opening budget is based on the maximum obligation, i.e., the maximum amount the recipient can receive based on the decision. This is only the case in the event of long-term low electricity prices.

The total expected cash expenditure under this opening budget is estimated at approximately €2.4 billion. The expected cash expenditure is lower than the opening budget because, at higher prices, the subsidy amount to be paid out is adjusted for income from the electrricity supply market. The *expected* cash expenditure is therefore not based on the maximum amount to be paid, but on the amount expected to be paid on the basis of the multi-year estimate of electricity prices. The *actual* cash expenditure incurred during the term of the subsidy is subject to the development of electricity prices. This is similar to the SDE++ system.[9]

The Policy Choices Explained framework in Article 3.1 of the Dutch Government Accounts Act (*Comptabiliteitswet 3.1*) is included as an appendix to this letter. In

[7] CFDs are two-way contracts for settling differences. In the Netherlands, the CfD instrument is currently being developed so that it can be used from mid-2027.
[8] https://www.gov.ie/en/department-of-climate-energy-and-the-environment/press-releases/minister-obrien-welcomes-successful-result-of-states-second-offshore-wind-auction/.
[9] Parliamentary Papers 2023/2024, 31239, no. 374.

the Ministry of Economic Affairs and Climate Policy's first supplementary budget for 2026 (associated with the Spring Memorandum), a budget amendment will be incorporated, so that the required commitment budget of €3.98 billion is estimated for the year 2026 (instead of the period 2031-2045).

Importance and consideration of the continuation of offshore wind energy
The Government is fully committed to ensuring that the development of offshore wind energy does not come to a standstill in 2026. Due to its risk-reducing and therefore cost-reducing effect, a subsidised tender, as a price certainty mechanism, contributes to the realisation of offshore wind energy. To estimate whether the subsidy costs for offshore wind energy at €104/MWh are efficient, a comparison can be made with the subsidy intensity of the SDE++. The subsidy intensity then amounts to €220/tonne of CO2. This falls within the maximum subsidy intensity that applies to the SDE++ of €300/tonne of CO2. This may be lower if the winning tender amount is lower. The final expenditure during the term then depends on the development of electricity prices. To illustrate, the average subsidy intensity of applications in the onshore wind energy categories in the SDE++ 2025 round is approximately €163/tonne of CO2. It should be noted that production costs for offshore wind energy are higher than for onshore wind energy due to its location. In this comparison, investments in the offshore grid are not taken into account, as they have already been made for the current Offshore Wind Energy Roadmap (hereinafter: Roadmap).

The Government has considered opening up two 1 GW tenders with the available budget. However, this would mean the maximum tender amount would be significantly lower than the maximum tender amount advised by PBL. This would lead to a significantly lower success rate of both tenders and risk further delaying the roll-out of offshore wind energy, with associated social costs for TenneT that would be reflected in grid tariffs and a lower share of renewable electricity in our energy system.

All things considered, the social benefits of a 1 GW tender in 2026 are higher than the social costs of shutting down offshore wind energy in 2026. A tender for 1 GW in 2026 will contribute to greater energy independence for the Netherlands, achieving Dutch climate targets and avoiding additional delay costs for TenneT. It also offers prospects for electrification of industry and demand development in other sectors, which contributes to increasing yields for offshore wind energy. It is also very important for the supply chain that the roll-out does not come to a standstill. Offshore wind energy offers employment in various sectors (manufacturing, innovation, technology and maintenance), the benefits of which have an impact on society as a whole. The development of offshore wind farms therefore contributes to the economy.

Consequences of 1 GW instead of 2 GW of offshore wind energy in 2026
The choice of 1 GW has several consequences for the pace of the planned roll-out, the costs of the offshore grid, climate objectives, energy independence, industry and the supply chain.

Pace of offshore wind energy roll-out
The Roadmap describes the order and dates the various wind farms will be realised and encompasses approximately 21 GW.[10] The Offshore Wind Energy Development Framework (hereinafter: the Development Framework) mandates TenneT to build the associated offshore grid, including delivery dates. Of the approximately 21 GW, approximately 4.7 GW has been built, approximately 1.5

[10] Overprogramming of the Doordewind II wind farm zone (2 GW) expands capacity in the Offshore Wind Energy Roadmap to approximately 23 GW. In May 2025, the Government decided that grid operator TenneT can start with the offshore grid for Doordewind II. As TenneT has not entered into any commitments for the Ten Noorden van de Waddeneilanden and Hollandse Kust (west) VIII sites, TenneT (including this overprogramming of Doordewind II) has entered into commitments for approximately 21 GW. Parliamentary Paper 33561, no. 53 and Parliamentary Paper 33561, no. 85.

GW is under construction, and another 4 GW of offshore wind has been permitted. Due to deteriorating market conditions and the slower than expected increase in electricity demand, the Government does not consider it realistic to adhere to the Roadmap schedule.[11] As a result, this will change the order and dates that wind farms should be realised. The Government is focusing on measures necessary in 2026 to prevent standstills and preparing for more structural measures for the following years. It is up to a new government to draw up an updated Roadmap and update the associated assignment to TenneT in the Development Framework. The pace of the roll-out of wind farms in the Roadmap depends on the decisions made by a new government, in particular the available budget for the roll-out of offshore wind energy.

Cost of the offshore grid
As an offshore grid operator, TenneT has been commissioned to realise the necessary new electricity infrastructure ('offshore grid') so the Netherlands can have sufficient sustainable energy in a timely manner. The delay in the roll-out of offshore wind energy is incurring delay costs for TenneT.[12] In the event of further delays in the planning of the Roadmap, these delay costs will increase. Additional costs due to delays will be passed on by TenneT, after review by the Netherlands Authority for Consumers and Markets (ACM), in the long term through grid tariffs for citizens, businesses, and civil society organisations. This is highly undesirable and the Government intends to make every effort to limit these costs as much as possible.

Climate goals and energy independence
According to the Climate and Energy Outlook (*Klimaat- en Energieverkenning*, KEV), the delay in the roll-out of offshore wind energy so far has reduced the contribution of renewable electricity to electricity supply.[13] Further delays in the roll-out of offshore wind energy are expected to make it even more difficult for the Netherlands to meet its legal obligations and international agreements for our climate policy. The actual impact depends, among other things, on the update of the Roadmap by a new government. Furthermore, without large-scale roll-out of offshore wind energy, the Netherlands will remain dependent on foreign energy for longer.

Industry
As explained in the Action Plan, to strengthen the business case for offshore wind energy and secure it effectively in the long term, it is necessary to accelerate growth in the demand for renewable electricity. For industry, predictability is important; Businesses need to be able to rely on the timing of renewable electrons becoming available at a competitive price, so electrification projects can start as soon as congestion in an area eases. To provide this predictability and ensure sufficient renewable electricity towards 2040, a consistent and phased roll-out of offshore wind energy is needed based on the expected final picture of future electricity demand and not solely on demand at the time of planning. In coming months, the Government will further develop the roll-out schedule and formalise this in the update of the National Energy System Plan and the update of the Roadmap. This creates certainty for companies and contributes to a more robust investment climate. At the same time, the Government will inform the House in the first quarter about the opening of the SDE++ in 2026, which will enable companies to electrify and become more sustainable.

In addition, the Government is investigating how project development to make industry more sustainable can be better facilitated in conjunction with scaling up

[11] As previously explained to the House of Representatives, Parliamentary Papers II 2024/2025, 33561, no. 91.
[12] An estimate of the costs for TenneT associated with the roll-out of offshore wind energy is provided in a confidential appendix to the Offshore Wind Energy Action Plan.
[13] Netherlands Environmental Assessment Agency, Climate and Energy Outlook 2025

the supply of renewable energy.[14] For example, the Government is looking at various solutions to rising grid tariffs and the perceived competitive disadvantage for industry.[15]

Supply chain
Short-term changes in the roll-out of offshore wind energy create significant uncertainty for the parties in the supply chain. Continuity and predictability in the roll-out of offshore wind farms increases efficiency among companies and thus reduces the costs of this transition. The Netherlands has a strong global reputation, with Dutch companies active in the construction and maintenance of offshore wind farms. Gaps are emerging in the order books of these companies because the Nederwiek I-A tender in 2025 did not yield any bids. A tender of at least 1 GW in 2026 is therefore essential to maintain the existing capacity.

Tender design for 1 GW with subsidy in 2026
This part of the letter explains the design of the subsidy tender, including the site selection and various aspects of the subsidy procedure.

Site selection
Instead of the sites in the Nederwiek Wind Farm Zone (Nederwiek I, II or III offshore projects), the Government has decided to award a subsidy for the 1 GW IJmuiden Ver Gamma-A site. The electricity generated from the wind farm at IJmuiden Ver Site Gamma-A will be transported to the Maasvlakte. The Government has opted for this because the Wind Farm Site Decision has already been taken for this site and the permits for the offshore grid have already been granted. New insights from TenneT show that the risks of timely integration of the wind farm's electricity at IJmuiden Ver Gamma-A into the onshore grid are lower than for Nederwiek I-A. TenneT has confirmed that the offshore wind farm can be connected to the onshore grid on time.

TenneT will realise the connection for the IJmuiden Ver Gamma-A site in accordance with the completion dates in the Development Framework. The completion dates in the current version of the Development Framework are still based on the assumption that IJmuiden Ver Gamma-A would be permitted in 2025. Since this has been delayed by a year, these dates will change. The Government will update these dates in the Development Framework no later than when the final regulation (Ministerial Order) is published.

The House of Representatives has already received an updated Development Framework, included as an appendix to this letter, which includes the revised delivery dates for the IJmuiden Ver Beta site. This is in response to the decision taken by the Government last summer to change the permit for the wind farm at the IJmuiden Ver Beta site.[16]

Procedure
Choice of procedure
Under the Offshore Wind Energy Act, offshore wind farms can be permitted using a subsidy procedure, a comparative assessment procedure (with a financial bid) or an auction procedure. As explained earlier, the Government has decided to permit 1 GW with a subsidy this year.

The Government considers it unlikely that there will be subsidy-free bids under current market conditions.[17] At the same time, it is desirable to leave the option of subsidy-free bids open, if market conditions change favourably between

[14] Parliamentary Papers II 2024/2025, 33561, no. 91; Parliamentary Papers II 2024/25, 29826, no. 265.
[15] Parliamentary Papers II 2023/24, 32813, no. 1372.
[16] Parliamentary Papers II 2025/26, 33561, no. 90.
[17] In view of the outcome of the tender of Nederwiek I-A in October 2025, for which no applications were received; see Parliamentary Papers II 2025/2026, 33561, no. 98.

publication of the draft Ministerial Order and the closing of the tender. The Decision on the Stimulation of Sustainable Energy Production and Climate Transition (*Besluit stimulering duurzame energieproductie en klimaattransitie*, hereinafter: SDEK Decision) does not offer the option of a subsidy-free bid. That is why the subsidy procedure is being combined with the auction procedure. The subsidy procedure and the auction procedure can be applied in parallel in one Ministerial Order per site.[18] Applicants must choose which procedure they will use to submit a bid.

General provisions and pre-qualification criteria apply to any application (with or without subsidy). When an application meets the pre-qualification criteria, the application will be ranked. Applications submitted in the auction procedure are ranked higher than applications in the subsidy procedure. In the auction procedure, the application with the highest bid is ranked highest. In the subsidy procedure, the application with the lowest tender amount (the lowest subsidy intensity) is ranked highest. The application with the highest ranking will receive the permit and, in the case of the subsidy procedure, the subsidy. The subsidy and auction procedures are described in more detail in the Explanatory Notes to the draft Ministerial Order.

A subsidy tender anticipates the introduction of the *Contract for Difference* from mid-2027.[19] In Spring 2026, the Government will inform the House about the progress of the development of a *Contract for Difference* as a price certainty mechanism for offshore wind energy, solar PV and onshore wind energy. This will include the proposed design options.

Integration of offshore wind energy
As explained in the Action Plan, for future tender rounds, the Government will examine how solutions can be stimulated – in line with the business case – for social goals that contribute to the further growth of offshore wind energy, such as ecology, system integration and fisheries. The comparative assessment procedure has led to solution-oriented and innovative bids. For example, significant steps are being taken in the realisation of the wind farms in Hollandse Kust (west). The tenders for IJmuiden Ver Sites Alpha and Beta also led to solution-oriented measures. In the subsidy procedure, stimulating innovation by means of qualitative ranking criteria is not possible, but safeguarding these social goals remains just as important. The realisation of approximately 21 GW in accordance with the Roadmap is only possible if it fits within the ecological carrying capacity of the North Sea and within the energy system.[20] Recent tender rounds with a comparative assessment have led to knowledge, such as on ecology, that can also be (partially) included as a pre-condition in regulations in Wind Farm Site Decisions or permits. This is in line with the rules for non-pricing criteria from the European *Net Zero Industry Act* (NZIA). Insofar as techniques are proven and feasible, the Government will therefore prescribe ecological regulations in the Wind Farm Site Decision. Knowledge gained from the realisation and operation of previous offshore wind farms will be taken into account. Furthermore, the Government remains fully committed to tackling and mitigating the impact of grid congestion and the integration of offshore wind energy into the energy system.[21] Research is also currently underway into national security risks of offshore wind farms. This research is specifically about the use of third-country components with offensive (cyber) programmes that continuously carry out offensive intelligence activities. This research has not yet been fully complete. If measures are deemed necessary, they will be included as pre-qualification requirements in the final tender procedure.

[18] Parliamentary Papers II 2018/19, 35092, no. 3, Explanatory Notes. The parallel application of the subsidy procedure and that of an auction in a single Ministerial Order per site is coordinated with the Minister of Finance, in accordance with Article 14a, second paragraph, of the Offshore Wind Energy Act.
[19] Parliamentary Papers II 2025/2026, 33561, no. 91.
[20] Parliamentary Papers II 2021/22, 33561, no. 53.
[21] Parliamentary Papers II 2024/2025, 29023, no. 597.

State aid approval
The subsidy is subject to approval by the European Commission. The pre-notification process is currently being completed by the European Commission to obtain this approval. After completion of the online consultation (see below) and the processing of any amendments, the formal notification will be submitted to the European Commission. State aid approval is expected a few months later.

Online consultation and follow-up
The draft Ministerial Order for IJmuiden Ver Gamma-A will be made public with the publication of this letter to the House. An online consultation will then be launched, enabling wind farm developers to access the information required to prepare an application. The online consultation will be open for six weeks. During this period, everyone has the opportunity to respond. Responses received will be processed where necessary and may lead to further discussion. The responses to the online consultation will be incorporated into the final Ministerial Order. The tender is then expected to be opened in September 2026.

Possible feed-in tariff for producers
ACM intends to introduce a producer tariff, in which not only the customer, but also the producer pays for the electricity grid. PBL has not explicitly included ACM's proposed introduction of a feed-in tariff for electricity producers in the maximum tender amount. This is because it is not yet clear whether this feed-in tariff will be introduced and how it will be designed. Regardless of whether and how the feed-in tariff will be introduced, the uncertainty currently surrounding this poses a risk with consequences for the business case of offshore wind farms. This leads to cost increases, which wind farm developers cannot properly estimate or limit, and therefore also poses risks to the chance for success of the tender. The Government has brought these risks to the attention of ACM.

Commitments and motions: coordination of electricity supply and demand
Finally, in this letter, the Government discusses a number of commitments and motions. To fulfil two commitments[22], the Government initiated a discussion with industrial customers and the wind energy sector. On 30 October 2025, the steering group for the 'National Programme for Sustainable Industry' (*Nationaal Programma Verduurzaming Industrie*, NPVI) met up. Representatives from the wind energy sector and industry were present, including NedZero, the Confederation of Netherlands Industry and Employers (known as VNO-NCW) and the Association for Energy, Environment and Water (*Vereniging voor Energie, Milieu en Water*, VEMW). The steering group reflected on various factors that currently prevent supply of offshore wind energy and electricity demand from industry from adequately aligning. The electricity price is currently perceived as too low to be able to build and operate an offshore wind farm, but too high for industry to be able to electrify. The Action Plan contains good elements to solve this problem, such as the measures for supply, including *Contracts for Difference,* and demand, including the extension of the Indirect Cost Compensation ETS (*Indirecte kostencompensatie ETS* or IKC-ETS) subsidy scheme and a Power Purchase Agreement (PPA) guarantee fund. Invest-NL, in collaboration with the Government, has now started the development of this guarantee fund, for which the Government has made €1 million available, as announced in the Action Plan. With this, the Government is also implementing the motion by Member Thijssen.[23] The NPVI steering group also agreed to further explore the bottlenecks surrounding PPAs in the development of this fund, in particular the difference in desired PPA lead times. The industry has also offered conduct targeted research into how it can contribute to reducing grid congestion through more flexible use of the grid.

[22] Parliamentary Papers II 2024/2025, TZ202509-013. Parliamentary Papers II 2024/2025, TZ202510-032.
[23] Parliamentary Papers II 2024/2025, 29826, no. 220.

Conclusion
If the roll-out of offshore wind energy stalls, an important part of the energy transition will also stall. The Government is aware of this difficult situation and will continue to take steps towards a continuous and realistic roll-out of offshore wind energy. This will begin with the publication of the draft Ministerial Order for the 1 GW subsidy tender for IJmuiden Ver Gamma-A. The Government plans to open the final tender in September. This is how we ensure our energy independence and make energy supply and industry in the Netherlands more sustainable. The Government will continue to work with all parties in the sector to jointly realise offshore wind farms.

Sophie Hermans
Minister for Climate and Energy

Appendix 1: Substantiation of effectiveness, efficiency and evaluation in accordance with the Accounts Act 3.1.1

Part	Explanation
Goals	Offshore wind energy makes a major contribution to society. In this way, it contributes to energy independence, the Dutch economy, making the Netherlands more sustainable and the supply chain. The Roadmap for approximately 21 GW of offshore wind energy around 2030 outlines a roll-out path for the development of offshore wind energy that should contribute to investment decisions in offshore wind energy and the sustainability of industry. It also follows from the North Sea Wind Energy Infrastructure Plan that a robust 30 GW in 2040 applies as the lower limit for offshore wind energy needed to enable the sustainability plans of the Netherlands and industry. However, the roll-out of offshore wind energy according to the path envisaged in the Offshore Wind Energy Roadmap has been under pressure in recent years as a result of sharply increased development costs and reduced and uncertain revenues for wind farm developers. This leads to a direct impact on achieving climate targets or energy independence, puts a brake on the economy, slows down or leads to the cancellation of making industry more sustainable, and has adverse consequences for the supply chain.
Policy instruments	The instrument is the permitting of offshore wind energy with the subsidy procedure. This means that a winning application in the tender will obtain a permit under the Offshore Wind Energy Act and a subsidy decision under the Decision on the Stimulation of Sustainable Energy Production and Climate Transition, which follows the SDE++ system. The subsidy for offshore wind energy works according to the same system as the SDE++ scheme, with which the Minister of Climate and Green Growth supports companies that generate sustainable energy or apply techniques that reduce CO_2 emissions. The Minister will compensate the unprofitable part of a project: the difference between the costs of the sustainable technology and the revenues from the market. If the market price is lower than the tender amount of the application, a subsidy will be paid. With higher electricity prices, the amount of cash expenditure decreases. The payment is made on the basis of actual production achieved. As a result, this system ensures that companies receive support for making sustainable

	projects financially feasible in the most cost-effective way possible. Such a form of support can still be used until mid-2027. From July 2027, the European Commission will require price certainty support for renewable electricity projects only in the form of *Contracts for Difference*. This is mandatory under European regulations and an instrument that is already widely used abroad. A CFD is currently still being developed into national legislation. CfDs offer the possibility of funds flowing back to the State if the electricity price is above the *strike price*, the level at which a developer has a profitable business case.
Financial consequences for the Government	Based on the maximum tender amount of €104/MWh, the expected cash expenditure is estimated at approximately €2.4 billion (over the period 2031-2045) and a commitment budget/subsidy ceiling of €3.98 billion. The reserve and the estimate will be lower if the winning tender amount is lower than the maximum tender amount. The actual expenditure depends on electricity price developments during the eligible period of 15 years from the commissioning of the offshore wind farm.
Financial consequences for social sectors	By offering as much continuity as possible in the roll-out of offshore wind energy, the delay costs of TenneT, which are included in the grid tariffs, are limited as much as possible.
Targeted effectiveness	The sharp increase in development costs and reduced and uncertain revenues for wind farm developers have led to an unprofitable top that has grown rapidly. A subsidy is made available for this on the basis of actual production. The subsidy is paid out retrospectively on the basis of the annual average electricity price.
Efficiency targets	The subsidy only covers the unprofitable top portion, the difference between the market price for energy and the cost price for generation by the wind farm. In addition, a basic (base) electricity price is used. If the electricity price falls below the basic electricity price, no additional subsidy will be paid. With the maximum tender amount of €104/MWh, the subsidy intensity for this tender is €220/tonne CO2. This falls within the maximum subsidy intensity of €300/tonne CO2 that applies to the SDE++. This may be lower if the winning tender amount is lower. The final expenditure during the term then depends on electricity price developments. To illustrate, the average

	subsidy intensity of the applications in the categories of onshore wind energy in the SDE++ 2025 round is on average approx. €163/ton CO2. It must be taken into account that the production costs of offshore wind energy are higher compared to onshore wind energy due to location. The application of a price certainty mechanism is in line with global developments. Although tenders abroad cannot be compared one-to-one Dutch tenders, these tenders give a good indication of the challenging market conditions that currently apply to offshore wind energy worldwide.
Evaluation	By starting the online consultation on the draft Ministerial Order, anyone can respond to the regulations. This offers an opportunity to amend the draft Ministerial Order into a definitive regulation. The consultation also provides an indicator of willingness and the chance of success of the tender. After the tender closes, the results and success of the tender will be evaluated in order to learn from it for subsequent tenders in terms of budget reserve and tender design. These lessons will also be included, as much as possible, in the elaboration of the Contract for Difference that must be applied from mid-2027.

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Netherlands Enterprise Agency is part of the ministry of Economic Affairs.