

APPENDIX 36

REGIONAL AND NATIONAL PUBLIC INTEREST BENEFITS ASSESSMENT



NORTHLAND SHIPYARD AND DRY DOCK PROJECT

Regional and national public-interest benefits

Supporting assessment of regional and national benefits under the
Fast-track Approvals Act 2024

Substantive application supporting report

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Ministry of Business, Innovation and Employment



**MINISTRY OF BUSINESS,
INNOVATION & EMPLOYMENT**
HĪKINA WHAKATUTUKI

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This report has been prepared by the Ministry of Business, Innovation and Employment to support the substantive application under the Fast-track Approvals Act 2024 for the Northland Shipyard and Dry Dock Project.

It identifies and assesses the Project's wider strategic and public-interest benefits, based on the application material and other sources available at the date of issue. It should be read alongside the Economic Impact Assessment, the substantive application, the concept-design material and the specialist technical assessments.

This report does not replace those assessments, reassess matters within their respective disciplines, or undertake the overall balancing exercise required of the decision-maker.

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Executive summary

The Northland Shipyard and Dry Dock Project will establish an integrated shipyard and marine-maintenance facility at Marsden Point, adjoining Northport. Within its final verified technical and operational capability, it will provide a domestic maintenance option for larger vessels that would otherwise require suitable facilities offshore.

The Project is listed in Schedule 2 to the Fast-track Approvals Act 2024. The purpose of that Act is to facilitate the delivery of infrastructure and development projects with significant regional or national benefits. This assessment concerns the Project's wider resilience, strategic, capability, workforce and environmental significance and should be read alongside the Economic Impact Assessment and the application's specialist assessments.

The Economic Impact Assessment separately assesses the economic effects of relevant maintenance expenditure being retained in New Zealand rather than paid to offshore providers. This report does not duplicate those economic benefits; instead it addresses the distinct resilience, strategic-capability, workforce and environmental significance of establishing the underlying domestic capability.

The Project's strongest national benefit is the reduction of a material offshore infrastructure dependency. For suitable vessels using the facility, domestic servicing will reduce exposure to offshore dry-dock availability and avoid transit undertaken solely to obtain relevant offshore maintenance. It will provide vessel operators with greater control over maintenance scheduling and return-to-service planning, supporting the availability of freight, ferry, government and other nationally important vessels.

The Project will also increase New Zealand's maritime strategic optionality. It will broaden the practical options available to the Crown and vessel operators for maintenance planning, lifecycle stewardship, fleet renewal and future maritime capability. Its final dimensions, technical systems, security arrangements and operating model will determine the particular vessel classes and activities it can accommodate. No commitment from Crown agency or particular vessel operator is required for this strategic benefit to arise: the benefit lies in establishing the domestic capability and enabling its future use.

The Project's five principal public-interest benefit themes are summarised below. The first two arise most directly from the infrastructure capability itself. The remaining themes describe wider enabling benefits and co-benefits resulting from the Project's operation as an integrated shipyard and marine-maintenance facility.

National transport and supply chain resilience

The Project will reduce reliance on overseas dry-dock availability, booking priorities and logistics arrangements. Domestic servicing will avoid transit-related vessel unavailability and strengthen control over the maintenance and return-to-service of freight, ferry and other nationally important vessels. It will thereby reinforce an important enabling component of New Zealand's transport and supply-chain resilience.

Maritime strategic capability

The Project will strengthen New Zealand's maritime strategic capability by expanding the domestic infrastructure available to maintain and support suitable strategically important vessels. It will broaden the options available to the Crown and vessel operators for maintenance planning, lifecycle stewardship and future fleet support.

Broader maritime-sector capability

The Project will address a maintenance constraint affecting New Zealand's maritime sector. It will provide a stronger domestic base for marine engineering, specialist maintenance, supplier development, coastal shipping and other maritime activity. By enabling more complex vessel work to be undertaken in New Zealand, it will deepen the domestic knowledge, technical capability and supplier base associated with shipyard and marine maintenance.

Regional workforce, skills and supplier capability

The Project will establish a substantial long-term industrial and capability anchor in Northland / Te Tai Tokerau. Operating as an integrated shipyard and marine-maintenance facility, it will support skilled employment, specialist engineering capability, supplier and subcontractor development, and training and apprenticeship pathways. These benefits will strengthen the region's industrial base and retain transferable technical capability within New Zealand.

Environmental, climate and biosecurity co-benefits

Where domestic servicing replaces a voyage undertaken solely to obtain offshore dry docking or heavy maintenance, the Project will reduce fuel use and associated greenhouse-gas emissions. It will also bring relevant hull cleaning, coating, residue handling, waste-management and biosecurity-sensitive maintenance activity within New Zealand's regulatory and environmental-management systems, improving domestic visibility, coordination and oversight.

The five themes are analytically distinct but connected. The first three describe different consequences of the same core domestic maintenance capability and should not be treated as separate additive benefit quantities. Where an outcome is quantified in the Economic Impact Assessment, this report addresses its residual resilience, strategic or capability significance without counting the economic benefit again.

Cultural effects are addressed through the relevant application process and are not assessed in this report. Nothing in this report attributes support for, opposition to, or any other position on the Project to mana whenua, iwi or hapū.

Contents

Executive summary	ii
Contents.....	iv
List of figures	v
Glossary and abbreviations	vi
1. Purpose, statutory context and relationship to other reports	1
1.1 Purpose and scope.....	1
1.2 Statutory relevance	1
1.3 Relationship to other application material	1
2. Project context	2
3. Assessment approach and counterfactual	3
3.1 Assessment approach.....	3
3.2 Counterfactual.....	4
4. Assessment framework and summary	7
4.1 Evaluation criteria	7
4.2 Summary assessment	7
5. Benefit themes	11
5.1 National transport and supply chain resilience.....	11
5.2 Maritime strategic capability.....	12
5.3 Broader maritime sector capability.....	14
5.4 Regional workforce, skills and supplier capability	15
5.5 Environmental, climate and biosecurity co-benefits	17
6. Distribution and benefit-realisation considerations	20
6.1 National beneficiaries	20
6.2 Regional beneficiaries.....	20
6.3 Place-based considerations.....	20
6.4 Assessment limitations	22
7. Overall conclusion.....	23
8. References	24
8.1 Public and published sources	24
8.2 Project-specific unpublished material	25

List of figures

Figure 1: Conceptual summary of the principal wider public-interest benefit themes assessed	4
Figure 2: Comparison of the status quo against the Project-enabled future state	5
Figure 3: How the Project creates wider public-interest benefits through identifiable pathways	6
Figure 4: National transport and supply chain resilience conceptual benefit pathway	11
Figure 5: Maritime strategic capability conceptual benefit pathway	12
Figure 6: Broader maritime sector capability conceptual benefit pathway	14
Figure 7: Regional workforce, skills and supplier capability conceptual benefit pathway	15
Figure 8: Pathway A – Climate	18
Figure 9: Pathway B – Stewardship and oversight.....	18
Figure 10: Principal conditions affecting whether the wider benefits are realised in practice	21

Glossary and abbreviations

Term / abbreviation	Meaning
AEE	Assessment of Environmental Effects.
Blue Economy	The wider maritime economy, including shipping, ports, vessel repair and maintenance, marine services and associated activity.
Business Case	Northport Dry Dock Supporting the Blue Economy Business Case (July 2023).
Crown	The New Zealand Government and its agencies acting in a public-interest and system stewardship role.
Dry dock	The proposed dry dock or vessel-lifting facility forming part of the wider shipyard and marine maintenance proposition.
Economic Impact Assessment	Market Economics Limited, Northland Shipyard and Dry Dock: Economic Impact Assessment (3 August 2026), as subsequently updated.
FTAA	Fast-track Approvals Act 2024.
MBIE	Ministry of Business, Innovation and Employment.
Public-interest benefits	Wider public-interest benefits: Regional or national resilience, strategic, capability, workforce, supplier and environmental benefits not fully captured through direct financial or economic analysis.
Project	The Northland Shipyard and Dry Dock Project.
Domestic strategic optionality	The wider range of practical choices available to New Zealand for maintaining, supporting and planning nationally significant vessels and maritime functions, with reduced reliance on offshore facilities.
Strategic capability	Domestic infrastructure, expertise and supporting systems relevant to nationally significant transport, defence, emergency-response, research and other maritime functions.

1. Purpose, statutory context and relationship to other reports

1.1 Purpose and scope

This report supports the substantive application for the Northland Shipyard and Dry Dock Project under the Fast-track Approvals Act 2024. It identifies and assesses the Project's regional and national benefits, with particular attention to strategic, resilience, capability and other public-interest benefits not fully captured in the Economic Impact Assessment.

The assessment is framed from a New Zealand-wide public-interest perspective. MBIE is the applicant and author of this report, but the benefits assessed are not confined to MBIE's institutional interests or policy responsibilities. They extend across the Crown and public agencies, nationally significant vessel operators, regional institutions, industry and communities, and New Zealand's wider transport, maritime and economic systems.

The report evaluates the nature, geographic scale, causal pathway, materiality, evidential support, attribution and principal dependencies of those benefits. It does not reassess environmental or cultural effects, determine matters within another specialist's discipline, or undertake the overall statutory balancing exercise reserved for the decision-maker.

1.2 Statutory relevance

The purpose of the Fast-track Approvals Act 2024 is to facilitate the delivery of infrastructure and development projects with significant regional or national benefits. A substantive application must explain how the Project is consistent with that purpose, and the panel must consider the extent of the Project's regional or national benefits when deciding the approvals sought. For both a resource-consent and wildlife approval decision, the purpose of the Act is given the greatest weight¹.

Those provisions explain the relevance of the benefits assessed in this report. The detailed statutory assessment is addressed in the Assessment of Environmental Effects and in the substantive application. This report does not express a legal conclusion on those matters or purport to determine whether the Project's benefits outweigh its adverse effects.

1.3 Relationship to other application material

This report forms part of the wider substantive application material and should be read alongside the Economic Impact Assessment, the substantive application, concept-design material, cultural assessment material and specialist technical assessments.

The Economic Impact Assessment is authoritative for its economic methodology, modelled regional effects and indicative monetised national benefit streams. It also identifies certain unmonetised resilience, strategic-capability, labour-market, environmental and distributional pathways. This report does not revalue or add those pathways to the economic results; it explains their wider public-interest significance, causal mechanisms, beneficiaries and benefit-realisation dependencies. The relevant specialist report remains authoritative for matters within its discipline. Where the same underlying outcome is discussed in more than one report, it represents one benefit pathway and must be counted once.

¹ Fast-track Approvals Act 2024, ss 3, 13(1)(b)(i) and 81(4); sch 5 cl 17(1)(a); sch 7 cl 5.

2. Project context

The Northland Shipyard and Dry Dock Project is proposed at Marsden Point, immediately adjacent to Northport. MBIE is the applicant / FTAA authorised person for the Project. The Project is distinct from Northport's own development activities, although its location beside an operating commercial port and within the wider Marsden Point industrial setting is relevant to its proposed function.

The Project comprises a shipyard and marine maintenance facility incorporating a dry dock or vessel-lifting system, berthage, hardstand and vessel-transfer areas, landside buildings and the supporting infrastructure required to undertake ship repair, maintenance and refit activities. The concept design has been developed to a level sufficient to assess the Project's effects and support the FTAA application. It accommodates either a floating dry dock or ship lift as the vessel-lifting technology, with the final technology and detailed engineering to be determined during later design.

Project development has included engagement with mana whenua concerning the Project area, its effects and relevant cultural values and interests. The substantive application and available cultural assessment material provide an account of cultural values, effects and recommendations. This report does not reassess those matters or attribute any position on the Project to mana whenua, iwi or hapū.

The facility will be capable of servicing a range of commercial, passenger, government and other vessels. Its principal national capability will be the servicing of larger vessels that cannot presently undergo suitable dry docking and associated maintenance within New Zealand. New Zealand currently relies on facilities in Australia or Asia for a number of those requirements. That reliance can result in additional vessel transit, longer periods out of service, reduced control over maintenance scheduling and exposure to overseas facility availability and logistics constraints.

The Project is therefore best understood as more than a stand-alone docking asset. Its purpose is to provide an integrated shipyard and marine-maintenance facility combining physical docking or lifting infrastructure with the engineering, project-management, supplier, workforce and operational capability required to undertake complex vessel work domestically.

This distinction is central to the wider public-interest assessment. Some benefits arise directly from the existence of suitable domestic infrastructure, including reduced offshore dependency and greater control over vessel maintenance. Other benefits depend on the wider maintenance ecosystem that develops around the facility, including specialist suppliers, skilled workers, training pathways and supporting maritime services.

The Project will materially change New Zealand's existing maritime capability position. Without the Project, larger vessels will remain substantially reliant on offshore facilities for relevant heavy maintenance. Once operational, the Project will enable a greater proportion of that work to be undertaken domestically. This change provides the factual basis for the counterfactual and the benefit themes assessed in this report.

3. Assessment approach and counterfactual

3.1 Assessment approach

The assessment focuses on benefits that extend beyond direct financial or economic outcomes, including strategic capability, national resilience, regional capability, environmental and biosecurity co-benefits. It presents a New Zealand-wide assessment of the Project's wider public-interest benefits, drawing on Project-specific evidence and relevant New Zealand Government and Crown-agency strategy, policy, regulatory and system-stewardship material.

Engagement with mana whenua and cultural assessment material available at the date of issue form part of the Project evidence base. Engagement has informed Project development and will continue to inform relevant design, mitigation, monitoring and implementation decisions. The report does not reassess environmental effects or seek to determine the overall weighting to be given to competing benefits and adverse effects. Those matters sit within the statutory decision-making framework under the Fast-track Approvals Act 2024.

The assessment considers:

- the relationship between each benefit and the Project;
- the pathway through which the benefit arises;
- the primary beneficiaries;
- the supporting evidence; and
- any important assumptions or qualifiers affecting delivery.

The report distinguishes between:

- benefits arising directly from the Project's infrastructure and core function;
- benefits to which the Project makes a material enabling or contributory contribution; and
- wider benefits whose scale, timing or distribution depends on later design, delivery, operating, governance, market and engagement settings.

Some benefits arise through linked pathways. The report therefore distinguishes the Project's direct contribution from wider outcomes whose scale depends on utilisation, workforce, procurement, market and operating settings².

Relevant New Zealand Government and Crown-agency strategies, policies and system-stewardship material are used as contextual and corroborative evidence. Policy alignment is not treated, by itself, as establishing that a benefit will arise from the Project.

The assessment is organised under five benefit themes:

- national transport and supply chain resilience
- maritime strategic capability
- broader maritime sector capability
- regional workforce, skills and supplier capability
- environmental, climate and biosecurity co-benefits

These themes are deliberately framed at a relatively high level. Some wider matters, such as emergency-response capability, domestic optionality, biosecurity stewardship and future fleet transition, are addressed as sub-themes or enabling benefits within the five principal themes rather than as separate headline categories. This avoids overstating the breadth of the benefits case and keeps the assessment focused on the benefits most closely connected to the Project.

² The Treasury. (2021). *The Living Standards Framework 2021*. <https://www.treasury.govt.nz/sites/default/files/2021-10/tp-living-standards-framework-2021.pdf>

Figure 1 provides a high-level summary of the five principal public-interest benefit themes assessed in this report. It is intended as a navigation aid and does not imply that each theme carries equal weight or certainty.

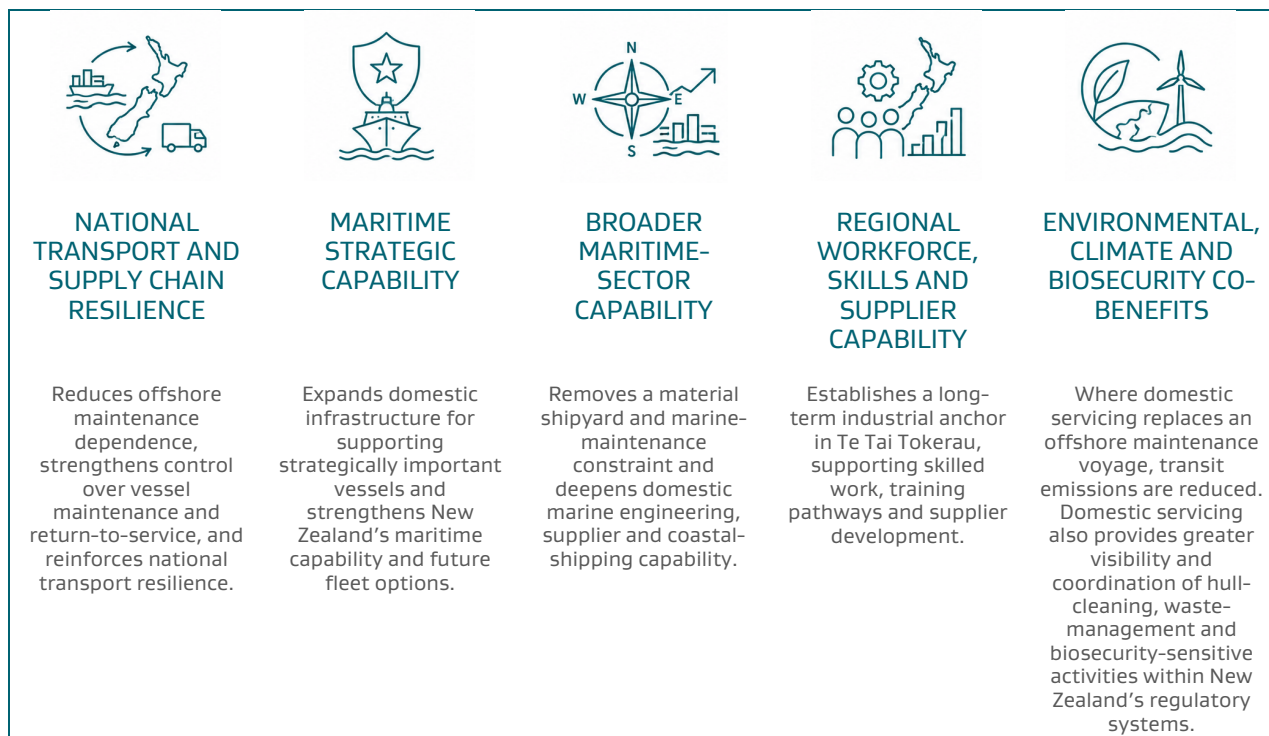


Figure 1: Conceptual summary of the principal wider public-interest benefit themes assessed

For each benefit theme, the assessment considers:

- the feature of the Project that gives rise to the benefit
- the pathway by which the benefit is expected to arise
- the primary beneficiaries
- the extent to which the benefit is strongly evidenced, partly evidenced, or more contingent
- the principal dependencies affecting realisation

3.2 Counterfactual

The counterfactual to the Project is a continuation of the current position: no comparable domestic shipyard and marine-maintenance facility becomes operational during the assessment period, and larger vessels remain substantially reliant on offshore facilities for relevant scheduled and unscheduled maintenance. Against that counterfactual, the Project will establish a domestic maintenance option and materially strengthen New Zealand's control over maintenance scheduling, vessel availability and return-to-service.

Under that scenario:

- larger vessels continue to rely on offshore facilities for scheduled and unscheduled servicing;
- offshore transit and servicing-related vessel unavailability remains longer and less controllable;
- New Zealand remains exposed to offshore booking constraints and external logistics dependencies;
- domestic marine maintenance capability remains constrained;
- regional capability and workforce development opportunities remain more limited; and
- avoidable fuel use and emissions associated with vessels travelling offshore solely for relevant maintenance continue³.

Figure 2 provides an illustrative comparison between the status quo and the likely future state if a fit-for-purpose Project is consented, delivered and operated.

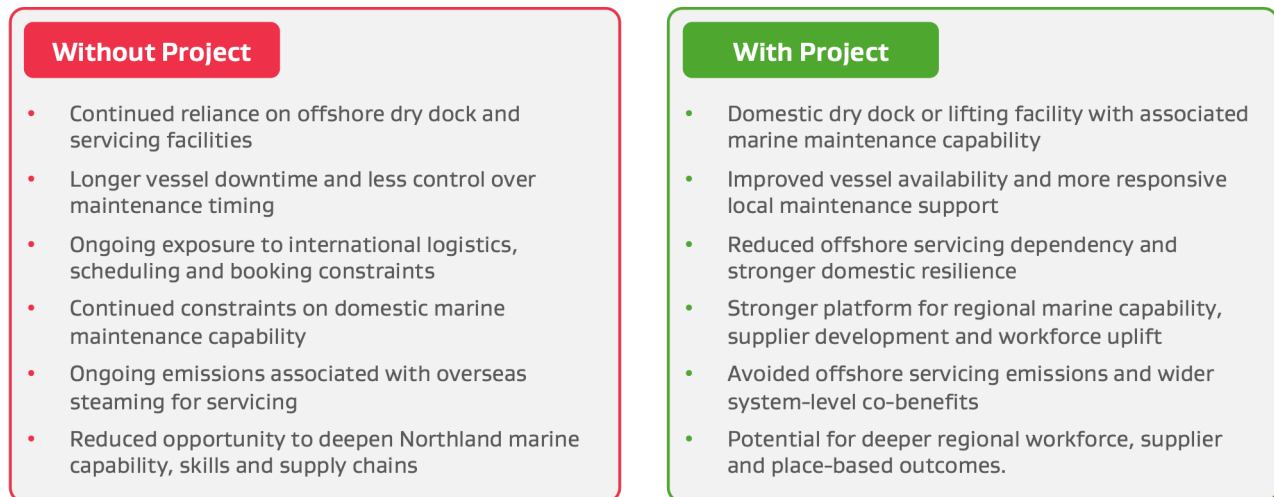


Figure 2: Comparison of the status quo against the Project-enabled future state

Figure 2 illustrates the material change in infrastructure capability created by the Project. The detailed assessment distinguishes benefits arising directly from that capability from wider outcomes whose scale depends on utilisation, operating, workforce, procurement or engagement settings.

³ Ministry of Transport, *Northport Dry Dock Supporting the Blue Economy Business Case* (July 2023), pp 18–20 and 63–80; Market Economics Limited, *Northland Shipyard and Dry Dock: Economic Impact Assessment* (2026).

Figure 3 shows the principal pathways through which the Project will create wider public-interest benefits, including direct resilience and capability effects and wider regional pathways through skilled employment, supplier demand and training opportunities.

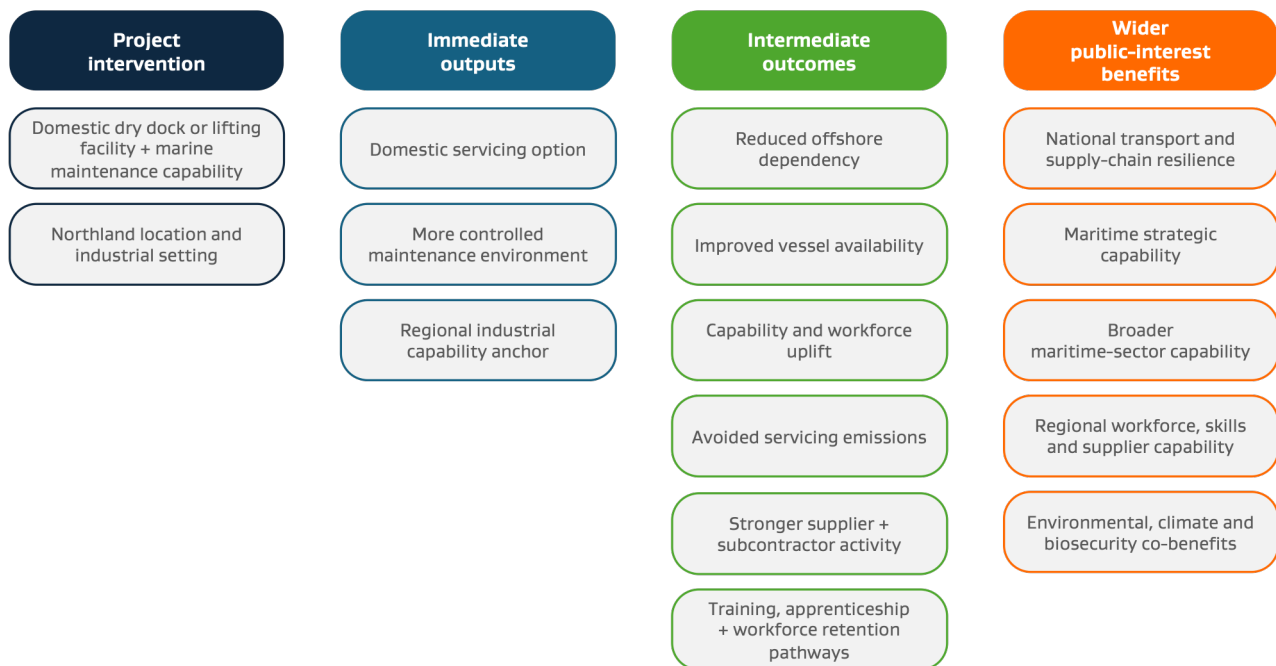


Figure 3: How the Project creates wider public-interest benefits through identifiable pathways

The logic chain distinguishes the Project intervention from its immediate outputs, intermediate outcomes and wider public-interest benefits. Movement along the chain becomes progressively more dependent on operating, market, workforce and engagement settings.

4. Assessment framework and summary

The Project's wider public-interest benefits vary in the extent to which they arise directly from the proposed infrastructure, are enabled by it, or depend on future operational, commercial, workforce, policy or engagement settings. This report distinguishes between those different benefit pathways but does not undertake the overall weighting of benefits and adverse effects required of the decision-maker.

4.1 Evaluation criteria

Each benefit theme is assessed against the following criteria.

Criterion	Question applied
Statutory scale	Is the benefit regional or national in its geographic extent, system reach or strategic significance?
Attribution	What feature of the Project causes or enables the benefit, and how direct is the causal connection?
Evidence	What Project-specific and contextual evidence supports the identified causal pathway?
Materiality	Is the benefit material when assessed by reference to its expected scale, duration, reach or strategic importance?
Benefit-realisation dependencies	What later design, utilisation, commercial, operating, procurement, workforce, policy or engagement settings will influence the timing, scale and distribution of the benefit?

These criteria provide a structured basis for the report's qualitative assessment. They are not numerical scores and do not replicate the panel's statutory weighting. Each benefit theme should be read together with its causal explanation, supporting evidence, attribution and principal benefit-realisation dependencies.

4.2 Summary assessment

Using the described approach, the greatest significance is attached to benefits that are closely connected to the Project's core function and supported by the available evidence base. These include reduced reliance on offshore facilities, improved control over vessel maintenance and return-to-service timing, strengthened national transport and maritime resilience, and increased domestic strategic capability and optionality.

A further group of material benefits comprises broader maritime-sector and supplier capability, regional workforce development and training pathways. These benefits are credible and material, while their eventual scale and distribution will depend more substantially on the Project operating as an integrated shipyard and marine-maintenance facility and on supporting procurement, workforce, market and operating settings.

Wider environmental, climate and biosecurity co-benefits are also relevant, although their scale will depend on actual facility use, the voyages avoided, final design and operating practices. These system-level co-benefits do not offset or diminish the Project's local environmental, ecological or cultural effects.

The Economic Impact Assessment and this report address different but complementary dimensions of the Project. The Economic Impact Assessment assesses regional economic effects and national economic benefits. It quantifies value-added, employment and household-income effects and provides indicative estimates for specified national benefit streams. It also identifies, without monetising them, resilience, strategic-capability, labour-market, environmental and distributional pathways that overlap with themes assessed here. This report does not add those pathways to the economic results; it explains their wider public-interest significance and benefit-realisation dependencies. The two reports should therefore be read together, with any overlapping pathway counted once.

The first three themes describe distinct consequences of a common enabling capability: fit-for-purpose domestic shipyard and marine maintenance. They are presented separately because they involve different beneficiaries and decision-relevant outcomes, but they should not be added together as independent benefit quantities. Where an outcome is quantified or otherwise assessed in the Economic Impact Assessment, this report addresses only its residual strategic, resilience or capability significance.

Table 1 summarises the Project’s five principal wider public-interest benefit themes, the causal mechanism associated with each theme, the principal beneficiaries, and the Project’s degree of attribution. It is a high-level synthesis and should be read alongside the detailed assessment, evidence, source references and qualifications in sections 5.1–5.5.

Table 1: Summary of principal wider public-interest benefits

Benefit theme	Public-interest benefit and causal mechanism	Principal beneficiaries	Attribution and principal dependencies
National transport and supply-chain resilience	Domestic shipyard marine-maintenance capability will reduce reliance on overseas dry-dock availability and avoid transit undertaken solely for relevant maintenance. It will improve control over maintenance scheduling and return-to-service planning and reinforce an important enabling component of freight, ferry and other nationally significant maritime services.	Freight, ferry and coastal-shipping operators; government agencies; operators and users of nationally significant vessels; the Crown as system steward; and the wider public.	Mostly direct and Project-specific. Realisation depends on a fit-for-purpose facility being delivered and operated and on its use by relevant vessel classes.
Maritime strategic capability	The Project will expand the domestic infrastructure available to support suitable strategically important vessels. It will increase the options available for maintenance planning, lifecycle stewardship, fleet renewal and future maritime capability.	The Crown; government agencies; operators of suitable nationally significant vessels; and the wider public interest in resilient maritime capability.	Mostly direct and Project-specific. The vessel classes and activities that can be supported will depend on the final dimensions, technical systems, security arrangements and operating model.
Broader maritime-sector capability	By enabling more complex marine-maintenance work to be undertaken domestically, the Project will address a material infrastructure constraint and strengthen the demand base for marine engineering, specialist contractors and supporting suppliers. It will provide an enabling maintenance base for coastal shipping and wider maritime-sector development.	Marine engineering and maintenance businesses; specialist suppliers; the coastal-shipping system; relevant government maritime functions; and the wider maritime sector.	Enabling and contributory. The scale of the benefit will depend on facility utilisation, domestic procurement, supplier capability, workforce availability and wider market and policy settings.
Regional workforce, skills and supplier capability	The integrated shipyard and marine-maintenance facility will establish a substantial long-term base for skilled marine and engineering activity in Northland / Te Tai Tokerau. It will support workforce development, supplier participation, training pathways and the retention of transferable technical capability.	Regional workers and trainees; suppliers and subcontractors; training providers; the regional marine and engineering cluster; and communities benefiting from durable skilled activity.	Direct in establishing a regional activity and demand base; enabling for training and supplier-development outcomes. Scale and distribution will depend on sustained operations, workforce planning, procurement settings and regional participation.

Environmental, climate and biosecurity co-benefits	Where domestic servicing replaces an offshore maintenance voyage, the Project will reduce transit fuel consumption and associated greenhouse-gas emissions. Domestic maintenance will also provide greater integration with New Zealand's environmental, waste-management and biosecurity systems.	The wider environment; regulators; the maritime system; communities affected by maintenance logistics; and the public interest in emissions reduction and effective environmental stewardship.	Project-specific where domestic servicing replaces an offshore voyage. Wider stewardship and biosecurity outcomes depend on final design, consent requirements and operating practices.
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Note: Table 1 is a summary of the benefit pathways assessed in this report. The detailed evidential basis, relative significance and principal qualifications associated with each theme are set out in sections 5.1–5.5 and the accompanying footnotes.

5. Benefit themes

5.1 National transport and supply chain resilience

The Project will strengthen New Zealand's transport and supply chain resilience by reducing reliance on offshore shipyards and marine maintenance and improving domestic control over the availability of nationally significant vessels, as illustrated in Figure 4 below.

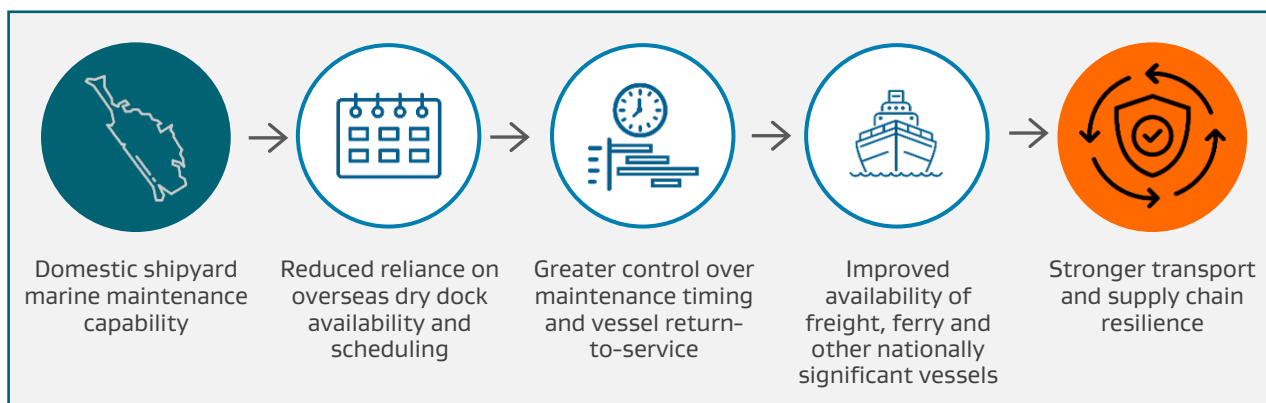


Figure 4: National transport and supply chain resilience conceptual benefit pathway

The Project will strengthen New Zealand's transport and supply-chain resilience by providing domestic shipyard marine-maintenance capability for larger vessels that would otherwise require suitable offshore facilities.

Domestic servicing will reduce reliance on overseas dry-dock availability and the transit required solely to obtain heavy maintenance. It will give vessel operators greater control over maintenance scheduling and return-to-service planning and reduce one source of exposure affecting freight, ferry and other nationally important maritime services.

This benefit is particularly important for an island nation whose freight, passenger and public-service systems depend on the continued availability of a relatively small number of important vessels. The Project will not determine the performance of the wider freight system, but it will strengthen a critical enabling component of that system⁴.

By establishing a domestic option for scheduled and unscheduled heavy maintenance, the Project will:

- reduce exposure to overseas dry dock availability, booking priorities and logistics constraints;
- reduce the additional transit and scheduling-related unavailability associated with offshore servicing;
- improve domestic control over maintenance and return-to-service planning for freight, ferry and other nationally significant vessels;
- support more responsive planning for scheduled heavy maintenance and provide an additional domestic option for suitable unscheduled work; and
- strengthen an important enabling component of New Zealand's wider transport and supply chain resilience⁵.

The benefit extends beyond freight. It applies to passenger, government and other vessels whose continued availability supports important public and maritime functions. Its significance is greatest

⁴ Ministry of Transport, *Northport Dry Dock Supporting the Blue Economy Business Case* (July 2023), pp 36–39, 43, 47 and 167–174; Ministry of Transport, *Aotearoa New Zealand Freight and Supply Chain Strategy* (2023), p 9, https://www.transport.govt.nz/assets/Uploads/MOT4806_Aotearoa-Freight-and-Supply-Chain-Strategy-p09-v03.pdf

⁵ Ministry of Transport, *Northport Dry Dock Supporting the Blue Economy Business Case* (July 2023); Ministry of Transport, *Aotearoa New Zealand Freight and Supply Chain Strategy* (2023), https://www.transport.govt.nz/assets/Uploads/MOT4806_Aotearoa-Freight-and-Supply-Chain-Strategy-p09-v03.pdf

where substitution is limited, where the vessel performs an important national or regional service, or where offshore maintenance would require a lengthy voyage and extended absence from service.

The Economic Impact Assessment separately provides indicative estimates of specified avoided transit and vessel-unavailability costs. This section addresses the associated resilience and operational-control significance and does not add those estimated economic benefits again.

The public-interest value lies in reducing an identifiable infrastructure dependency affecting the continuity of nationally important transport and maritime functions. The benefit is therefore one of national resilience and operational control, not merely commercial efficiency. The Project's benefit arises from the capability pathway described above. Its alignment with the Strategy provides corroborating policy context, particularly the Strategy's emphasis on resilience, reliability and preparedness for disruption⁶.

Strong and direct national benefit

The Project will reduce a material offshore infrastructure dependency and strengthen New Zealand's control over vessel maintenance, availability and return-to-service.

5.2 Maritime strategic capability

The Project will strengthen New Zealand's long-term maritime strategic capability by providing enabling infrastructure that supports the maintenance, stewardship and operational availability of strategically important vessels.

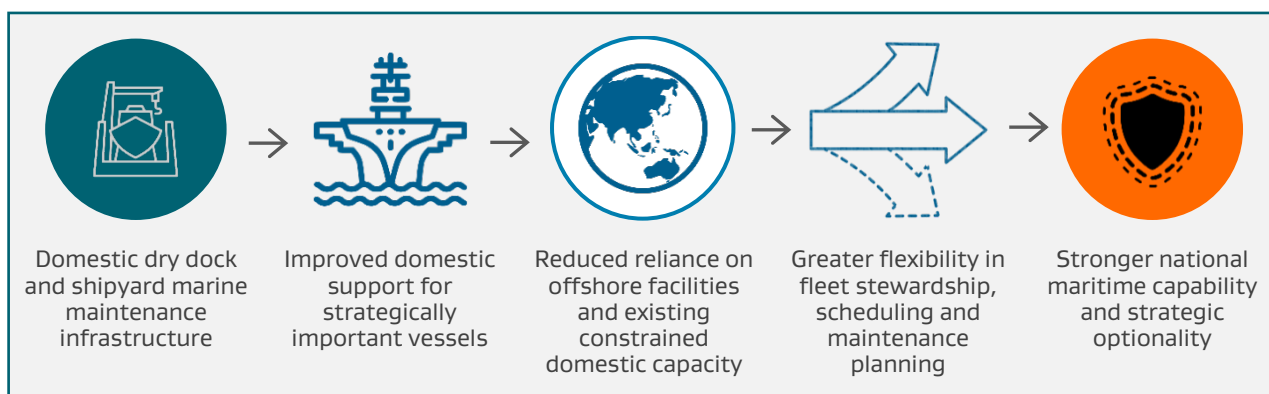


Figure 5: Maritime strategic capability conceptual benefit pathway

The Project will strengthen New Zealand's maritime strategic capability by establishing domestic shipyard and marine-maintenance infrastructure that expands New Zealand's practical control over the maintenance, availability and long-term stewardship of strategically important vessels.

Strategic capability is broader than any single fleet or agency. It includes the infrastructure, technical expertise and supporting systems required to sustain vessels performing nationally significant transport, passenger, defence, emergency-response, research and other public functions.

At present, some larger current and planned vessels cannot undergo suitable dry docking and associated heavy maintenance within New Zealand. Operators of those vessels must therefore rely on overseas facilities, reducing domestic control over maintenance scheduling, vessel availability and

⁶ Ministry of Transport (2023), Aotearoa New Zealand Freight and Supply Chain Strategy; Ministry of Business, Innovation and Employment, Retaining or Redeploying New Zealand's Coastal Shipping Capability (2022).

return-to-service planning. Where those vessels perform nationally significant functions, that dependency has strategic as well as commercial consequences⁷.

The Project will increase New Zealand's strategic optionality. It will broaden the practical choices available to government agencies and vessel operators for maintenance scheduling, asset stewardship, fleet renewal and future maritime capability. The value of this optionality is enduring because major vessel and infrastructure decisions are made over long timeframes and under changing strategic, technological and operational conditions.

The Project will provide an additional domestic infrastructure base capable of supporting suitable Crown-operated and other vessels.

Domestic shipyard and marine maintenance capability will:

- provide an additional domestic option for the inspection, maintenance and repair of suitable strategically important vessels;
- reduce reliance on overseas facilities for relevant maintenance requirements;
- increase flexibility in maintenance scheduling, return-to-service and lifecycle planning; and
- strengthen the domestic infrastructure and industrial base available to support nationally significant maritime assets.

The significance of this benefit extends beyond commercial efficiency. It lies in strengthening New Zealand's ability to support critical maritime functions domestically, improving operational flexibility and preserving future choices regarding nationally significant marine infrastructure and vessel management.

The Project's strategic benefit sits within the Crown's wider long-term interests in maritime asset stewardship, operational resilience and future fleet capability. As one relevant part of that context, the Defence Capability Plan 2025 identifies maritime-domain capability and staged fleet renewal as priorities extending across the investment horizon⁸. Additional domestic shipyard and marine-maintenance infrastructure will strengthen the national capability base within which future Crown vessel-support decisions are made.

The Economic Impact Assessment identifies resilience, option value and defence maritime capability as material but unmonetised national benefit streams. This section explains the wider strategic significance of those same pathways; it does not treat them as additional benefit quantities.

Strong and enduring national strategic benefit

The Project will establish nationally significant enabling infrastructure that strengthens domestic support for strategically important vessels, broadens fleet-stewardship options and reinforces New Zealand's long-term maritime capability.

⁷ Ministry of Transport, *Northport Dry Dock Supporting the Blue Economy Business Case* (July 2023), pp 43–44, 57 and 167–173.

⁸ Ministry of Defence, *Defence Capability Plan 2025* (2025), printed pp 22–25, particularly the discussion of the maritime domain and the Maritime Fleet Renewal programme, <https://www.defence.govt.nz/assets/publications/Defence-Capability-Plan-25.pdf>

5.3 Broader maritime sector capability

The Project will strengthen New Zealand's wider maritime sector by reducing a material maintenance constraint and providing a platform for deeper marine engineering, supplier and coastal-shipping capability.

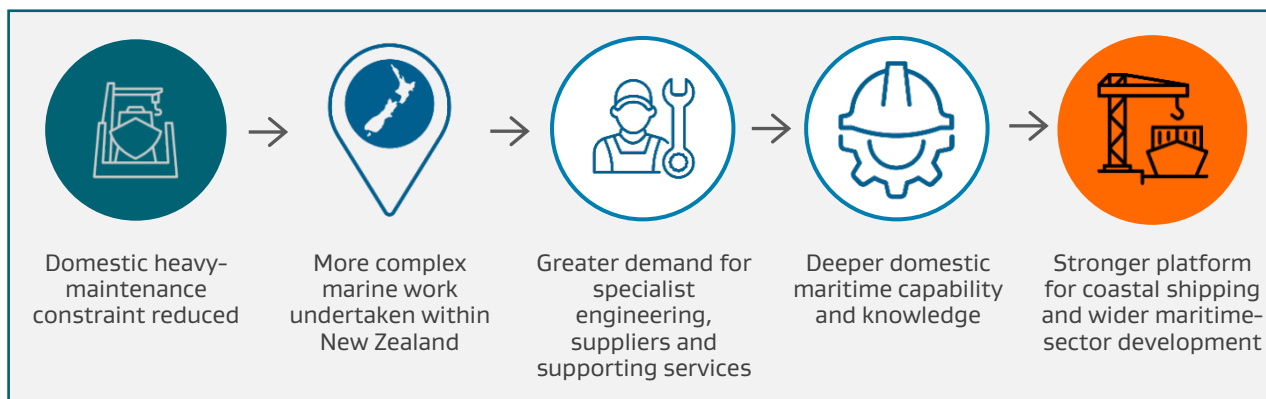


Figure 6: Broader maritime sector capability conceptual benefit pathway

The Project will strengthen New Zealand's maritime sector by providing nationally significant marine maintenance infrastructure around which engineering capability, specialist suppliers and supporting industries can develop. Its principal contribution is enabling rather than determinative. By reducing an important infrastructure constraint on shipyard and marine maintenance, the Project will improve the conditions for longer-term capability development across the wider maritime sector.

The Project will provide part of the infrastructure base needed to support coastal shipping, wider maritime activity and relevant government maritime functions. For larger vessels, access to suitable domestic maintenance is one practical condition supporting reliable operation over the asset lifecycle.

The Project will improve the conditions for marine engineering businesses, specialist contractors, equipment suppliers and associated service providers by increasing the volume and complexity of shipyard and marine maintenance that can be undertaken within New Zealand. That activity can support wider specialist capability, investment and knowledge development beyond the facility itself.

Improved domestic maintenance capability can also support the longer-term development of New Zealand's coastal-shipping system by reducing one practical constraint affecting the operation and lifecycle support of larger coastal vessels. It is recognised that coastal-shipping outcomes will continue to depend on other factors including freight demand, vessel investment, port and landside logistics, commercial viability and government policy.

The Project benefits extend beyond maintenance work undertaken at the facility. Greater domestic capability will support specialist supplier development, workforce capability and the retention and diffusion of technical knowledge across related marine industries. Over time, those effects can strengthen the depth and resilience of New Zealand's maritime engineering ecosystem.

The relevant supplier ecosystem may include specialist fabrication, coatings, marine electrical services, inspection, lifting, logistics and other marine-support activities. The Project will increase the domestic demand base available to those services, although the extent of local and national supplier participation will depend on capability, procurement and operating arrangements.

In practical terms, the Project will:

- reduce a material infrastructure constraint affecting shipyard and marine maintenance in New Zealand;
- increase the range and complexity of vessel work that can be undertaken domestically;
- support a deeper market for specialist marine engineering and supplier services;
- provide an enabling maintenance platform for coastal shipping and other maritime activity; and
- strengthen the wider domestic capability base where complementary commercial, workforce and policy settings are in place.

The Project will not determine wider maritime-sector or coastal-shipping outcomes. Its public-interest contribution lies in materially reducing a significant maintenance constraint and strengthening the domestic infrastructure, supplier and skills base on which wider maritime-sector outcomes depend. The scale of the resulting sector effects will depend on facility utilisation and the extent of domestic supplier and workforce participation⁹.

Material national and regional enabling benefit

The Project will address a material shipyard and maintenance constraint and provide a stronger domestic platform for marine engineering, specialist suppliers, coastal shipping and wider maritime-sector development.

5.4 Regional workforce, skills and supplier capability

The Project will establish a substantial long-term platform for marine engineering, workforce development and supplier capability in Te Tai Tokerau.

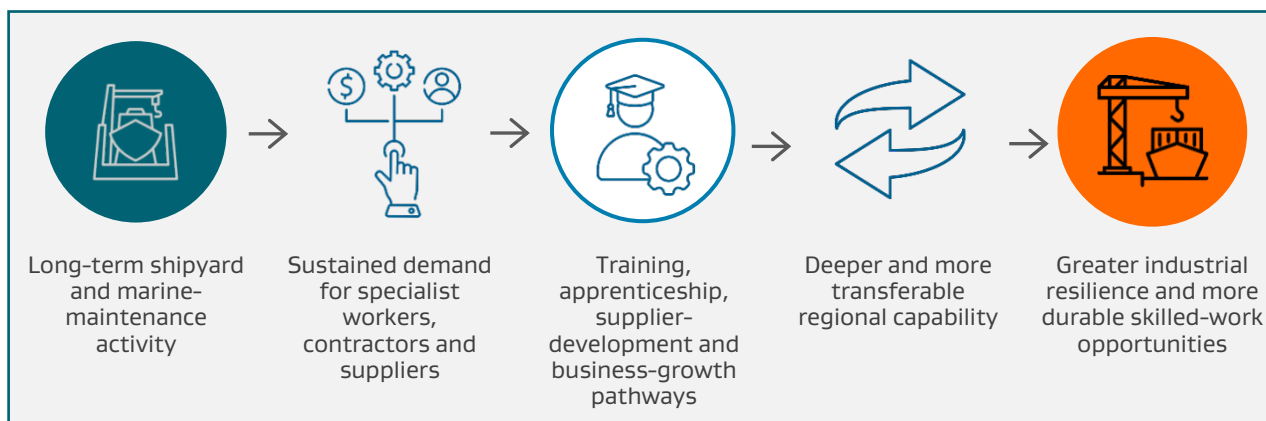


Figure 7: Regional workforce, skills and supplier capability conceptual benefit pathway

The Project will strengthen regional capability in Te Tai Tokerau by establishing nationally significant marine maintenance infrastructure that supports skilled work, specialist engineering capability, supplier development and longer-term industrial resilience.

The Project will act as a regional anchor for higher-value marine engineering and maintenance activity. Establishing a long-term base of complex marine work will enable specialist engineering expertise, supplier investment, workforce development and apprenticeship pathways to develop together over

⁹ Ministry of Transport, *Aotearoa New Zealand Freight and Supply Chain Strategy* (2023); Ministry of Business, Innovation and Employment, *Retaining or Redeploying New Zealand's Coastal Shipping Capability* (2022); Sustainable Seas National Science Challenge, *Measuring New Zealand's Blue Economy* (2019).

time. From a public-interest perspective, the significance of the Project therefore lies not only in the infrastructure itself, but also in the regional capability it can enable¹⁰.

Earlier Northland socioeconomic work reached a similar qualitative conclusion, identifying the existing regional marine base and the potential for a shipyard and dry dock to support skills, supplier and cluster development. That work also identified skills shortages, long training lead times and the need for early engagement with training providers as important benefit-realisation considerations¹¹.

The Integrated Transport Assessment uses a conservative operational planning capacity of up to 500 full-time-equivalent personnel on site, based on a two-shift operating pattern. This is a Project-supplied design and transport-planning assumption, not an independent employment forecast. The Economic Impact Assessment uses a different methodology and measure to estimate direct and wider employment effects. Those figures are not directly comparable with the maximum on-site planning capacity, and only the Economic Impact Assessment should be relied on for modelled employment effects. The 500-person planning input nevertheless indicates the potential operational scale of the facility and the associated workforce, supplier and training requirements.

The wider public-interest value extends beyond employment numbers. It includes the capability developed through undertaking and retaining more complex marine engineering activity within New Zealand and strengthening the regional industrial ecosystem. Key capability outcomes include:

- retention and development of specialist marine engineering and complex-maintenance capability;
- stronger supplier and subcontractor networks;
- skills development and greater transferability of technical capability;
- more credible pathways into apprenticeships, trades and specialist occupations; and
- greater confidence in the durability of regional industrial activity.

The scale and durability of these benefits will be influenced by the Project operating as an integrated shipyard and marine maintenance facility, together with workforce development, supplier participation and sustained industry demand. Those factors affect the depth of the regional outcomes, but not the Project's underlying contribution as a substantial new base of marine and engineering activity¹².

The Business Case stakeholder process included NorthTec, then operating within Te Pūkenga, and identified existing regional apprenticeship schemes, relevant marine and engineering capability, and opportunities to strengthen training pathways. This provides a credible foundation for renewed engagement with NorthTec and other regional and industry training providers as the Project's workforce needs become more defined¹³. The benefit does not depend on a commitment from any particular provider or to a specific training programme.

By creating sustained, quality skilled-work opportunities, the Project will contribute to wider household and community wellbeing. New Zealand Government employment and wellbeing frameworks recognise pathways through which quality work can contribute to hauora, purpose, social connection, identity and belonging for Māori, whānau, and communities¹⁴. These effects extend beyond wages and local expenditure.

¹⁰ Ministry of Transport, Northport Dry Dock Supporting the Blue Economy Business Case (July 2023); Market Economics Limited, Northland Shipyard and Dry Dock: Economic Impact Assessment (2026).

¹¹ Polis Consulting Group, *Socioeconomic Impacts of Northport Expansion on Te Tai Tokerau/Northland* (prepared for Northland Inc, 2022), pp 44–48 and 57.

¹² Ministry of Transport, Northport Dry Dock Supporting the Blue Economy Business Case (July 2023); Market Economics Limited, Northland Shipyard and Dry Dock: Economic Impact Assessment (2026).

¹³ Tertiary Education Commission, *Future of the remaining polytechnic divisions from the New Zealand Institute of Skills and Technology* (updated 23 July 2026), noting that NorthTec is to be legally established as a stand-alone entity on 1 October 2026 and become operational on 1 January 2027, <https://www.tec.govt.nz/strategic-initiatives/vocational-education-system/changes-to-the-vocational-education-and-training-vet-system/future-of-the-remaining-polytechnic-divisions-from-the-nzist>

¹⁴ Ministry of Business, Innovation and Employment, *Te Mahere Whai Mahi Māori: The Māori Employment Action Plan, Why we need this Action Plan*, <https://www.mbie.govt.nz/business-and-employment/employment-and-skills/employment-strategy/maori-employment-action-plan/why-we-need-this-action-plan>; The Treasury, *Trends in Māori Wellbeing: Background Paper to Te Tai Waiora* (2022), <https://www.treasury.govt.nz/sites/default/files/2022-12/ap22-02.pdf>. These sources establish the wider Crown policy and wellbeing context; they are not Project-specific evidence of realised outcomes.

New Zealand evidence identifies relationships between income security, material wellbeing and broader family outcomes¹⁵. Those relationships provide relevant context; however, the Project should not be treated as directly determining household, educational or community wellbeing outcomes.

The strength of this pathway will be greatest where Project-generated opportunities enable people to move from unemployment, underemployment or insecure work into sustained quality employment. Its eventual scale will depend on job quality and duration, workforce accessibility, regional participation, recruitment sources and relevant household and community circumstances.

Project delivery and operating choices will materially influence the regional distribution of these benefits. Early visibility of likely skill and supplier requirements, accessible procurement pathways, engagement with training providers and realistic workforce planning will affect the likelihood that regional capability develops alongside the facility.

Taken together, these pathways position the Project as more than a single physical asset. It will establish nationally significant industrial infrastructure capable of supporting deeper regional engineering, workforce and supplier capability over time. The scale and distribution of those benefits will depend materially on operating demand, workforce development, procurement and local participation.

Significant regional capability benefit

The Project will establish a long-term industrial anchor in Te Tai Tokerau, supporting skilled workforce pathways, supplier growth, training and transferable engineering capability.

5.5 Environmental, climate and biosecurity co-benefits

The Project will generate wider environmental and climate co-benefits where domestic servicing replaces voyages undertaken solely to access offshore maintenance. It will also bring more shipyard and marine-maintenance activity within New Zealand's environmental, biosecurity and regulatory framework.

Where domestic servicing replaces a voyage undertaken solely to obtain offshore maintenance, the Project will reduce transit fuel consumption and the greenhouse-gas emissions associated with that return offshore voyage.

The Economic Impact Assessment identifies carbon abatement as an unmonetised national benefit stream. This section explains that pathway and the associated environmental-management and biosecurity co-benefits without assigning an additional economic value.

The principal climate-related co-benefit is the reduction in voyages undertaken solely to access offshore dry docking and associated shipyard and maintenance. Where a vessel can instead be serviced domestically, the avoided offshore transit will reduce fuel consumption and the greenhouse gas emissions associated with that journey.

¹⁵ Ministry of Social Development, *Economic (in)security across childhood in the Growing Up in New Zealand cohort: Income poverty, material hardship, and problem debt and its effect on child and parental wellbeing* (2023). <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/research/economic-in-security-across-childhood-in-the-growing-up-in-new-zealand-cohort/economic-security-across-childhood-and-wellbeing.pdf>; Ministry of Social Development. *Raising Children in New Zealand: The Influence of Parental Income on Children's Outcomes*. <https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/research/influence-parental-income/index.html>

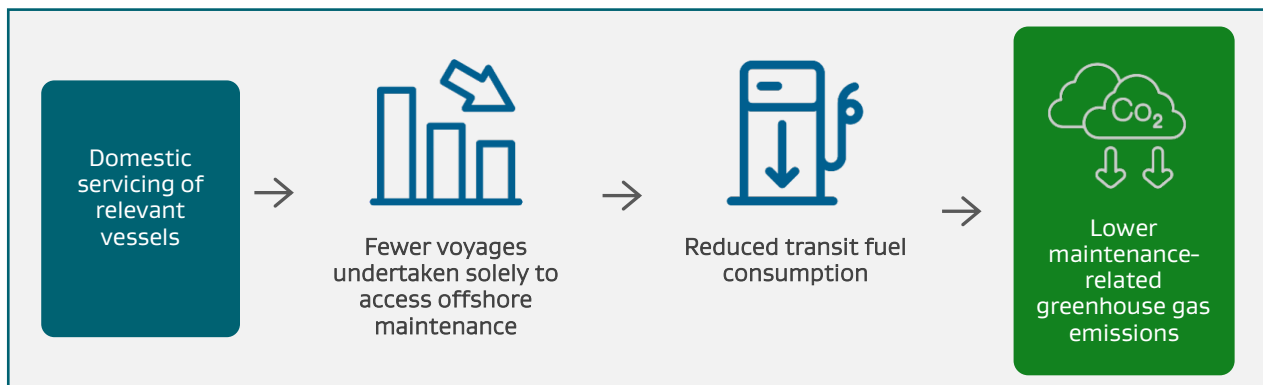


Figure 8: Pathway A – Climate

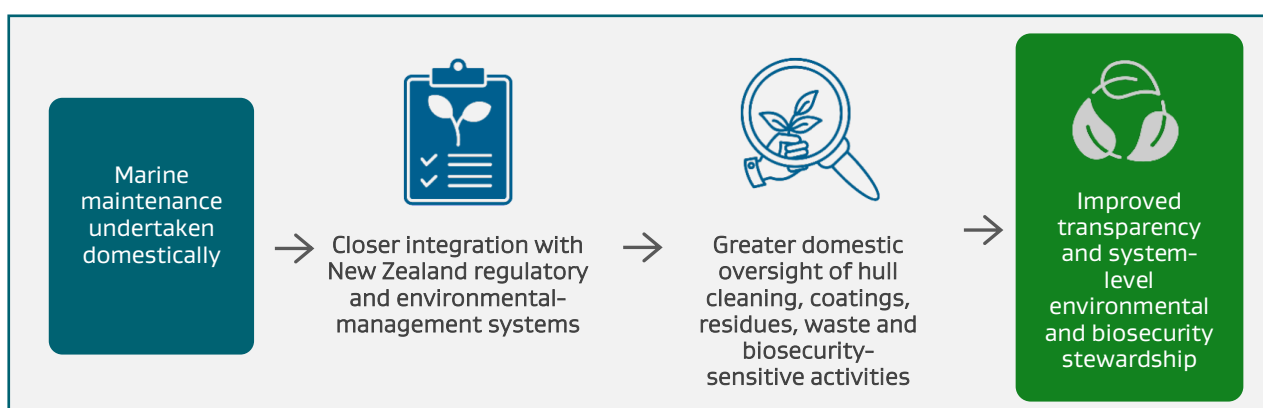


Figure 9: Pathway B – Stewardship and oversight

The scale of this benefit will depend on the number and type of vessels using the facility, the offshore location that would otherwise have been used, the vessel's fuel consumption and the extent to which the domestic visit replaces, rather than adds to, an overseas voyage.

Domestic servicing will bring relevant shipyard and marine-maintenance activity within New Zealand's environmental, biosecurity and regulatory framework. This will provide greater opportunity for domestic oversight of hull cleaning, coating management, residue and waste handling, and biosecurity-sensitive activities, together with closer integration between operators, regulators and environmental-management systems¹⁶.

The benefit is one of domestic visibility, stewardship and regulatory integration. It does not depend on an assumption that overseas facilities operate to a lower environmental or biosecurity standard.

¹⁶ Ministry for Primary Industries, *Biofouling management*; Ministry for Primary Industries, *Craft Risk Management Standard: Vessels* (13 October 2023, updated 20 February 2026).

Where incorporated into the final design and operating practices, the facility will support:

- integrated management of hull cleaning, coatings, residues and maintenance waste;
- clearer domestic monitoring and reporting of biosecurity-sensitive maintenance activities; and
- use of modern lower-emissions equipment and support systems where incorporated into the final design.

Domestic marine maintenance capability also creates greater continuity between maintenance activity, environmental management and regulatory oversight. This provides a stronger basis for integrated planning, monitoring and accountability across the servicing process.

These wider environmental, climate and biosecurity co-benefits complement, but do not replace, the detailed environmental assessments contained within the FTAA application. They should be considered as system-level benefits alongside the Project's local effects, mitigation and consent requirements, which are assessed in the relevant specialist reports.

Wider system co-benefits

The Project will reduce maintenance-related transit emissions where domestic servicing replaces an offshore voyage and will bring relevant maintenance activities within New Zealand's regulatory and environmental-management framework. These are system-level co-benefits whose scale will depend on actual facility use, final design and operating practices.

6. Distribution and benefit-realisation considerations

The Project's wider public-interest benefits are distributed across different groups and at different geographic and institutional scales. Some of the principal benefits are national or system-wide, while others are more localised and place-specific. That difference does not determine the overall assessment, but it is relevant to understanding who receives the benefits and who may bear effects.

6.1 National beneficiaries

National-level beneficiaries include:

- New Zealand's freight, ferry, coastal-shipping and wider maritime systems;
- government agencies responsible for transport, defence, emergency response and nationally significant maritime capability;
- operators and users of nationally significant vessels;
- the domestic marine engineering and specialist-supplier base; and
- the wider public through greater resilience, domestic capability and reduced offshore dependency.

6.2 Regional beneficiaries

Regional-level beneficiaries may include:

- workers, trainees and whānau in Te Tai Tokerau;
- regional marine, engineering and construction businesses;
- local and regional suppliers and subcontractors;
- training providers, industry bodies and supporting institutions; and
- communities benefiting from more durable skilled activity and a stronger regional industrial base.

Regional benefits may arise not only through direct employment and supplier participation, but also through stronger training pathways, deeper supplier capability and more durable demand for supporting services and institutions. Wider household and community effects are more indirect and conditional, and will depend on the quality, duration and regional distribution of work and business opportunities¹⁷.

6.3 Place-based considerations

The distribution of benefits and effects is not uniform. The strongest direct benefits are predominantly national and regional, while some effects identified elsewhere in the application are local and place-specific. This report identifies that difference in scale so the wider public-interest case is understood transparently; it does not undertake the statutory balancing exercise.

Figure 10 summarises the principal conditions that determine whether and how the wider benefits are realised in practice.

¹⁷ Ministry of Business, Innovation and Employment. *Impacts of economic transitions on firms, workers, regions and households*. <https://www.mbie.govt.nz/dmsdocument/25537-impacts-of-economic-transitions-on-firms-workers-regions-and-households>; Ministry of Social Development, *Economic (in)security across childhood in the Growing Up in New Zealand cohort: Income poverty, material hardship, and problem debt and its effect on child and parental wellbeing* (2023). <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/research/economic-in-security-across-childhood-in-the-growing-up-in-new-zealand-cohort/economic-security-across-childhood-and-wellbeing.pdf>

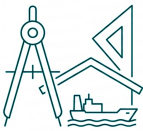
	FIT-FOR-PURPOSE FINAL DESIGN AND FACILITY CAPABILITY	The final design and technical capability must enable the facility to service the vessel classes that underpin the Project's resilience, strategic and market case.
	SUCCESSFUL CONSENTING, DELIVERY AND ONGOING OPERATIONS	The wider benefits require the Project to be consented, delivered, commissioned and operated at a sustained level of utilisation.
	INTEGRATED SHIPYARD AND MARINE-MAINTENANCE FACILITY	Many workforce, supplier and sector-capability benefits depend on the Project operating as an integrated shipyard and marine maintenance facility rather than as a narrow dock-only asset.
	APPROPRIATE OPERATING AND COMMERCIAL MODEL	The operating and commercial model will influence reliable access, utilisation, strategic-vessel support and the extent to which wider public-interest benefits are realised.
	WORKFORCE AND SUPPLIER CAPABILITY DEVELOPMENT	Regional benefits will depend on sustained workforce planning, training pathways, supplier participation and accessible opportunities for regional businesses and workers.
	ONGOING MANA WHENUA ENGAGEMENT AND RESPONSIVE PROJECT DECISION-MAKING	Ongoing engagement will inform relevant Project decisions and the response to matters raised. This report does not assess cultural effects or attribute any position on the Project to mana whenua, iwi or hapū; no support or future arrangement is assumed.

Figure 10: Principal conditions affecting whether the wider benefits are realised in practice

Figure 10 summarises the principal conditions affecting the scale, durability and distribution of the wider public-interest benefits identified in this report.

These conditions do not affect every benefit equally. Reduced offshore dependency and increased domestic infrastructure capability arise most directly from the Project itself. Wider maritime-sector, regional and environmental outcomes are more sensitive to utilisation, operating, workforce, procurement and other implementation settings.

Some Project effects and implementation considerations are place-specific, particularly for mana whenua and communities connected to the Project area. This report does not assess cultural effects or attribute any position on the Project to mana whenua, iwi or hapū. No support, endorsement or future arrangement is inferred from those processes.

6.4 Assessment limitations

The principal limitations of this assessment are:

- some claimed benefits are qualitative and cannot presently be quantified reliably;
- the final dock or lifting technology, detailed design, operating model and access arrangements remain to be confirmed;
- the scale of utilisation and domestic supplier and workforce participation is uncertain;
- some wider outcomes depend on future commercial, policy, procurement or engagement decisions; and
- the assessment relies on the Project and specialist material available at the date of issue and should be updated if that material changes materially.

The Project's environmental, cultural, planning and other effects are assessed in the relevant specialist material and are not restated or reassessed here.

7. Overall conclusion

The Northland Shipyard and Dry Dock Project will establish nationally significant dry-dock and marine-maintenance infrastructure at Marsden Point. It will be capable of servicing a range of vessels and, critically, larger vessel classes that cannot presently be serviced adequately within New Zealand. Its strongest wider public-interest benefits arise directly from that infrastructure capability.

The Project will reduce reliance on offshore shipyard and marine maintenance, improve domestic control over maintenance scheduling and vessel return-to-service, strengthen transport and maritime resilience, and increase the practical options available to support suitable nationally significant vessels. These benefits are direct, durable and closely attributable to the Project's core function.

The Project will also provide an enabling infrastructure base for broader maritime-sector, regional workforce and supplier capability. By allowing more complex marine-maintenance activity to be undertaken domestically, it will deepen engineering expertise, expand transferable technical skills, strengthen supplier networks and support more credible training and apprenticeship pathways. The scale and distribution of those outcomes will depend on facility utilisation, the operating and commercial model, procurement and workforce settings, and regional workforce and supplier participation.

The Project will generate environmental and climate co-benefits where domestic servicing replaces voyages undertaken solely to obtain offshore maintenance. Relevant maintenance activity will also occur within New Zealand's environmental, biosecurity and regulatory framework. These system-level co-benefits do not offset or diminish the Project's local environmental, ecological or cultural effects, which are assessed in the relevant specialist reports.

Engagement with mana whenua will continue to inform relevant design, mitigation, monitoring and implementation decisions. This report does not assess cultural effects or attribute any position on the Project to mana whenua, iwi or hapū.

The benefits are not equal in their directness or certainty. Reduced offshore dependency, improved maintenance control and strengthened maritime strategic capability arise most directly from the Project.

Broader maritime-sector and regional capability benefits, and environmental and biosecurity co-benefits, are enabling or utilisation-dependent and will be influenced by later design, delivery, operating, workforce and commercial decisions.

Taken together, the Project has a material and well-founded wider public-interest case alongside, and without duplication of, its assessed economic effects. It is enabling maritime infrastructure that will reduce an important offshore dependency, strengthen New Zealand's transport resilience and maritime strategic capability, and provide a foundation for deeper national and regional engineering, workforce and supplier capability. Those benefits are directly relevant to the FTAA assessment and should be considered alongside the Economic Impact Assessment and the specialist assessments of environmental, cultural, technical and planning effects.

8. References

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8.2 Project-specific unpublished material

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How these references are used

Project-specific material supports the description of the Project, the identified benefit pathways and the assessment of their principal dependencies and limitations. Public and published sources provide strategic, policy and regulatory context and corroborate the significance of those pathways. Policy alignment is not treated, by itself, as establishing that a Project benefit will arise.