



## COVERSHEET

|                               |                                  |                             |                  |
|-------------------------------|----------------------------------|-----------------------------|------------------|
| <b>Minister</b>               | Hon Shane Jones                  | <b>Portfolio</b>            | Associate Energy |
| <b>Title of Cabinet paper</b> | Releasing the Fuel Security Plan | <b>Date to be published</b> | 20 November 2025 |

| List of documents that have been proactively released |                                                                        |                                             |
|-------------------------------------------------------|------------------------------------------------------------------------|---------------------------------------------|
| Date                                                  | Title                                                                  | Author                                      |
| October 2025                                          | Releasing the Fuel Security Plan                                       | Office of the Associate Minister for Energy |
| 15 October 2025                                       | Releasing the Fuel Security Plan<br>ECO-25-MIN-0163 Minute             | Cabinet Office                              |
|                                                       | The <a href="#">Fuel Security Plan</a> is available on MBIE's website. |                                             |

### Information redacted

**NO**

Any information redacted in this document is redacted in accordance with MBIE's policy on Proactive Release and is labelled with the reason for redaction. This may include information that would be redacted if this information was requested under Official Information Act 1982. Where this is the case, the reasons for withholding information are listed below. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

## In Confidence

Office of the Associate Minister of Energy  
Cabinet Economic Policy Committee

## Releasing the Fuel Security Plan

### Proposal

- 1 This paper seeks agreement to finalise and publish the *Fuel Security Plan* (attached at Appendix One).

### Relation to government priorities

- 2 The National-New Zealand First Coalition Agreement has three priorities related to fuel:
  - 2.1 Commission a study into New Zealand's fuel security requirements.
  - 2.2 Investigate the reopening of the Marsden Point oil refinery. This includes establishing a Fuel Security Plan to safeguard our transport and logistics systems and emergency services from any international or domestic disruptions.
  - 2.3 Plan for transitional low carbon fuels, including the infrastructure needed to increase the use of methanol and hydrogen to achieve sovereign fuel resilience.

### Background

- 3 New Zealand is heavily reliant on imported refined fuels – petrol, diesel and jet fuel – to keep our industries, businesses and people moving.
- 4 In June 2024, the Ministry of Business Innovation and Employment (MBIE) commissioned external consultants to undertake a *Fuel Security Study* to improve our understanding of New Zealand's fuel security requirements from now to 2035. It was published in February 2025.
- 5 In July 2025, I released the draft *Fuel Security Plan* (the Plan) for public consultation. Submitters who took a position, generally supported the draft Plan. The draft Plan was informed by findings from the *Fuel Security Study*.
- 6 Following consideration of feedback and minor amendments, I now wish to seek Cabinet agreement to finalise and publish the Plan.
- 7 The Plan is distinct from, but complementary to, the existing *National Fuel Plan*, which sets out the emergency response and readiness framework for coordination between government and the fuel industry.

## The Plan brings together work the Government is doing to strengthen the resilience of our fuel system

- 8 The Plan communicates the Government's vision for a fuel system that is resilient to disruptions, so that New Zealanders have access to fuel where and when they need it. It states the Government's objective is to maintain fuel supply by improving energy independence, reducing vulnerabilities in our fuel supply chains and minimising the impact of fuel supply disruptions.
- 9 The Plan is divided into four focus areas and identifies current and planned actions the Government is taking that will improve our fuel security:
  - 9.1 **Resilience against global supply disruptions:** Our dependence on imported fuels means that if overseas supply is disrupted, we could face fuel shortages and rising costs at home. Actions under this focus area include working with other countries to respond collectively to global supply shocks, ensuring we have sufficient reserves onshore and reducing our dependency on imports.
  - 9.2 **Domestic resilience:** Our domestic fuel supply relies on critical infrastructure (such as the fuel pipeline from Marsden Point to Auckland) which can limit our ability to distribute fuel around the country during disruptions. Actions under this focus area include testing fuel system resilience through industry-supported national and international exercises, ensuring reserves are stored in the right places and monitoring the fuel quality of imports.
  - 9.3 **Supporting domestic alternatives:** Investing in domestic alternatives will help reduce long-term supply risks. However, some of this technology is expensive, solutions are unclear or are in their early stages. Actions under this focus area include removing regulatory barriers to domestic production facilities and supporting uptake of alternative fuels.
  - 9.4 **Resilience in a transitioning market:** Insufficient maintenance of fuel infrastructure through the transition to a low emissions economy could impact security of supply. Actions under this focus area include monitoring fuel demand patterns so that government can identify any emerging security of supply issues.

## Feedback from public consultation

- 10 The draft Plan was consulted on between 15 July and 25 August 2025. MBIE received 47 submissions from a diverse range of stakeholders including fuel companies, energy producers, NGOs, academics, airports, transport associations, interest groups, regional councils, and industry bodies. Submitters who took a position (35) broadly supported the draft Plan, though many also sought clearer policy direction, stronger investment signals and more concrete actions to support energy independence.
- 11 Key themes included the need to consider cost impacts to people and industry (eight submitters), address global catastrophic risks (four submitters), and quantify fuel requirements for critical services (11 submitters). There was support for the Minimum Stockholding Obligation for petrol, diesel and jet fuel (16 submitters). Many submitters (23) called for stronger emphasis on electrification, long-term resilience

and integration into a broader energy strategy. Many submitters (25) wanted government intervention to support domestic production and uptake of alternative fuels.

- 12 In response to this feedback, I have made minor amendments to the Plan. For example, although electricity security of supply is out of scope, the Plan now highlights that this work is closely linked to the energy security of supply work and that the Government is focussed on ensuring New Zealanders have secure and affordable energy.
- 13 Some operational matters raised by submitters will be referred to in other relevant workstreams, such as future updates to the *National Fuel Plan*.

### **Implementation**

- 14 The Plan identifies actions, including some policy reviews. MBIE will provide me with updates on the progress on those actions. I will report back to Cabinet on any significant policy proposals that result from these reviews.

### **Cost-of-living Implications**

- 15 This paper has no cost-of-living implications.

### **Financial Implications**

- 16 This paper does not have any financial implications.

### **Legislative Implications**

- 17 This paper does not have any legislative implications.

### **Impact Analysis**

#### **Regulatory Impact Statement**

- 18 This paper does not seek policy decisions from Cabinet on regulatory proposals for the *Fuel Security Plan*. Regulatory proposals within the *Fuel Security Plan* will be considered separately by Cabinet and impact analysis will be provided unless exemptions apply.

#### **Climate Implications of Policy Assessment**

- 19 The Climate Implications of Policy Assessment (CIPA) team has been consulted and confirms that the CIPA requirements do not apply to this proposal as any emissions impact would be indirect. The *Fuel Security Plan* consolidates existing policies and exploratory actions rather than introduce new policy proposals. While some actions, such as encouraging the use of alternative fuels, may contribute to lower greenhouse gas emissions, these effects are not the direct result of the Plan itself.

### **Population Implications**

- 20 This paper does not have any impact on specific population groups.

## Human Rights

- 21 The proposals in this paper are consistent with the *New Zealand Bill of Rights Act 1990* and the *Human Rights Act 1993*.

## Use of external Resources

- 22 No external resources have been used in the development of the Plan.
- 23 Following a competitive tender process, MBIE commissioned external consultants for the *Fuel Security Study* from June 2024 to March 2025. External resources were necessary to provide knowledge of international fuel supply chains alongside an in-depth technical understanding of New Zealand's domestic context. Insights from the *Fuel Security Study* were used to support the development of the Plan.

## Consultation

### Consultation with agencies

- 24 The following departments were consulted: The Commerce Commission, Energy Efficiency and Conservation Authority, Infrastructure Commission (Te Waihangā), Maritime New Zealand, Ministry for Foreign Affairs and Trade, Ministry for the Environment, Ministry of Transport, National Emergency Management Agency, New Zealand Defence Force, New Zealand Trade and Enterprise, New Zealand Transport Agency and the Treasury. Within the Department of the Prime Minister and Cabinet, the National Security and Resilience Group was consulted, and the Policy Advisory Group was informed.

### Consultation with the general public

- 25 Public consultation of the draft Plan was undertaken between 15 July and 25 August 2025. MBIE received 47 submissions from a diverse range of stakeholders. Submitters who took a position broadly supported the draft Plan.

### Consultation with the International Energy Agency

- 26 The International Energy Agency - an intergovernmental organisation that provides expert policy advice on energy security - was consulted on the draft Plan.

## Communications

- 27 Subject to Cabinet agreement, I intend to release the Plan in November 2025. The Plan will be published on MBIE's website.

## Proactive Release

- 28 If Cabinet agrees to release the Plan, I propose that this paper be proactively released on MBIE's website within 30 business days. This will be subject to redactions in keeping with the *Official Information Act 1982*.

## Recommendations

The Associate Minister for Energy recommends that the Committee:

- 1 note that establishing a *Fuel Security Plan* is a coalition commitment;
- 2 note that feedback from public consultation on a draft version of the *Fuel Security Plan* was broadly supportive and I have made minor changes to the *Fuel Security Plan* based on this feedback;
- 3 note that the vision of the *Fuel Security Plan* is to have a fuel system that is resilient to disruptions, so people have access to fuel where and when they need it;
- 4 note that the objective of the *Fuel Security Plan* is to maintain fuel supply by improving energy independence, reducing vulnerabilities in our fuel supply chains and minimising the impacts of fuel disruptions;
- 5 agree to finalise and publish the *Fuel Security Plan*;
- 6 authorise the Associate Minister for Energy to approve any minor changes to the *Fuel Security Plan* prior to public release.

Authorised for lodgement

Hon Shane Jones

Associate Minister for Energy

**Appendix One – *Fuel Security Plan***