



Integration of Professional Services in Emergency Management

CDEM Guideline

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Civil Defence Emergency
Management

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EXECUTIVE SUMMARY

The role of Professional Services in Emergency Management report addresses the critical need for structured collaboration between Civil Defence Emergency Management (CDEM) groups and professional services to enhance emergency preparedness and response. Historically, the engagement of professional services has been ad-hoc, with limited collaboration between the private and public sectors. This document outlines a guideline to establish prior agreements, systems, and processes to improve information flow and provide additional expertise during emergencies through the use of professional services. The proposed introduction of a professional services coordinator within the Coordinated Incident Management System (CIMS) will facilitate access to the right people, at the right time, to the right organisations.

The guideline emphasises the importance of readiness, which involves building capacity and capability to respond to and recover from emergencies. It includes developing operational systems, planning with emergency services, and conducting training and exercises. The response phase focuses on activating plans, coordinating efforts, and maintaining communication to ensure a cohesive and efficient response.

Weather events experienced by the authors during the preparation of this guideline highlighted that better event responses and community outcomes came from less reliance on CDEM and more effort in priority response partners being prepared. This guideline aims to empower organisations to manage their responsibilities while offering support and guidance where required.

Key components of the guideline include:

- **Coordination:** Establishing clear communication channels and prioritising support to ensure resources are allocated effectively.
- **Scalability:** Providing a flexible framework that can be adjusted based on the size and impact of the emergency.
- **Integration:** Improving readiness and response efforts through clear roles, responsibilities, and communication channels by enhancing the existing CIMS structure.
- **Prioritisation:** Assessing the severity and impact of emergencies to allocate resources to the most critical needs.

A key part of the system is coordinating, prioritising, and procuring resources to receive taskings from priority response partners. It is key that high level prioritisations are completed by GEOC/ECC but the tasking for professional services remains with asset owners.

The operational structure recommends new roles and tasks within CIMS to ensure consistency and effectiveness in emergency management. This includes the Professional Services Coordination role, which acts as a conduit between priority response partners, CDEM, and professional services.

By following this guideline, emergency management teams can enhance their preparedness, improve coordination, and provide a more effective response to emergencies.

1 INTRODUCTION

The engagement of professional services has historically been ad-hoc with a limited collaboration across the private and public sector. The relationships between Civil Defence and the private sector are limited and few engineering practitioners are trained in emergency management. This issue is particularly pronounced in regions with limited capacity to mobilise the necessary specialist skill sets during an event.

To manage risks and ensure an effective response during a large event, it is crucial that decision-makers receive high-quality information, as this is essential for making informed decisions. This guideline outlines how CDEM groups can establish prior agreements, systems, and processes with professional services, priority response partners, and CDEM to enhance information flow and provide additional expertise where needed. This support can be requested by the asset owner or directed by the Controller.

1.1 STATUTORY FRAMEWORK

The New Zealand Emergency Management statutory framework consists of:

- Civil Defence Emergency Management Act 2002 (the CDEM Act 2002), pending 2026 update.
- Building Act 2004.
- National Civil Defence Emergency Management Plan (the National CDEM Plan).
- Guide to the National Civil Defence Emergency Management Plan (the Guide).
- National Disaster Resilience Strategy.

This guideline recommends processes and tasks for the readiness and response phases of emergency management. Professional services are likely to be required during the reduction and recovery phases, but priority response partners do not require additional coordination and resource support, so a professional services coordination role is not required.

1.1.1 National Civil Defence Emergency Management Plan Order 2015

The objectives and principles in 1.1.1.1 and 1.1.1.2 are taken from the National Civil Defence Emergency Management Plan Order 2015, version as of 5 April 2023.

1.1.1.1 Readiness

The objective of readiness is to build capacity and capability, and to enable an effective response to, and recovery from, emergencies. Readiness involves developing operational systems and capabilities before an emergency happens, including making arrangements with emergency services, lifeline utilities, and other agencies, and developing self-help and response programmes for the general public. For agencies, readiness is achieved through planning, developing capability, exercising and testing arrangements, and monitoring and evaluating capability and capacity.

The principles underlying readiness are to:

- a) understand that New Zealand has finite capacity and capability for deployment in response to, or recovery from, emergencies.
- b) establish and maintain ongoing processes to identify significant gaps and shortfalls in capacity and capability.
- c) build and maintain capacity and capability for response and recovery.

1.1.1.2 Response

Agencies are required to activate their own plans and to co-ordinate with the lead agency.

Within the constraints that the emergency creates, each agency, operating within its particular mandate, is expected to:

- a) assess the consequences of an emergency on its own staff, assets, and services.
- b) activate its own business continuity and emergency operational arrangements.

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- c) maintain or restore the services it provides.
- d) communicate relevant information to the lead agency, other responders, and the public.
- e) align response activities with those of other agencies to avoid gaps and duplications.

In addition, CDEM Groups, emergency services, and lifeline utilities are expected to:

- a) undertake initial assessments of the form, and extent of the consequences, of the emergency and potential further risks to people, property, and services within the affected area.
- b) co-ordinate the local efforts of their agency.
- c) communicate assessments and actions to the appropriate lead agency.

1.2 ABOUT THIS GUIDELINE

The National CDEM Plan outlines overarching principles to build capability, communicate relevant information, activate individual continuity plans, and coordinate efforts. However, the implementation of these principles within professional services often lacks coordination and is executed in an ad-hoc manner due to the absence of a recognised process.

This guideline includes a Professional Services Coordination role to better integrate professional services into a civil defence response. Further recommendations on how priority response partners, CDEM, and professional services can work together to coordinate efforts and help produce a detailed picture of the response during a large-scale event are also made.

The professional services coordination task outlined in this guideline builds on the CIMS Structure, introducing new responsibilities and tasks for an additional sub-function during large-scale events. It offers a standard, scalable approach that aligns with CIMS philosophies, ensuring consistency and effectiveness in emergency management. The guideline also recommends tasks to be completed during the readiness phase to enhance preparedness and response capabilities. This would allow Civil Defence to support priority response partners to become well prepared in the event of a disaster and have a good understanding of how the response is coordinated while understanding where additional support will come from and how it could be procured.

By following this guideline, emergency management teams can enhance their preparedness, improve coordination, and provide a more effective response which will enable the region to recover quicker.

This guideline is intended for the following groups:

- a) Priority response partners.
- b) CDEM organisations, including any part of a CDEM Group or local authority that has responsibilities in CDEM but specifically the Operations function.
- c) Engineering Practitioners.

1.3 KEY TERMS

Glossary/abbreviations provided here of different CIMS and CDEM terms/processes.

Table 1: Glossary/abbreviations

Term	Definition
Professional Services	A private company, or individual whose core output is the provision of expertise or specialised knowledge and skills, rather than a tangible product. In this document it is used to reference engineering practitioners.
CDEM	In this guideline 'civil defence emergency management' has the same meaning as in the CDEM Act 2002: civil defence emergency management— <ul style="list-style-type: none">(a) means the application of knowledge, measures, and practices that—<ul style="list-style-type: none">(i) are necessary or desirable for the safety of the public or property; and(ii) are designed to guard against, prevent, reduce, recover from, or overcome any hazard or harm or loss that may be associated with any emergency; and(b) includes, without limitation, the planning, organisation, co-ordination, and implementation of those measures, knowledge, and practices

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Term	Definition
Priority Response Partners	Asset owners or organisations that require professional services to support them in executing their Emergency Response Plan during and following a disaster.
Emergency	In this guideline 'emergency' has the same meaning as in the CDEM Act 2002: emergency means a situation that— <ol style="list-style-type: none"> is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under this Act
BCA	Building Control Authorities ensure buildings are safe and resilient during emergencies by enforcing regulations, conducting assessments, and supporting recovery efforts.
CDEM facilities and personnel	Different terms are used by CDEM Groups for the places where CDEM functions are carried out. For consistency, in this guideline: <ul style="list-style-type: none"> Before an emergency, the: <ol style="list-style-type: none"> GEMO (Group Emergency Management Office) is the regional office where CDEM functions are carried out on behalf of the CDEM Group before an emergency occurs. It is managed by the GEMO Manager. EMO (Emergency Management Office) is the office(s) where CDEM functions are carried out at a local level before an emergency occurs. The person who carries out the CDEM functions is the EM Officer. During and following an emergency, the: <ol style="list-style-type: none"> NCCM (National Crisis Management Centre) is a facility that operates at a national level to coordinate and support one or more activated ECC (Emergency Coordination Centre) is a facility that operates at a regional level to coordinate and support one or more activated EOC (Emergency Operations Centre) is a facility that operates at a local level to manage the response, and CDC (Civil Defence Centre) is a facility in a community that is set up during an emergency to support individuals, families/whānau, and the community. The CDC is open to members of the public and may be used for any purpose including public information, evacuation, welfare, or recovery depending on the needs of the community. CDCs may be operated by CDEM trained volunteers, members of the community, and/or CDEM organisations.
Liaison Officer	A Liaison Officer acts as an agency representative, coordinating with other agencies during an emergency, and serving as a primary point of contact for supporting agencies.
The 4 R's	The New Zealand integrated approach to civil defence emergency management can be described by the four areas of activity, known as the '4 Rs'; Reduction, Readiness, Response and Recovery.
PRA	Priority Response Agreement
BAU	Business as usual

2 OPERATIONAL STRUCTURE

The operational structure outlined in this document provides a comprehensive approach to integrating professional services into emergency management. It adds roles/tasks to the existing CIMS structure that can be scalable and seamlessly integrated as required. It provides additional tasks during the readiness phase so that communication lines and information flows are established prior to a response.

2.1 STRUCTURE DIAGRAMS

The recommended additional coordination roles sit within the Operations function, shown in Figure 1. These roles are designed to establish clear communication lines into CDEM for priority response partners while also allowing CDEM to update and provide additional professional services support to organisations that require it.

Figure 2 and Figure 3 show how the coordination sub-functions relating to priority response partners could operate. It does not show other existing sub-functions that sit within the Operations function. The priority response partners must ensure they can function to the fullest possible extent during and after an emergency, even if at a reduced level. By having a coordinated response with professional services this would allow CDEM to support these priority response partners to fulfil their requirement. Professional services can assist with site inspections, intelligence gathering, and logistical support for priority response partners and CDEM. The professional services coordination role will coordinate this additional support and help to ensure information flow occurs between parties.

Figure 2 shows how these roles would be structured during a level 1-3 defined event where resources are at their limit. In this context, priority response partners do have the required number of professional services helping them, but these services are becoming stretched. GEOC/ECC will be starting to establish priorities that will then be issued through the coordination roles.

Figure 3 shows how these roles would be structured during a level 4 defined event where resources are over capacity. In this context, priority response partners do not have the required number of professional services helping them. GEOC/ECC will be actively establishing priorities based on the information they are receiving and prior completed regional vulnerability assessments. These will be actively worked to, and the Professional Services Coordination role will be managing the professional services surge support while the recommended sub-functions (Section 6) will be managing information flow.

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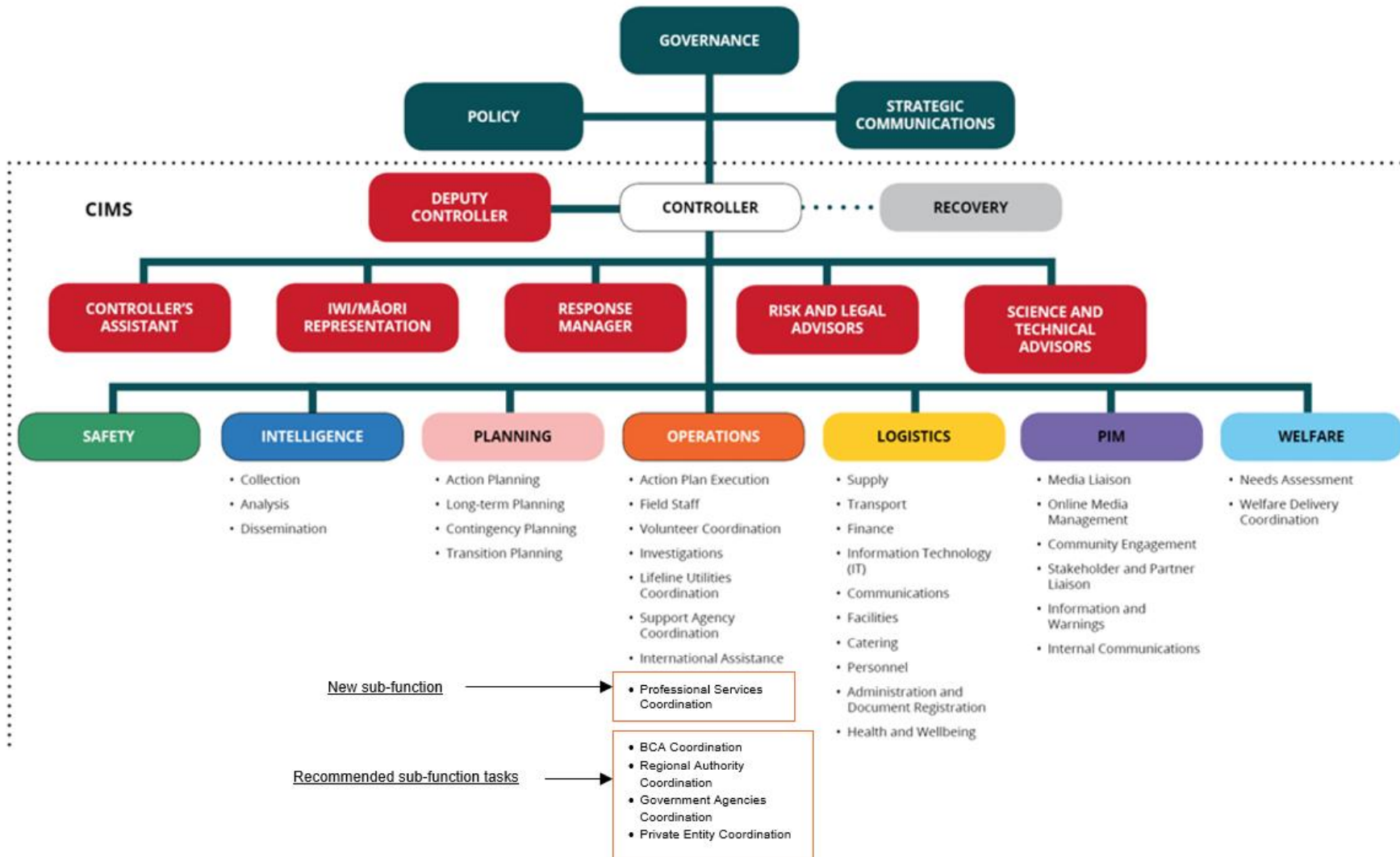


Figure 1: Proposed operation sub-functions

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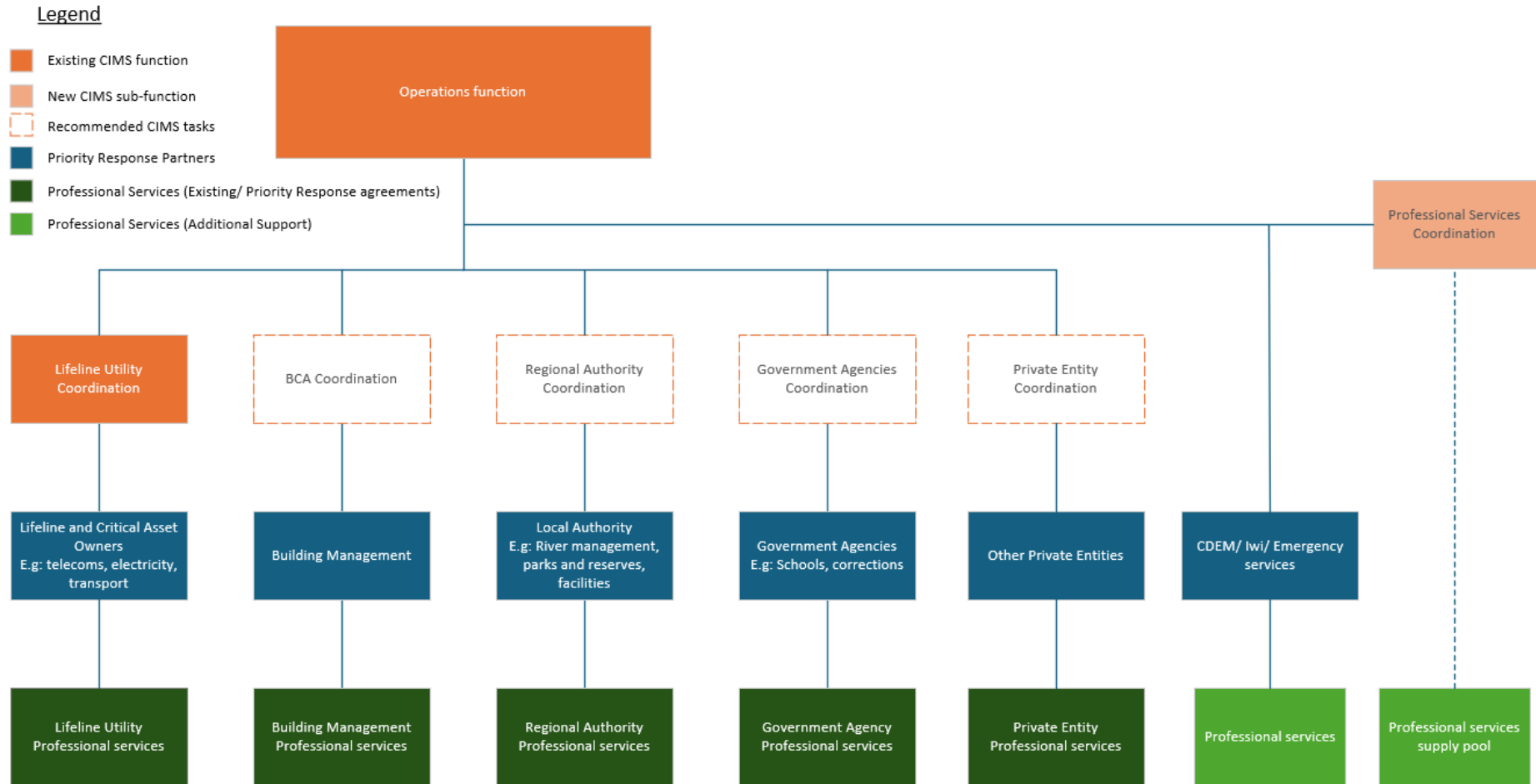


Figure 2: Level 1,2,3 (Monitoring role) - Professional services coordination and resource support monitoring

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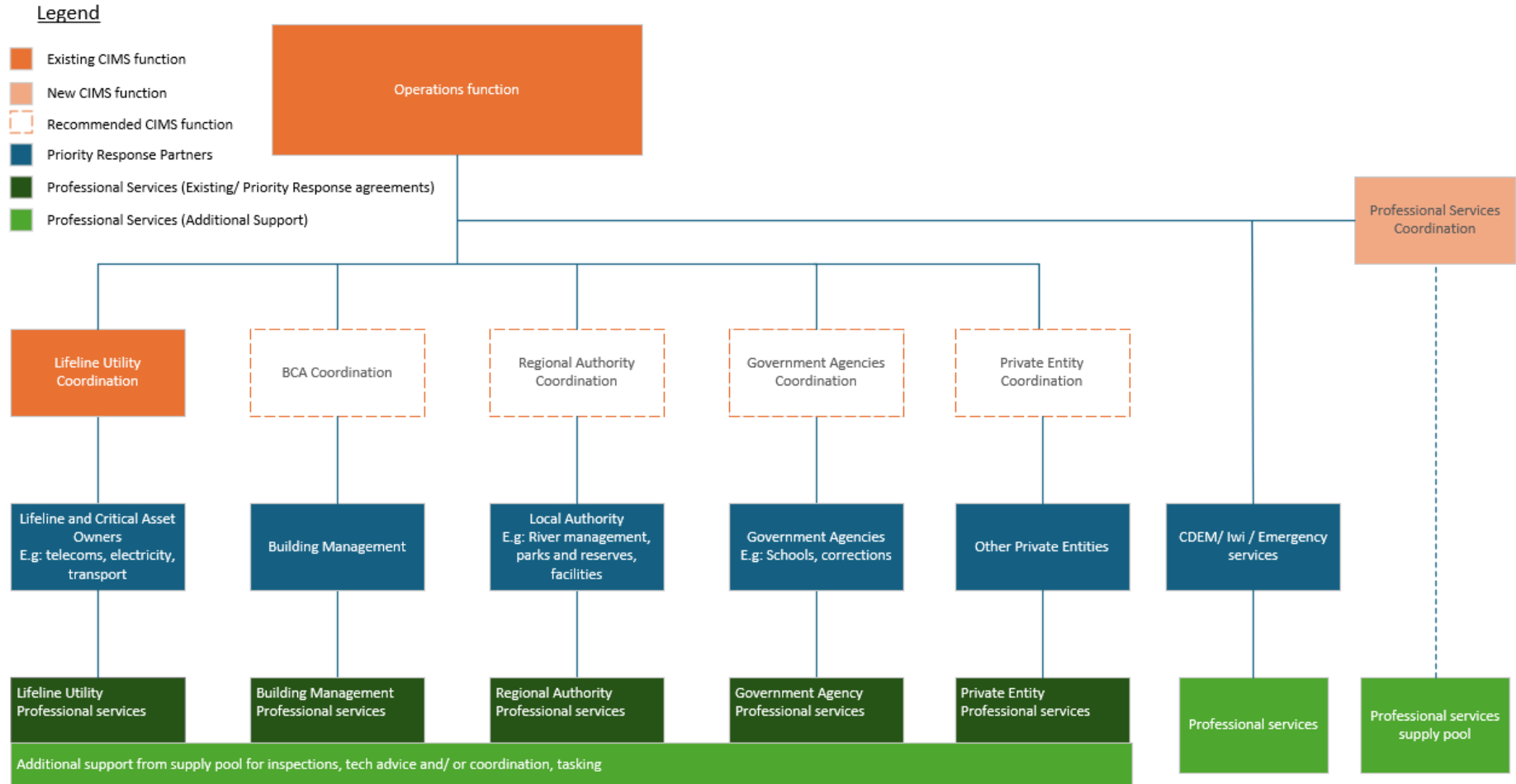


Figure 3: Level 4 (Operational role) - Professional services coordination and resource support activated

3 PROFESSIONAL SERVICES COORDINATION

Professional Services Coordination (PSC) is a key component of the guideline, aimed at integrating professional services into emergency management. This task will provide a conduit between priority response partners, CDEM, and professional services. The PSC needs to be in regular communication with other coordination tasks, professional service organisations through the professional services supply pool, and priority response partners where required. This is a task that provides support and extra resourcing to priority response partners that require it. This extra support can either be placed by the Controller/CDEM group or requested by the organisation, but the organisation always remains responsible for their response. This means that tasking and management of professional services sits with the organisation and how their assets are repaired is decided by them. CDEM and any coordination tasks provide support to complete the tasks set by the organisation.

During the readiness phase, the coordination includes sharing information about training schedules, disaster preparedness plans, and resource availability. Professional services are briefed on the emergency protocols, reporting lines, and communication channels. The role also involves cataloguing available professional services and ensuring their readiness for mobilisation. Additionally, systems are established for field inspections, data reporting, data sharing, and resource procurement through the professional services supply pool.

In the response phase, the coordination focuses on real-time information sharing about situational assessments, resource needs, and priority areas. Professional services provide detailed site reports, damage assessments, and recommendations for immediate actions. This information is communicated to support agencies, operations coordinators, and decision-makers to ensure a cohesive and efficient response. The task also involves managing the demand for professional services, reallocating resources as needed, and maintaining clear communication channels to support ongoing operations.

Over time as the readiness matures the Professional Services Coordinator and wider operational team should be relied on less by priority response partners during a response.

3.1 READINESS

Please note that readiness tasks can be completed by CDEM in conjunction with trained PSC candidates.

Tasks:

- Know how to contact the supply pool and maintain contact at minimum annually with key personnel.
- Ensure professional services are getting the correct training to respond during an event. They understand the processes involved and reporting lines.
- Identify and catalogue professional services that can be mobilised during an emergency event.
- Ensure the system is in place for professional services to complete and report field inspections easily and to the correct platforms.
- Support agencies to have procurement of professional services established for an emergency event. This should also include systems and processes for managing and reporting data for priority response partners.

3.2 RESPONSE

The response will have different phases as the disaster develops or will peak very quickly in the event of an earthquake. The main tasks for the PSC role are:

- Making sure priority response partners are managing the demand and connecting professional services personnel where required.
- Making sure professional services are reporting the information back through to the correct locations.
- Connect additional professional services support as required.

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- Manage field inspections that are tasked by CDEM/FENZ/Police.
- Agree professional service priorities with GEOC/ECC.
- Report daily activity logs for professional services to CDEM.

With these tasks there are different levels of response required, and these are tailored to match the existing CIMS framework.

		Severity				
		Examples of aspects to be considered	1 Minor	2 Moderate	3 Major	4 Severe
Category	Consequences/impacts	Health and life, infrastructure, culture, community, Treaty obligations, reputation, trade, economy, environment, shelter and accommodation, recovery	A small number of the population in the area are / would be / could be impacted	Some of the population in the area are / would be / could be impacted	Many of the population in the area are / would be / could be impacted	A majority of the population in the area are / would be / could be impacted
	Resources	Capacity and capability to manage (e.g. availability of technical expertise and resources, responders) and finances available	Manageable within available resource and capacity	Requires some allocation of resource	Resource limits and capacity are full	Resource limits and capacity are exceeded
	Public, political and media interest	Degree of expected public, political and media interest (i.e. local interest only, through to global interest), and at what level it should be managed	Minimal to no interest Routinely managed	Some degree of interest Senior leadership and executives are engaged	Significant degree of interest Elected officials and ministers are engaged	Global interest Elected officials and ministers are engaged
	Response and recovery characteristics	Containment, stability, location, spread, number of entities involved, urgency, novelty (e.g. a new event, agencies working with unfamiliar partners etc.), disruption, decisions required, timeframe / expected duration, cost	Familiar/routine/predictable Known solutions to familiar/routine/predictable problems	Mostly familiar/routine/predictable with some degree of irregularity Known solutions to known but irregular problems	Mostly irregular with some degree of familiarity and predictability Mostly known solutions to irregular and possibly unknown problems	Unfamiliar/unprecedented/unpredictable Unknown solutions to unknown problems

Table 6: Incident classification descriptors

Figure 4: Severity classifications from the CIMS manual

The PSC through level 1 to level 3 act in a monitoring role and help GEOC/ECC to understand the picture of what is going on while offering and managing surge support to priority response partners. Throughout these levels the surge support being offered will increase and a higher level of management will be required.

The PSC role should be activated at level 4 when resource limits and capacity are exceeded. This will involve making sure that GEOC/ECC priorities are being communicated with professional services and that these priorities are being resourced adequately.

Through all levels the priority response partners are ultimately responsible for their own response. This guideline gives mechanisms for these organisations to gather additional resource/support while also allowing GEOC/ECC to establish priorities during a level 4 event.

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Table 2: Table showing the professional services activity at each event level

Event Level	Overview of Professional Services activity
Level 1 – Resources (Minor) BAU Level Response Duty Officer Monitoring	<p><u>Manageable within available resource and capacity</u></p> <p>The priority response partner or requestor is directly tasking Professional Services.</p> <p>The priority response partner follows their standard emergency plans and BCP.</p> <p>Costs are covered by the owner of the tasking under BAU professional service contracts.</p> <p>Reporting significant (potential life, welfare, and property) impacts to the Duty Officer.</p>
Level 2 – Resources (Moderate) Local or Regional Event GEOC/ECC Monitoring Professional Services Coordination - Monitoring/on standby	<p><u>Requires some allocation of resource</u></p> <p>The priority response partner or requestor is directly tasking Professional Services.</p> <p>The priority response partner follows their standard emergency plans and BCP.</p> <p>Costs are covered by the owner of tasking under professional service contracts.</p> <p>Resources can cope with demand.</p>
Level 3 – Resources (Major) Local or Regional Event GEOC/ECC Activated/Under declaration Professional Services Coordination - Monitoring / offering additional support where required	<p><u>Resource limits and capacity are full</u></p> <p>The priority response partner or requestor is directly tasking Professional Services.</p> <p>Declaration made and Controller/GEOC/ECC are establishing priorities.</p> <p>Costs are covered by the owner of tasking under professional service contracts.</p> <p>Coordinators are updating Controller/GEOC/ECC about status of assets and providing situation reports.</p> <p>A priority response partner may request additional support to coordinate tasking, asset assessments, emergency designs or intelligence reporting</p> <p>Resources can cope with demand but becoming stretched. GEOC/ECC are beginning to establish priorities.</p>
Level 4 – Resources (Severe) Regional or National Event GEOC/ECC Activated and Leading/Declaration Professional Services Coordination – Activated	<p><u>Resource limits and capacity are exceeded</u></p> <p>The priority response partner is directly tasking Professional Services.</p> <p>Declaration made and Controller/GEOC/ECC are establishing priorities</p> <p>Costs are covered by the owner of tasking under professional service contracts or an emergency response specific commercial agreement.</p> <p>A priority response partner may request additional support to coordinate tasking, asset assessments, emergency designs or intelligence reporting.</p> <p>Coordinators are updating Controller/GEOC/ECC with intelligence on high risk items.</p> <p>All coordinators are communicating the priorities being directed from Controller.</p> <p>Resources are not coping with demand, and professional services are being tailored towards the specific priorities.</p>

3.2.1 Level 1

At this level the PSC Lead would establish connection with professional services to understand resources available to support in the event that the response needs to escalate. The PSC Lead would attend the GEOC/ECC full agency briefings to understand predicted escalation.

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Initial contact with professional services supply pool:

- Trigger: multi-weather warnings and/or expected GEOC activation.

What is included in initial email:

1. Named PSC Lead for event.
2. Ask who is available to assist and where they are located.
3. Prepare at own cost (see Readiness Checklist).
4. BAU until next update:
 - Respond to client needs through priority response or other agreements.
 - Feedback on resource changes only.
5. Declare current level and forecasted level.

Update email following each full agency briefing.

3.2.2 Level 2 and 3

As above plus maintaining connection with professional services and talking with Operations function where priority response partners may be getting overwhelmed. The PSC Lead would attend the GEOC/ECC full agency briefings.

Task a Professional Services Engineer to assist a priority response partner:

- Trigger: Request from GEOC/ECC or priority response partner

What is required to issue task:

1. Activity summary. Where and what?
2. Which priority response partner is the requestor.
3. Who/where site inspection information should be supplied to.
4. Check health and safety being adhered to.

3.2.3 Level 4

As above plus communicating GEOC/ECC priorities due to professional services capacity being exceeded. The PSC role becomes operational at the request of the Controller or the CDEM Group emergency management office, typically when:

- BAU systems for procuring professional services are being overrun.
- Multiple priority response partners are disrupted by an event.
- Significant community impacts (either in scale or duration) are expected which will require professional services expertise to remedy.
- CDEM agencies, critical organisation, and professional services need to co-ordinate.
- An EOC/ECC or CDEM Group is activated.

Even when the PSC is activated and priorities are being established then priority response partners are still responsible for managing their own response. The PSC aims to empower critical organisations to manage their responsibilities while offering support and guidance where required.

Professional services expertise being prioritised:

- Trigger: Professional services resources are unable to cope with the demand in a timely manner due to number of competing demands/faults/taskings

What is required from professional services coordination:

- Actively issuing the priority areas/services to professional services and confirming that they are being addressed.

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- Coordinating the professional services and priority response partners to confirm the highest priorities are being addressed.
- Confirming health and safety is being addressed. Two people must be attending each inspection. This can either be two from the professional services supply pool or a member of staff from the priority response partner organisation. Rostering people so that they receive an adequate amount of rest.
- Information is being supplied to the right people in a timely manner.
- Tracking and recording who is completing site inspections and for which priority response partner.

3.3 KEY ATTRIBUTES

Including a professional services coordination task enhances civil defences engagement of professional services and facilitates access to the right people at the right time to the right place. This supports priority response partners to have an effective and rapid response while also empowering them to be better prepared during the readiness phase.

This role enhances existing systems and does not replace any existing roles and responsibilities.

3.3.1 Coordination

This guideline provides a coordinated approach to managing emergencies by establishing clear communication channels regarding the use of professional services. This allows higher priorities to receive the most support which will allow the region to respond and recover quicker. Having multiple organisations coordinated in their approach means that when resources are limited, they can be allocated to the highest priority areas for the region. It also allows CDEM to understand the resources that are being used and where they are stationed to give a good overall understanding of the situation. This can be deployed across priority response partners to tailor their own response priorities accordingly. Another benefit of this approach is to provide national consistency for priority response partners should out of region resources be required.

3.3.2 Integration

The guideline integrates seamlessly within CIMS by introducing new responsibilities and tasks for Operations sub-functions and liaison officers during large-scale events. It offers a standard, scalable approach that aligns with CIMS philosophies, ensuring consistency and effectiveness in emergency management. This guideline is an expansion to the CIMS structure and does not replace any existing responsibility for any organisations but is a way to offer more support where required.

3.3.3 Prioritisation

In the context of emergency management, prioritisation is crucial to ensure that resources are allocated effectively and efficiently. This involves assessing the severity and impact of the emergency, identifying the most critical needs, and directing resources to address those needs first. By prioritising tasks and resources, CDEM can reduce the most significant risks and provide the most effective response possible. This should be dynamic and continuously updated as new intelligence becomes available, and the situation evolves. Prioritisation of services should also be established during the readiness phase so that all interdependencies can be mapped and agreed on, with priorities for the region clearly established. High level prioritisations are established by the GEOC/ECC but individual tasks are completed by the asset owner. For example, the Controller may establish that getting the electricity back on and evacuating a group from a certain area are the priorities. How these priorities are completed will be decided by the electrical company and Police respectively.

3.3.4 Scalability

The guideline provides a scalable approach to managing emergencies, allowing for flexibility based on the size and impact of the event. The scalability of the framework is beneficial as it allows for coordination tasks and responsibilities to be combined or separated depending on the severity of the incident. By having a flexible framework, stakeholders are better equipped to handle both minor and major emergencies, ensuring a more efficient and effective response. Moreover, this approach facilitates the integration of various organisations and resources, enhancing the overall capability to manage emergencies and reduce their impacts on the community. This guideline recommends

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additional roles when the severity of professional services resources reaches a severity level of 3 or 4. Through level 3, the PSC will provide more of a monitoring role, while during level 4 the PSC will be confirming that priorities are being delivered on, and priority response partners are managing their tasks.

3.3.5 Maturity development

Over time as priority response partners improve their capabilities and processes when responding to natural disasters then the PSC role will be required less during the smaller scale level 2 and 3 events. This is because it is likely that better data capture systems will be developed and priority response agreements are likely to be established. This would improve a priority response partners ability to respond to natural disasters. Reliance and support required from GEOC/ECC would be reduced. The need remains for the Professional Services Coordination role to act monitoring and reporting across all levels of a response. It has been found through experience that the PSC can function as a good intelligence source and connector within the GEOC/ECC due to the connections across professional services providers.

3.4 PSC ALLOCATION

The local/regional CDEM should have prior agreements established with known and trusted people who can complete this role or possibly procure through open market means. This is likely to be an agreement with a professional service provider with good local relationships and geographic knowledge. There should be additional capacity through multiple people to ensure readiness for the most effective response during an emergency that may span many days or weeks.

4 PRIORITY RESPONSE PARTNERS

In this guideline priority response partners are entities that have a regional role in responding to an emergency that relates to infrastructure. This guideline aims to empower these entities to be well prepared and have agreements and processes in place to deliver a coordinated response. Each priority response partner is ultimately responsible to manage their own response, and Civil Defence plays a supporting and coordinating role.

4.1.1 Responsibilities

Priority response partners which include critical infrastructure asset owners, building consent authorities, and local authorities are ultimately responsible for their asset and/or operations.

Tasks during Readiness:

- Know how to contact their local GEOC/ECC.
- Have at least 3 named liaison officers that are known to CDEM.
- Have mitigation plans and procurement agreements in place.
- If there is a chance of being overloaded in an emergency event, then have systems in place to manage worse case events. This could involve procuring other people to support with operations during an event through a Priority Response Agreement (PRA).
- Understand professional services contractual mechanisms.
- Set up data capture and reporting systems. This includes information from the field to them and then updates to GEOC/ECC. The more streamlined and mapped out this is, the easier it will be during a response. This can also lead quicker into recovery as faults are already clearly mapped and fixing them can be addressed seamlessly.
- Know how to escalate issues.

Tasks during Response:

- Responsible for their asset through the emergency.
- Responsible for tasking and managing faults.
- Responsible for managing faults and site inspection data.
- Reporting asset status and resources being used to GEOC/ECC.
- Requesting additional professional service resources to PSC where required.

5 PROFESSIONAL SERVICES SUPPLY POOL

The professional services supply pool will consist of local engineering practitioners that are suitably qualified to undertake site inspections and asset assessments.

Tasks during Readiness:

- Complete the relevant civil defence training and industry training.
 - Integrated Training Framework (ITF) Foundation Course.
 - ITF Intermediate course or equivalent recommended.
- Each CDEM group should establish their own specific requirements.
- Professional Services organisations to be engaged contractually on a common form of contract agreement that will be used for resource support (Refer to Appendix D). *This is still to be defined – ACE NZ are leading this development.*

Tasks during Response:

- Undertake tasks/inspections as instructed by asset owner.
- Feed information back to priority response partner using asset owner's data system/platform.
- Complete relevant H&S documentation and undertake relevant safety measures as detailed under professional services contract (Either existing or under the common form of contract agreement).
- Report daily logs to PSC Lead for documentation and CDEM reporting.

6 RECOMMENDATIONS

This guideline supports a number of focus areas within NEMA's strengthening emergency management roadmap. This guideline supports professionalising and building the capacity of the emergency management workforce. It also gives effect to the whole of society approach to emergency management by allowing a method for professional services to be included within the emergency management system. Some further recommendations to better coordinate priority response partners and GEOC/ECC are recommended through this section.

6.1 RECOMMENDED ADDITIONAL OPERATIONS SUB-FUNCTIONS

These recommended sub-functions are for future consideration and do not form part of this guideline. They allow for smoother reporting lines between priority response partners and GEOC/ECC by dedicating tasks to manage and receive updates from the priority response partners. Although this may happen in an unofficial capacity and priority response partners are connected to the GEOC/ECC, these tasks would allow a more dedicated channel. They would also allow actions to be developed during the readiness phase and keep CDEM connected to their priority response partners. This would allow CDEM to support their preparedness efforts.

6.1.1 Recommended Sub-functions

To improve connections between priority response partners, CDEM, and professional services, additional tasks are recommended. These tasks will establish clear communication lines and processes during the readiness phase, allowing professional services to offer a coordinated response and provide accurate data to decision-makers.

Figure 2 and Figure 3 show the structure and coordination of tasks related to infrastructure within the Operations function, focusing on engaging professional services during an emergency as required. The framework is designed to enhance preparedness, response, and recovery efforts by establishing clear roles, responsibilities, and communication channels.

The recommended coordination roles in this section ensure that priority response partners are handling the disaster and offer support where required. The information provided by priority response partners will be passed onto Intelligence and Planning to inform the action plan and response priorities. Each coordination task will then be responsible for passing information back to the critical organisation. See Figure 6 for the information flow during the response phase.

The coordination tasks are scalable as they could be combined or separated as required. For example, a large event may have more than one Lifeline Utilities Coordinator (LUC) managing the coordination of lifeline utilities while a small event may have one person coordinating all the priority response partners as the event is more localised.

6.1.1.1 Lifeline Utilities Coordination (Existing sub-function)

The Lifeline Utilities Coordination (LUC) is an established role within CIMS. The LUC is a non-statutory CDEM Group GEOC/ECC position responsible for coordinating lifeline utilities (including water, wastewater, ports, airports, roading, rail, electricity, gas, petroleum, telecommunications, and broadcast media) on behalf of the Controller during emergency response, and the Recovery Manager throughout recovery activities. The LUC has a specific competency framework role map which details roles and responsibilities.

6.1.1.2 Additional recommended sub-functions

The recommended sub-functions can provide clear tasks to be completed during readiness and response so that priority response partners are structured into the response. This would provide clear communication channels, allow for clear priorities to be set, and build preparedness within these organisations by supporting emergency management planning. These coordination sub-functions would focus on the following areas:

- Building Control Authority Coordination.
- Regional Authority Coordination.

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- Government Agency Coordination.
- Private Entity Coordination.

The sub-functions are responsible for coordinating with the relevant organisations which are determined during the readiness phase. This includes understanding where the organisations are having problems, what resources they are using, and what support they need. Each listed priority response partner should have at least three people to contact from CDEM in the event of an emergency and vice versa.

During Readiness:

Please note that readiness tasks can be picked up by CDEM staff and does not have to be the same person that will function in this role during response.

- Know how to contact the relevant liaison officers and maintain relationships.
- Participate in agreed training and exercises with the CDEM Group GEOC/ECC.
- Provide advice to the CDEM Group emergency management office about local authority response issues.
- Facilitate the forming of priority response agreements.
- Support with emergency management and business continuity plans.

During Response:

- Facilitate rapid assessment and information collection from priority response partners.
- Analyse the information provided and collate information with other coordination roles.
- Provide advice to the Controller/Recovery Manager in conjunction with other coordination roles.
- Co-ordinate requests for resources from priority response partners and with professional services pool.
- Keep liaison officers informed of Controller/Recovery Manager priorities, emerging issues and interdependence issues.

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6.1.1.3 Information flow utilising coordination tasks – Readiness Phase

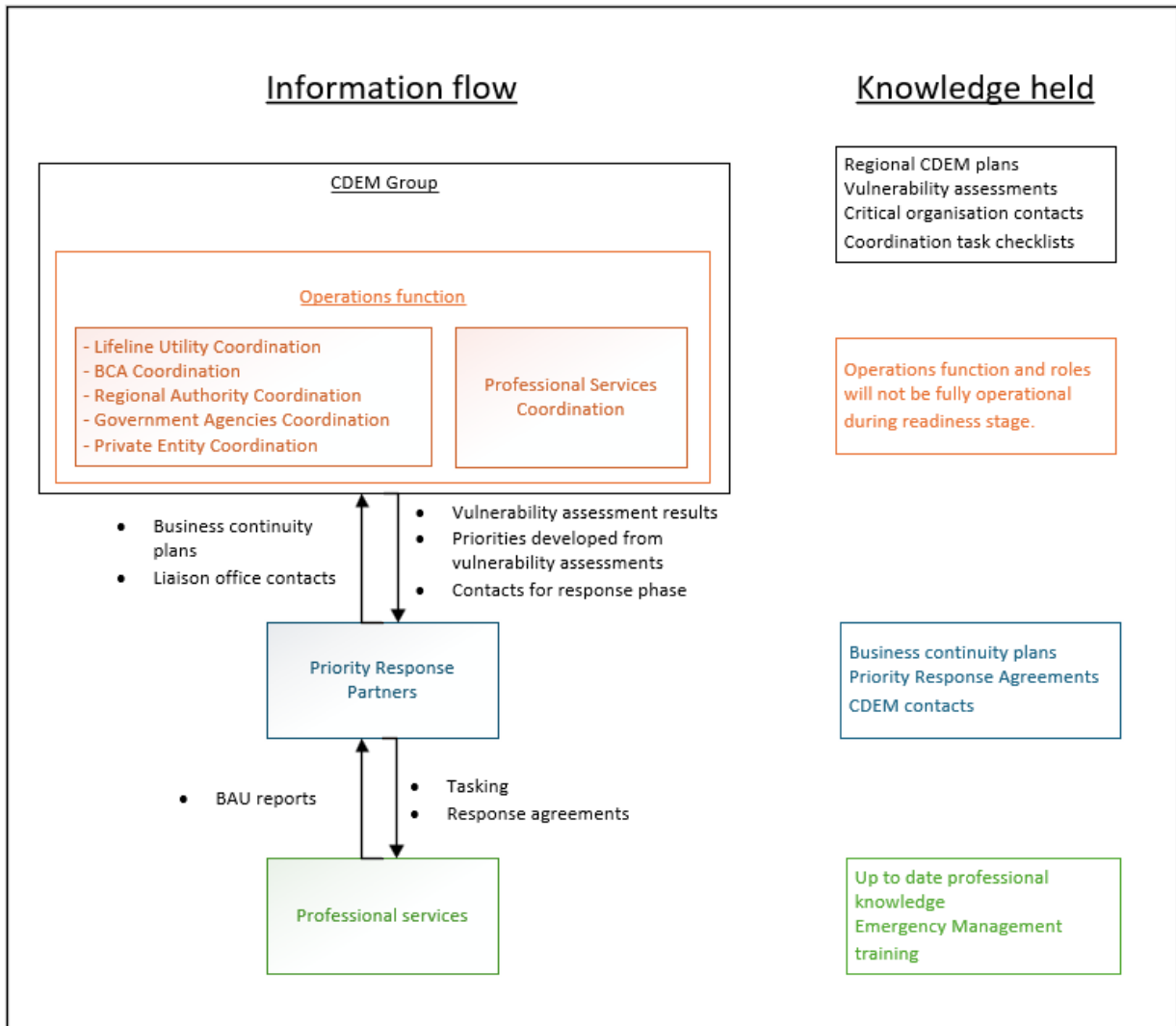


Figure 5: Flow of information during the readiness stage

6.1.1.4 Information flow utilising coordination tasks – Response Phase

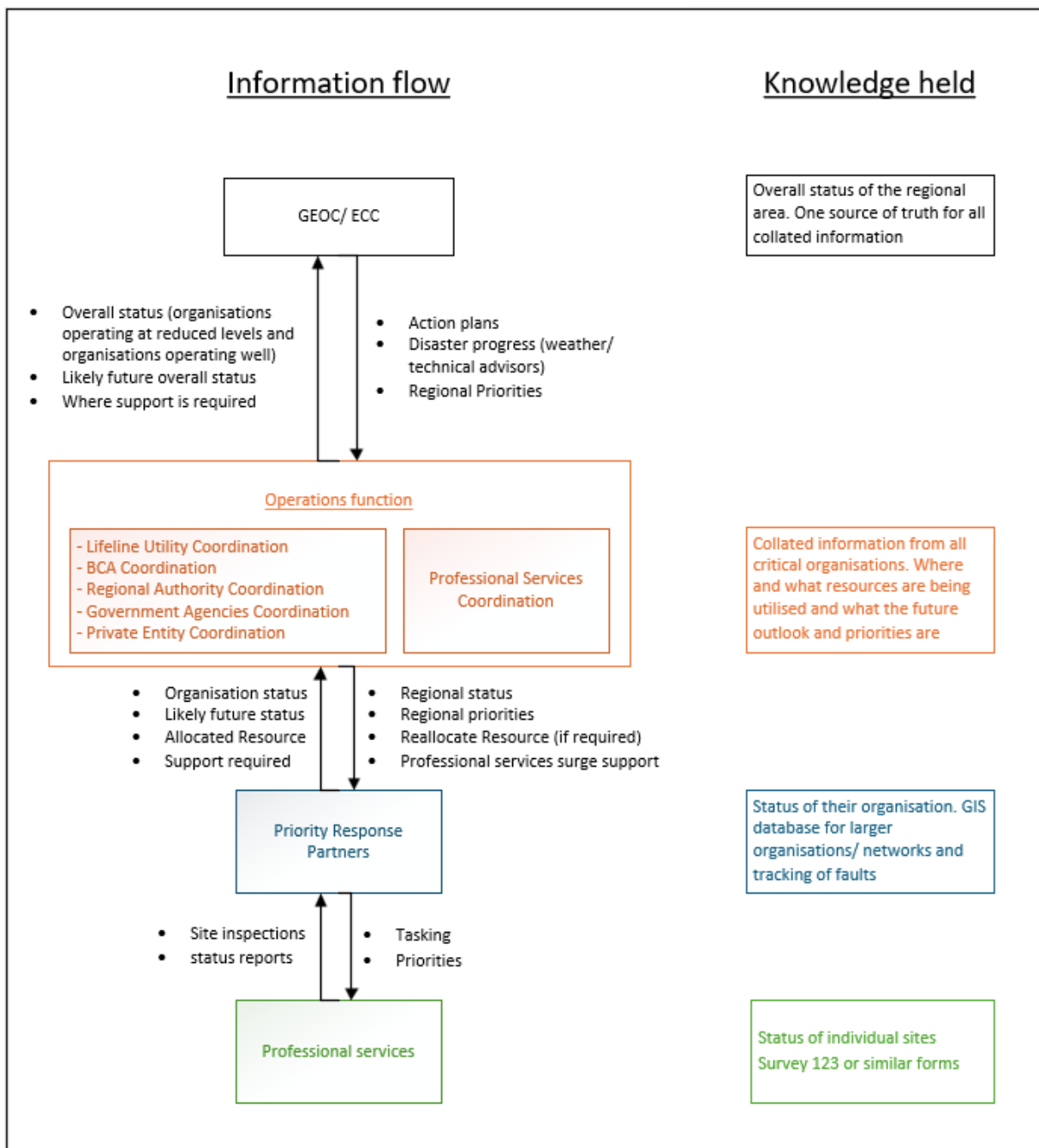


Figure 6: Flow of information during the response stage

Appendices



Appendix B READINESS CHECKLIST – PRIORITY RESPONSE PARTNERS

This checklist has been taken from the *Lifeline utilities and CDEM Director's Guideline* and has been amended so that a wider number of organisations are included.

Contact is maintained with:			
Regional CDEM Group GEMOs and EMOs		sector coordinating entity (if relevant)	
CDEM Group relevant Coordination role		other sector organisations	
emergency services			
participation in:			
Regional CDEM activities		sector organisations activities	

Business continuity plans include:			
identification of critical business functions and processes, and potential impacts on them are defined			
mapped interdependencies and what the business relies on to function			
required service levels (including load-shedding, restoration priorities, and CDEM-critical activities) determined in collaboration with key customers, other priority response partners, and with the CDEM Group			
contingency planning for damaged and affected functions, services, and networks,			
risk reduction for network assets, key facilities, and other service delivery mechanisms			
plans that are exercised, and validated with external agencies, including contractors if applicable			
monitoring and evaluation processes			
Response plans include:			
emergency workspace location and back-up		personnel have emergency plans for home	
response personnel, including liaison to GEOC/ECC, a spokesperson, and rostered backups			
means of communication internally, as well as with GEMO and relevant coordination role in CDEM			
required resources including remote data access capability and copies of required documents			
Priority Response agreements arranged with suppliers			
local/regional CDEM understand and have reviewed response plans			

Training tasks carried out:			
skill gaps are identified		response personnel participating in exercises	
potential programmes by CDEM and external organisations are identified		training and development programmes for individual personnel developed	
ongoing arrangements for the lifeline utility to participate regularly in CDEM exercises			

Appendix C READINESS CHECKLIST – PROFESSIONAL SERVICES COORDINATOR (PSC)

Working in partnership

Contact is maintained with:			
Regional CDEM Group GEMOs and EMOs		other sector organisations	
CDEM Group Coordination tasks		emergency services	
Professional services supply pool			
participation in:			
Regional CDEM activities		annual meetings with PS reps	

CDEM management

Response plans include:			
emergency workspace location and back-up		personnel have emergency plans for home	
response personnel, including liaison to GEOC/ECC, a spokesperson, and rostered backups			
means of communication internally, as well as with GEMO and relevant coordination role in CDEM			
access to CDEM systems and information			
methods of contacting the supply pool and keeping them up to date			

Capability development

Training tasks carried out:			
completed relevant professional training		completed relevant CDEM training	
potential programmes by CDEM and external organisations are identified		ongoing arrangements for the personnel to participate regularly in CDEM exercises	

Appendix D FORM OF CONTRACT (DISCUSSION PIECE)

D.1 PURPOSE

To propose a standardised Emergency Response contract framework for engaging professional engineering consultants during emergency events. This framework would support rapid deployment, clear roles, and legal robustness for agencies such as CDEM, FENZ and Priority Partners.

D.2 CONTEXT

New Zealand's exposure to natural hazards necessitates swift engineering input during emergencies. Professional engineers play a critical role in:

- Field damage assessments.
- Emergency design and temporary works.
- Data collection and reporting.
- Supporting recovery planning and execution.

There is currently no response contracting mechanism meeting the urgent needs of emergencies, with inconsistencies with rates being discounted (or volunteered) as community service and liabilities varying and misunderstood.

D.3 PROPOSAL

Develop a simplified, possibly tick-box style, scalable, and flexible form of contract tailored for emergency events, enabling:

- Rapid mobilisation of engineering consultants.
- Clear scope and expectations aligned with emergency management plans.
- Fair and transparent commercial terms including rates, indemnities, and insurance.
- Defined roles and responsibilities to meet asset owners and lifeline utilities expectations.
- Integration with CDEM structures and ease of execution.

D.4 INTENDED USERS

- Civil Defence Emergency Management (CDEM) and partners e.g. Fire and Emergency New Zealand (FENZ) and Police.
- Priority Partners (e.g., local councils, lifeline utilities and other).

Note that CDEM should engage Professional Services Coordinators and Technical Advisors separately.

D.5 KEY COMPONENTS

Contract Template

- Professional Services (PS) response scope.
- Cost frameworks (aligned with NZ Govt Procurement guidelines).

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- Liability clauses.
- Health and Safety obligations.

Special Conditions

- Confidentiality and data protection.
- Insurance and indemnity terms (aligned with Emergency Management Bill updates).
- Reimbursable travel and operational expenses.
- Reporting expectations for cost management.

Operational Readiness

- Defined responsibilities and escalation protocols.
- Data capture and integration with NEMA systems.
- Readiness indicators for consultant mobilization.

D.6 ADDITIONAL CONSIDERATIONS

- Use existing templates: Adapt ACE NZ and Engineering NZ consultancy agreements with emergency-specific clauses.
- Legislative alignment: Reflect ongoing changes in the Emergency Management Bill, Employment law etc.
- Lifeline Utility Coordination: Support pre-arranged contracts and shared resource agreements across CDEM Lifelines Groups.
- Risk and Integrity Safeguards: Include audit trails, supplier duty-of-care clauses, and post-event governance reviews to mitigate procurement risks.

D.7 IMPLEMENTATION STRATEGY

- Led by already established ACE NZ Working Group with input from NEMA, MBIE and others.
- Pilot in regional emergency exercises.
- Revise based on stakeholder feedback.
- Publish as part of a broader emergency contract suite nationally.
- Share agreements across CDEM lifeline groups to ensure consistent local use.