



**Subject: Use, Consumption, and Supply of Tobacco to the RNZN post 1947 and the Policy Changes towards its use within the Navy**

**Introduction:**

This report will look at the supply of tobacco products to the personnel of the Royal New Zealand Navy after 1947 and follows on from my earlier report on duty-free tobacco supplied to the New Zealand forces during the Second World War. Again the same provisos apply with regard to consumption and health issues. Consumption remained high and only began to decline as the health awareness of the dangers of smoking increased alongside steady increases in excise duty. Yet, consumption remained higher than it is today and smoking was allowed indoors and material from the 1950s also indicated that it was seen as a welfare issue for the Navy, not one of health and safety.

That is not to say that sailors in the RNZN had complete freedom to smoke anywhere at anytime while serving at sea. During deployments and exercises ships would conduct replenishments at sea (RAS). The hazardous nature of a RAS meant that smoking aboard ship would be prohibited until the replenishment was completed. I recently was aboard our offshore patrol vessel HMNZS *Wellington* that conducted RAS and this was the policy. Ashore, smoking was prohibited in hazardous storage areas and when refuelling was being conducted. In addition there was ammunition and other flammable materials which meant that regulations were in force to an extent that were not present ashore in civilian life.

Unlike the Second World War, sources for this period are more limited, as most of the documentation is temporal. Every attempt has been made to seek material outside the existing archives. A number of personnel known to have served in the 1950s-1990s were questioned and their answers checked against the archival material.

Finally, it is important to note that cigarettes were a currency used for trade both aboard ship, ashore and between ships in much the same way navy rum has been used. While the consumption figures reported may seem high, there would be a percentage of the totals being used as trade and ending up in the hands of habitual smokers. Additionally, this was a period were pipe tobacco began to diminish in use in preference to loose tobacco or cigarettes.

**Note:** Imperial measurements were used but for the purposes of report the formula of one pound of loose tobacco or cigarettes being equal to 400 cigarettes will be used to summarise consumption. Because of its issue and consumption, pipe tobacco is reported in pounds.

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### 1. Tobacco Use and Consumption 1945-1955:

Duty free tobacco was only supplied aboard New Zealand vessels. It was not supplied at the shore establishments such as HMNZS *Philomel* and the training establishment HMNZS *Tamaki*. As a baseline for comparison, below is a summary of tobacco supplied at *Philomel* for the three months of 1945 as the RNZN returned to a peacetime status. In addition to the quantities below, *Philomel* supplied 19.5lbs of pipe tobacco and 44,200 cigarettes to other shore establishments in December 1945.<sup>1</sup>

#### Return from Philomel on Sales of Tobacco and Cigarettes January 1946<sup>2</sup>

	Pipe tobacco lbs	Cigarettes	Officers/Ratings Victualled
October	144	415,200	880
November	143	418,400	919
December	103	370.800	723

On average, each officer and rating was being issued or purchasing an average of 481 cigarettes per month. In 1946 the RNZN reported to Customs that for all of 1945 RNZN shore establishments in New Zealand consumed 1135lbs of pipe tobacco and 2,241,000 cigarettes for which duty was paid to the sum of £3930.4.2.<sup>3</sup> The supply was subject to rationing<sup>4</sup> but the amounts consumed must be seen in the light of the large numbers of personnel who passed through the base in 1945 along with the permanent cadre of officers and ratings.

In the post-war period the issue of tobacco per month per man was set at 600 cigarettes or the equivalent in loose tobacco. The service issue had to be paid for by the officer or rating and any additional supplies had to be purchased from the ship's canteen. All shore establishments and ships had to report in quarterly reports the amount of tobacco issued to officers and ratings. From this, the duty payable was calculated and the amount of duty-free tobacco being consumed was recorded. The reports for 1945-1955 show cases of poor record keeping and exposed the gaps in recording what actually was being sold or issued aboard the ships in particular. Given the fact that the tobacco supplied aboard ship was duty-free, there was certain sensitivity around the consumption and supply. For example, a suggestion that the allowance be increased in 1951 was rejected because it required government approval and "it is considered that this might result in a reduction or even withdrawal of present privileges."<sup>5</sup> This suggests that the Navy Board tread a fine line between the Customs Department and Government in order to maintain the issue of tobacco. As an example of possible threats, in 1957 the daily rum tot was threatened by Treasury because of the lost duty on the rum issued.

In May 1948 the Commanding Officer of HMNZS *Kiwi* was reporting that from 24 February to 31 March consumption of cigarettes is given as 1,000/man and no abuse of the customs procedures was occurring. At this time *Kiwi* was used as training ship and its normal complement was about 33 officers and ratings but the number was constantly shifting dependent on training being conducted.<sup>6</sup> The Commanding Officer of the frigate HMNZS *Kaniere* was reporting that for the first quarter of 1949 that despite the allowance of 66,000 cigarettes (600/mth per man) for the period, 224,000 had

<sup>1</sup> Memoranda from NSO *Philomel* to Navy Secretary dated 14 January 1946: N Series 1 Box 580 Record No. 18/36/121 Part 6 Returns – Consumption of Tobacco and Cigarettes 1946-1950

<sup>2</sup> Return on Tobacco usage: *ibid.*

<sup>3</sup> Note to Customs Department dated 16 April 1946: *ibid.*

<sup>4</sup> Return from CO *Philomel* to Navy Secretary 17/9/1946, Cigarettes and tobacco sold at *Philomel* were not duty free but were subject to strict rationing under Navy Order 1321: *ibid.*

<sup>5</sup> Navy Minute Sheet dated 29 August 1951: *ibid.*

<sup>6</sup> Memoranda from CO *Kiwi* to NOCA dated 15 May 1948: *ibid.*

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been issued and purchased.<sup>7</sup> This worked out to 2018 cigarettes per officer and ratings for the three month period. This presumes a consumption rate of approximately 22 cigarettes per day per month. While I do not have the exact figures, that seems generally in line with the level of general consumption for the period in the general population. This return generated a please explain memo from the Senior Officer, New Zealand Squadron to the CO of *Kaniere* to ask why the allowance of 600 cigs per man per month was being abused and in breach of navy order 635.<sup>8</sup> The CO replied pointing out that Order 635 was obsolete by Navy Order 1863 and cigarettes were now not rationed.<sup>9</sup>

SO NZ Squadron then wrote to the Navy Secretary pointing out that while the CO of the *Kaniere* was correct ‘and the need for rationing due to short supply may no longer be necessary, it is considered desirable that some sort of limit should be imposed on the quantity of duty-free tobacco and cigarettes which can be regarded as normal consumption.’ He went on to suggest that the most likely explanation was that the tobacco was not been consumed on ship and if abuses were to be prevented, then the Navy Board needed to establish some rules.<sup>10</sup> A further note from SO NZ Squadron suggested that the 600 cigs was above the issue and was purchased from the canteen and felt the 600 figure should include the service issue.

The cruiser HMNZS *Bellona*’s return for April-June 1949 reported that in April the officer’s service issue and purchases totalled 755 cigarettes per officer for the month while the ratings total was 1191.<sup>11</sup> These figures were above the recommended allowances. As was to be expected, the Commanding Officer of *Bellona* was asked to explain. In his response he suggested a number of reasons why the excess was occurring:

- The use of cigarettes when ashore, and saving up loose tobacco for sea duty
- Ratings drafted to *Philomel* from *Bellona* taking their allowance for the whole month before they arrive at *Philomel*.
- Purchases made in the month then boosts the average consumption
- Practice of ratings visiting ship’s canteens when open and purchasing cigarettes – something “which is most difficult to detect or predict.”<sup>12</sup>

In an effort to show that action was being taken, the CO advised the Navy Secretary that he will be introducing rationing on *Bellona* on the ship’s return to New Zealand as per the Navy Order 163/49.<sup>13</sup> At the same time *Philomel*, *Tamaki* and the Hospital<sup>14</sup> were reporting that their consumption levels were below the allowance.<sup>15</sup> This was not the case for the ships as an example *Kiwi* was allowed under the regulations to issue 97,800 cigarettes to officers and ratings for the period July to September 1949. The actual return was 319,800 cigarettes issued meaning that 3230 per man per month was being supplied to a ship’s company of 33.<sup>16</sup> As a result, the NOCA sent a request for an explanation from the CO of *Kiwi* as to why the issues of tobacco were exceeded in breach of the regulations. The explanation given on was that a number of ratings joined the ship for training and were issued with

<sup>7</sup> Memoranda to CO *Kaniere* from SO NZ Squadron *Bellona* on Tobacco Sales on *Kaniere* January-March 1949 analysis by Office of Senior Officer NZ Squadron *Bellona* dated 29 April 1949: *ibid*.

<sup>8</sup> Memoranda from SO NZ Squadron to CO *Kaniere* dated April 1949: *ibid*.

<sup>9</sup> Memoranda from CO *Kaniere* to SO NZ Squadron dated 3 May 1949: *ibid*.

<sup>10</sup> Note from SO NZ Squadron to the Navy Secretary dated 23 May 1949: *ibid*.

<sup>11</sup> Tobacco return for April-June Quarter 1949 HMNZS *Bellona* issued 13 July 1949: *ibid*.

<sup>12</sup> Note from CO *Bellona* to Navy Secretary dated 26 October 1949: *ibid*.

<sup>13</sup> Note from CO *Philomel* to Navy Secretary dated 21 October 1949: *ibid*.

<sup>14</sup> I can only presume from this inclusion that the hospital was issuing cigarettes to its patients – another illustration of the attitudes towards tobacco in the 1950s.

<sup>15</sup> Navy Minute Sheet dated 10 January 1950: N Series 1 Box 580 Record No. 18/36/121 Part 6 Returns – Consumption of Tobacco and Cigarettes 1946-1950

<sup>16</sup> Return from *Kiwi* October 1949: *ibid*.

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tobacco as they had advised that their draft had not been issued with tobacco prior to joining the ship.<sup>17</sup> Yet again the consumption was still high but without numbers of men aboard the ship at any time in the period, this figure cannot be determined as excessive. Personnel were being given their service issue and were purchasing from the ship's canteen. Men were getting their allowance but as in the case of *Bellona*, something beyond that amount as well.

By the end of 1949 a summary of sales illustrated that most of the ships were above their allowance but in the case of HMNZS *Lachlan* and *Pukaki* this was excessively so. This fits a pattern of poor reporting and record keeping that is constantly commented on in this period and ship's reports being resubmitted. The CO NZ Squadron did note that most ships were making genuine efforts to reduce their excesses.<sup>18</sup> Despite the excesses and poor records, no concern is expressed over smoking itself and any health risks. All the concern from the RNZN is around reporting and keeping to prescribed limits. At this time the CO of *Bellona* reported that despite his efforts the excess was still occurring, so he had introduced rationing. By April he was reporting that the consumption of tobacco was being kept to the prescribed limits.<sup>19</sup> However, when the rationing was ended during 1950 and the excess returned so on 1 September it was reintroduced.<sup>20</sup> Again it is not about the amount men smoke or health risks, it is about the abuse of the 'privilege'.

HMNZS *Tutira*, *Pukaki*, and *Rotoiti* were still having issues and they were told not to use the coupon system adopted by *Bellona* as it would be too much work for the smaller ship's staff but were told that they must eliminate their excess issues of tobacco to their respective ship's companies.<sup>21</sup> In *Pukaki*'s case the excess was forgotten when it was sent on meteorological deployment. When ships were on this type of deployment, the ship's company allowance was increased to 1000 cigarettes per month per man.<sup>22</sup> It is no wonder that there are issues for Commanding Officers to control the amount of tobacco issued when the rules were changed and there were no real effective controls in place. In two other examples HMNZS *Lachlan*'s quarterly return for July-September 1950 reported that the average issue was 1131 cigarettes per man, well in excess of the regulations. However the CO NZ Squadron thought in the case of this vessel that 800 per month were sufficient.<sup>23</sup> Contrast this with HMNZS *Rotoiti* that was issuing its 400 cigarettes per man plus selling another 600 in July. The average worked out to be 875 per month which showed that despite the warnings earlier in the year from the senior officers, the Commanding Officers of the vessels still had not brought the consumption under control.

In early 1951 the CO *Bellona* commenting on tobacco usage up to December 1950 mentioned that consumption in excess of what is proscribed was due to the number of drafts coming and going from the ship, especially the CMT men<sup>24</sup> and RNZN Volunteer Reserve. This was compounded by not keeping a running check on consumption, controlling sales through the ships canteen, and the false impression given by the use of average numbers of the ship's company to determine consumption. For example men on leave from *Bellona* took 200 cigarettes or 1.5lb of tobacco.<sup>25</sup> In response to the

<sup>17</sup> Note from NOCA to CO *Kiwi* dated 21 October 1949 and Reply dated 28 November 1949: *ibid*.

<sup>18</sup> Summary of sales of tobacco and cigarettes to December 1949 memoranda to Navy Secretary dated 24 January 1950 from SO NZ Squadron: *ibid*.

<sup>19</sup> Return from CO *Bellona* to Navy Secretary dated 10 February 1950: *ibid*.

<sup>20</sup> Memoranda from CO *Bellona* to Navy Secretary dated 17 January 1950: *ibid*.

<sup>21</sup> Memoranda from SO NZ Squadron to CO *Tutira*, *Rotoiti*, *Pukaki* dated 21 April 1950: *ibid*.

<sup>22</sup> Tobacco return from CO *Pukaki* for April-June quarter dated 6 July 1950, It was also noted that the ship's company numbers were higher than normal due to the type of deployment being undertaken: *ibid*.

<sup>23</sup> Memoranda from CO NZ Squadron to Navy Secretary dated 6 December 1950: *ibid*.

<sup>24</sup> Men who chose to do their compulsory military service with the RNZN were sent to the Volunteer Reserve Divisions and undertook similar training including being posted to warships. One can only imagine how men from civilian life found it being able to access duty-free tobacco.

<sup>25</sup> Memoranda from CO *Bellona* to Navy Secretary dated 24 February 1951: N Series 1 Box 581 Record No. 18/36/121 Part 7 Returns – Consumption of Tobacco and Cigarettes 1951-1956

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comments the Navy Board considered sending a general memo to all personnel telling them they “were not playing the game” when it came to tobacco purchasing but this was not pursued. A better option would also be assume if a sailor joined a ship or shore establishment during the month that he had already had his allowance issued and would not be supplied until the 1<sup>st</sup> of the next month. Another idea was to cut back allowances to weekly amounts but this was thought to be a “welfare question” and rejected.<sup>26</sup> Finally an order was issued in July 1951 that set allowances.<sup>27</sup> It acknowledged that consumption “was abnormal.”<sup>28</sup> Based on the calculation of one pound of tobacco being equal to 400 cigarettes and allowing for a percentage of non-smokers aboard ship, the maximum issue would be 600 cigarettes per man per month. This did not apply if the vessel was on an island cruise or deployed overseas.<sup>29</sup> However during the waterfront strike of 1951, sailors that were assigned to working on the docks around New Zealand replacing the striking waterside workers were allowed extra issues of tobacco.

Some commanding officers sought to get around the restrictions. The Commanding Officer of the survey vessel HMNZS *Lachlan* advised that restricting the tobacco issue to 600 cigarettes including the service issue and purchases “was found to lead to considerable discontent.” He argued that because *Lachlan* was at sea so much, it warranted an increase to 800 per month.<sup>30</sup> This was approved by the Naval Board, not because of sea time, but the “peculiar nature of surveying ship’s duties.”<sup>31</sup>

Later in 1951 the CO Bellona reported that most men were happy with 600 cigarettes a month allowance but the welfare committee had requested the ration be increased by 1lb or 400 cigarettes of service tobacco.<sup>32</sup> The response from the Navy Board was unequivocal. As discussed earlier it rejected the suggestion for increase because it required government approval and “it is considered that this might result in a reduction or even withdrawal of present privileges.”<sup>33</sup> Yet no thought of risk to these privileges when duty-free tobacco was given as gifts. In 1951 when *Kaniere* was on its island cruise as was the practice for the RNZN in the 1950s it reported that it had given 11lbs (or 4,400 cigarettes) of tobacco as gifts to “natives” at the various islands it visited.<sup>34</sup>

A return from *Kiwi* for the July-September 1952 quarter illustrates consumption at this time:<sup>35</sup>

	Sales		Service issue repayment		Ship’s company
	Cigarettes	Tobacco [lbs]	Cigarettes	Tobacco [lbs]	Average
July	29600	1.5	0	0	45
Aug	28940	1.75	0	21	62
Sep	23350	0	0	22.5	57

This averaged to 671 cigarettes per man for July, 613 for August, and 568 in September all well within tolerances of the allowance suggesting that at least onboard *Kiwi* the issue of tobacco had been

<sup>26</sup> Navy Minute Sheet dated 26 April 1951: *ibid.*

<sup>27</sup> Navy Order 83/1951 dated 16 July 1951

<sup>28</sup> *ibid.*

<sup>29</sup> *ibid.* Paragraph 3. This order was thought sufficiently promulgated throughout the RNZN that it was cancelled in 1953

<sup>30</sup> Memorandum from CO *Lachlan* to SO NZ Squadron dated 20 March 1951: N Series 1 Box 581 Record No. 18/36/121 Part 7 Returns – Consumption of Tobacco and Cigarettes 1951-1956

<sup>31</sup> Covering note to Navy Secretary from SO NZ Squadron dated 29 March 1951 – it was approved on 8 May 1951: *ibid.*

<sup>32</sup> Return on tobacco CO *Bellona* to Navy Secretary dated 20 August 1951: *ibid.*

<sup>33</sup> Navy Minute Sheet dated 29 August 1951: *ibid.*

<sup>34</sup> Report from CO *Kaniere* to NOCA dated 19 October 1951: *ibid.*

<sup>35</sup> *Kiwi* return for July-September dated 6 October 1952: *ibid.*

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brought under some control. However by 1954 both the Commanding officers of HMNZS *Black Prince* and *Hawea* were reporting that their amount of tobacco issue was in excess and steps would be taken to reduce consumption in line with orders.

## 2. Tobacco Use 1955-1970s Royal Navy and the RNZN

As a comparison to the New Zealand experience, I looked into the situation in the Royal Navy to see if there were similar patterns to the RNZN. In the Royal Navy the tobacco issue was paid from the sailor's pay. In the 1960s and 1970s the RN used a coupon system that was used ashore to purchase tobacco. The RN went further and had its own in-house brand of tobacco. As always, the privilege of duty-free tobacco remained. While most men would choose cigarettes, a tin of loose tobacco would go further and would be more likely to be used when it was a non-pay week. At this time the RN was limited purchases of cigarettes to 300 ashore or .5 pound of tobacco (two tins) but at sea there was no limit and there was no age limit imposed for smoking. Cigarettes were sold through the ship's canteen in addition to the service issue.

Smoking was allowed anywhere but the magazines, fuel tanks, and flight deck if you were conducting flying operations [aircraft or helicopters]. Other places were normally at the discretion of the section Senior Rate. By the 1970s there was no smoking in the Electronic Warfare Office to protect the delicate equipment. Smoking was allowed in the messes and when men were at their watch stations and while at action stations. As is the practice now, if a ship was doing a RAS there was no smoking allowed anywhere, and if a ship was "closed down", that is shut up to be protected from nuclear fallout [a consideration in Cold War-era navies] smoking was prohibited to maintain air quality inside a stuffy ship.

As for the period up to 1955, tobacco in the RNZN from 1955 to the 1980s was not supplied free of charge. The service issue had to be paid for out of the sailor's pay but it still was duty-free. If you were posted to a ship then you could purchase tobacco duty-free from the ship's canteen. It was a serious offence to go a ship and purchase tobacco; if you were caught it simply was not worth the risk. However, it seems that this was a policy that was increasingly enforced after 1955 in order to bring the amounts issued by the ships down to the acceptable allowances. Ratings could purchase up to two packets of twenty cigarettes a day. Senior Ratings and Officers were allowed to purchase a carton of cigarettes once a fortnight. This was the theoretical allowance but as the earlier period shows this was not always enforced or monitored. In 1961 the Navy Order 196/61 specified the service issue of duty free tobacco and the cost to the sailor. Personnel were allowed one pound of pipe tobacco (@ 11 shillings & ninepence) or cigarettes (@ 11 shillings & onepence). The equivalent in duty paid tobacco per pound was priced at 32 shillings for pipe tobacco, and 31 shillings and fourpence for cigarettes. The huge variance in price shows the attraction of duty-free tobacco and the reason for the excess in issue aboard ships when it would mean a saving of 20 shillings per pound if purchased duty free.<sup>36</sup> In addition, in November 1961 regulations were instituted that controlled the amount of tobacco that a rating posting off or ship could take with him so that issues of tobacco were not inflated as had been in the 1950s.<sup>37</sup>

By the 1960s the preference was for what was known as 'tailor-made' cigarettes i.e. manufactured not hand rolled. The brands popular at this time included Rothmans, Pall Mall, and Benson & Hedges. Older sailors preferred loose tobacco (also known as tickler) and this could be purchased from the naval stores once per month either aboard ship or ashore. Presumably this was the sailor's monthly allowance. One sailor I spoke to described the loose tobacco supplied in the 1970s and 1980s as "horrible crap and I never liked it or smoked it." While the RNZN had age limits for most other activities in the service such as the daily tot of rum, there seemed to be no age limit on smoking. It would be fair to say that a portion of those teenagers who joined the RNZN before they turned 18 took

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<sup>36</sup> Navy Order 196/61 issued 14 September 1961, p. 3.

<sup>37</sup> Navy Order 284/61 issued 23 November 1961.

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up smoking when in the navy. Health issues or the risks do not factor into any decision making at this time. When ashore, sailors tried not to run out of duty-free cigarettes as they would have to pay normal prices for tobacco at whatever port they were alongside. A rule was in place that a sailor could take ashore one closed packet of duty-free cigarettes and one open packet. This meant in practice that the open packet would contain nineteen cigarettes. Duty-free tobacco was supplied from the Navy Stores for the service issue and for the stocks of the ship's canteen. Wardrooms also organised their own supplies of tobacco. Quantities and types of tobacco would depend on the make up of the personnel on that particular ship. Smoking was freely permitted in the wardroom.

While at sea, smoking was allowed aboard ship in the internal compartments and out on the decks. Prohibited areas included food serving areas and the ship's galley, fuel tanks, and magazines. As in the Royal Navy some internal compartments could not be smoked in if it had sensitive electronic equipment. When ships were undertaking RAS or taking on ammunition smoking was prohibited aboard ship. Given the inflammable nature of helicopter fuel, there was no smoking allowed at any time in the hanger aboard those ships equipped with helicopters such as the Leander-class frigates.

As in the RN smoking was allowed in messes and at watch stations. If a sailor was on the bridge at night and wished to smoke, he needed to get the permission of the Officer of the Watch (OOV) and had to cover the flash of the flame so as not to affect the other bridge personnel's night vision. No smoking was allowed when the ship was at action stations and when ship was on exercises, no smoking was allowed on the upper deck as the ship was required to 'run dark' with no visible light sources. In addition, when the ship was conducting flying operations, there was no smoking allowed from the main mast to the stern of the ship. Note that this only applied to those ships in the RNZN fleet that could handle helicopter landings. The tanker HMNZS *Endeavour II* that went to the Antarctic from 1961 to 1971 had its own special regulations to cover the hazardous materials that it carried to the ice. However, smoking was still allowed in internal compartments such as messes.

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### 3. Smoking 1980s-2006

By the 1970s the risks of tobacco and smoking were well known. Consumption in New Zealand began to trend downwards in the general population and this movement was also reflected in the Navy. While the 1980s was somewhat of a continuation of the attitudes of the 1970s things were slowly changing and the numbers smoking in the RNZN were slowly reducing. This was still a time when cigarettes were freely advertised, the contemporary publications such as *Navy News* still carry adverts for various brands. The risk of second-hand smoke was perhaps not as well understood but this would soon change.

One of the major changes was the introduction of the *Smoke-free Environments Act 1990*. This legislation changed how smoking was seen in the workplace. As with all other government institutions the NZDF had to comply with the Act and smoking was prohibited as per the regulations issued in Navy Order 30/91. It acknowledged that the Act as passed strictly applied only to civilian personnel working for the RNZN but the policy was adapted for service personnel. The RNZN decided that the responsibility for the implementation of the policy for service personnel was given to Commanding Officers/officers-in-Command/Officers-in-Charge. They were charged to act within the “spirit” of the policy, but were able to “alter it to accommodate local conditions.”<sup>38</sup> The RNZN was actively trying to discourage smoking by its service personnel but also make “minimal provisions”, not to recognise the right to smoke, but rather to prevent safety hazards.<sup>39</sup> At all times, it was understood that the policy for service personnel was subject to “operational/safety command requirements.”<sup>40</sup> The following guidelines were issued for Commanding Officers:

Service Personnel are not to smoke within the confines of any RNZN establishment [e.g. HMNZS *Philomel*, shore based unit or service vehicle/boat, other than allowed below:

- a. Out of doors when not in uniform
- b. In cabin/accommodation areas, except that where it is shared accommodation, each occupant must agree to any smoking being allowed there.
- c. In designated areas of dining halls, out of meal hours.
- d. In Wardrooms or messes only at times and in areas that mess committees may have specifically designated for smoking should they see fit.
- e. In officers and other workplaces occupied by civilian personnel where smoking is authorised.
- f. In ... [ellipses in original] (any designated area, in or out of doors, that the Commanding Officer/Officer-in-Command/Officer-in-charge may see fit having at all times regard to the minimum requirements of the Smoke-Free Environments Acts 1990. It is envisaged that certain areas could be set aside for smokers during stand easys [sic]. These could include specific discrete outdoor areas).<sup>41</sup>

Guidelines of Service orders for Sea-going units [i.e. commissioned ships of the RNZN]

Service personnel are not allowed to smoke onboard any RNZN ship or boat other than as allowed below:

- a. On the upper deck
- b. In designated areas of dining halls out of meal hours
- c. In wardrooms or senior ranks messes only at time and in areas that the mess committee have specifically designated for smoking should they see fit.

<sup>38</sup> Navy Order 30/91 issued 25 June 1991, paragraph 4.

<sup>39</sup> Navy Order 30/91 issued 25 June 1991, paragraph 3.

<sup>40</sup> Navy Order 30/91 issued 25 June 1991, paragraph 7.

<sup>41</sup> Navy Order 30/91 issued 25 June 1991, paragraph 8.

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d. In cabins, except that where the cabin is shared each occupant must agree to smoking being allowed there.

e. In ... [ellipses in original] (any designated area that the Commanding Officer/Officer-in-Command/Officer-in-charge may see fit having at all times regard to the minimum requirements of the Smoke-Free Environments Acts 1990).<sup>42</sup>

Interviewing sailors indicated that by the early 1990s the process of banning smoking was more of a social arising than a health one and occurred systematically over the decade from 1990 when the Act was passed. Initially, banning smoking from internal compartments was by general vote by ship as the intent of the policy was to leave the decision at the unit level. Bans began in the communal messes, and then spread to individual mess decks. This was not equally applied across all ships. For example, aboard the diving tender HMNZS *Manawanui*, smoking was still allowed in individual cabins and the dining hall (except during meal hours). In 1997 aboard the Leander-class frigate HMNZS *Canterbury* smoking was allowed in the Warrant Officers' and Chief Petty Officers' Messes. In order to combat second-hand smoke, electric smoke filters were fitted to eliminate smoke.

By 2000 the Chief of Navy had instituted a total ban in internal compartments based on Government anti-smoking policy initiatives.

#### **4425. Smoking in the Workplace**

(DFO 1/1998, Smoke-Free Environments Act 1990)

1. Personnel who do not smoke or who do not wish to smoke are not to be exposed to tobacco smoke in their workplace.
2. No smoking is allowed in lifts or any part of the workplace to which the public normally has access.
3. Any office where more than one person shares common air space is to be designated as non-smoking.
4. At least half of any cafeteria or meal room is to be designated as non-smoking.<sup>43</sup>

This was also reflective of a generational change in the RNZN. Those men who joined the RNZN in the 1960s and 1970s were now leaving the service and those coming through did not consume tobacco at the same levels as previously. Again this is broadly reflective of the wider community attitude and use of tobacco products. The rules relating to the *Smoke-free Environment Act* were set out in DFO 17/2004 NZDF Smoke-free Workplaces Policy. The NZDF and the RNZN undertook a series of programmes aimed at reducing the number of service personnel who smoked. These are still in place. The DFO was formalised in 2005 for the RNZN in the following Navy Order<sup>44</sup>

#### **30. NZDF Smoke-Free Workplaces Policy**

*Promulgation Date: 01 Oct 2005*

**Sponsor: ACN (PERS)**

References:

- A. DFO 17/2004
- B. *Smoke-free Environments Amendment Act 2003*
- C. DFO(N), Article 2708
- D. DFO(N), Article 4425
- E. DFO 4, Chapter 12

##### **Introduction**

1. The *Smoke-free Environments Amendment Act 2003* requires the internal areas of workplaces to be smoke-free. CDF has provided direction at Reference A for the application of Reference B in the NZDF.

##### **Application**

2. This Navy Order applies to:

<sup>42</sup> Navy Order 30/91 issued 25 June 1991, paragraph 9.

<sup>43</sup> Navy Orders 2000.

<sup>44</sup> Navy Orders 2005, p. 113

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- a. All members of the Armed Forces.
- b. All members of the Civil Staff.
- c. All contractors, volunteers and visitors to NZDF internal areas and barrack style accommodation.

**NZDF Policy**

3. Smoking is prohibited, in accordance with Reference A, in the following areas:
  - a. All internal areas of NZDF workplaces, with the exception of the dedicated smoking compartment onboard HMNZS ENDEAVOUR. Internal areas are defined at Reference A.
  - b. NZDF barrack accommodation as defined at Reference A.
  - c. Any other areas as designated by Commanding Officers.
4. Smoking is permitted in Service Housing, except where it is used as barrack style accommodation.

This ended any smoking within the internal spaces of RNZN vessels and replaced the guidelines that had been introduced in 1991 and reflected the amendment Act of 2003. From this order the distinction that had applied between service and civilian staff was eliminated.

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#### 4. Current rules in practice for selling Tobacco in the RNZN 2006-2012:<sup>45</sup>

##### 6213. Duty Free Tobacco

1. The total holding of duty free tobaccos, whether of mess or canteen stocks, is not to exceed four months' estimated consumption. The CO is to ensure that, so far as practicable, orders from the wardroom and ships' canteens are coordinated accordingly, though some slight latitude can be allowed to avoid stocks of proprietary brands falling short through unforeseeable changes in demand for extra brands.

2. Issues. The total quantity of proprietary brands which may be taken up by entitled personnel in seagoing ships in New Zealand is not to exceed 900 g per person in any calendar month. The quantities stated are exclusive of tobacco taken up for landing on being posted or on return from overseas (see paragraph 5).

3. Duty free tobacco is not to be sold to civilians nor to person who is not in the habit of using tobacco. If personnel who are entitled to take up duty free tobacco fail to take up the whole of their entitlement for any one month, they are not to be permitted to take up the balance in a subsequent month.

##### Monitoring of consumption.

To ensure that the total entitlement of tobacco allowed to personnel serving in ships in New Zealand is not exceeded, canteen managers and OICs of duty free tobacco are to prepare a report for the quarters ended 31 Mar, 30 Jun, 30 Sep and 31 Dec. Returns are to be submitted to the CO and are to be retained for examination during inspections by the MCC.

5. Returns are not required in respect of service outside New Zealand waters.

6. The following are the maximum amounts of tobacco permitted to be landed duty free under the circumstances outlined in each instance. A customs declaration is not necessary except for landing iaw paragraph 6.a.

a. On arrival in or return to New Zealand from overseas; 250 g of tobacco or equivalent (see also Article "6252. Personal Effects").

b. On postings to a ship or shore establishment not allowed duty free privileges; 250 g of tobacco, equivalent.

c. The quantities of tobacco which may be landed when proceeding on leave are:

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<sup>45</sup> Material from RNZN Book of Reference NZBR23 supplied by the Naval Supply Officer Lieutenant Elizabeth Lewer

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Nights Leave	Cigarettes Number	Tobacco Grams
1	40	50
2	60	50
3	80	100
4	100	100
5	120	150
6	140	150
7 or more	200	250

7. It is emphasised that all allowances of duty free tobacco are for personal consumption only and not for sale, gift or disposal in any other way. Possession of more than 250 g of duty free tobacco or 200 duty free cigarettes outside an entitled ship will be taken as evidence that they were not intended for personal consumption.

#### **6210. Duty Free Privileges<sup>46</sup>**

1. The duty free privileges of the RNZN are conferred by government decisions related to the Customs Act 1966 and customs regulations made under the authority of that act. The concessions allowed are extremely valuable and are likely to be jeopardised by smuggling or unauthorised landing of duty free goods, especially cigarettes and tobacco. Duty free stores are made available solely for use on board, by entitled personnel, although this does not preclude such personnel from occasionally offering appropriate refreshment or a cigarette in hospitality to a guest on board.

One a vessel of the RNZN has been outside of the New Zealand EEZ for more than 24 hours that tobacco is able to be supplied. This does not apply if the vessel remains within the EEZ. Hence, this would only apply to the frigates HMNZS *Te Mana*, *Te Kaha* and the tanker HMNZS *Endeavour* that do undertake deployments overseas beyond the EEZ. In addition, the offshore patrol vessels HMNZS *Wellington* and *Otago* have both made brief voyages to the Antarctic but normally would not be expected to go beyond the EEZ during normal operations.

Duty-free tobacco products that are purchased for the ship that are not sold whilst the vessel is beyond the EEZ must be returned to bond and stored in the ship upon return to *Philomel*. Once the vessel once again transits the EEZ the stock can be removed from bond and sold. Some RNZN Supply Officers will sell their duty-free tobacco to other ships if they are not going to be able to sell it before it expires. None of the tobacco is purchased with public funds. All tobacco purchases are made through the ship's non-public fund (NPF). The NPF is required to complete a tobacco return and remittance every six months to the RNZN central fund. The duty-free tobacco is sold to sailors with at duty-free cost with the standard ten percent mark up so the canteen makes the maximum profit it can (all HMNZ Ship canteens are restricted to a maximum mark up of 10% under regulation IAW NZBR 24). All duty-free tobacco is purchased (as with our duty-free alcohol and canteen stores) through the Armed Forces Canteen Council (AFCC).

So that the vessel can be appropriately stocked with tobacco products, the ship's canteen managers generally ask before a deployment to make smokers declare who they are. This is under regulation IAW NZBR 23, 6213. The canteen can only sell to RNZN personnel who declare they are smokers beforehand. This regulation is to prevent personnel "taking up" the habit and stashing the cheap

<sup>46</sup> NZBR 23, p. 701.

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smokes to sell later upon their return or while overseas. This is a new development as in the 1940s-1970s this would not have been considered given the level of consumption by sailors. Currently, loose tobacco and menthol cigarettes seem to be the most requested of tobacco products. Each RNZN vessel's Supply Officer maintains a breakdown of consumption, supply and costs. Note that ships do not sell tobacco when they are alongside in New Zealand as personnel have ample access to tobacco from the shore canteens.

Currently, smoking aboard ships is restricted to certain areas on the vessel. For example, aboard the offshore patrol vessel HMNZS *Wellington* those personnel who smoke may do so only on the main deck at the stern. No smoking is allowed within the cabins, messes or any internal operating sections of the ship. As advised in the introduction, there are periods when there will be no smoking permitted when hazardous operations are being conducted or the ship is running 'dark' at night. The standing orders for *Wellington* refer to duty free tobacco in the following terms:<sup>47</sup>

3. Tobacco stores not consumed prior to returning to New Zealand (where no Duty Free Entitlement exists) are to be returned to Bond. Duty Free Tobacco is not to be sold when the entitlement does not exist.
4. Duty free stores are made available solely for use onboard by the ship's company however this does not preclude such personnel from occasionally offering appropriate refreshment as hospitality to a guest onboard. It is emphasised however that the consumption in port of duty free tobacco products procured from the ship's duty free stores is only to occur onboard, it is not for re-sale, gift or disposal in any other way. Personnel are not to accumulate stocks of duty free tobacco and as such are not to be in possession of more than 250 g of duty free tobacco or 200 duty free cigarettes. Under no circumstances is duty free tobacco to be sold to civilians or to a person who is not in the habit of using tobacco.

To give an indication of current policy on smoking at sea below is the standing Orders for the tanker HMNZS *Endeavour* as at 23 December 2011:<sup>48</sup>

#### **0822. Smoking**

1. **Policy.** Smoking (cigarette or cigar) is a well recognised health hazard. Passive smoking impinges on a person's welfare, and where an individual wishes to be in a non-smoking environment, suitable arrangements are to be provided if reasonably practicable. Although service-persons are not 'employees' within the meaning of the Smoke Free Environment Act (1990), the policy within ENDEAVOUR is that the intent of the act will be applied as much as practicable. The ship also has to comply with the guidelines laid down in the International Safety Guide for Oil Tankers and Terminals (ISGOTT's). Nothing in these orders are designed to recognise the rights of smokers, rather they are to provide appropriate facilities to ensure that surreptitious smoking does not create safety hazards.

2. **Principles.** Within ENDEAVOUR the following general principles apply:

- a. The Ship is a non-smoking environment with facilities provided for those who wish to smoke, rather than vice-versa;
- b. Discouragement of non-smokers from taking up smoking; and
- c. Provision of support to smokers who wish to give up smoking.

3. **Smoking Areas.** The very nature of ENDEAVOUR requires that particular restrictions are placed on smoking onboard and therefore smoking is only permitted in the following areas:

- a. The Quarterdeck (aft section of QD – picnic table midships) whilst underway between Sunrise and Sunset;

<sup>47</sup> HMNZS *Wellington* Captain's Standing Orders Amendment Three issued December 2011, p. 33.

<sup>48</sup> HMNZS *Endeavour* General Orders Amendment Sixteen issued 12 December 2011, pp. 277-278

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- b. The Duty Mess between Sunset and Sunrise and at all times alongside;
- c. In exceptional circumstances with CO's permission on the Flight Deck for official or approved functions only; and
- d. Smoking is not permitted in any other location; visitors and contractors need to be advised of this.

Smoking is only permitted at the following times:

- a. Stand-easy
- b. Mealtimes
- c. Outside of working hours
- 4. Appropriate butt receptacles are to be located and secured in the above designated smoking locations.

**5. Smoking Restrictions.** Often smoking restrictions will be in force due to the evolution or activity that the Ship is involved in. These restrictions will be piped or listed in Daily Orders and may cover the entire Ship, or just parts of the Ship. The following list, whilst not exhaustive, indicates the likely activities that will initiate smoking restrictions:

- a. Ammunitioning,
- b. Flying stations,
- c. Boats alongside,
- d. Entering or leaving harbour, and
- e. Fuelling (at sea or alongside).

**6. Smokers Waste.** Butt ends are a hazard to upper deck cleanliness, ship's husbandry, and helicopter operations (i.e. may cause foreign object damage (FOD)). Cigarettes are not to be stubbed out on any part of the Ship's superstructure, and extreme care is to be taken when disposing of cigarette butts. Cigarette butts are not to be disposed of over the Ship's side at sea. There will be two secured receptacles. These are to be used for the disposal of all butts and ash.

**7. Visitors.** The QM in harbour is to question all visitors as to whether or not they are carrying matches or lighters. If so they are to surrender them all to the QM, who will name and hold them at the brow. The distinction is made between Ship's Company and visitors being allowed matches onboard primarily because visitors may not be totally familiar with the ship, its routines and are not bound by SGOs.

### **0823. Matches and Cigarette Lighters**

- 1. Because of fuel and explosive hazards and to comply with the directions in Article 2.2.2.2. of the ISGOTT's all matches, other than safety matches, and all types of lighters are banned on board. Safety matches and/or a fixed (car type) electrical cigarette lighter will be provided in the Duty Mess.
- 2. Portable permanent notices prohibiting smoking and the requirement to surrender lighters and matches are to be placed at the point of access to the ship.

The Naval Base HMNZS *Philomel* also has standing orders that show the current policy for both civilian and service personnel ashore:<sup>49</sup>

### **0128. Smoking**

- 1. Smoking is not permitted within the Naval Base except in the following areas and subject to conditions as are stated:
  - a. Any outside area designated as a smoking area by the HOD [Head of Department] or as shown by an authorised sign.
  - b. The porch area outside the Hotshots Canteen.
  - c. J/R [Junior Rates] accommodation balconies.
  - d. The Wardroom, clubs and messes as set out in sub-paragraphs one to three:
    - (1) Wardroom: (a) Leander Lounge outside deck; and (b) Main bar patio area.
    - (2) JFRM [Junior Rates Fleet Mess]: (a) Outside patio area.

<sup>49</sup> HMNZS *Philomel* Base Standing Orders Amendment 35 issued 16 February 2012, pp. 38-39.

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(3) NSC [barracks at *Philomel*]: (a) Viewing decks

2. Personnel are not to smoke whilst walking around the DNB [Devonport Naval Base aka HMNZS *Philomel*].

3. Personnel wanting to smoke are encouraged to do so outside of normal working hours or in recognised break times such as standeasy, lunch, etc. During working hours, smoking breaks outside of recognised break times should be rare and no more frequent than those breaks in work hours taken by non-smokers.

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**Conclusion:**

In the immediate post-war period smoking remained at war-time levels but the amount of duty-free tobacco became limited but purchases of tobacco, whilst rationed, were accessible to RNZN personnel. As in the wider community, there were no thoughts given to health risks and indeed cigarettes were seen as a “welfare” issue. During the late 1940’s and 1950s the major issue that the RNZN faced was controlling the amount of cigarettes that were being issued by the ships in the fleet. All tobacco sold ashore was duty-paid but tobacco at sea was duty-free. The Naval Board was always conscious that this was a privilege and the potential for the government to remove it with the potential for disenchantment of the service personnel. Evidence of the price difference between duty-free and duty-paid tobacco shows the attraction to sailors and the benefits for their pay.

From the 1950s through to the 1990s as a general policy, smoking was allowed throughout the ship both in accommodations and while personnel stood watches. There were restrictions, but these were imposed for the safety of the ship while conducting operations or for fire protection. The only change was the number of those smoking lowering in line with the reduction of smoking in the broader community and a rising awareness of the health risks. Certainly health issues were not a factor in the 1950s and 1960s.

The introduction of the *Smoke-Free Environments Act 1990* was the major force for change within the RNZN. Its policy response was to leave the implementation of smoke-free places to Commanding Officers at the unit level. This operated alongside a general programme that the RNZN had been running to actively discourage smoking in the Navy. During the 1990s the policy was introduced across the navy but individual ships had their own policy as the examples of HMNZS *Canterbury* & *Manawanui* illustrate. However by 2000 a total ban on smoking in the internal spaces of ships was in effect suggesting that the RNZN should have been more pro-active in 1991 when the Navy Order was issued. This order was amended in 2005 and reflected the changes to the legislation and removed the ability of Commanding Officers to set their own rules. Now there was one rule for all within the RNZN.

Material from 2006 to the present day shows that the policy has become more formalised and much more rigorous than the guidelines issued in 1991. The amount of cigarettes as a service issue has been much reduced which is something the sailors of the 1950s would have objected to quite vigorously. The numbers of smokers in the RNZN have been steadily reducing no doubt encouraged by general RNZN policy and awareness of the risks. That is not to say smoking has been eliminated but today’s Navy is a very different organisation than the fleet in 1947 where tobacco has moved from a welfare matter to an undeniable risk to the health of service personnel.

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