

CIVIL DEFENCE AT THE LOCAL BODY LEVEL

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1. Introduction

This is the third and last of a series of articles on the organisation, role, facilities and responsibilities for Civil Defence in the Northern Region. The preceding papers introduced the early background to the subject and dealt with the Regional structure and the workings of a sub-regional organisation. This article deals with the duties and responsibilities of local Authority Civil Defence Organisations and in particular we deal with that of the Tauranga Joint Civil Defence Organisation.

The four Local Authorities within the boundaries of the Tauranga County combined for the purpose of Civil Defence and formed a Joint Civil Defence Committee with representation as follows:-

Authority	Population	Members
Tauranga City	26,100	3
Tauranga County	14,750	2
Mount Maunganui Borough	7,390	2
Te Puke Borough	3,120	2

The role of a Civil Defence Organisation at local level is, of course, to put into practice the aims of civil defence contained in the Civil Defence Act. The first step must be to gain the co-operation of the people so that the community can enjoy the benefits and the service of a Civil Defence Organisation. Much planning and preparation has been carried out by the Ministry of Civil Defence and this involves other Government departments and agencies, many of whom have produced their national and approved civil defence operative plans. The Local Bodies have the responsibility to institute civil defence at community level; this really means that they have the authority to plan, prepare and conduct civil defence operations on behalf of the local communities.

The Civil Defence Act requires that Local Authorities plan for civil defence. Every Local Body must prepare, either on its own or in conjunction with neighbouring Local Bodies, a civil defence plan to deal with all matters of civil defence within its district. It is a requirement of the Act now that every Local Body has a plan for Civil Defence approved by the Regional Commissioner by 31 December, 1969.

Every local plan shall provide for the setting-up of a civil defence organization with such advisory committees, units and services as are considered necessary or desirable. In addition, every plan shall specify a person or persons authorised to declare a state of local Civil Defence Emergency. Local Authorities may produce their own plan or they may combine with other Local Bodies to prepare a Joint Civil Defence Plan. The organisation with which we will be dealing is a joint one as already mentioned.

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2. Powers of Local Authorities

The Civil Defence Act contains a fairly lengthy list of powers available to Local Authorities through their civil defence organisations in emergencies. These include powers to:

- (a) Carry out works, clear streets, roads and other public places, and remove and dispose of dangerous structures and materials.
- (b) Provide for the rescue of endangered persons and their removal to areas of safety within the district or, by arrangement with the Regional Commissioner or other local authorities, outside the district or combined district.
- (c) Set up emergency and first aid posts, and provide for first aid to casualties and their movement to hospital or areas of safety within the district or combined district or outside the district.
- (d) Provide for the relief of distress and for welfare generally, including the accommodation of the homeless and the conserving and supplying of food, fuel, bedding, clothing, first aid and medical supplies, and other necessities.
- (e) Undertake emergency measures for the disposal of the dead.
- (f) Disseminate information and advice to the public.
- (g) Provide equipment, accommodation and facilities for the exercise of any of the powers conferred by the foregoing provisions of this subsection.
- (h) Control and co-ordinate matters specified above.

Where a local plan is operative the Local Authority may, in addition, exercise the following powers:-

- (a) Enter into arrangements or agreements to co-ordinate and use, for the purposes of this Act, personnel, material and services, made available within the district or by Departments of State, other Government agencies, statutory corporations, public bodies, or other organisations, or by any other persons.
- (b) Enter into arrangements with any other person whereby that person makes available or undertakes to give his services or those of his staff, whether individually or in units under the control of that person, for the purpose of carrying out such civil defence measures as may be agreed upon.
- (c) Recruit and train personnel, and conduct training exercises.
- (d) Provide, maintain, control and operate prescribed warning devices.
- (e) Issue and control the use of prescribed distinguishing warrants, badges, or other insignia for civil defence officers and personnel.
- (f) Exercise all such other powers as are necessary to give effect to the provisions of the operative plan.

3. Assistance by the Regional Commissioner

There is provision in the Act for Local Authorities or their Civil Defence Organisations to call upon the Regional Commissioner for assistance from outside of the particular Civil Defence Organisation conducting the operations. The Regional Commissioner then directs other Civil Defence Organisations, either through making a wider declaration himself or by entering into arrangements with supporting Civil Defence Organisations. The importance and the significance of the Regional Civil Defence Committee should be appreciated at this point - as it has access to the vast resources of State Departments and other services and facilities.

Further powers are available through regulations made under this Act. Also, there are fairly wide powers available to the Chairman of every Local Authority or to the person appointed as Controller. In certain cases where powers have not been exercised by others these may be brought into use by the senior member of Police in the district.

4. The Area

The area of the Tauranga Joint Civil Defence Organisation is about 60 miles long by about 16 miles wide, and it lies generally East and West between the ocean to the North and the Kaimai Range to the South, Figure 5. Much of the coastal strip is near sea level while the hinterland rises up to a peak height of 2800 feet with much of the rugged back country at an elevation of over 1000 feet. Some steep gorges divide the high country. Road and rail access is fairly vulnerable with National State Highway 2 and the Railway - both from the direction of Waihi and Paeroa - entering the area through the Athenree Gorge on the West and traversing the territory more or less parallel with the coast line and passing out of the area towards Whakatane to the East on the coast at the Eastern boundary of the County. The other main highway is Provincial State Highway 29 which leaves the City in a Southerly direction passing over the Kaimai Range in the direction of Hamilton, while Provincial State Highway 33 branches off State Highway 2 at Paengaroa and goes in a Southerly direction towards Rotorua. Virtually the only other access is a direct road through the hills to Rotorua. There are some minor roads linking up with some of these highways, but they all pass through rugged pumice country.

There is a steep watershed with narrow but extensive low lying coastal plains. Some promontories on the coast have attracted their quota of beach residences. The distribution of population is relevant and we mention here the four County Towns in the area:-

Athenree, near the Western boundary has a resident population of 100, Katikati, approximately 10 miles from the boundary has a population of 1130 and Omokoroa Beach, about two thirds of the distance between Katikati and Tauranga has a permanent population of 250.

Tauranga and Mount Maunganui are on peninsulas midway between the Western and Eastern County boundaries with Mount Maunganui Peninsula fronting on to the ocean and the three peninsulas of Tauranga City jutting into the harbour, Figure 7. These two municipalities are approximately 13 miles apart by road, though only a very short distance across water. The fourth County Town is Maketu with a population of 430 situated mainly on a high peninsula about twelve miles from Te Puke.

With only four or five practical entries or exits from our area we could be fairly easily isolated by a major earthquake. On the other hand this would simplify the matter of controlling persons converging into our area in the event of a local disaster. Our internal communications are fairly susceptible to interruption - in the past during flash flooding various parts of the territory have been in virtual isolation for an hour or two - particularly at times of heavy rain with high tides and on shore wind backing up the tides.

5. The Local Organisation

The Committee decided to set up a standard type of Civil Defence Organisation consisting of the five normal sections. In fitting a workable plan, however, it was recognised that the geographical and physical features of our territory must be taken into consideration along with the distribution of population. It was evident that any workable organisation must make provision for the two ends of the area, and in particular the Mount Maunganui peninsula which is unusually restricted by way of access, to be able to conduct their own operations independently if isolated, for varying periods. It was felt that something more than the normal warden set-up or subdivision would be required and sub areas were established as follows:-

No. 1 Sub Area is based on the County Town of Katikati and takes in about two thirds of the territory between the Western County boundary and the City; its Eastern boundary is the Wainui River and it consists of three Warden Sectors.

No. 2 Sub Area is based on the City and includes the area from the Wainui River Eastwards to the Papamoa Domain, approximately half way between Mount Maunganui and Te Puke. It has 12 Urban Sectors and 3 predominantly rural sectors.

No. 3 Sub Area includes the Mount Maunganui Borough with the appended peninsula of Matapihi. This is made up of 3 Warden Sectors.

The 4th Sub Area is based on the Borough of Te Puke and extends from the Papamoa Domain to the Eastern County Boundary. This has three rural Sectors plus two urban ones enclosed within the borough boundary.

Sub Area Controllers were appointed for Katikati, Mount Maunganui and Te Puke, while the No. 2 Sub Area (Tauranga City and surrounding areas) is administered directly by the Group Control Centre. In three of the Sub Areas there is a representation of each of the Sections of the Civil Defence Organisation; the Sub Area Chief Officer in each case is responsible first of all to his Sub Area Controller and secondly to the Head of his Section, who will be alongside the Group Controller at the Group or Area Control Centre.

The present Chairman of the Group Organisation is the Mayor of Mount Maunganui. His Deputy is the Mayor of the City of Tauranga. The Group Controller is the Mayor of Tauranga with two deputies - the Mayor of Te Puke and the County Chairman.

The Secretary of the Joint Committee is the Town Clerk of Tauranga. A full time organiser is employed and the scheme is administered by the Tauranga City Council on behalf of the four Councils. The headquarters for the administration and the Training Centre for the Joint Civil Defence Organisation is situated in a City Council owned house which is leased to the organisation and close to the City Council Offices.

The Area or Group Control Centre for operations is at the Tauranga County Council Offices, conveniently located at the edge of the City on State Highway 29 near the by-pass from Hamilton to Mount Maunganui and Te Puke. It has reasonable access to State Highway 2 to the West of the City. Just across the road is the Tauranga Racecourse Domain which is the Headquarters of the Welfare Section and which would be used as the Main Welfare Centre if required, Figure 4.

Office space for Civil Defence is allocated in the Tauranga County Office Building. The adjacent Works Depot and workshops will serve as the Headquarters and Assembly Depot for Rescue Section, Figure 3.

The County Clerk is Head of H.Q. Section, and his Deputy is a Senior Clerk from the City Council. Two Staff Officers are employees of the County Council. The County Engineer is the Intelligence Officer for the Civil Defence Organisation.

Recently the County Council added a staff recreation room designed to serve as a Civil Defence Operations Room, Figures 1 and 2. This room is 50 ft. by 30 ft. and one end has an enlarged map showing the County with its Civil Defence Subdivisions clearly marked. The map is approximately 14 ft by 6 ft and includes all the usual physical details and points important to Civil Defence. Detailed maps of the City and the two Boroughs are also wall mounted in this Control Room. Ruled blackboards are provided for recording such things as Resources - available and allocated, Casualties - reported and collected, Action - required and taken. A Specialist Advisers' Board is provided.

The panel of Specialist Advisers, which supports and advises the Group Controller, would include the local Heads of Department and Liaison Officers from responsible bodies. These would include the Ministry of Works, the Police, the Post Office, perhaps the Ministry of Health but certainly the Medical Superintendent of the Hospital Board, the Ministry of Transport (Traffic and Aviation), perhaps the Harbour Board representative if required, the Fire Service, and of course the Heads of Civil Defence Sections and the Engineering Departments of the constituent Councils.

6. Communications

The Control Centre is the base for the Tauranga County Council R/T network of 24 mobile stations. These are located throughout the territory with the exception of the inner City and Mount Maunganui Borough. The network operates through the P.A.B.X. system and the Post Office has fitted brackets and batteries so that it will be operative in the event of power failure. The Post Office has also connected new trunk lines for Civil Defence emergencies into the P.A.B.X. and has extended 22 pairs of terminals to the operations room for civil defence telephones if required.

The Tauranga Electric Power Board has its fleet of vehicles operating in all parts of the County area including Katikati, the inner City, Mount Maunganui and Te Puke - it covers the whole of the territory with the exception of the old City limits. There is a fleet of 50 mobile vehicles plus three bases. The offices of the Board are in Tauranga City.

The City Council is at present installing up to 50 v.h.f. mobile radio telephone stations including three bases, with two triggering bases at the filtration plant and the power generating plant. This City Council network includes vehicles of the Municipal Electricity Department, the power supply authority for the inner city area. Provision is made for five of the mobile sets to have reciprocal access to the frequency used by the Electric Power Board. Three of the City's mobile sets have an additional channel to give access to the Public Utilities frequency, which includes the Ambulance, Fire and Post Office services.

The Mount Maunganui Borough Council has two vehicles and a base set each with access to the Public Utilities band.

There are volunteer Fire Brigades at Katikati, Omokoroa and Te Puke, with a likelihood of a fourth being established at Paengaroa. These are on the County Council R/T link.

The Tauranga United Fire Board services the City and Mount Maunganui Borough, with stations in each place.

Three Karphone sets, exclusively for Civil Defence, have been provided by Ministry of Civil Defence for use between the Control Centre and the Tauranga South Post Office which houses the micro-wave toll link. One of the sets either is kept in the Administrative Headquarters of the Organisation or is transferred to a mobile vehicle belonging to a radio serviceman who is a member of the Communications Sub-Section. Because alternate micro-wave facilities exist at the Otumoetai telephone exchange, the Organisation has selected the Otumoetai primary school as a possible alternative site for the Control Centre.

It is to be noted that the Intelligence Officer (the County Engineer) will have access to links at Katikati and Te Puke through the County R/T network. A dual channelled radio telephone has been installed in the Civil Defence Organiser's car for the use of the Controller and the Intelligence Officer. This set will provide access to the public utilities and to the City Council bands. Through this set, or through one of the Power Board or City Council mobile sets stationed at the Control Centre, access will be available to an additional hundred vehicles with R/T throughout the territory including Power Board vehicles. The Power Board has depots in the City, Katikati, Mount Maunganui and Te Puke. The Mount Maunganui Borough Council has its radio telephone system with access to the public utilities band, and so can provide an additional link between this Sub area and the Control Centre.

The Civil Defence Organisation, however, has made further provision for exclusive links. Five 2Cl sets are available to the Organisation and permanently sited at the various Headquarters as follows:-

Two at the Group Control Centre; one for a link to Region and

the Sub-Regional Communications Centre at Rotorua, one for communication with the Sub-Areas. One at the Katikati fire station which is the Sub-Area H.Q. (The alternative Sub-Area Control Centre is at the Katikati offices of the Electric Power Board.)

One at the Mount Maunganui Borough Council Office which is the Sub-Area H.Q. (the alternative site for this H.Q. is in the Sports Centre). The fifth set is established at the Te Puke Borough Council Offices, the Control Centre for No.4 Sub-Area, (alternative site at the Fire Station).

Arrangements have been made to set up a sixth set at the Paengaroa transmitters of the N.Z.B.C. where the stations LZD and LYZ make their transmissions. This set which will be maintained and operated by N.Z.B.C. personnel also provides an alternative to the land line communications between Civil Defence at Rotorua, Tauranga and Eastern Bay of Plenty Centres via the studios concerned.

7. Back-up Facilities

The Tauranga Electric Power Board some time ago offered the use of its communication facilities to the Civil Defence Organisation. A recent change-over to v.h.f. by both the Power Board and the City Council has been made co-operatively with the express purpose of providing a facility of much value to Civil Defence. The Post Office, in addition to work at the Control Centre, has emergency preparations for rapid installation of key telephones or the restoration of essential lines to the Control Centre, telephone exchange, Power Board, Hospital Board, Ambulance Services, Police, Ministry of Transport, Harbour Board and so on. There is provision to install unlisted telephones.

In communications exercises, conducted from time to time by the Regional Commissioner throughout his Region, the Organisation has used communications facilities provided by:-

The N.Z. Electricity Department, Ministry of Works, N.Z. Broadcasting Corporation, Railways Department and the Ministry of Transport, (the latter through the Airport installation and also the Station at Musick Point).

Co-operation has been prompt in every case, and we are assured of such co-operation should the need be real. It has been possible in a number of cases to receive messages from Region, or to send messages to Region, quicker than through our radio links.

8. Rescue and Casualty Clearance

It is appreciated that in a situation following sudden disaster, no organisation would be capable immediately of providing all First Aid or medical attention required. However a community which is prepared should be able to begin urgent first aid in the lifesaving phase of the first few minutes. Work such as stopping bleeding or re-starting breathing, can only be undertaken effectively by having dispersed throughout the community, large numbers of people competent to render appropriate First Aid. The Organisation has worked in close co-operation with members of the St. John Ambulance Association who, along with members of the Medical

Association, train First Aid and Home Nursing volunteers. Last year one Church group undertook a First Aid Course and 42 members obtained First Aid certificates in consequence. The church group now has its own First Aid and Welfare Unit which operates from the Church Hall. This year two major courses in First Aid have been conducted in the City, the first one producing 95 Certificates. At present 135 volunteers are being trained and will be examined in November. These volunteers would, of course, attend to casualties in their immediate vicinity, and then they would report as reinforcements for the Brigade personnel of St John. Plans are under way for some of these people to set up First Aid Posts under St John supervision at strategic points.

The problems of rescue may not be as severe in our community as in larger or older cities with a greater density of population in old and vulnerable buildings, or in large buildings. However, it is necessary that qualified First-aiders are not exposed to danger unduly. It is essential to have people competent to carry out safe rescue - safe for themselves, the victims, those around about, and those who would provide First Aid for the victims. First Aid personnel generally are not trained in methods of safe rescue, therefore we have our Rescue Section which is comprised mainly of members of the building and allied trades; these people are trained in basic rescue techniques and the majority of them are trained in the basics of First Aid. In the Sub-Areas we have been fortunate in that Venturer Scout groups have undertaken the Civil Defence Rescue Course as part of their training and in one Sub-Area members of the Young Farmers' Club are also available as Rescue Personnel. We would expect many volunteers from the farming community if disaster were to strike. Where they are untrained, our policy would be to provide trained leaders from the core of our Rescue Section who have been trained and briefed as party leaders.

Behind rescue and first aid personnel, it is essential that an ambulance component be available. Volunteers with vehicles have been approached and earmarked by the Transport Officer and his Committee to provide an ambulance service to carry victims to a Forward Medical Aid Unit manned and equipped by the Hospital Board. Up to about one hundred unqualified persons for service at the F.M.A.U. are provided by the local Chapter of Jaycee.

9. Supply and Transport

The Supplies and Transport Sub-Section was originally in our Welfare Section but has been transferred into the Headquarters Section. There is a Convener of this Sub-Section who has around him a small Committee including a Transport Officer, a Supply Officer, and the Purchasing Officer from the Ministry of Works. He will have Council Treasury employees assisting him. The Transport Officer has been given office accommodation at the Area Control Centre, but it is envisaged that his Transport and Supply Officers may set up their own offices at the Racecourse with direct telephone lines. The Supplies and Transport Sub-Section has been shown under a separate heading, although it is part of the Headquarters Section, because it is involved in most phases of Civil Defence Operations. It has to work closely with the Casualty Section (of which it is an integral part) and with the Welfare Section.

10. Welfare Section

In the Welfare Handbook published by the Ministry of Civil Defence the following general definition of the responsibilities of a Welfare Section are contained:-

- (1) The care of the homeless resulting from a natural disaster or an enemy attack.
- (2) Assistance in evacuation.
- (3) The provision of food for people in Welfare centres, emergency hospitals, Forward Medical Aid Units (F.M.A.U's) and for Civil Defence teams.

"The head of the Welfare Section (at local level) should be assisted by supervisors representing the various sub-sections, such as catering supervisor etc."

In the community in normal times there are a number of organisations engaged in Welfare work. Notable among these are:- Red Cross Society, various Church groups including Salvation Army, returned services organisations. While the tasks performed by these organisations do not cover the whole field of Civil Defence Welfare they provide the nucleus around which the Welfare Section should be built. In our case the Head of Welfare was supplied by the Red Cross Society and was a member of Birth-right as well as having a record of service in Ambulance and other services.

(a) The Welfare Centre Sub-Section:

Welfare problems will become evident in the Warden Posts and Sectors and it is here that they must first be met. Provision is therefore made for setting up Welfare Assembly Centres at the scale of one per Sector. These provide shelter and elementary welfare facilities for the homeless and other victims. It may be necessary to provide such things as blankets, perhaps some clothing, most of all shelter, a cup of tea, perhaps soup. It is important to make victims feel that they are in responsible hands - that somebody is available to help them, to provide them with comfort and some elementary services such as getting messages to next-of-kin, and this sort of thing.

At these centres the refugees are received and given a place of shelter whilst their problems are sorted out, and steps are prepared to meet their immediate needs. A tally is taken. Initial assessments are made for required welfare services and facilities, including accommodation and feeding. There may be a need for emergency clothing. Certainly there will be need for registration and some provision for dealing with inquiries, and providing personal services. Evacuation may be necessary - if it is, plans will be readily put in hand to set up Main Welfare Centres and, if possible, arrange the necessary transport. The future of the victims must be considered.

(b) The Catering Sub-Section:

This sub-section has responsibility for:

- (i) The mass feeding of homeless and evacuees.
- (ii) Providing meals for casualties located in emergency hospitals, F.M.A.U's, or where a specific request is received from the hospital authorities.
- (iii) Providing meals for Civil Defence personnel and supporting bodies as required.

This Sub-Section would, so far as possible, make use of bulk caterers. It may set up operations in hotels, cafes, halls etc. It may have to work in improvised quarters such as under the grandstand at the racecourse or under canvas. Even the methods of cooking and heating water may have to be improvised.

In each Sub-Area as well as in the City there is a strong Returned Services Association with very good club facilities and an active Women's Section. Here and in other parts of the county there are women's organisations who come readily to the fore - such as the C.W.I. and the W.D.F.F. In one Sub-Area (Te Puke) the R.S.A. Women's Section have assumed responsibility for all aspects of Welfare in that Sub-Area.

(c) The Billeting and Accommodation Sub-Section:

- (i) Billeting surveys.
- (ii) Billeting of evacuees or the homeless.
- (iii) General welfare of those billeted.
- (iv) Arranging accommodation within Welfare Centres.

The duties of this Sub-Section are fairly self-evident whether for billeting refugees locally (perhaps necessary because of the vulnerable nature of the external communications) or the reception of evacuees from another stricken area. Much of the survey work will have to be done by the Wardens or staff engaged by them. In this work it will be necessary for the closest co-operation between the Welfare Section and the people, probably best gained through the use of wardens and their staffs. As a follow-up, the Welfare Section must accept full responsibility for all aspects of the welfare of those billeted.

(d) The Emergency Clothing Sub-Section:

- (i) Collecting essential clothing or materials.
- (ii) Distributing clothing to survivors as necessary.
- (iii) Salvaging and processing of clothing for redistribution.

This Sub-Section has liaison with the organisations which handle used clothing in normal times and, by a close link with the Transport Officer, will arrange a collection and distribution service to the Welfare Centres Sub-Section. Great problems can be expected with unsorted, unlaundered clothing coming into a disaster area or being made available within it.

A survey of blankets available in summer and winter has been made by the Red Cross in the City area and liaison is set up with the Transport Officer for collection and distribution of these items and other clothing made available. Depots will be set up for receiving and processing used clothing and arrangements made with laundries and dry cleaning establishments which are able to function at the time they may be needed.

Experience has shown that any disaster area is liable to be inundated with masses of unsorted clothing which becomes an embarrassment to the organisation receiving it and usually results in a loss of what could be very valuable materials, simply because it had been rushed into the disaster area unsorted. Efforts would be made to prevent this and if arrangements could be made outside the area this is possibly one respect in which the Welfare Section would call on the Regional Commissioner for co-operation from other organisations.

(e) The Registration and Inquiry Sub-Section:

- (i) Collating registration of individuals at Welfare assembly centres, main Welfare centres, F.M.A.U's and emergency hospitals.
- (ii) Answering inquiries, safety and welfare of individuals.
- (iii) Assisting to reunite family groups.
- (iv) Forwarding registrations to the Central Registry.

It is essential in any movement of personnel following a disaster, or in any emergency, that registration be commenced at the first available opportunity, which could be at the Welfare Assembly Centres.

An inquiry centre would be set up well away from the Control Centre. If premises were available in the City area or on the outskirts these would be set aside and operated by members of the Public Relations Staff, Red Cross and other members of this Sub-Section.

The State Services Commission have made available certain staff members who are trained in registration procedures and are available to supervise others in this routine. In every Sub-Area the Women's Section of the R.S.A. has undertaken registration duties, and received some training.

The Central Registry would be set up at the direction of the Regional Commissioner in some centre away from the disaster area. The Social Security Department locally would supervise the registration, and collection of cards, passing these on to Central Registry where the Department would be of further assistance. Close liaison with the Central Registry must be set up by all centres which are handling homeless, casualties and evacuees.

(f) Personal Services Sub-Section:

- (i) The reception and direction of disaster survivors to welfare facilities where they will receive immediate care.

- (ii) Taking care of special individual cases such as unattached young children and old people.
- (iii) Attending to minor cases of illness or ill health for which hospital services may not be available.
- (iv) Providing advice on emergency aid grants of a charitable nature to individuals.
- (v) Advising on the availability of other community services as part of the work of rehabilitation.
- (vi) Escort duties.
- (vii) Services of a spiritual nature in close co-operation with, and in support of, religious organisations.

It will be evident that some of the functions of this Sub-Section will need to become operative very early and others at a later stage at the reception or Main Welfare Centres. It is one of the functions of the Sub-Committee to arrange these services to fit the situation, but at all stages they should be able to advise the people of the availability of any of these services made available by the Welfare Section.

11. Warden Section

Earlier we mentioned the division of the Area into Sub-Areas and Warden Sectors. This Section is unique in that it is the only section of Civil Defence already deployed throughout the territory. It provides the key to establishing Civil Defence at the peoples' level - it has contact with the people and it establishes contact with the Control Centre, Figure 6.

Each Warden Sector is divided into approximately four to six Warden Posts, each with its Post Warden, his deputy and staff. Post Wardens are selected by the Sector Wardens and in their turn they divide their Post areas into Patrols and appoint Patrol Wardens. In the City Area and Mount Maunganui Patrol Wardens may recruit Street Leaders to assist them.

At each level the Warden makes a report to his immediate superior. A Patrol Warden assesses the situation in his Patrol area and reports to his Post Warden, the Post Wardens consolidate and verify the reports and pass them on to the Sector Warden who in turn sends a consolidated report to his Sub-Area Warden or to the Chief Warden at the Control Centre. In this way, even if all normal means of communication are out of action, a factual build-up of information should begin to reach the Sub-Area Controllers and the Group Controller fairly soon after the event. Information, advice and instructions are similarly passed from Control Centre down the chain to the Patrol Wardens who disseminate it to the people in their own small part of the area.

The Warden in his Patrol, Post or Sector is a Control Officer - a direct representative of the Group Controller - and he is also the leader and the representative of the public in his area of responsibility. Wardens should be men or women with initiative, leadership qualities, resourcefulness and able to take the lead and inspire confidence in those

about them. When a sudden disaster occurs we expect the people to do a few elementary things to ensure their own safety and to help one another; the only help available is that which they can provide for themselves and for one another - at least until the organisation becomes mobilised and assesses the situation. The people will be expecting the organisation to come to their aid - at this early stage the Wardens are virtually the Civil Defence Organisation as far as the people are concerned.

It is in this difficult early period that the Warden is the sole evidence of Civil Defence to the people. He bears the full load of responsibility in his own area and he must apply a steadying hand (leadership) - he must initiate self-help and mutual assistance on a family and community scale by allocating duties and tasks to those about him who can be useful and he must do his best to initiate urgent First Aid and comfort to those in need of it. People will expect much of their Wardens but the Wardens can achieve a great deal by organising their own segment of the community and getting them busy on their own efforts towards survival, safety and comfort. His own Welfare Section members should soon appear or he must arrange the first elementary welfare services - perhaps with help from Post and Sector Wardens. He can eventually expect organised help from other Sections but this just does not appear automatically except from his own efforts and of those in his own territory. ALL ORGANISED CIVIL DEFENCE AID WILL DEPEND VERY LARGELY UPON THE SPEED AND ACCURACY OF THE REPORTS RECEIVED FROM WARDENS (as well as upon the efficiency of the Headquarters Section).

12. Control

Perhaps the most basic principle of Civil Defence is that of placing control of operations (together with all responsibility for Civil Defence) into the hands of local leaders. Control of course depends upon having an able Controller, hence the requirement of the Act that he be named in the plan, and the Controller can act wisely only upon the information available to him.

In a territory such as the one we are dealing with, where four Local Authorities have been required to administer the affairs of the community (normal Local Government with normal facilities to meet the normal requirements), it is scarcely practical to plan to meet the emergency requirements of the Area from one point of control when disruption may be extensive and widespread. At the same time co-ordination of effort and mutual support will be of prime importance along with the bringing-to-bear of the maximum available resources or effort - first of all from within the Territory where there are considerable resources and facilities, and secondly by a co-ordinated and synchronised sensible employment of forces or facilities made available by other supporting organisations or areas.

The principle of "Local Control" has been projected on to our own area by the creation of Sub-Areas. The one at Katikati is based on the town which is administered by the County Council through a County Town Committee while each of the other Sub-Areas has its Headquarters in the chambers of one of the Councils forming part of the Joint Organisation. We believe we have "decentralised" wisely without risking disintegration. In operations the early establishment of control is vital and is much easier established than it is regained once anarchy has set in. The extreme importance of communications under disaster conditions is well appreciated by all our Councils.

At the time of, say, a local earthquake of truly major consequences many things would happen more or less simultaneously which it is not possible to narrate simultaneously nor in a logical or chronological order. Initially we would have four headquarters being established each attacking the essential tasks within their respective parts of the territory with no less than twenty three Warden Sectors and a total of one hundred and fourteen Warden Posts going into action.

The people will be aware that a disaster has occurred and we hope by now that they are aware that they should tune to LZD or a national station of N.Z.B.C. (LYZ, or a YA station). Every effort will be made with the co-operation of N.Z.B.C. to ensure that a message from the Controller is broadcast as soon as possible - preferably no later than the first news announcement. Eight people from all parts of the Area are authorised in the operative plan to make a declaration of Civil Defence Emergency.

Local warning devices have a limited use against natural disaster, and can do little more than advise people to listen to their radios - education should achieve this.

We would envisage the Group Controller, or one of his Deputies, conferring by R/T with some of the other persons authorised to make a declaration or making it on his own initiative - or perhaps another authorised person would make the declaration and promulgate the fact.

Throughout the County an automatic damage inspecting, assessing, reporting and repairing service has been instituted by the County Engineer. The Engineer or one of his deputies will quickly be in touch by R/T, either through the base station at the Control Centre or via a mobile set in their cars, and will begin to receive reports from County staff in Sub-Areas at Katikati and Te Puke. The Operations Room and Communications Centre at the Control Centre will be manned and the Intelligence Section will begin plotting information from all reliable sources on maps and boards. At least two alternative R/T links are available to each Sub-Area from the Control Centre without calling on the Power Board system (which has bases and mobiles in every Sub-Area as well as in the City). A link exists by Civil Defence Radio with the City Council apart from readily available links by mobile R/T.

At an early stage, therefore, the Intelligence Officer (County Engineer) should be in receipt of reliable information from all parts of the area, which will be recorded on maps and boards. The Control Centre's staff, including Local Heads of Departments and Services or their Liaison Officers, will be arriving and establishing communications with their own forces.

The declaration will be promulgated and advice of this sent to Regional H.Q. and to the Sub-Regional Communications Centre at Rotorua. Concurrently the Control Centre and each Sub-Area will be gathering its information, the Wardens will be on the job and reporting. Within the City area, we expect much early information to come from the City Engineer's departments and from Police Patrols. The Ministry of Works plans to inspect highways and buildings, the Railways Department to inspect the track. Other services, also, will begin to supply information.

At Mount Maunganui there is a smaller scale Operations Room, with maps and boards, staffed mainly by Councillors and Council staff. Katikati and Te Puke have only a small staff, each has maps of the Sub-Area but other information is mainly for record purposes and will be recorded on logs - there are no boards provided.

By the time the Group Control Centre is fully operative, with most of the staff present, it is expected that each Sub-Area Control Centre not only will have gathered much initial information but will have instituted its own domestic actions using the resources within that Sub-Area. If the Sub-Area itself is comparatively lightly affected it should at least be making arrangements to assemble some help should the Area Organisation require it - perhaps it may begin arrangements for reception of evacuees from other parts of the territory. If, on the other hand, any Sub-Area is most severely smitten it will be assessing its needs and making these known to the Group Controller.

The Specialist Advisers alongside the Controller will be fully in the picture and making their own assessments and plans; some of them may need the assistance of the Group Controller in deciding priorities, e.g., it would be most unsound for the Power Board to expend efforts to restore power to the Otumoetai Peninsula if that area were to be evacuated because it was not possible to restore water supply or if sanitation presented as insuperable problem. For this and other reasons the Group Controller will hold periodic conferences with all of the Headquarters Group - Specialists and Heads of Sections, while the Press and Radio representatives should be observers at these conferences.

It will be seen that Control is built up from the humble but important Patrol, Post and Sector Warden to the Sub-Area level and is established for the Controller in this way. While control of the masses is built up in this manner, Civil Defence Forces and supporting forces are assembling and, whilst some are committed to urgent tasks in the Sub-Areas by the respective Departments or Services, their own heads are establishing contact with the Forces and are in a position to alter the initial deployment as may be necessary. Reserves may become available. Normal back-up procedures by Fire and Ambulance are expected to operate.

Situation reports are passed to Region and it is envisaged that the Regional Commissioner will convene the Regional Civil Defence Committee from where it will be possible to arrange Specialist or Civil Defence Aid Forces if these are needed.

13. Conclusions

Civil Defence preparations must involve the public at large; the slogan of the Ministry that

"Civil Defence is Commonsense
It is Everybody's Business
Not Everybody Else's Business"

is as true and succinct as anything ever published. Civil Defence cannot be effective under any other philosophy. This is a difficult message to communicate in our age where everyone expects somebody else to do things for him and he even asks "What are 'THEY' doing about Civil Defence?".

The 'They' above usually refers to Councils because it is known that the Act places responsibility for Civil Defence upon each Local Body. This attitude must be broken down by education of the public which is no easy task. However, after constant work we have found a number of organisations now prepared to take a Civil Defence role as a body or at least to make available some of their members to Civil Defence as their own representatives.

Local Bodies generally, under the watchful eyes of vigilant rate-payers, are staffed only to a scale commensurate with their normal requirements and, unless those staff members are willing and prepared to give up their own time to Civil Defence, there are no spare men or women on Council staffs to be used as a Civil Defence Corps. The question can then fairly be asked "Why should Council staff give their leisure time any more readily than other members of the community to an organisation which is truly a responsibility of "everybody" in that community?".

Of course some key persons in the staff must be Council Officers but these too should have deputies provided by the community. We are fortunate in this organisation in that a group of enthusiasts who formed a Numismatic Society decided that they wanted a community project and they offered their services to the Organisation: they now form the basis of the H.Q. Section including deputies for the key persons.

In operations, Control must build up from the discipline and knowledge of the individual or the Householder. Civil Defence prepares him by information and instruction and assists him with a Control Structure from the ground level of Patrol Wardens right through Posts, Sectors, Sub-Areas to the Group Controller.

Every cog in the machine must be working and it can only do this if the Civil Defence Organisation provides the education and instruction and establishes, and is prepared to enforce, discipline at every level.

We can only find how efficient our organisation is by trial in a real emergency. Every Civil Defence Organisation in New Zealand is like our own in one respect - we all hope that we will never be called upon in the "real thing". Unfortunately some will be called upon in disaster! The rest of us will heave a sigh of relief that it was not ourselves, but I venture that none of us can afford to assume that it will not come our way. We are constantly working towards preparing our own communities and increasing the efficiency of our own organisation and can do no better than commend this procedure to every other Local Authority because somebody is going to need Civil Defence some day and, no matter what preparations have been made, no community can ever expect to be totally prepared when disaster arrives. Any preparations, however, should achieve something towards the fundamental aims of Civil Defence - to save lives and alleviate distress.

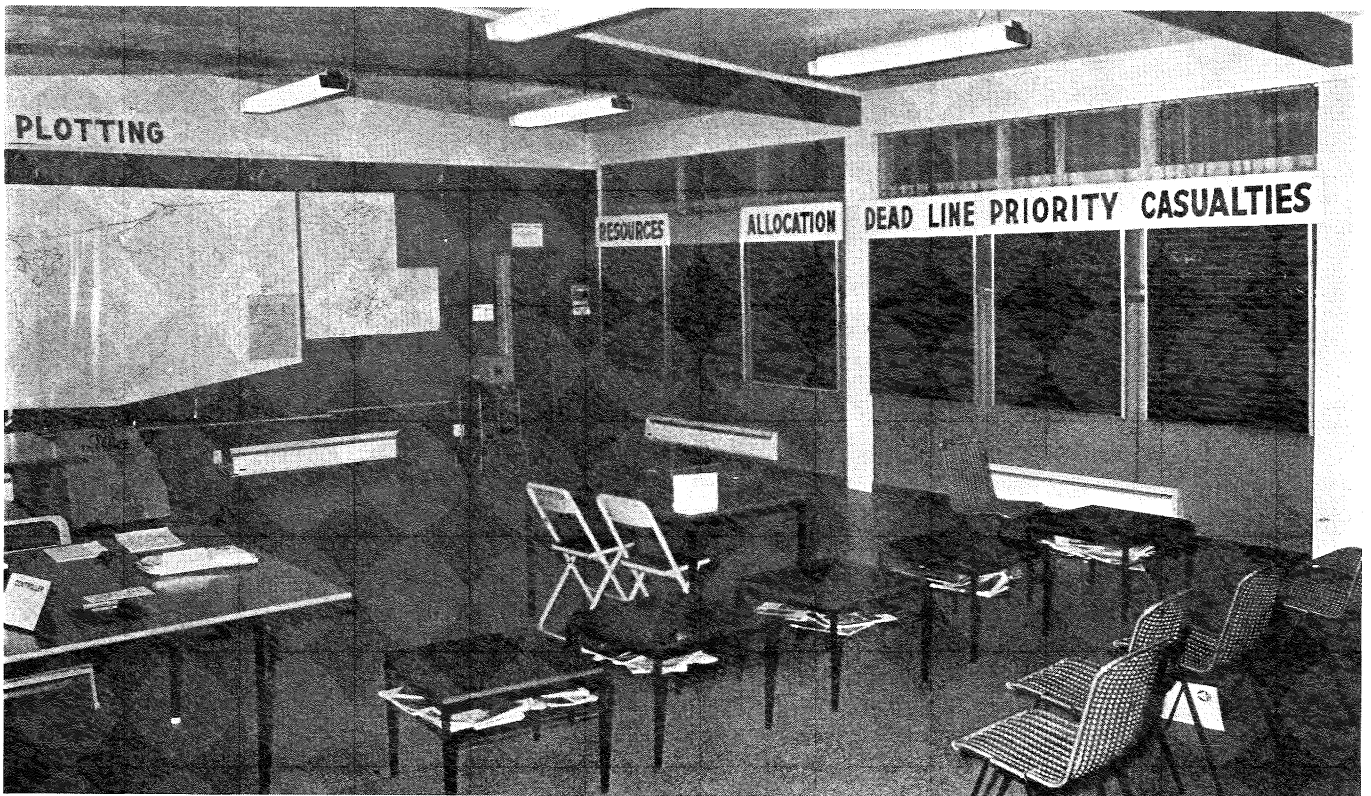


Fig. 1. Operations Room of the Tauranga Joint Civil Defence Organisation. Maps at left, some Operations Boards at right.
photo Peter Hoggard

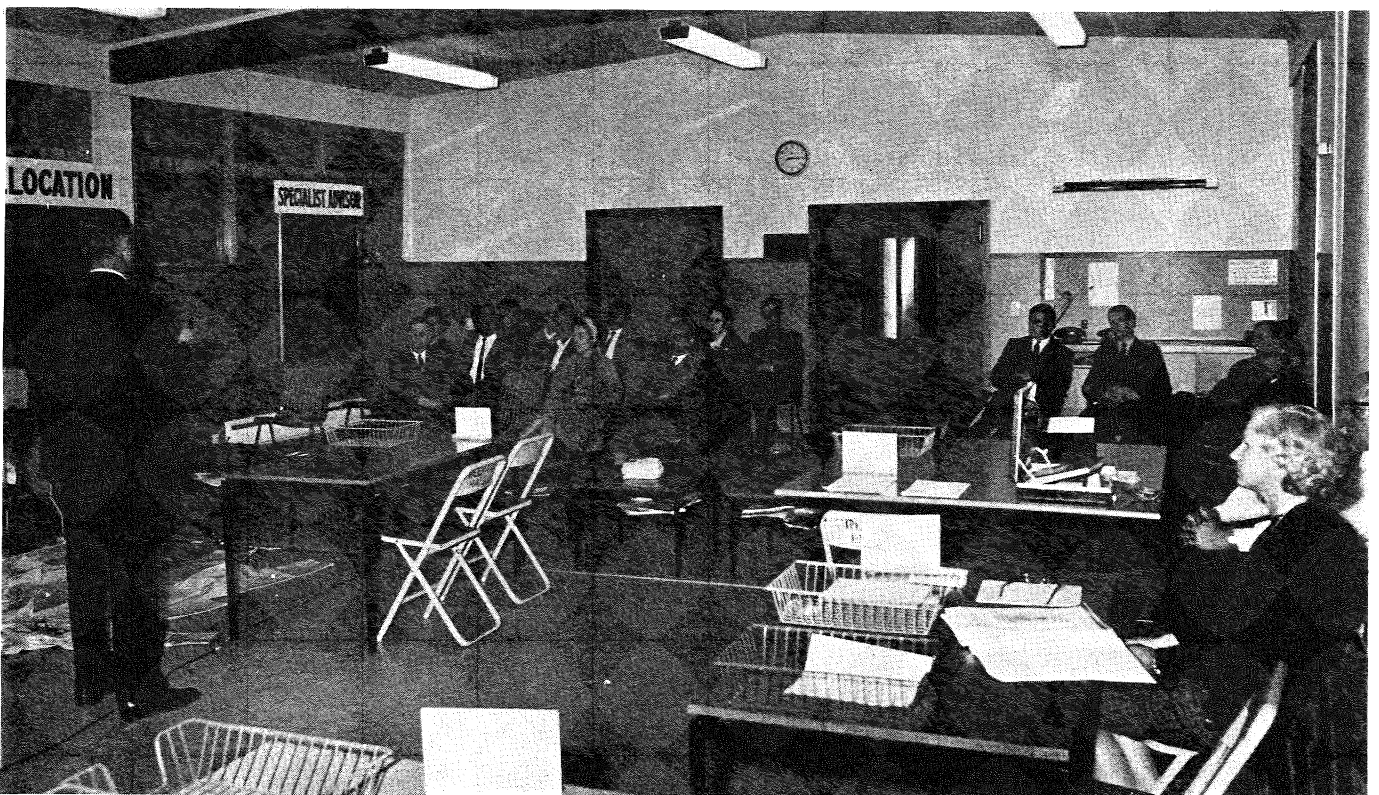


Fig. 2. Rear of the Operations Room. Chief Staff Officer addressing some members of H.Q. Section and some advisers.
photo Peter Hoggard.



Fig. 3. Control Centre (County Office Building) at right. Rescue Section H.Q. (and Vehicle Park) at rear. photo Peter Hoggard

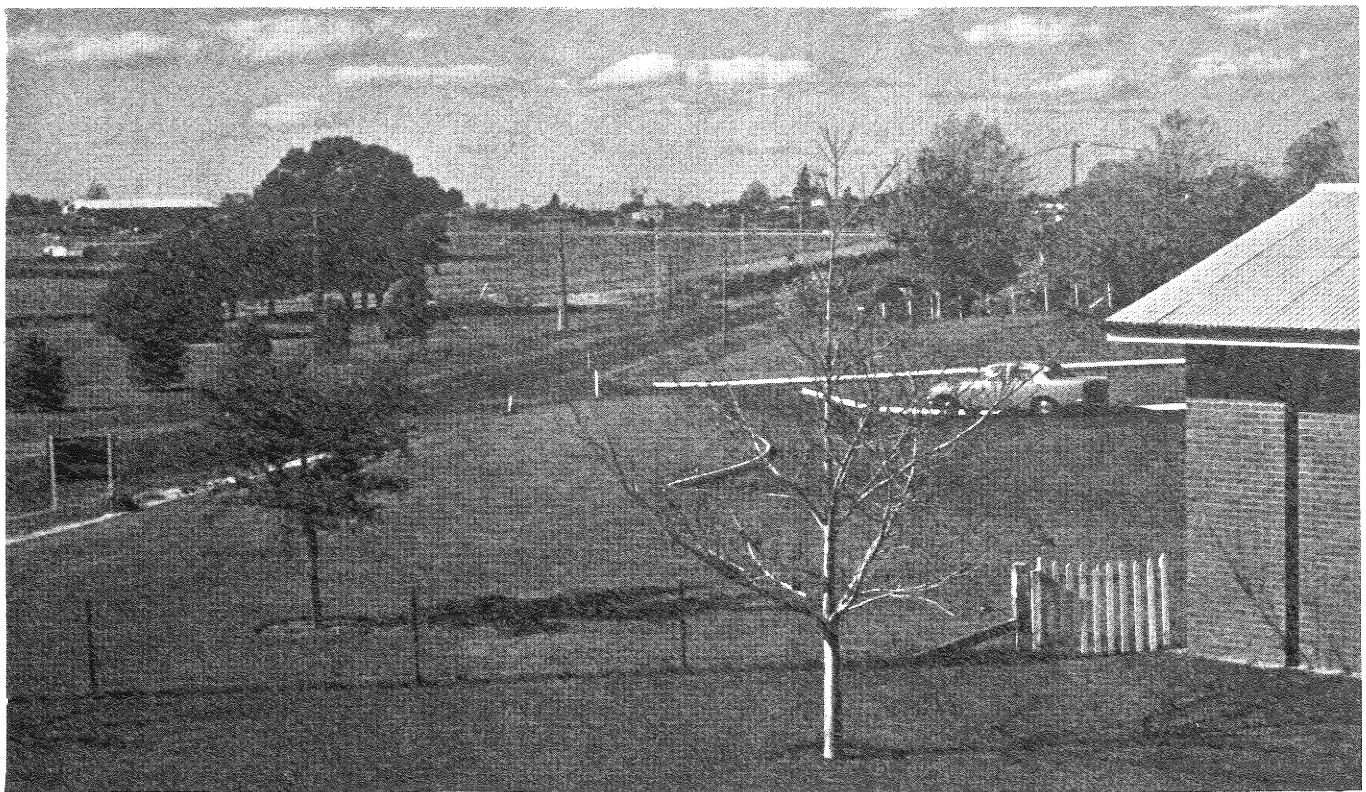


Fig. 4. Welfare Section Headquarters (Racecourse) from Control Centre. State Highway 29 crosses the view. photo Peter Hoggard

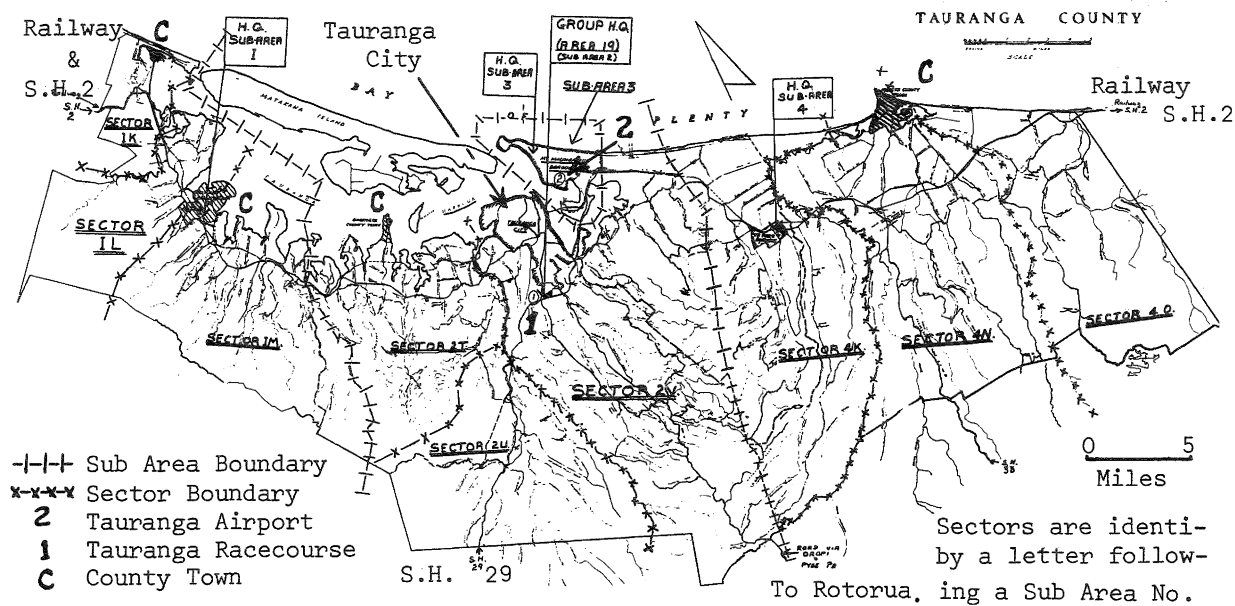
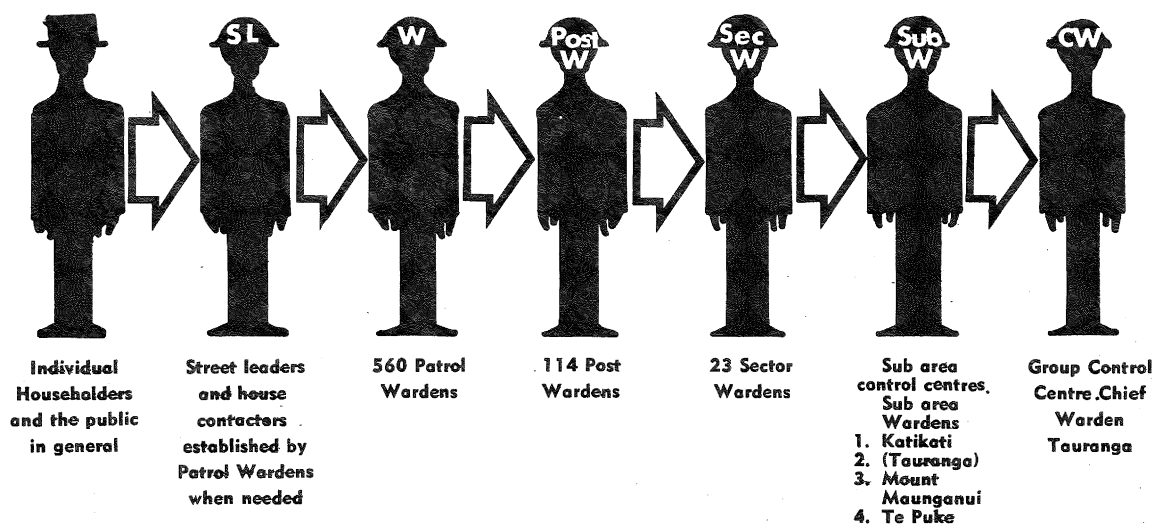


Fig. 5. Photograph of the Map of Tauranga County showing the sub-divisions of the Area of the Tauranga Joint Civil Defence Organisation.

Established links between the public and the Civil Defence Controller



Arrows indicate the channel for communication — reporting and requesting aid and for offering services. Instructions and Information from the Group Controller are passed along this channel in the reverse direction. These links are available to other Sections of Civil Defence and to other Services. Sub Area Wardens at Katikati, Mount Maunganui and Te Puke and the Chief Warden at Tauranga are each alongside their respective Controller.

Fig. 6. Warden Section Diagram.

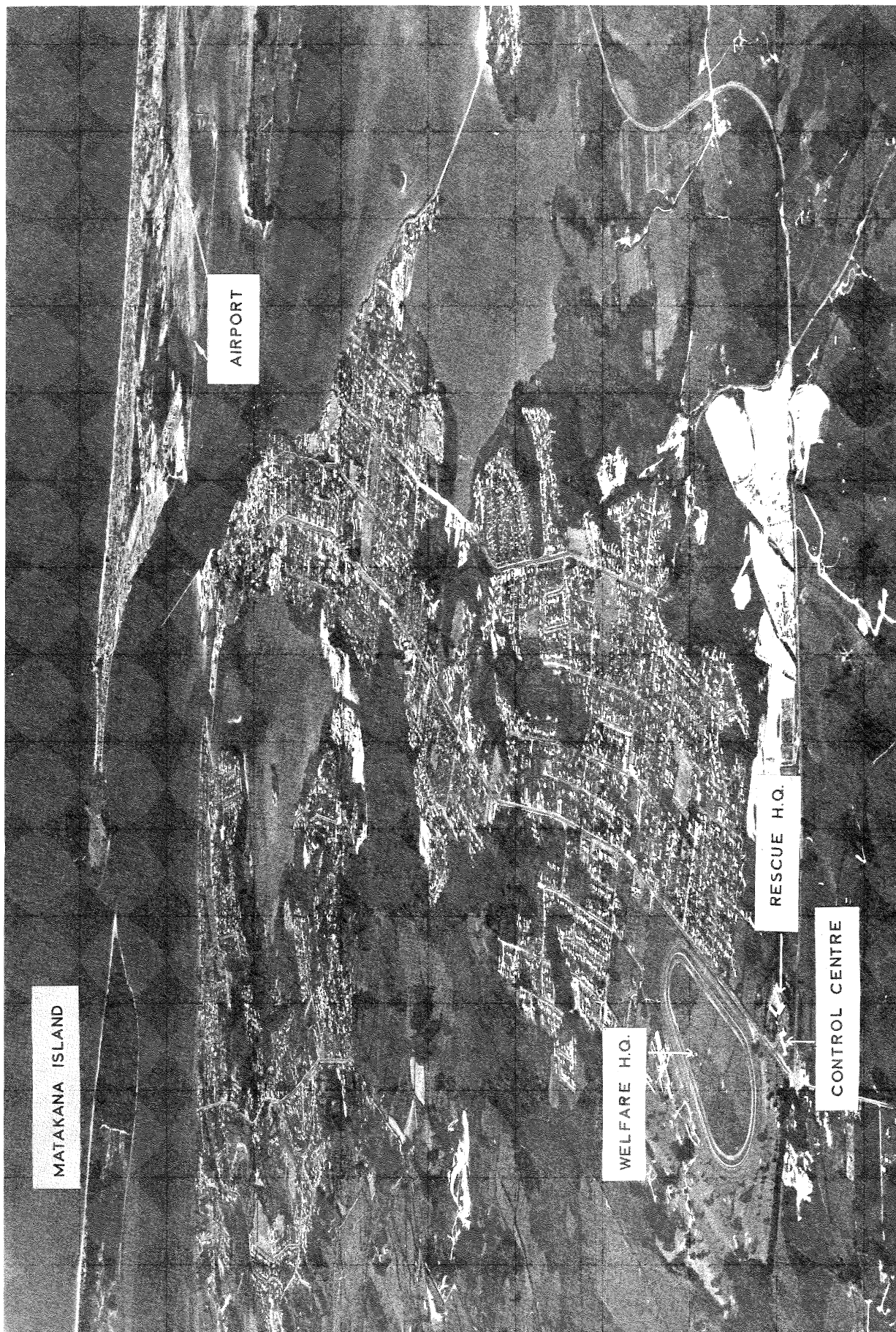


Fig. 7. View of Tauranga. Ocean at top of view. Matakana Island at upper left. Mt. Maunganui and Mt. Maunganui Borough at top centre. City of Tauranga at centre. Harbour. photo Aero Surveys (N.Z.) Ltd.