

## Offshore Wind Prequalification NS25-1R – Questions and Answers

Last Updated: **January 9, 2026**

*This document will be updated with answers to questions regarding offshore wind Prequalification NS25-1R as they are received.*

*Please submit any questions to [landtenure@cnsor.ca](mailto:landtenure@cnsor.ca)*

1. **Q:** Do supply companies need to submit the Offshore Wind Prequalification NS25-1R Form?  
**A:** No. Prequalification is only required for companies who wish to hold a share in a Submerged Land Licence or become an Interest Owner and participate in the offshore wind Call for Bids.
2. **Q:** What is the “applicable legislation” regarding mandated disclosure in Section I and under what circumstances would the legislation override the confidentiality protections?  
**A:** In the *Accord Acts*, there is a general rule of confidentiality or privilege protection of information or documentation submitted for the purposes of Part II. This applies to information and documentation submitted for Prequalification. Note that the Federal Energy and Natural Resources Canada and Provincial Department of Energy Ministers are entitled to this information or documentation as well if they request it of us. The privilege protection still applies to any information or documentation obtained by Ministers through this request. Further, the information or documentation is subject to the third-party confidentiality provisions in the federal *Access to Information Act* and personal information is subject to the *Privacy Act*.
3. **Q:** Will the list of qualified operators be kept confidential in perpetuity, or would the confidentiality provisions terminate at a future time?  
**A:** The CNSOER intends to keep the list of any participants in the Prequalification process confidential in perpetuity.
4. **Q:** Regarding Section IV, Part A, is the question asking for those actions taken against the applicant that may affect applicant’s ability to finance, develop, and/or operate an offshore wind project offshore of Nova Scotia, or how the actions may have affected applicant’s ability to advance other projects in the past, present, and/or future?  
**A:** Section IV, Part A responses should include anything that may affect the applicant’s ability to finance, develop, and/or operate an offshore wind project both generally and in Nova



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Scotia. If there are ongoing actions or actions within the past five years, an explanation of how these actions impacted the applicant's ability to advance other past or present projects should be included as part of the description of these actions.

5. **Q:** How does the second paragraph of prompt Section IV, Part A differ from the first paragraph? Should the applicant just focus on actions from the last five years, or a longer period?

**A:** Section IV requires the disclosure of any *ongoing* actions as well as any *resolved* in the past five years. The first paragraph requires the submission of *ongoing* actions; the second paragraph requires any *resolved* in the past five years. If relevant, both ongoing and resolved actions are expected in the response.

6. **Q:** Do supply companies that intend to be a co-developer in the initial phases of project development and hold a share of a Submerged Land Licence need to participate in Prequalification?

**A:** If the intent is for partnership to be in place at the time of participation in the Call for Bids, yes – prequalification is necessary. If the partnership arises post-issuance of the Submerged Land Licence, no – prequalification is not necessary at this time. Once a Submerged Land Licence has been issued, the disposition of any interest will only be accepted if the Regulator is satisfied that the terms and conditions of the licence can be met following the transfer, assignment or other disposition. (See sections 106(1) and (2) of [the Accords Acts](#)).

7. **Q:** When a consortium applies for prequalification, may the members collectively meet the prequalification criteria (e.g., experience, financial capacity), or must at least one member individually satisfy all minimum thresholds?

**A:** Each member applying for a share in the Submerged Land licence must prequalify for the Legal and Social Criteria (Section IV). Only one member per group must qualify for the Financial Criteria (Section II) and the Technical Criteria (Section III).

8. **Q:** Could CNSOER clarify whether a prequalified consortium may change its composition after the prequalification phase but before bid submission — for example, by adding, removing, or replacing members? If such changes are permitted, what level of notification or approval would be required from CNSOER? Would any such change automatically trigger a re-evaluation of the consortium's prequalified status, or could the existing prequalification be maintained subject to CNSOER's consent?

**A:** Any removal of a member of a group is permitted provided a member(s) that prequalified for the Financial Criteria and Technical Criteria remains as a part of the group. An addition or



replacement of a member at the Call for Bids stage is only permitted provided that the new member has already prequalified. There will be no additional opportunity to prequalify past the deadline. CNSOER would be notified of the change through the bid process. A bid will not be accepted unless all members of the bid have prequalified.

9. **Q:** In the context of the NS25-1R Prequalification, if two or more companies each individually obtain prequalification and then form a consortium or joint venture to bid together, does the consortium need to submit a separate consortium-specific prequalification application (or amendment) to CNSOER?

**A:** If two or more corporations prequalify individually, they may bid jointly for a share in the Submerged Land Licence. There will be no further information necessary at the prequalification stage. The details of what documentation will be necessary to bid will be provided at the Call for Bids stage.

10. **Q:** If a consortium or joint-venture structure includes one or more parties that did not individually apply for or obtain prequalification, can that consortium still be eligible to bid and what are the consequences for including non-prequalified parties?

**A:** No bid will be eligible unless all parties have been previously prequalified. If a new group forms after the prequalification stage, all members must have prequalified individually or as a part of separate group. If a member prequalified as a part of separate group, the member or members that prequalified in the new proposed group for the Financial Criteria (Section II) and the Technical Criteria (Section III) must remain unchanged from the prequalification phase. For greater clarity, a new member that prequalified in a prior group may only be added to a new group if the member(s) of the prior group that prequalified with Financial Criteria and Technical Criteria remain in the prior group.

11. **Q:** If a company's audited financial statements are prepared in a currency other than CAD, should the figures be submitted in the original reporting currency, or should they be converted to CAD?

**A:** Please provide your financial statements in their original currency.

12. **Q:** In cases where audited financial statements report only net revenue and gross annual sales are not separately disclosed, how should applicants complete the sections of the prequalification form that request total annual revenue or gross annual sales?

**A:** If total annual revenue/gross annual sales are not listed on financial statements, evidence of a net total annual revenue of CAD 400,000,000 is acceptable.

13. **Q:** How does the Prequalification scoring system work? Is it the case that all parties who meet the minimum threshold will advance to the Call for Bids stage?

**A:** There is no scoring applied during the Prequalification NS25-1R evaluation. It is a pass-fail process which considers each section of the application in its entirety. Only those that pass Prequalification will be allowed to participate in Call for Bids.

14. **Q:** Is it required that all submission responses be contained within the original 19-page Prequalification form, or can applicants add more pages of “additional space” as long as the 60-page maximum is not surpassed?

**A:** Applicants may include additional material to supplement the submission of the application form so long as the entire package, excluding audited financial statements, does not exceed 60 pages.

15. **Q:** Are there any details available regarding determinations around lease cost and associated bonds/security requirements, or will this become available during the Call for Bids stage?

**A:** More information regarding any financial commitments will be made available after the conclusion of Prequalification NS25-1R. If you wish to make comments on this matter please do so through the [Call for Information NS25-1R feedback form](#).

16. **Q:** For a consortium where one shareholder meets the financial requirements on behalf of the group, is it still required for the other shareholders to submit their financials if they do not meet the financial requirements individually?

**A:** If one member of a group knows that they will not pass the Financial Criteria, they do not need to submit their financial statements for Prequalification NS25-1R.

17. **Q:** If a company would not qualify under the Financial and Technical Criteria, should companies who are considering participating in a group submitting a Bid in the Call for Bids complete and submit the offshore wind Prequalification NS25-1R form?

**A:** Any company that wishes to participate in the Call for Bids must be prequalified. A company who would not qualify individually under the Financial and Technical criteria must participate in Prequalification with partners who will be able to pass the Financial and Technical criteria.

18. **Q:** How will companies which would not qualify under the Financial and Technical Criteria be qualified as eligible to join a group with a company which does meet these criteria? Will there be some form of “partial qualification”?

**A:** Companies that do not qualify under the Financial and Technical criteria must identify a group to participate in Prequalification with prior to submitting their application. There will be



no opportunity to partially prequalify. Prequalification is designed to identify companies that are eligible to participate in the Call for Bids; companies that are not part of a group with sufficient technical and financial qualifications at the time of Prequalification will not be able to participate in the Call for Bids process.

19. **Q:** Is it required that companies indicate with which other companies they are contemplating forming a group at the time of submission of the Offshore Wind Prequalification NS25-1R Form?

**A:** Yes, companies that intend to submit a bid together must either indicate the companies that they are prequalifying with in Section V or prequalify individually by passing all sections themselves and then submit a bid together during the Call for Bids.

20. **Q:** May a single company participate in, and be prequalified under, more than one application in this process as part of different SPVs/consortia?

**A:** Yes, a single company may participate and prequalify in more than one Prequalification application.

21. **Q:** Is it possible to NOT use the 19-page pre-qualification form, but to copy and paste the headings and required information from the pre-qualification form into a new Word document?

**A:** To ensure consistency of responses, please use the provided Prequalification form. Upon receipt, if formatting is determined to be an issue that interferes with a response, the CNSOER will contact you for clarity.

22. **Q:** With respect to Section IV, Part B and the disclosure request for the HSE and/or human rights violations by the applicant, its affiliates or individuals in management, does an applicant need to disclose an incident where it was determined that a supplier was at fault and not the applicant?

**A:** If the applicant, its affiliates or individuals in management are involved in ongoing action or were involved in this violation, please disclose this information along with details of the resolution.

23. **Q:** Should financial information be provided in the original currency for the assessor to convert to CAD? Or should applicants convert the figures in the actual submission itself (Part II of Prequalification Form)? If the regulator would like the proponent to convert to CAD, what exchange rate should be used? If the regulator is converting during their review, what exchange rate will be used?

**A:** Please submit and populate all financial information in the original currency. During its review, the CNSOER will convert all necessary values to CAD dollars in a consistent manner



for all applicants using either the average exchange rate over the reporting period or a spot exchange rate depending on item. Rates will be obtained using the Bank of Canada lookup tool found [here](#).

24. **Q:** Can an applicant rely on the technical and financial capacity of its majority owner in order to pre-qualify? If so, can you provide guidance on what documentation you would require to enable this (e.g. parent company guarantee)?

**A:** It may be possible to rely on the financial or technical strength of a parent corporation or affiliated corporation for the purposes of Section II – Financial Criteria or Section III – Technical Criteria provided that in the opinion of the CNSOER there are no material differences in the applicant and the parent corporation. It will be up to the applicant to satisfy the CNSOER that it can ensure there are no material differences in the financial or technical position of it and its parent through means it desires, such as guarantees or letters of credit. The CNSOER only will provide prequalified status to one corporation. Affiliated or parent corporations must be listed on the applicant's form.

25. **Q:** "An applicant that successfully prequalifies may have an affiliated corporation participate in the offshore wind Call for Bids in their stead, provided there are no material differences in the information submitted for the affiliate and the applicant." Can you please elaborate on what you consider to be a "material difference" between an affiliate and an applicant?

**A:** An applicant that successfully prequalifies may have an affiliated corporation participate in the offshore wind Call for Bids in their stead so long as that company is listed in Sections IV and V of the prequalification form and there are no material differences between the applicant and the affiliated corporation. It will be up to the applicant to satisfy the CNSOER that there are no material differences in the financial position or technical capabilities of it and its affiliated corporation through means it desires, such as guarantees or letters of credit.

26. **Q:** Could CNSOER clarify how the credit/debt rating or equivalent proof will be verified, and whether ratings need to be current as of a specific date (e.g., the application submission date)?

**A:** The CNSOER has access to the platforms of the credit rating agencies listed in the prequalification form and will use these to verify submissions. The CNSOER will use the most recent rating available at the submission date of the prequalification form.

27. **Q:** Given the immaturity of the market, and the lack of clarity on later stages of the process, is CNSOER willing to vary the revenue requirements to encourage participation from a wider pool of parties?

**A:** The CNSOER welcomes comments such as this, and other land tenure related details, in the [Call for Information NS25-1R feedback form](#).



28. **Q:** Can CNSOER clarify if they are seeking experience on all phases of the offshore wind project lifecycle, or just specific phases?

**A:** The CNSOER is looking to assess the applicant's involvement in any and all offshore wind projects over the past ten (10) years. This includes all relevant stages of a project that the applicant may have been involved in.

29. **Q:** Can CNSOER expand further on the level of experience it deems eligible for passing Section III?

**A:** Please refer to the Prequalification form for the criteria that will be applied. The form states *"This experience will be assessed based on the duration and degree of involvement, the relevance of the experience, and the outcome of the project(s) in question."*

30. **Q:** Can CNSOER clarify what level of detail it expects to receive as part of the plan for acquiring advice or expertise? Should this, for example, cover all parts of the project lifecycle, or just the development phase? Should it include costs, timings, etc? Should it include details of supply chain engagement activities to date? Should it include outputs from preliminary concept design work which indicate likely approaches to design and procurement?

**A:** The response expected for Section III Part C is highly dependent on the responses provided in sections A and B. Section C allows for the applicant to *"provide a plan for acquiring any advice or expertise necessary to carry out the proposed project that they do not possess."* The plan to access supplementary experience applies to all stages of project development.

31. **Q:** Can you please clarify the definition of 'affiliates'?

**A:** For the purposes of Section IV, the CNSOER takes a broad approach to disclosure. The CNSOER adopts the definition provided in the *Canadian Business Corporations Act*. However, in Section V the CNSOER expects disclosures of other entities **that are involved in prequalification, and any that are anticipated to be involved in bid submission, or the future development of the project** that the applicant may have other legal relationships such as joint ventures and partnerships.

32. **Q:** Can you please clarify the definition of "legal and regulatory action....that could affect the ability of the applicant to finance, develop, and/or operate an offshore wind project". In particular, what 'regulatory action' is of concern here?

**A:** Legal action includes any legal matters pertaining to the company, including but not limited to financial related proceedings, convictions and notices in any court or tribunal in any jurisdiction against you or your partners. Regulatory action includes any action taken by a





regulator, including monetary penalties, written warnings or letters, in response to a breach or failure to follow policy or regulations in other jurisdictions.

33. **Q:** Is there a deadline for submitting questions before final submission?

**A:** While there is no set deadline to submit questions, the CNSOER encourages applicants to submit all questions as early as possible and expect a minimum of ten (10) business day response time.

34. **Q:** In order to commit to participating in a pre-qualification exercise, it is important to understand the offtake mechanism which will be developed. The Strategic Direction notes that “work on offtake will be initiated within 12-18 months of the issuance of the first submerged land licence(s)”. Noting that this would mean bidding on a site at cost, and potentially taking on further liabilities if successful, without visibility on how the viability of the offtake mechanism is likely to discourage developers significantly, can CNSOER please commit on how it can either provide earlier visibility on the offtake mechanism in advance of the Call for Bids, and/or reduce the costs and liabilities placed on developers bidding in that process?

**A:** Governments have indicated in their strategic direction letter that “details on enabling offtake will come at a later date through a separate process led by governments. Governments anticipate that work on offtake will be initiated within 12 – 18 months of the issuance of the first submerged land licence(s)”. The CNSOER welcomes comments such as this, and other land tenure related details, in the [Call for Information NS25-1R feedback form](#).

35. **Q:** Can CNSOER confirm that the deposit required will be refundable if an applicant is unsuccessful in the next phase of the call for bids?

**A:** As noted in the [Strategic Direction letter](#) issued to the CNSOER on September 18, 2025, the proposed requirement of 250,000 CAD is a one-time **nonrefundable** fee for all prequalified bidders participating in the Call for Bids. There is no deposit required to participate in Prequalification. Comments on this fee can be submitted in the [Call for Information NS25-1R feedback form](#).

36. **Q:** If the pre-qualified applicant is a U.S. holding company and a new entity is ultimately formed in Canada specifically to hold ownership of the Submerged Land License and the award for the Call for Bids, is this permissible or would this be prohibited as a “material difference”?

**A:** If a new Canadian corporation is formed to hold a SLL but consists of the same prequalified companies, it is not considered a material difference; it will be up to the applicant to satisfy the CNSOER that it can ensure there are no material differences.



37. **Q:** What legislation is cited In Section V, where it states that “it is legislated requirement for corporations to be incorporated in Canada in order to hold a Submerged Land License...”?

**A:** Section 98.6 of the [Accord Acts](#), which is the legislation that governs the CNSOER, states “No submerged land licence or share in a submerged land licence may be held by any person other than a corporation incorporated in Canada.”

38. **Q:** Does an applicant need to be registered or incorporated by the January 13<sup>th</sup> Prequalification deadline?

**A:** Federal or provincial registration are both acceptable for the purposes of Section 98.6 of the Accord Acts. An applicant does not need to be registered or incorporated at the time of Prequalification; however, they must be registered or incorporated in a Canadian jurisdiction at the close of the Call for Bids if they wish to participate.

39. **Q:** The Q&As suggest that prequalified companies may transfer a licence at a later date or transfer their prequalification to another company, but only if the new entity meets the minimum prequalification requirements as evaluated by the CNSOER and obtain the CNSOER’s approval. Can you confirm this interpretation or advise otherwise?

**A:** Yes, a company may transfer a Submerged Land Licence at a later date. The disposition of any interest will only be accepted if the Regulator is satisfied that the terms and conditions of the licence can be met following the transfer, assignment or other disposition. (See sections 106(1) and (2) of the Accords Acts). A prequalification status cannot be transferred, however an applicant that successfully prequalifies may have an affiliated corporation participate in the offshore wind Call for Bids in their stead, provided there are no material differences in the information submitted for the affiliate and the applicant.

40. **Q:** Is it a strict requirement that the financial criteria be satisfied as of the Prequalification submission deadline?

**A:** Financial criteria must be satisfied by the January 13<sup>th</sup> deadline.

41. **Q:** How should applicants demonstrate the feasibility of the plan as it relates to acquiring the supplementary experience necessary to develop the project?

**A:** The response expected for Section III Part C is highly dependent on the responses provided in sections A and B. Applicants are encouraged to exercise their own judgement when developing a plan for accessing supplementary experience.

42. **Q:** If one of the companies in a consortium has special knowledge of and relationships with the local supply chain, can the other companies in the consortium simply refer to these

connections, or should they provide the same details in their response? What is the best way to link the combined experience/knowledge of the companies in the consortium?

**A:** A consortium may rely on one member to pass Section III, therefore other companies in a consortium may refer to the experience of that one member. The application of a consortium will be considered as a whole, so if individual companies have experience they would like the CNSOER to consider to strengthen their application, it is recommended that that is disclosed within each company's application.

43. **Q:** If Company A seeks to prequalify as a member of two distinct consortia, namely: (i) a consortium composed of Companies A, B, and C; and (ii) a consortium composed of Companies A, D, and E, should Company A submit a single Prequalification Application Form and list both consortia in Section V or submit two separate Prequalification Application Forms, each relating to one consortium?

**A:** Please submit two separate Prequalification application forms.

44. **Q:** In order to prove that an applicant has the full support of an affiliated corporation, and that there are no material differences in the information provided, can a single letter of support from the affiliated corporation satisfy the CNOESR? And if so, could you provide guidance on the type of commitments required in this letter (e.g. financial guarantees, dedication of personnel, etc.) that would satisfy the pre-qualification phase and on to the bidding stage if the pre-qualification stage is successful?

**A:** Any letter of support would need to provide evidence, satisfactory to the CNSOER, that the affiliated company has no material difference to the applicant with respect to Sections II, III, and IV, as applicable. Further, particular financial assurances such as guarantees may be required at the Call for Bids stage.

45. **Q:** Is it permissible for a consortium to submit a single PQQ through a Special Purpose Vehicle (SPV) that would represent all consortium members, rather than each anticipated holder submitting an individual PQQ?

**A:** The CNSOER will accept a single Prequalification Form through a Special Purpose Vehicle if that particular SPV would be the applicant at the Call for Bids stage with the intention of holding the resulting Submerged Land Licence. However, each member of that consortium would still need to pass Section IV and the SPV itself would need to pass Sections II and III. A SPV formed purely for the Prequalification stage, without it being the intended applicant at the Call for Bids stage, would not be acceptable.

46. **Q:** Is the following acceptable for submitting the Offshore Wind Prequalification NS25-1R – Form?

1. Complete the application
2. Sign the PDF version of the application



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3. Put the complete, signed PDF through the DocuSign secure transaction process

4. Submit the full PDF (including signed PDF document and DocuSign-verified documentation)

**A:** A DocuSign-verified version may be submitted as outlined. However, the CNSOER will need to be able to extract specific sections of the prequalification form; if this cannot happen with a DocuSign-verified version, please additionally submit a regular signed PDF.

47. **Q:** Does the CNSOER have any issue with an entity that has submitted a pre-qualification form publicly announcing that they have done so?

**A:** Applicants may make whatever announcements they wish; the CNSOER will not confirm or deny any announcements to this effect. Successfully prequalified companies may choose to have the CNSOER disclose their prequalification status.