



## Notes on Recommended Archaeological Management Zones in the Kākātangiata Master Plan Area



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Cover image: People beside stand of native bush at Kairanga, 1883 (Palmerston North City Library).

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## INTRODUCTION

As per the recently received response to the draft plan of recommendations for the management of archaeology/archaeological potential within the Kāhātangiata Master Plan area, the following are my final notes and comments to assist the Palmerston North City Council (“**PNCC**”) in their interpretation of the supplied data and the management of the adverse effects that future development may have on archaeological sites. The information herein is suitable as general guidance to support council planning only, it is not suitable for determining the archaeological management strategies that are appropriate to the needs of specific development projects.

## STATUTORY AND PLANNING REQUIREMENTS

There are primarily two legislative acts - the Resource Management Act 1991 (“**RMA**”) and the Heritage New Zealand Pouhere Taonga Act 2014 (“**HNZPTA**”) - concerned with the management of effects on historic heritage, of which archaeological sites are a subset. The RMA identifies “the protection of historic heritage from inappropriate subdivision, use and development” as a matter of national importance and the HNZPTA aims “to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand.” The HNZPTA also establishes a consent (archaeological authority) process, administered by Heritage New Zealand Pouhere Taonga (“**HNZPT**”), to control all works that affect archaeological sites, where section 6 of the HNZPTA defines an archaeological site as being:

- a. Any place in New Zealand, including any building or structure (or part of a building or structure), that -
  - i. Was associated with human activity that occurred before 1900 or is the site of the wreck of any vessel where the wreck occurred before 1900; and
  - ii. Provides or may provide, through investigation by archaeological methods, evidence relating to the history of New Zealand; and
- b. Includes a site for which a declaration is made under section 43(1).

Any person intending to carry out work that may modify or destroy an archaeological site must first obtain an authority from HNZPT. The process applies to sites on land of all tenure including public, private, Māori title, and designated land. The HNZPTA contains penalties for unauthorised site damage or destruction and the authority process applies to all archaeological sites, regardless of whether:

- i. The site is recorded in the NZ Archaeological Association (“**NZAA**”) Site Recording Scheme or included in the New Zealand Heritage List/Rarangi Korero;
- ii. The site only becomes known about as a result of ground disturbance; and/ or
- iii. The activity is permitted under a district or regional plan, or a

resource or building consent has been granted.

In circumstances where development is not expected to affect archaeological sites, archaeological discovery procedures (“ADP”)<sup>1</sup> may be implemented to control any response should an archaeological site or potential archaeological site be discovered. If the discovery is confirmed to be an archaeological site, then an archaeological authority from HNZPT will be necessary for construction work to continue at the site of the discovery: *an ADP does not authorise any party (including archaeologists or iwi) to undertake archaeological investigations or to remove archaeological material*. Specific ADP instructions will vary according to the location and nature of the works involved, but the core instructions are:

- Stop works procedures and the creation of exclusion zones at the site of discovery;
- Notification of affected/interested parties;
- Evaluation and protection from further damage (if an archaeological site);
- Procedures for the handling/protection of taonga and kōiwi/human remains;
- Custody of taonga or archaeological material;
- Resumption of works.

## RECOMMENDED KĀKĀTANGIATA MASTER PLAN ARCHAEOLOGICAL MANAGEMENT ZONES

With the above in mind, the archaeological management scheme that I have recommended is shown in Figure 1 and divides the Kākātangiata Master Plan area into one of the following four management classes:

1. Archaeological Discovery Procedures (appropriate);
2. Archaeological Discovery Procedures (potentially appropriate);
3. Archaeological Authority (recommended); and,
4. Archaeological Authority (required).

The general facts and principles underlying each management class are as follows:

- **Archaeological Discovery Protocol (appropriate)** areas are assessed to have a low probability of containing archaeological sites. During the period of exclusive Māori occupation these areas were heavily forested and subject to mostly low intensity seasonal or transitory occupation. Early survey plans and historic aerial photographs indicate that nineteenth-century Pākehā settlers generally tended not to build houses or other structures in these areas. A low probability of discovering

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<sup>1</sup> Formerly known as ‘accidental discovery protocols’, HNZPT now advises the use of term ‘archaeological discovery protocol’ as the circumstances under which discoveries occur are seldom ‘accidental.’



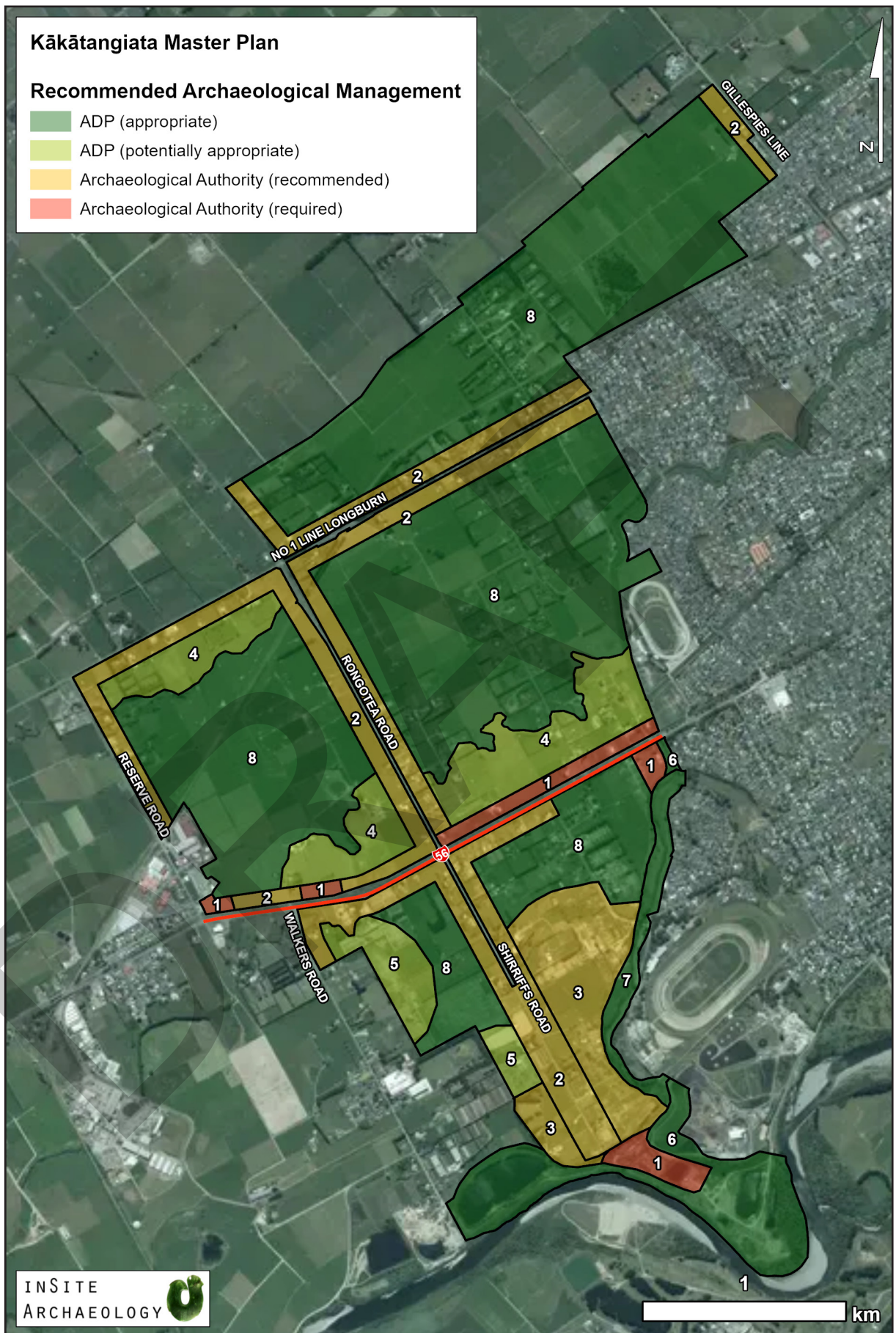


Figure 1: Recommended archaeological management zones for the Kākātangiata Master Plan area.

archaeological sites must not be mistaken for zero probability as there is potential for archaeological sites to be found in some of these areas, but they are expected to be few in number and unpredictable with regards to location. Development in these areas likely can be appropriately managed under an ADP.

- **Archaeological Discovery Protocol (potentially appropriate)** areas are expected to have a low probability of containing archaeological sites for the same reasons as above, but further research to confirm this is recommended. Existing or former waterbodies (streams, river channels and/or oxbow lakes) are potential hotspots for archaeological sites of either Māori or Pākehā origin, but there is insufficient evidence to evaluate this potential to a higher level of confidence. Buildings recorded in historic aerial photographs (1940s) of these areas appear to be of early to mid-twentieth-century origin - therefore being beyond the pre-1900 legislative cut-off to be considered an archaeological site - but some could be of late nineteenth-century origin. ADPs are expected to be suitable for future development in these areas, but further investigations in the form of field survey, remote-sensing and archival research early in planning process for the development(s) would help to ensure that the management strategy is appropriate for the level of risk.
- **Archaeological Authority (recommended)** areas are assessed as having an at least moderate probability of containing archaeological sites somewhere within their extent. Historic sources indicate an elevated likelihood of encountering archaeological sites, primarily in the form of activity areas of Māori origin in proximity to former forest clearings and waterbodies, and houses or farming structures of Pākehā origin in proximity to the historic road network. The cumulative extent of any archaeological sites that are present is expected to be only a fraction of the total area indicated and with further investigation some parts may be downgraded to an ADP management strategy. However, unless further investigation demonstrates otherwise, planning for the development of these areas should proceed on the assumption that an archaeological authority from HNZPT will be required. The recommended research should be undertaken at an early stage in the planning process with sufficient time to allow for further investigation to determine
- **Archaeological Authority (required)** areas are assessed to have a high probability of containing archaeological sites somewhere within their extent. Historic sources - primarily survey plans, newspapers, books and pamphlets - record a number of late nineteenth-century buildings, structures and other activity in these areas. There is a reasonable expectation that physical remains of past structures/activity have survived as archaeological sites and in rare cases standing buildings or structures may be of nineteenth-century origin. The development of these areas should include consultation with an archaeologist at an early

stage in the planning process with sufficient time to allow for further investigation to determine the location, extent and archaeological value of any remains that are present before works are scheduled to begin. Where archaeological sites are at risk of being adversely affected by development, HNZPT prefers management strategies that avoid adverse effects, either through the removal of the site(s) from the development area or their protection and enhancement within a reserve area. If archaeological remains in these areas can be protected from adverse effects, then an archaeological authority may not be necessary. If adverse effects cannot be avoided, an archaeological authority will be required and HNZPT expects that the developer will resolve all known and potential archaeological matters within any given development: i.e., the risk and responsibility of applying for an archaeological authority and undertaking archaeological excavations will not be left to future lot owners.

For areas where further research and investigation is suggested, as above, it would be helpful for the PNCC to advise developers of appropriate (minimum) timeframes for engaging the services of an archaeologist. There are relatively few archaeologists available for work in the Manawātū region and those who are will usually be managing multiple jobs that may limit their availability for work. Furthermore, archival research and engagement with iwi and other stakeholders can require extended periods of time and the HNZPT authority application/approval process takes 6 to 7 weeks. Ideally, developers would engage an archaeologist at least 12 months before they wish to be on-site works (enabling works or main construction), though shorter time frames may be appropriate for small developments.

#### SUPPLEMENTAL INFORMATION TO THE RECOMMENDED ARCHAEOLOGICAL MANAGEMENT ZONES

Further to the above, the following table provides additional information that was of relevance to my assessment of what the appropriate archaeological management strategy should be for each sub-area, numbered 1 to 8.

**Table 1: Supplemental information regarding the assignment of the recommended archaeological management zones.**

#	RECOMMENDED ARCHAEOLOGICAL MANAGEMENT	DETAILS
1	Archaeological Authority (required)	Community buildings such as the Karere School and the Kikiwhenua meeting house, part of the Awapuni pā, were situated at the Longburn and Palmerston North extremities, respectively. North of State Highway 56 / Pioneer Highway, a Public Works plan (PWD 1664, dated 1874) shows a small number of houses/buildings and gardens in this area: other houses/buildings may have been constructed in the years after survey. Areas to the east of the Rongotea Road were originally reserved for Scandinavians, an early immigrant



#	RECOMMENDED ARCHAEOLOGICAL MANAGEMENT	DETAILS
1	Archaeological Authority (required)	community that made important contributions to the development of Palmerston North and the Manawatū. Adjacent to the Manawatū River is the site of Maraetarata, a stockaded pā recorded on early survey plans and described by McEwen (1986: 148) as being a settlement of the Ngāti Hineaute hapū of Rangitāne, under Peeti Te Aweawe. The condition of the site is likely poor due to the effects of the Awapuni/Mangone Stream and extensive gravel quarrying in the immediate area. However, subsurface archaeological remains have been identified in this area (Taylor and Sutton, 1999: 26).
2	Archaeological Authority (recommended)	Visual analysis of historic survey plans and early aerial photographs from across the lower Manawatū indicates that most houses, homesteads, and farming structures were located less than 100m from the nineteenth-century road network. This 100m buffer area, set back from road centrelines, indicates the locations where unknown houses, buildings or structures are mostly likely to be found.
3		Historic survey plans show a forest clearing, swamp, and open water adjoining the Awapuni Lagoon: this land may have been used for hunting and cultivation purposes by Māori. Other hunting and fishing camps may have been situated along the margins of the Awapuni Lagoon and archaeological sites associated with the Maraetarata pā may have been situated near the Manawatū River.  Land to the east and west of Schriff's Road adjoining the Manawatū River was at one time owned by George Thomas McEwen, who was one of the 21 Pākehā (male) settlers recorded as living at Manawatū (i.e., Karere) in an 1868 census (Buick, 1903: 289). There is potential for archaeological sites associated with an early and important settler family to be located here.
4	ADP (potentially appropriate)	As previously noted above (2), records indicate that most houses, homesteads, and farming structures were located within 100m of the historic road network. Two general exceptions to this rule are when buildings/structures are situated in close proximity to water bodies or on areas of raised elevation. To date I have not come across any records that would indicate there are historic buildings/structures in these areas, but the Mangone and another (unnamed) stream are environmental features that could have influenced the placement of buildings/structures. There is little variation in elevation across the Kākātangiata Master Plan area and this is unlikely to have been a significant factor.
5		Lidar topography shows a palaeochannel of the Manawatū River in this area. At what point did the river last flow through this channel and after the river channel avulsed, was there an oxbow lagoon/swamp in this area? These are landforms that would have been attractive to Māori for fishing, birding, and other activities, but further research into these questions is required.
6	ADP (appropriate)	These areas consist of accretion lands recently formed by changes to the course of the Manawatū River over the past 150 years and/or areas that have been heavily modified by quarrying or landfill activity. The probability of encountering archaeological sites is expected to be nil or very low.



#	RECOMMENDED ARCHAEOLOGICAL MANAGEMENT	DETAILS
7	ADP (appropriate)	This area represents the former bed of the Awapuni Lagoon, therefore archaeological occupation sites will not be found here. However, there is potential for archaeological materials to be found in this area either as a result of the incidental discard of refuse, or due to deliberate deposition for purposes of preservation, storage or hiding (Phillips, Johns and Allen, 2002). The risk of encountering archaeological materials in this context does not require an archaeological authority, but all council staff/contractors operating in this area should be informed of the archaeological potential and work under an ADP that includes suitable response procedures for the possible event that waterlogged timber/organic material of archaeological significance is discovered.
8		These areas were heavily forested in mixed podocarp and semi-swamp forest until the late nineteenth century. Monitoring of mass works by iwi kaitiaki and occasional spot checks by an archaeologist are likely to be sufficient for identifying archaeological sites if they are encountered. Particular attention should be taken to works in the vicinity of the Mangaone Stream, which is likely to be an area of elevated potential within the former forest. A small area of land between the Awapuni Lagoon and State Highway 56 has already been investigated using geophysical methods and no evidence for archaeological sites was identified there.

## FURTHER RECOMMENDATIONS

While it is the responsibility of developers (and landowners, if different) to ensure that they comply with the applicable heritage/archaeological law(s) of New Zealand, the PNCC could be of general assistance to developers and streamline the management of archaeological matters through one or more the following steps:

- **Preparing a Kākātangiata Master Plan archaeological assessment template for use in archaeological authority applications.** HNZPT provides a template for preparation of archaeological authority assessment reports (<https://www.heritage.org.nz/archaeology/archaeological-authorities#guidelinesandtemplates>) and this could be modified to produce a template that would be suitable for use by archaeologists working in the Kākātangiata Master Plan area. Specifically, standard texts and illustrations for the Physical Environment or Setting, Historical Background, and Previous Archaeological Work sections could be prepared. The preparation of a Kākātangiata specific template could provide developers with a small saving in the expense of preparing an archaeological assessment if it is determined that a formal archaeological assessment is required. Any work that may be undertaken to prepare a Kākātangiata specific archaeological assessment template should first be discussed with the HNZPT Central (West) Regional Archaeologist.

- **Compilation of general historic information.** PNCC could compile a bibliography or database of information related to the Kākātangiata Master Plan area to streamline sourcing of information for developers and archaeologists. This information would cover sources for both Māori and Pākehā historic heritage in published and archival sources. This research would compile information concerning Māori landmarks and the ownership/occupation of historic land parcels (<50). Sources of information to be reviewed would include, but not be limited to:
  - Historic titles;
  - Rates valuation field books (if available);
  - Electoral rolls;
  - Published books and pamphlets;
  - Historic newspapers (<https://paperspast.natlib.govt.nz/newspapers>); and,
  - Unpublished archival material.

Additionally, compilation of this information will assist PNCC with the identification of historic sites and/or personages and with the development of appropriate plans for the protection or authorised destruction (via an archaeological authority) of heritage/archaeological sites of importance in the history of Palmerston North. This research could be appropriately undertaken by a local historian or archivist.
- **Preparing an Archaeological Discovery Protocol template for use by developers.** Although there is no set ADP standard, like an archaeological authority assessment report there are elements that are common across all ADP (as previously listed). Developers may need to adjust the ADP to suit the specific needs of their project, but the preparation of a standard ADP template will simplify this process and assist with the identification of approved and appropriate points of contact for local iwi. The ADP template should be developed with input from an archaeologist and iwi, with periodic (annual?) revision to ensure that details such as stop work procedures and personnel contacts remain appropriate and correct. At present, only Rangitāne o Manawatū - represented by Te Ao Turoa Enviro-Centre for Tanenuiarangi Manawatū Incorporated - have a statutory recognised interest in the Kākātangiata Master Plan area and PNCC engagement with other iwi that have, or may have, interests in this area is led by Rangitāne o Manawatū.

## LIMITATIONS AND ASSUMPTIONS

A wide range of historic sources were reviewed, of which the most important were:

- Historic survey plans;
- Historic Public Works Department plans;

- Surveyor's field books;
- Historic aerial photographic coverages (1942 and 1947);
- NZAA Site records;
- Published histories (Buick, McEwen, Petersen, etc); and,
- Historic newspaper articles.

All historic (pre-1910) survey plans within (either in part or in whole) the Kākātangiata Master Plan area were reviewed, as were selected field books of prominent nineteenth-century Manawātū surveyors. However, an exhaustive review of all historical publications, newspapers and archives was neither required or appropriate for a desktop assessment of this nature. Furthermore, of the selected publications and newspapers that were reviewed, these too were not reviewed exhaustively. Rather, various sections and chapters were reviewed to develop a general understanding of the patterns and trends of historic occupation in the Kākātangiata Master Plan area and wider Manawātū, though some sources did provide detailed information about specific sites. Similarly, historic survey plans and aerial photographs do not show all archaeological sites, but the information they provide is sufficient to identify some sites and to develop an understanding of the general patterns of occupation in the historic landscape.

As a desktop study it is not possible to confirm that archaeological remains have survived at all of the Archaeological Authority (required) areas, but in the absence of major earthworks (i.e., bulk cut and removal of soil) it is reasonable to assume that archaeological remains will have survived below the ground surface: in their inventory of Rangitāne sites, Taylor and Sutton (1999) note the presence of archaeological remains that are probably associated with the Maraetarata pā near the current outlet of the Mangaone Stream. The same assumption applies for the Archaeological Authority (recommended) areas too, with the additional assumption that archaeological sites are likely to be present in at least some of these areas.

## CONCLUDING REMARKS

Overall, based on the above analysis, there are few known archaeological sites that are likely to be affected by the growth of Palmerston North and future urban development in the Kākātangiata Master Plan area and less than 2.5 percent of the total area is identified as requiring an archaeological authority. Approximately 66 percent of the Kākātangiata Master Plan area is identified as being appropriate for use of ADPs, which indicates that the effect of growth and development on the heritage/archaeological landscape is expected to be low or minor. There are unresolved questions regarding the archaeological potential of the remaining areas and further research is recommended, of which the outcome is expected to be that much of the land in question is suitable for management under ADPs.

### **For Developers**

*Limitations in the assessment of the available data do not affect the ability to provide planning advice to PNCC regarding the archaeological management strategies that are likely to be appropriate for the Kākātangiata Master Plan area. However, the same limitations entail that it is inappropriate for developers to rely exclusively on the above information to select an archaeological management strategy: i.e., the recommended archaeological management strategies shown in Figure 1 must not be taken as an a priori endorsement of appropriateness to the needs of any specific development. Developers should exercise their due diligence and seek the input of an appropriately qualified archaeologist early in the development planning process before deciding what archaeological management strategy to employ. This advice particularly applies to areas identified as appropriate or potentially appropriate for ADPs as information contained in historical records of a more specific and localised focus, that were outside the scope and not reviewed for this assessment, may override the general recommendations that have been presented above.*

*ADPs are appropriate where a low level of archaeological risk is confirmed by an archaeologist who has evaluated the specific local historic context in relation to the proposed works. Even so, developers must always be aware that an assessed low level of archaeological risk does not usually imply that there is no risk. If archaeological remains are found while an ADP is in place, works in the vicinity of the discovery will need to be suspended until an archaeological authority is provided by HNZPT; multiple unexpected discoveries may require all site works to be suspended. Therefore, developers should consider the possible impact (time/cost) of unexpected archaeological discoveries when operating under an ADP and may wish to have a precautionary archaeological authority in place to mitigate any undue risk. As already noted, the HNZPT authority application/approval process takes 6 to 7 weeks and additional time would be required to prepare the necessary documentation to prepare an authority application.*

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