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Re Future integration of nuclear power into the energy system

Our reference

KGG_DGKE_KERN / 107012778

Dear Speaker,

The government is fully committed to increasing the share of clean energy in the energy mix and strengthening the energy independence of the Netherlands. Nuclear energy will play an important role in this regard. Its added value in the energy system lies, among other things, in diversifying the energy mix, thereby increasing the system's resilience. Nuclear energy will also add stable production capacity. For this reason, the government is working on the construction of new nuclear power plants. The development of the first two large-scale nuclear power plants is gradually taking shape: in progress letters, this House has been informed about the contours of the financing package and the establishment of Nuclear Energy Organisation Netherlands (*Nucleaire Energie Organisatie Nederland* (NEO NL)), a government shareholding for policy purposes. In this letter, the State Secretary for Climate and Green Growth and the Minister for Climate and Green Growth, also on behalf of the Minister of Housing and Spatial Planning, set out information for the House about one of the important next steps: the process of arriving at a draft preferred decision for a single location for the first two nuclear power plants.

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On 17 October 2025, the previous government informed this House about the progress of the site studies and their elaboration in an Integrated Impact Assessment (*Integrale Effecten-Analyse* (IEA))¹². Part of the process toward the draft Preferred Decision (*ontwerp-Voorkeursbeslissing* (oVKB)) for the site will be sharing the results of the draft Integrated Impact Assessment and draft Strategic Environmental Assessment report (SEA report) with local residents and other stakeholders, and incorporating their responses. The government is now publishing these documents along with an indication of its current direction of

¹ Parliamentary Papers 2025/26 32 645 no. 161.

² The sites studied in the Scope and Level of Detail Memorandum (*Notitie Reikwijdte en Detailniveau* (NRD)) are: Sloe Area (Electricity Production Company South Netherlands (EPZZ) and the Thermphos site) Terneuzen (Mosselbanken/Paulinapolder) Maasvlakte II (Princess Amalia harbour-west) Eemshaven (Westereemweg/Emmapolder, Eemshaven power plant, Eems power plant)

travel. It aims to provide clarity about the interim insights gleaned from the site studies and about the considerations it needs to make in response to them.

The interim conclusion, further explained in this letter, is that only two site options in Eemshaven (Groningen) and the site option in Terneuzen (Zeeland) remain eligible to be selected as the preferred alternative. Later this year, the government will inform this House which will be the preferred site. This will then be detailed in a draft Preferred Decision, expected in the first half of 2027 instead of September this year.

The government recognises that this communication will have an impact on those concerned and the fact that this House as well as the Provincial Councils and municipal councils have expressed opposition to the construction of nuclear power plants in Groningen in motions.

This government nevertheless adheres to the approach taken by previous governments, which agreed that if several sites prove suitable for the construction of nuclear power plants after the studies have been carried out, preference will be given to a site in Zeeland. At the same time, the information now provided by TenneT requires weighing up the dilemmas that arise from it. The potential integration of nuclear power plants in Zeeland is complex, while there is no public support for construction in the Eemshaven. The sites in Zeeland as well as Groningen require further specification. This letter sets out information for this House about the considerations the government will make regarding the selection of a preferred site and the next steps to be taken. This letter does not choose suitable sites. The House will be informed about this at a later stage, including the financial implications.

This letter also includes a summary by the State Secretary for Climate and Green Growth of the progress made in recent months on the construction of the first two nuclear power plants. By advancing work in other workstreams alongside the project procedure, the government is giving effect to motions adopted by this House. These include motions calling for a faster realisation of nuclear energy and for measures that support the development of the nuclear power plants (motions submitted by De Groot, De Groot and Jumelet, and Keizer and Heutink³).

In parallel with this letter, the government is publishing a roadmap for the potential expansion to 7GW nuclear capacity by 2050. The construction of the two large-scale nuclear power plants is an important cornerstone of this roadmap.

Preliminary results of the site studies

In 2022, the government at the time informed this House about preparations for a formal procedure to enable the construction of nuclear power plants. At that time, a preference was also expressed for building the nuclear power plants near the

³ Parliamentary Papers II 2025/26 31 239 no. 438.
Parliamentary Papers II 2025/26 36 800 no. 24.
Parliamentary Papers II 2025/26 23432 no. 704.

existing plant in Borssele. This enabled an accelerated start to assessing the technical feasibility of the intended nuclear power plants in the Netherlands, establishing the necessary relationships, and building expertise. The expectation at the time was that sufficient physical space was available or could be created. The existing nuclear knowledge and infrastructure underlined this preference.⁴

On that basis, a participation process was set up for Borssele, resulting among other things in the Borssele and Zeeland conditions. It was also made clear that a national project procedure would need to be followed to arrive at a careful assessment and a robust project decision regarding the site. At the beginning of 2024, the government at the time initiated the current project procedure. Initially, in line with the elimination of Eemshaven as a safeguarding area, the government did not include Eemshaven in the location study. Based on advice from the State Advocate, the government concluded in 2025 that it was not legally possible to exclude Eemshaven from the project procedure while still arriving at a legally robust decision on the site.⁵ Since then, studies have been conducted on nine alternative sites.

Conclusions

The site studies provide an understanding – across the themes of technology, the environment, surroundings, future robustness, and costs – of how suitable the sites are for accommodating two large-scale nuclear power plants. The final consideration of all these aspects resulted in the publication of a draft Preferred Decision (oVKB). The results of the draft Integrated Impact Assessment and draft SEA report show that there are considerable obstacles to a number of sites. They are such that they no longer qualify as preferred alternatives. Because the government considers it important to provide clarity to the regions, the main factors for these five potential sites are outlined below (a more detailed explanation is included in the concluding section of the attached draft Integrated Impact Assessment).

- Maasvlakte II no longer qualifies due to an accumulation of complexity. This complexity arises from the site's limited size as well as the limits imposed by its outline. Extremely complex earthworks would be required for construction. In addition, significant effects on Natura 2000 areas due to nitrogen deposition are possible. Also, bottlenecks are expected in grid integration, and safety risks related to surrounding industrial activity must be considered. Moreover, the site would come at the expense of industrial plots with deep-sea quays, which support national economic ambitions in terms of the energy transition and circularity.
- Site option Sloe Area 1, near the Borssele nuclear power plant, is no longer eligible. The available space is too limited. To make the nuclear power plants fit, infrastructure and a dike would need to be relocated. Safety risks related to gas and future hydrogen transport would

⁴ Parliamentary Papers II 2022/23 32 645 no. 116.

⁵⁵ Parliamentary Papers II 2025/26 32645 no. 138.

remain. The underlying hydrogen cluster would become uncertain. Significant effects on Natura 2000 and grid integration bottlenecks are also expected. The accumulation of these factors makes this location less suitable for the construction of nuclear plants.

- Site option Sloe Area 2, the former Thermphos site, is no longer eligible due to an accumulation of complexities. These relate primarily to required safety measures (including relocations of businesses), a complex cooling-water solution, and relatively limited available space. The site would also come at the expense of deep-sea quays needed for national ambitions in terms of the energy transition and circularity. Significant effects on Natura 2000 and grid integration bottlenecks are also expected here.
- Site option Eemshaven 1A, the western lobe of the Eemshaven, is no longer eligible due to an accumulation of complexities. This stems from the required relocation of the Vopak Terminal (National Oil Reserve) and the primary dike. Both would require separate spatial planning procedures.
- Site option Eemshaven 2, the site of the Eemshaven power plant (RWE). This site is no longer eligible due to the considerable complexity involved in dismantling the existing power plant and relocating a gas transmission pipeline. Safety risks related to gas and future hydrogen transport and the proximity of the LNG terminal would remain.

The draft Integrated Impact Assessment also shows that while the integration of the intended nuclear power plants is challenging, it appears feasible at the remaining three potential sites based on current knowledge. It shows that the government must make careful considerations for these remaining potential sites to enable the construction of nuclear power plants. The remaining alternatives are:

- Eemshaven in Groningen. The two options 1B and 3 – on agricultural land in the Emmapolder and at the site of the Eemscentrale power plant (ENGIE), respectively – emerge as the most suitable in terms of environmental and technical aspects. According to TenneT, no additional investment costs are required for grid integration beyond the grid expansion projects already planned.
- Terneuzen in Zeeland. The draft Integrated Impact Assessment and draft SEA report present two options here: one on the Mosselbanken industrial site and the other on agricultural land in the Paulinapolder. Grid integration here, however, will require far-reaching measures.

In addition, integration of the nuclear power plants in the Eemshaven aligns better with the integration of four offshore wind landing points elsewhere in the country under the Offshore Wind Landing Connections Programme (*Programma Verbindingen Aanlandingen Wind op Zee* (pVAWOZ)) than the sites in Zeeland or at Maasvlakte. The next section explains this in more detail. The site studies also identify several other aspects for consideration in the Eemshaven and Terneuzen options, including the impact on Natura 2000. Further analyses of the sites will be

carried out and consultations are to be held with regional authorities and other stakeholders in the short term. In selecting a preferred site, the government will consider both technical aspects and local/regional (political-administrative) support. The section on next steps elaborates on this. The Integrated Impact Assessment and the SEA report will be finalised based on the outcomes of the consultations and further analyses.

Regional authorities and local communities in the Sloe Area and Maasvlakte regions have been informed of the main outcomes of the draft IEA. For the Sloe Area, discussions will continue about other opportunities related to nuclear energy (for example, opportunities to further develop the nuclear ecosystem – see also section 2.2 of the annex). These opportunities are also part of the participation process that has been conducted with the region and local communities up to now. Cooperation between the national government and the region will also continue for other energy projects. The shaping of this cooperation is further explained in the progress report on the various workstreams (see the annex). This also provides a more detailed explanation of the site studies and the next steps in the project procedure.

Integrating large-scale electricity production into the electricity grid is highly complex

One important part of deciding between the remaining sites relates to the complexity of integrating the nuclear power plants into the high-voltage grid. The electricity system consists fundamentally of electricity production (supply), electricity users (demand), and the connections between supply and demand (transport). When integrating new large-scale generation sources, there has to be sufficient capacity to transport the electricity produced to users. However, this cannot be taken for granted everywhere. This is because of grid congestion or the concentration of new sources of generation in areas with limited local demand. When electricity cannot be transported to other parts of the country, supply may need to be curtailed. As the most recent Investment Plan 2026⁶ indicates, TenneT is reaching the limits of the technical possibilities for further expanding the national 380 kV grid. These limits include available physical space, safety requirements within the network and the load capacity of grid components. The possibilities for redispatch (upward and downward redispatch) are also limited due to high societal costs.

In light of the above considerations, the government has requested several analyses from TenneT over the past year. These analyses were organised around the principle of integrating two large-scale nuclear power plants at a single site. They form part of the draft Integrated Impact Assessment and are included as annexes to this letter. They first examine the integration of two new nuclear power plants into the energy system (TenneT 2026a). The Offshore Wind Landing Connections Programme (pVAWOZ) is seeking locations for four additional landfall

⁶ [Onshore Grid Investment Plan 2026](#)

sites in coastal regions, supplementing the existing Offshore Wind Roadmap (*Routekaart wind op zee*). To assess the combined effects of integrating nuclear power plants and these landfall sites, TenneT prepared a second qualitative analysis, which reviews earlier studies on nuclear energy and offshore wind in conjunction with each other (TenneT 2026b). In response to further questions, TenneT provided an additional quantitative analysis clarifying the situation in Zeeland (TenneT 2026c). This final analysis offers the most accurate picture of the three.

The key conclusions of the TenneT analyses regarding grid integration of two large-scale nuclear power plants and four additional offshore wind landing points by 2040 are as follows:

- From a grid-technical perspective, Eemshaven would be the best site for the nuclear power plants according to TenneT. A combined 3.2 GW nuclear capacity in Eemshaven could be integrated simultaneously with four landfall sites elsewhere along the coast under the Offshore Wind Landing Connections Programme without additional TenneT investments. For one of the four landfall sites, additional local flexible demand development is required.
- According to TenneT, integrating nuclear power plants into the Sloe Area is not possible. The connections in Zuid-Beveland are already heavily loaded and cannot be further expanded.
- For the Maasvlakte, TenneT indicates that integration is only possible with very substantial measures, specifically significant demand development and major interventions in the electricity grid. In addition, only three additional offshore wind landfall sites are possible elsewhere along the coast. For the fourth landfall, a site further inland within the grid would have to be considered, which is more complex and costly than coastal landfall sites.
- TenneT's analysis shows that the integration of 3.2 GW nuclear capacity in Terneuzen will require far-reaching measures in addition to the significant demand development expected in the region. Even integrating a combined capacity of 2.2 GW would require substantial measures. Possible measures include additional demand development in industry and other sectors, structural redispatch costs of up to hundreds of millions of euros per year and/or scaling down existing energy projects. This could mean reducing or closing existing nuclear and other power plants and halting offshore wind projects currently under construction, for example. According to TenneT, two offshore wind landfall sites are feasible elsewhere along the coast. Two more are also possible with significant local demand development amounting to several gigawatts. TenneT notes that this alternative could also accommodate a landfall site located further inland within the grid.

TenneT also indicates that, from a system-efficiency perspective, distributed placement of generation capacity across the country using Small Modular Reactors (SMRs) could be integrated without undue difficulty. As explained in the letter to

the House of Representatives regarding the Nuclear Energy Roadmap (*Routekaart Kernenergie*), the government views SMRs as an important component of the potential expansion to 7 GW of nuclear capacity by 2050. The current project procedure focuses on integrating two large-scale nuclear power plants at a single site. This approach was chosen at the beginning of 2024 because such plants are commercially available and have already been deployed elsewhere in the world. This follow-up suggestion from TenneT will therefore be further examined within the National Energy Main Infrastructure Programme II (*Programma Energiehoofdstructuur II* (PEH II)). In this process, system efficiency will be considered alongside spatial and other prerequisites for SMRs, such as the availability of sufficient cooling water.

The TenneT analyses that address the integrability of 2.2 GW or more in nuclear capacity at specific sites are relevant for assessing the feasibility of different reactor models at a site. Greater measures are required for reactor models with higher output. These findings will support the further specification of the required demand development and the associated policy measures in the months ahead.

The feasibility of the electricity grid and energy system is under pressure. More broadly, the TenneT analyses highlight several important issues. Electricity production from nuclear energy and offshore wind is concentrated along the coast, while demand is spread across the country. This creates a significant need for large-scale electricity transport. This is clearly illustrated in the province of Zeeland, where according to TenneT's data expected electricity demand in 2040 will be no more than 5.4 GW, compared to 12.7 GW of supply at peak times (including 3.2 GW from the new nuclear power plants). This will create substantial shortfalls in transport capacity in Zeeland's 380 kV high-voltage grid as well as in connections further east into North Brabant. Given the limits to expanding the electricity grid, this means that local supply and local demand will have to be more closely aligned. In the updated National Energy System Plan (NPE), to be published on Budget Day, the government will provide more detail on expected developments in supply and demand up to 2040.

The challenge of integrating the two new nuclear power plants therefore makes it clear that it is important to select sites from a broader system perspective. In the National Energy Main Infrastructure Programme II (PEH II), the government will determine the site selections for, among other things, the additional nuclear-energy ambition (both conventional units and SMRs that primarily supply the national electricity grid), additional landfall sites (including deeper onshore landfalls), and other power plants, also in light of the coalition agreement's aim of realising 40 GW of offshore wind. Both ambitions are important for the future energy supply and will be considered in conjunction with demand development. After the summer, the government will publish the next letter, in which it will discuss the potential search areas under the National Energy Main Infrastructure Programme II. At the same time, this has consequences for other forms of sustainable electricity production and for demand development. The government will map this out in more detail in the coming months.

Current considerations regarding the choice between Terneuzen and Eemshaven

In summary, this means that the government must make a decision in which at least system-technical aspects and local support for the sites have to be weighed up against each other. According to the combined results of studies carried out, the two potential sites for new nuclear power plants in Eemshaven are preferable to Terneuzen from both a spatial and a system-technical perspective. However, motions from the House of Representatives, Provincial Councils, and municipal councils have previously expressed opposition to building nuclear power plants at that site⁷.

In a 5 June meeting on the draft Integrated Impact Assessment, regional authorities in Groningen informed the State Secretary for Climate and Green Growth that they oppose the establishment of nuclear power plants. Political-administrative support for the preferred site is important to the government. Another factor is that previous governments have expressed a preference for choosing a site in Zeeland if such an option exists. As set out above, however, TenneT's analyses raise questions about the feasibility of a site in Zeeland. Therefore, the next steps set out below explain how further analysis of electricity demand development in Zeeland will be carried out.

Next steps: further analyses and dialogue with local communities

In the months ahead, the government will focus on completing the information needed to take a draft Preferred Decision on the location of the first two nuclear power plants. The planned steps are outlined below

Dialogue with local communities

After publishing the preliminary results, we will be present in Groningen, Zeeland and the Maasvlakte to listen to initial reactions and answer questions. After the summer recess, we will continue discussions with local communities and interests parties (residents, civil society organisations, businesses, regional authorities) based on the study results of the draft Integrated Impact Assessment and draft SEA report. We aim to do this meticulously and will take the time needed for it. Additional substantive discussions will be organised for specific groups, such as civil society organisations and businesses.

In addition, dialogue in preparation for a possible National-Regional Package for Zeeland (*Rijk-Regiopakket voor Zeeland*) will continue. The conditions submitted by the region to the Ministry of Economic Affairs and Climate Policy form the basis

⁷ Parliamentary Papers II 2024/25 32 645 no. 145.

Provincial Council of Groningen: motion entitled 'No nuclear power plant in the province of Groningen' (5 June 2024).

Municipality of Het Hogeland: motion entitled 'No nuclear power plant in Het Hogeland' (3 April 2024).

Municipality of Eemshaven: motion concerning the establishment of nuclear power plants in Eemshaven (23 April 2024).

for this dialogue (see further explanation in the annex). These include the previously mentioned Zeeland conditions, the Borsele conditions and the conditions received from Terneuzen and Vlissingen. As regards the Eemshaven sites, the government will first hold administrative discussions on the interim results of the draft Integrated Impact Assessment and draft SEA report. No steps toward a National-Regional Package are being taken at this stage.

Follow-up study

In addition, as regards Terneuzen, the government is mapping out what type and scale of electricity demand, policy measures and resources would be needed for grid integration. The government will collaborate with relevant parties in Zeeland. Initially, this will be based on the existing tasks and plans for the sustainability transition of the port and industrial cluster. Consideration will also be given to new energy-intensive industries and other sectors. This will build on earlier Cluster Energy Strategies and the framework of the National Programme for Industrial Sustainability (*Nationaal Programma Verduurzaming Industrie*). This will include the broader assessment of other spatial challenges posed by the Terneuzen site. In addition, the potential measures identified in the TenneT studies will be explored from a policy perspective. This information will assist the government in selecting a preferred site.

Public disclosure of the Integrated Impact Assessment, SEA report and draft Preferred Decision

The government expects that these next steps will provide clarity on which preferred site it will be able to select for the two large-scale nuclear power plants. This will allow the Integrated Impact Assessment and SEA report to be finalised and further work to be done on preparing the draft Preferred Decision. The government intends to set out its definitive direction of travel regarding the preferred site before the end of this year. The draft Preferred Decision is then expected to be published and made available for public inspection in the first half of 2027, rather than shortly after the summer of this year as previously announced. The public disclosure of the SEA report, the Integrated Impact Assessment and the draft Preferred Decision will be accompanied by formal public participation through the submission of views.

In parallel with this, work is continuing on preparations for the procurement procedure, the financing package, the development of a National-Regional Package and strengthening the nuclear ecosystem.

Establishment of a pre-emption right

To construct the two new nuclear power plants, land that is currently owned by private individuals and companies will be required. To retain control over the desired spatial development, the Minister of Housing and Spatial Planning, at the request of the State Secretary for Climate and Green Growth, has established a national pre-emption right on two search areas near Terneuzen and Eemshaven. The government considers the risk of land speculation and fragmentation of land parcels to be highest in these areas. Establishing the pre-emption right does not mean that a decision has already been made regarding the preferred site.

The pre-emption right near Eemshaven has been established for the construction of two nuclear power plants. The pre-emption right near Terneuzen applies both to the construction of two nuclear power plants and to the development of a high-voltage substation (380 kV). This substation is a prerequisite for constructing the two new nuclear power plants in Terneuzen. Under the national pre-emption right, the State has the first right of purchase and it prevents the land identified for the intended spatial developments from being acquired by third parties. It also prevents land speculation and fragmentation of land ownership, which could impede intended developments.

Until the site has been selected for the two new nuclear power plants, the government does not intend to actively acquire land. Once there is greater clarity on the preferred site and its spatial planning, the area subject to the pre-emption right will be reduced where possible. A national pre-emption right does not compel landowners to sell their land. For companies and residents who wish to sell their land, the Central Government Real Estate Agency will engage in discussions based on market-based prices.

The landowners, users, residents, and municipalities involved have been informed about the establishment of the pre-emption right. The government will continue its dialogue with those involved, listen to any concerns or wishes they may have, and keep them informed about progress on the potential spatial development.

Conclusion

Nuclear energy strengthens the robustness and resilience of the Dutch energy system. New nuclear power plants are therefore essential to ensuring a sufficient and reliable energy supply in the Netherlands. This letter sets out information for this House about the findings arising from the site studies. It also sets out the government's direction of travel, ahead of September 2026, about which preferred sites remain under consideration. It also provides clarity to residents and interested parties in the areas included in the project procedure. By setting out the government's direction of travel now, the parallel workstreams (such as the National-Regional Package) can be carried out more effectively. We recognise that this letter will have an impact on residents, particularly in the regions of Groningen and Zeeland. As soon as possible after sending this letter, we will be present in the regions to answer questions and discuss any concerns. After the summer, various meetings will be organised. We also look forward to discussing this further with this House.

The steps outlined above will provide the decision-making information needed to select a single site for the first two nuclear power plants. The government aims to make this decision before the end of the year. This will result in the publication of the draft Preferred Decision (oVKB) in the first half of 2027.

Yours faithfully,

Jo-Annes de Bat
State Secretary for Climate and Green Growth

Stientje van Veldhoven
Minister for Climate and Green Growth

Annexes to this document:

- Progress of workstreams for the construction of new nuclear power plants

Separate annexes:

- Construction of new nuclear power plants Integrated Impact Analysis (draft, Antea Group, 2026a)
- Construction of new nuclear power plants: SEA report (draft, Antea Group, 2026b) and summary
- Study on grid integration of nuclear energy (TenneT, 2026a)
- Memorandum on grid integration of nuclear power plants and offshore wind (TenneT, 2026b)
- Memorandum containing additional analysis (TenneT, 2026c)

Annex: Progress of workstreams for the construction of new nuclear power plants

The following sections provide an overview of the main progress made within each workstream regarding the construction of two large-scale nuclear power plants. Parallel to the next steps for the site selection and the National-Regional Package, the government continues work on the workstreams aimed at strengthening the nuclear ecosystem and developing a financing package. In addition, NEO NL is continuing preparations for the procurement procedure.

1. Site selection for new nuclear power plants

1.1 Objective

The project procedure for the construction of two large-scale nuclear power plants was launched at the beginning of 2024. Within this project procedure, preparations are being made for the draft Preferred Decision on a site and subsequently the project decision. An environmental impact assessment (SEA report) and an Integrated Impact Assessment (IEA) are being prepared for the Preferred Decision. These studies are nearing completion, and the preliminary findings have been described in draft reports. These are attached to this letter and can be found on the RVO (Netherlands Enterprise Agency) project page and at www.overkernenergie.nl.

1.2 Current status

In the Eemshaven, Maasvlakte II, Sloe and Terneuzen areas, a total of seven sites – with alternative options for two of them – have been studied. This means that there are nine potential sites. The final Memorandum on Scope and Level of Detail (*Notitie Reikwijdte en Detailniveau* (NRD)) was issued in January of this year. It addressed over 500 responses to the draft NRD. The NRD determines the setup and scope of the environmental studies. Parallel to this, work has been carried out on the environmental impact assessment (SEA report) and the Integrated Impact Assessment (IEA). In preparation for publishing the preliminary research results of the SEA report and the Integrated Impact Assessment, the Ministry has verified the environmental context and interface analysis (both included in the Integrated Impact Assessment) with regional authorities in Groningen, South Holland and Zeeland. In the months ahead, the remaining substantive findings will be verified with stakeholders in the surrounding areas. These include other public authorities, port and other companies and civil society organisations. Those discussions may yet result in adjustments being made ahead of the publication of the draft Preferred Decision.

Preliminary findings and direction of travel:

The preliminary findings already show that several potential sites will not qualify as preferred sites. The government's aim in this parliamentary letter is to provide as much clarity as possible during the ongoing project procedure and to respond to requests from both the regions and Parliament. Discussions have taken place

with regional leaders about the preliminary study results and what they mean for the next steps.

1.3 Planning and risks

To guide this process, we will hold discussions in the coming weeks (up to the summer recess) with residents, civil society organisations and companies in Groningen, Zeeland, and Flanders, giving them the opportunity to ask questions and share concerns. In Germany, the need for such meetings is still being explored. After the summer recess, more in-depth discussions will be held with local communities and interested parties to review the preliminary study results. These discussions may lead to further adjustments, which will be incorporated into the decision-making information for the draft Preferred Decision.

The formal public disclosure of the reports and the draft Preferred Decision will take place in 2027. Formal public participation will then be enabled through the submission of views.

Parallel to the project procedure, the government has begun updating the National Energy Main Infrastructure Programme II, in which preferred areas will be designated for nuclear power plants 3 and 4. Both conventional power plants and SMRs will be examined in this context. The process regarding the National Energy Main Infrastructure Programme II is explained in more detail in the roadmap letter sent to Parliament alongside this letter. The outcomes of the ongoing project procedure may have consequences for the areas considered in the National Energy Main Infrastructure Programme II. If the Preferred Decision shows that certain areas are not suitable for two large conventional plants, they will not be further considered in the National Energy Main Infrastructure Programme as potential sites for two large-scale nuclear power plants.

2. Environmental process and National-Regional Package

2.1 Objective

In reaching a final site decision, the government attaches great importance to a meticulous and transparent environmental process that involves local communities and interested parties in the relevant regions, who must be asked to contribute their views about both the content and the process. In addition, due to the major, long-term impact of constructing nuclear power plants, the government aims (together with the region) to develop a package of measures for the region where the plants will ultimately be built. This package will include measures to mitigate construction nuisance as well as to provide socio-economic prospects for the region where the nuclear power plants are to be built. This will ensure that the construction of the nuclear power plants benefits not only the country as a whole but also the region itself.

2.2 Current status

Parallel to the preparation of the site decision, a process aimed at establishing a National-Regional Package for Zeeland was initiated in September 2024 through the signing of a letter of intent⁸. Under the guidance of Raymond Knops, the regional coordinator for Zeeland, discussions are being held on the preparation of a package of measures. In January 2026, the regional coordinator delivered his third advisory letter⁹. It sets out recommendations that will be jointly worked out in detail by the government, the municipalities of Borsele, Terneuzen, and Vlissingen and the province of Zeeland. These recommendations, along with the government's response, are:

1. *Ensure the timely inclusion of Nucleaire Energie Organisatie Nederland B.V. (NEO NL) as regards formulating policy in the core team for the National-Regional Package and regional parties. This will enable NEO NL to ascertain concerns and opportunities at an early stage and, where necessary, incorporate them into any preparatory work done.*

The government acknowledges the importance of the timely inclusion of NEO NL in the core team for the National-Regional Package and the relevant regional parties. If the draft Preferred Decision designates a location in Zeeland, NEO NL will sit down with the region to negotiate specific agreements in relation to the National-Regional Package. Until then, NEO NL will track the process that the regional coordinator in Zeeland is following through the Ministry of Economic Affairs and Climate Policy. This will ensure that NEO NL continues to be informed about concerns and opportunities identified in the area and will be in a position to highlight relevant points where necessary.

2. *It is important for public authorities to continue working together at the same pace. Continue to recognise each other's shared concerns and opportunities at both the administrative and civil-service levels while also being open about potentially differing ambitions, perspectives, and expectations.*

The government places great value on the constructive cooperation between all involved authorities in the region and intends to continue this cooperation in the upcoming phases. We will continue to pay attention to both shared interests and possible differences in ambitions, expectations, and perspectives.

3. *Work together as public authorities to gradually clarify when specific information and studies will become available, thus enabling the smooth alignment of communication and follow-up actions.*

As stated, the government highly values this cooperation. Together with the public authorities concerned, we are working constructively and positively on a timeline containing the information and studies expected to become available in the short term.

⁸ Annex to Parliamentary Papers II 2023/24 32 645 no. 131.

⁹ [Third Advisory Letter from the Regional Coordinator: Interim Assessment of the National-Regional Package for Zeeland | Nuclear Energy in the Netherlands](#).

Starting in 2025, the regions of South Holland and Groningen have also been supported in building knowledge about the potential construction of nuclear power plants there and in contributing local and regional expertise to ensure a proper, meticulous participation process. For areas that are no longer considered suitable as sites for nuclear power plants, this process, the knowledge gained, and the networks established may still be used to support participation in other energy projects and potentially for further spatial elaboration of the roadmap for the National Energy Main Infrastructure Programme II.

As regards the sites in Eemshaven, the government will first hold administrative discussions about the results of the Integrated Impact Assessment. If one of Eemshaven sites is ultimately designated, additional time will be needed to develop a National-Regional Package for the area. As indicated in the letter, discussions in Zeeland will continue in the months ahead prior to a site decision being taken. In the ongoing discussions, greater focus will be placed on Terneuzen and on developing a long-term cooperation perspective for that area. In addition, in line with the recommendation given in the regional coordinator's third advisory letter, potential strategic agreements are being prepared at this stage, with consideration being given to issues such as liveability, economy, nature, and infrastructure. Such agreements would benefit the entire region if a nuclear power plant is to be constructed there. Consideration is also being given to identifying which aspects may require investment even before construction begins. Concrete and workable agreements will also be prepared regarding future cooperation between the national government, the future project developer NEO NL, the region, and other relevant stakeholders.

Several of the potential measures discussed with Zeeland in recent months are useful and necessary for the region anyway. For example, the government is working to acquire the shares in ZEH Energy B.V. (ZEH), which owns 70% of the shares in EPZ (the operator of the Borssele nuclear power plant). Without anticipating the outcome of these negotiations, the Ministry of Economic Affairs and Climate Policy will, if it acquires ZEH and as an indirect shareholder of EPZ, work to establish a long-term strategy for EPZ that serves the interests of the company and aligns with public interests. The main priority would then be to extend the plant's operational lifetime beyond 2033 if that is feasible.

It has previously been recognised that within the municipality of Borsele there may be a future accumulation of major projects with impacts on the living environment, even without the construction of nuclear power plants. The Ministry of Economic Affairs and Climate Policy will continue to take this into account in ongoing project procedures for other energy projects.

In addition, much is already being done in the region aimed at further developing the nuclear ecosystem in the Netherlands, and specifically in Zeeland and the Borssele area. For example, EPZ recently signed a Memorandum of Understanding (MoU) with the start-up Thorizon, a Dutch company that is developing a

molten-salt reactor. Among other things, the MoU states that it will be looked into whether Thorizon's first reactor could potentially be located at the EPZ site.

The government is also working on establishing three regionally embedded nuclear hubs within universities of applied sciences (HBO). The first hub, for the Zeeland region, will be set up by HZ University of Applied Sciences and Avans University of Applied Sciences and will focus on nuclear safety and large-scale energy generation. The second hub, in Eastern Netherlands/Twente, will be established by Saxion and will focus on digitisation and decentralised/SMR integration. The third hub is still under development and will be established at a later stage (for a further explanation and next steps; see the letter discussing the roadmap to 7 GW). Work is also underway with the Nuclear Academy, HZ University of Applied Sciences and Scalda to strengthen nuclear education by jointly developing the nuclear technology minor and the nuclear technology elective module. These programmes are strong regional initiatives with national impact (see the more detailed explanation under section 4 below entitled 'Strengthening the Nuclear Ecosystem').

2.3 Planning and risks

Planning for the National-Regional Package is aligned with the planning for the draft Preferred Decision. Delays in the process of developing the draft Preferred Decision will delay delivery of the preliminary National-Regional Package. As explained in both the previous and this parliamentary letter, additional time will be needed for a potential National-Regional Package in Groningen. If necessary, the process and planning for this will be developed in collaboration with Groningen.

3. Procurement process for the technology

3.1 Objective

NEO NL was established on 16 February 2026 and is the legal entity that must prepare and ultimately issue the contract for the construction of the new nuclear power plants¹⁰. Before that contract can be awarded, a nuclear technology supplier for the reactor must be selected. The intention is that this technology supplier will continue to be involved throughout the entire lifespan of the nuclear power plants. In the letter to the House of Representatives of 17 March 2025¹¹, the government informed this House that two potential technology suppliers remain: the American company Westinghouse and the French company EDF.

3.2 Current status

NEO NL is currently elaborating the intended procurement process to find a contractor for the new-build project. In doing so, it must take into account progress made towards the draft Preferred Decision for a site.

¹⁰ Parliamentary Papers II 2025/26 36 839 no. 2.

¹¹ Parliamentary Paper 2024/25 32645 no. 139.

Acceleration options

The De Groot motion¹² calls for a renewed discussion of options for accelerating the process, while the De Groot and Jumelet¹³ motion requests information on acceleration options and on initiating reversible works with acceptable risks. In previous letters¹⁴¹⁵, the government has addressed possible acceleration options. These include examining whether reversible works can be carried out at the site before the final permit is issued. The government may also consider allowing NEO NL to order reactor vessels and other complex products (referred to as long-lead items) at an early stage, ahead of the final investment decision. Efforts are also being made to implement a phased approach with parallel workstreams, thereby increasing efficiency and potentially speeding up the new-build project. The government will continue to apply this approach throughout the process, thereby giving effect to the motions.

3.3 Planning and risks

The choice of site will affect the procurement process. Specific characteristics, such as the site, soil quality and cooling-water configurations will determine the proposals and design risks presented by the technology suppliers. Complications in the site-selection process may also delay the procurement process.

4. Strengthening the nuclear ecosystem

4.1 Objectives

A strong nuclear ecosystem is essential for achieving the Netherlands' nuclear ambitions. The government is therefore working on developing expertise, strengthening networks and carrying out specific activities in the following interconnected areas: the nuclear knowledge base and infrastructure, the nuclear fuel and value chain and international cooperation. In this letter, I describe the progress achieved so far. In the roadmap letter (sent to this House in parallel with this letter), I discuss the outlook for the years ahead.

4.2 Current status

The Multi-Year Mission-Driven Innovation Programme for Nuclear Energy (*Meerjarig Missiegedreven Innovatieprogramma Kernenergie*) (hereinafter: MMIP Nuclear Energy) focuses on future-proofing the country's nuclear knowledge base and infrastructure. MMIP Nuclear Energy consists of two sub-programmes: the Human Capital Agenda for Nuclear Energy (*Human Capital Agenda Kernenergie*) and the Knowledge and Innovation Programme (*Kennis- en Innovatieprogramma*).

Human Capital Agenda

¹² Parliamentary Papers II 2025/26 31 239 no. 438.

¹³ Parliamentary Papers II 2025/26 36 800 no. 24.

¹⁴ Parliamentary Papers II 2024/25 32645 no. 156.

¹⁵ Parliamentary Papers II 2025/26 32645 no. 161.

Within the framework of the Human Capital Agenda for Nuclear Energy, efforts are being made to attract and train sufficient qualified personnel for the construction and operation of new nuclear power plants and for the application of nuclear technologies. In line with the Eerdmans motion¹⁶, the government has mapped out the training needs and capacity of the nuclear sector compared to the Netherlands' nuclear ambitions. On 4 February 2025, the results of this inventory study – carried by the research organisation Technopolis – were shared with this House¹⁷. The government considers this motion to have been fulfilled. The results of the report have been used to further shape the Human Capital agenda. Four action lines were defined for this purpose:

- increasing technical talent in the Dutch labour market;
- expanding the nuclear knowledge base at upper-secondary vocational (MBO), higher professional (HBO) and university level (WO) education;
- expanding the supply of education and training opportunities for the nuclear sector;
- strengthening the competitive position of the Dutch nuclear sector in the labour market.

Some recent results of this:

- Nuclear Academy: the Nuclear Academy is working with regional partners to develop nuclear-technology programmes and training, particularly at upper-secondary vocational (MBO) and higher professional (HBO) levels. From 2026 to 2028, a budget of €3 million is available for the Nuclear Academy's activities.
- Expertise platforms ('practorates') in upper-secondary vocational institutions: to strengthen upper-secondary vocational education and research, options are currently being explored for establishing nuclear practorates. A total budget of €3.1 million is available for this under the MMIP Nuclear Energy.
- Higher professional education and research knowledge hubs: Six universities of applied sciences and the Taskforce for Applied Research SIA are working on establishing three regionally embedded knowledge hubs to bring together education and research on various nuclear topics. HZ University of Applied Sciences and Avans University of Applied Sciences will set up the first hub in the Zeeland region. Saxion will set up the second hub in the Eastern Netherlands / Twente. The third hub is still under development and will be set up later. A budget of €5.6 million is available for this under the MMIP Nuclear Energy. Work will also be undertaken on developing a national online learning community.
- Strengthening university-level education: discussions are currently underway with interested universities to explore needs and opportunities for strengthening university-level nuclear education, both in technical and

¹⁶ Parliamentary Papers II 2024/25 32 645 no. 140.

¹⁷ Annex to Parliamentary Papers II 2024/25 32 645, no. 135.

socio-economic fields. A budget of €5.5 million is available for this under the MMIP Nuclear Energy.

Knowledge and innovation: research and innovation programmes

Within the framework of MMIP Nuclear Energy's Knowledge and Innovation Programme, work is being done on various programmes and projects to further develop the nuclear knowledge and innovation ecosystem. The letter setting out the roadmap to 7 GW discusses the knowledge and innovation ambitions for strengthening the Dutch nuclear sector.

Nuclear Value Chain

In addition to the need for a strong Dutch value chain to ensure construction and security of supply, strengthening the Dutch value chain offers opportunities to increase the share of Netherlands-based companies in the global nuclear value chain. In recent months, the government has therefore focused on reorganising the nuclear value chain and identifying localisation opportunities in line with applicable laws and regulations. Several steps have been taken towards organising the value chain. For example, instruments have been developed together with the sector to support companies in participating actively in the nuclear industry. The Dutch nuclear value chain was kicked off by the Made for Nuclear event, held on 24 November 2025. This successful gathering brought together more than 500 Dutch manufacturing companies, technology suppliers and ecosystem partners.

Further efforts are being made to strengthen organisational capacity. To build on the network that has already been established, the Made for Nuclear working group has been launched under the leadership of Nuclear Netherlands, in coordination with VNO-NCW (the Confederation of Netherlands Industry and Employers), FME (employers' organisation for the technology industry) and the Regional Development Agencies (ROMs). The working group is taking practical steps to further develop the nuclear value chain.

4.3 Planning and risks

Only project applications that comply with state-aid rules are eligible for funding. Certain admissibility and assessment criteria also apply, which will influence the final investment decision. The relevant stakeholders are currently working on further elaboration (and future implementation) of plans for the Human Capital Agenda and in order to further strengthen the network built around the nuclear value chain, the aim being to establish a broadly supported approach by the end of 2026. Overall, a key focus area is the extent to which the ecosystem succeeds in growing along with the government's nuclear ambitions, e.g. by being able to attract sufficient qualified personnel.

5. Financing

5.1 Objectives

In the letter to this House sent in October 2025¹⁸, the government outlined the contours of the Government Support Package (GSP) for the new nuclear power plants. During the first phase of the project, the government assumes full public financing. The possibility of private financing from the capital market or from the contractor for the project remains explicitly open for the future. The aim is to establish a GSP that enables the new-build project to proceed and that can receive approval from the European Commission on state-aid grounds.

5.2 Current status

The government is building on the previously described principles of affordability, risk allocation, market conformity and feasibility. In recent months, further steps have been taken to flesh out the Government Support Package (GSP), partly on the basis of additional modelling and calculations.

In the months ahead, work will focus on the following and other aspects:

- specifying the relationship between (and conditions for) equity and debt;
- assessing the effects of the various options on costs and support during the operational phase through a so-called contract-for-difference;
- where possible, preventing the unnecessary circulation of funds between the state and the state-owned enterprise;
- integrating elements of the intended procurement process (including risk allocation during construction) into the Government Support Package (GSP);
- further structuring the financing of NEO NL for the months ahead;
- preparing the state aid notification to the European Commission;
- assessing compliance with state aid requirements; and
- analysing the budgetary effects, including the impact on the EMU balance and EMU debt.

The additional analyses conducted with external advisers broadly confirm earlier insights and further substantiate and refine the proposed Government Support Package (GSP). Opportunities for optimisation are also being examined, including in light of the points raised by relevant stakeholders.

5.3 Planning and risks

In the months ahead, the government will continue to flesh out the GSP with the aim of finalising a structure that carefully balances the various interests and principles. The final investment decision will partly depend on the impact on the national budget. In further elaborating the GSP, it will be important to consider the impact of the different scenarios on the state's EMU balance and EMU debt. The final assessment of these aspects lies with Statistics Netherlands (CBS) / Eurostat. The impact on the EMU balance and debt is not an objective in itself, but it could be relevant in the overall decision-making process.

The further elaboration of the GSP will run parallel to the intended procurement process and the state-aid procedure with the European Commission. As previously

¹⁸ Parliamentary Papers 2025/26 32 645 no. 161.

announced, the investment decision is expected when NEO NL signs the contract for the construction of the nuclear power plants. The fundamental elements of the GSP will be submitted to this House. Some key points for consideration during this phase include:

- coordination with stakeholders: additional wishes or conditions may result in further iterations;
- the interaction between the elaboration of the GSP and the state aid procedure. Due to state aid rules, final approval of the GSP requires prior approval from the European Commission;
- some long-term assumptions (such as regarding interest rates and electricity prices) remain uncertain and may influence the final design of the GSP;
- interdependencies with project development: changes in project parameters (such as developments in the intended procurement process and new insights arising from it) may affect the financing structure and/or the scale of financing required.

By taking an iterative approach, the government remains focused on managing these risks and achieving a robust, broadly supported, proportionate and feasible Government Support Package (GSP).