

IN THE MATTER OF

Proposed Private Plan Change 105
and Proposed Variation 62 to establish
the Te Arai Special Zone

AND

IN THE MATTER OF

Submissions by the Auckland Regional
Council

**STATEMENT OF EVIDENCE OF VANESSA TANNER
ON BEHALF OF AUCKLAND REGIONAL COUNCIL**

INTRODUCTION

1. My name is Vanessa Anne Tanner. I am currently employed as an Archaeologist at the Auckland Regional Council, a position I have held since the year 2004. I hold a Master of Arts in Anthropology, majoring in archaeology from the University of Otago. I also hold a Bachelor of Arts combined honours degree in Geography and Anthropology from the University of Otago. I am a member of the New Zealand Archaeological Association.
2. I have 11 years experience in the field of archaeology including survey and investigation, analysis and report preparation, and in particular archaeological assessments relating to the Historic Places Act 1993 requirements. My work has covered a variety of time periods and geographic locations in New Zealand. I visited the Mangawhai North Block briefly on the 12th of September 2007 and on the 18th of June 2008. I have not surveyed the Mangawhai North Block in detail. Of relevance to this hearing is the archaeological assessment I undertook at Pakiri Regional Park¹ to the south of the project area.
3. The Mangawhai North Block and surrounding area has a long history of human occupation. In my opinion the proposed development has the potential to have a significant impact on archaeological evidence relating to that occupation. My evidence will provide a brief review of the known history of this area; a review of the archaeological assessments undertaken

¹ Tanner, V. and L. Stevens. 2007. Pakiri Regional Park Archaeological Survey Report. Report prepared for the Auckland Regional Council.

to date and a brief assessment of the potential impacts of the proposed development on the archaeological evidence at Te Ārai.

HUMAN HISTORY

4. The following history is based on extracts taken from a report prepared for the ARC by historic heritage consultant Graeme Murdoch with the purpose of providing summary background and contextual information on the historic heritage values of the northern block of the former Mangawhai Forest².
5. The Te Ārai area to the south of Mangawhai Harbour takes its name from Te Ārai ō Tāhuhu (Te Ārai Point), a landmark of considerable spiritual, cultural and historical significance to tangata whenua. Tradition informs us that the area has been settled for at least six centuries.
6. Tradition and the documentary record also indicate that both Te Uri ō Hau and Ngāti Manuhiri hold enduring ancestral relationships with the Te Ārai – Mangawhai North area. This relationship has been confirmed by the Waitangi Tribunal in its findings relating to the Kaipara Inquiry. These two tribal groupings hold these relationships as expressed by themselves, and in particular through joint descent from the Ngai Tāhuhu ancestor Tahu Karangarua.
7. Although specific documented evidence relating to the occupation of Mangawhai is minimal, it is clear that Mangawhai was of strategic significance as an important route and canoe portage between the eastern coastline and the Kaipara Harbour. The strategic importance of Mangawhai Harbour is reflected by the fact that its entrance was defended by two pā. Te Ārai ō Tāhuhu (Te Ārai Point) was a tribal boundary marker that is clearly of major historical, cultural and strategic significance. The pā (R08/32) located on the point would have defended the important coastal walking route along the beach running south to Pākiri and Ōmaha (Leigh Harbour), and the resources of the nearby freshwater lakes. Evidence was presented to the Waitangi Tribunal Kaipara Inquiry by five claimant groups in relation to the use of Mangawhai as a portage and a source of food. “Prior to the battle of Te Ika ā Ranganui, Te Uri ō Hau gathered kaimoana

² Murdoch, G. 2008. A brief history of the human occupation of the Mangawhai Block and its environs. Report prepared for the Auckland Regional Council.

(seafood) from the harbour (and) also gathered materials for making tools for tattooing and cutting hair, flax fibres for use in certain types of weaving, and coastal grass species for tukutuku panels (woven panels) from the harbour and surrounding area.” (Deed of Settlement to settle Te Uri ō Hau historical claims, 2000, Schedule 5.12, Clause 5.3).

8. The Maori occupation of the district was severely disrupted by the battle of Te Ika ā Ranganui (1825) that resulted in the decimation of the local people. Following the battle, the Ngāpuhi force scoured the district for survivors some of who were killed, and later buried, on the coastline between Mangawhai and Pākiri. Ngāhoroa, which is located at the southern end of the Mangawhai North Block, was one such place (refer to Figure 1) (Graeme Murdoch pers. com. the late Hamuera Te Kiri Paraone). From this time the land between Kaiwaka and Mangawhai became tapu and permanent occupation of the area ceased. It is for this reason that the documentary record relating to the occupation of the area around 1840 is minimal. It was for the same reason that the sale of the large Mangawhai block to the Crown in 1854 involved a number of tribal groups who sought collective security.

9. The Mangawhai North block and the Te Ārai Point area have European historical associations extending back 150 years. European settlement began at Te Ārai on the southern end of the Mangawhai North block in 1859, and the area was farmed until the creation of the Mangawhai State Forest in the 1960s. The Mangawhai North block and its immediate environs were associated with gum digging from the 1870s until the 1920s. A historic shipwreck, the *Rose Blanche*, is located adjacent to the coastline.

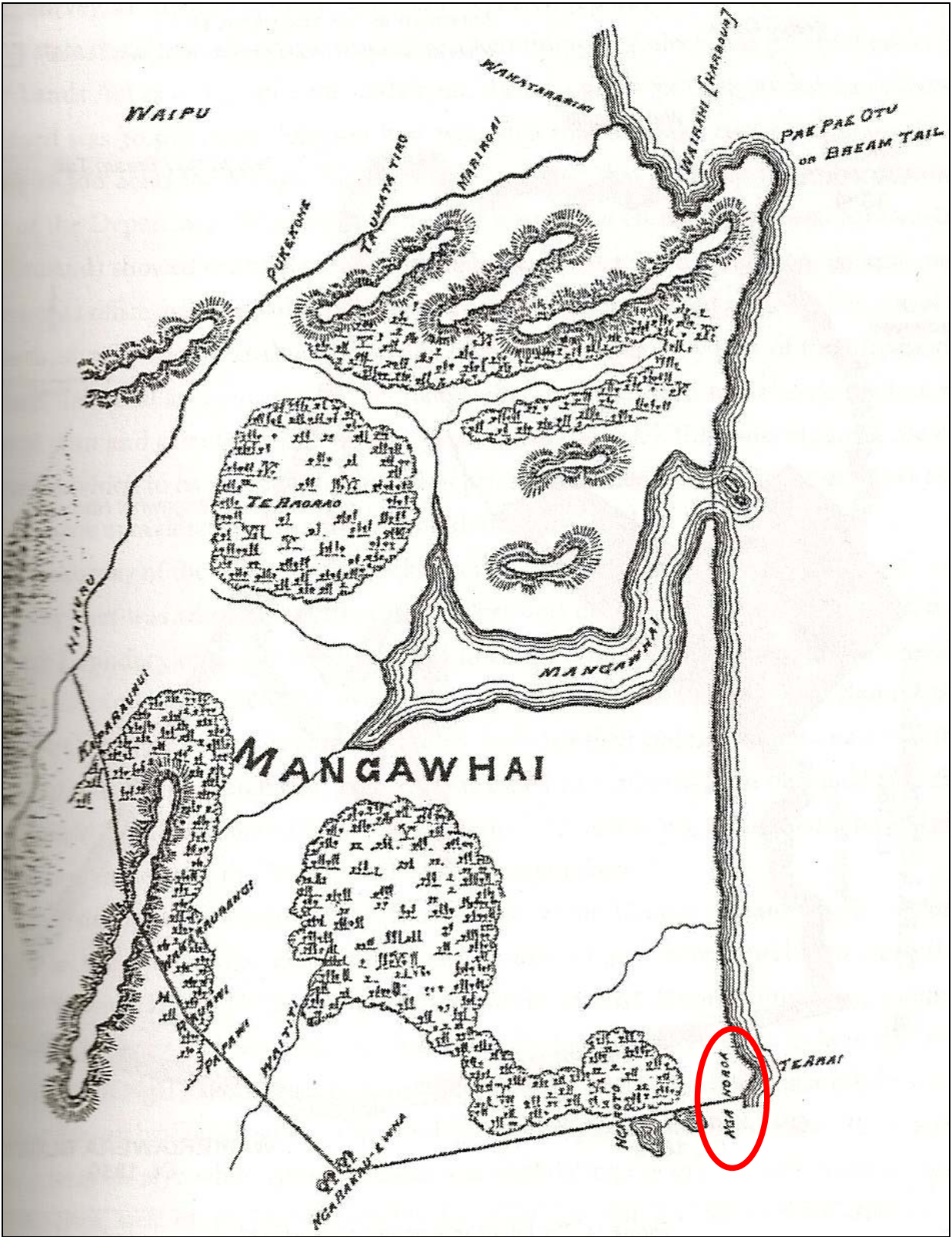


Figure 1: Plan of the Mangawhai purchase illustrating Ngāhoroa, 1854, H.H. Turton, 1877, Vol. 1, Deed 98

ARCHAEOLOGY

10. The Mangawhai North block is located on an area of dune land created from approximately 800 years ago. Paleo-environmental evidence suggests that the dunes formed following a fire through the coastal forest which existed on a low hill within the property before 800 years ago. The fire initiated a period of instability³. The fire and deforestation may be interpreted as an indicator of the presence of people.
11. A number of deflated middens (refuse heaps) are located immediately to the north of the subject property. Radiocarbon dates obtained from these middens date human occupation from circa 400 years ago. The archaeological evidence demonstrates successive occupation of sites over time. Analysis of midden material established that there was change from predominantly estuarine resource exploitation to a greater dependence on ocean beach resources over time; this has been interpreted as evidence that human occupation was occurring during a period of substantial dune field movement⁴. The net east to west movement of sand has buried the former low coastal hill and associated soil. Archaeological evidence has been found on this buried paleosoil and within dune sand above it immediately to the north of the Mangawhai North Block.
12. The Mangawhai Block has not been systematically surveyed for archaeological sites although an archaeological assessment of the block has been undertaken for the Te Ārai joint venture project group⁵. As stated in the introduction to the Clough 2005 report, the nature of the development will be guided by numerous factors including the distribution of archaeological sites; it is also stated that the archaeological assessment was undertaken in order to determine both archaeological constraints (avoidance or mitigation) and opportunities (interpretation, conservation) in the project area.
13. Only three archaeological sites have been recorded in the New Zealand Archaeological Site File as existing within the Mangawhai North forest

³ Enright, N. J and M. J. Anderson. Recent evolution of the Mangawhai Spit dunefield. 1988. *Journal of the Royal Society of New Zealand*. 18(4): 359-367

⁴ Hawkins, S. 2001. A fish bone sample from Mangawhai sandspit and inferred prehistoric fishing practices. *Archaeology in New Zealand*. 44(4):

Pearce, P. Mangawhai sandspit excavation 1978. *Archaeology in New Zealand*. 44(4): 294-303

⁵ Clough, R. 2005. Te Arai Project. Clough and Associates report prepared for Darby and Partners Ltd, Te Uri o Hau and New Zealand Land Trust Holdings Ltd.

block. In addition one site is recorded within the area that will be affected by the proposed upgrade of the Pacific Road entrance to the property. Two of these sites (R09/31- midden/terraces, and R08/108 - midden) were not relocated during the archaeological assessment undertaken by Clough for the joint venture. Two of these sites (R08/186 – midden, and R08/187 - gum digging site) were recorded by myself during a brief visit undertaken on the 18th of June 2008.

14. I concur with Dr Clough that a sand dune pine forest is not conducive to archaeological survey. However, given that the area was occupied for approximately five centuries by Māori, that Te Ārai Point was the location of an important pā, that the south eastern edge of the Mangawhai North block was farmed from 1859, and that there was considerable gum digging activity on adjoining land for decades, it is somewhat surprising that the block contains so few archaeological sites.
15. In this regard it is of relevance that a systematic survey of the southern block of the former Mangawhai State Forest undertaken by Peter Pearce in 1975 found a large number archaeological sites in the dune country, in the main shell middens.
16. Figure 2 illustrates the distribution of recorded archaeological sites in the vicinity of the Mangawhai North Block. It is important to note that it shows an intense distribution of sites on the Mangawhai Spit north of the Block and widespread distribution of sites in the Mangawhai Forest to the south of the Block. It also indicates an almost complete lack of archaeological sites recorded within the 616 hectares of the Mangawhai North Block which has not been the subject of systematic archaeological survey.
17. It is likely that the lack of visible archaeological evidence on the Mangawhai North block may be a result of the mobility of the dune systems prior to the planting of the pine forest, subsequent forestry activity, and the considerable difficulty of undertaking archaeological survey in forestry blocks. The lack of visible archaeological evidence does not mean that subsurface archaeological evidence will not be found if the area is developed on the scale proposed.



Figure 2: Map illustrating the distribution of recorded archaeological sites.

18. Numerous sites representing the full range of pre-European Maori settlement site types have been recorded in dune country on the southern side of Te Arai Point, and to the southern end of Pakiri Beach (see Figure 2) where systematic archaeological survey has been undertaken⁶. I would expect a similar distribution to be present in the Mangawhai North block.
19. Given that the majority of sites recorded to the south of Te Arai point and to the north of the subject property, are middens, recorded because they were visible in deflated sand dunes; this would suggest that where dune ridges exist intact and where the buried paleosoil occurs, there is the potential that *in situ* archaeological evidence will be present. It is likely that the sites will be predominantly middens; and that based on sites recorded immediately north of the property, these midden sites may be quite large representing extensive food processing activities over several hundred years.
20. In large scale subdivision developments in similar sand dune environments, with similar periods of human occupation at Omaha Beach Rodney District and Papamoa Beach Bay of Plenty, the archaeological evidence has been found to be far more extensive than initially predicted⁷. At Omaha Beach for example, prior to systematic archaeological survey the area of extensive duneland was assessed as containing only eight recorded archaeological sites. The number of sites increased to 45 following archaeological survey⁸.

⁶ Pearce, P. 1975. Site recording in the Te Arai Point to Poutawa Stream sand dunes, North Auckland. Report prepared for the New Zealand Historic Places Trust.

Newman, M. 1975. Site recording on the Leigh-Pakiri Coast, North Auckland. Report prepared for the New Zealand Historic Places Trust.

Harlow, D. 1997. Archaeological survey and report for resource consent application for Ian Gillespie, for proposed subdivision at M. Greenwood Road, Pakiri. Unpublished report prepared for Ian Gillespie Property Group Ltd.

Tanner, V. and L. Stevens. 2007. Pakiri Regional Park archaeological survey report. Report prepared for the Auckland Regional Council.

⁷ Campbell, M., Clough, R., Plowman, M., Prince, D., Tatton, K. Turner, M., Mace, T. 2001. Omaha Beach: Archaeological investigations – preliminary report (July – December 2000). Prepared for Omaha Beach Ltd.

Bickler, S., Campbell, M., Clough, R., Prince, D., Plowman, M., Tanner, V., Burgess, S., Tatton, K., Mace, T., Turner, M. 2003. Omaha Beach final archaeological report. Prepared for Omaha Beach Ltd.

Gumbley, W. n.d. Archaeology of pre-European garden soils at Papamoa, Bay of Plenty. Unpublished report project 2156.

⁸ Clough, R. and D. Prince. 1997. Mangatawhiri Farm Development: Archaeological Assessment. Report prepared for Boffa Miskell Ltd.

Over 200 archaeological sites were actually found during earthworks associated with the Omaha South Beach development⁹.

CONCLUSIONS

21. The current state of archaeological information for the Mangawhai North Block does not reflect the long history of human occupation of the area.
22. Given the distribution of sites found as a result of systematic archaeological survey in duneland immediately to the north and south of the Mangawhai North block, it is highly likely that the proposed development area contains significantly more archaeological evidence of occupation than is reflected by the current record which includes only three formally recorded sites within the 616 ha. Block.
23. I do not concur with the recommendation in the Clough report for the joint venture that there “should be no constraints on future development on archaeological grounds as no additional sites were located and the potential for sites to be exposed during development was not considered high.” Where dune country has been archaeologically surveyed to the north and south of the Mangawhai North Block numerous archaeological sites have been found. I would expect that this site distribution to be reflected in the Mangawhai North Block.
24. I concur with the recommendation in the Clough report for the joint venture that a strong set of protocols is developed to ensure that any archaeological remains, koiwi or taonga encountered during the project are dealt with appropriately as it is not unreasonable to assume that the development of the Mangawhai North block as proposed by the joint venture would uncover further archaeological sites. The archaeological report commissioned by the joint venture group contains draft protocols that address this¹⁰.
25. I would recommend the inclusion of protocols, not just to deal with the recording and destruction of archaeological sites, but also to enable the preservation of archaeological sites should they be encountered during the development of the Mangawhai North Block. I do not concur with the statement made by Clough in points 61 and 64 of his evidence presented at this hearing Friday 6th of March 2009, that “any effects on archaeological sites accidentally discovered in the course of future development can be mitigated under the provisions of the HPA”. Mitigation under the provisions

⁹ Bickler, S., Campbell, M., Clough, R., Prince, D., Plowman, M., Tanner, V., Burgess, S., Tatton, K., Mace, T., Turner, M. 2003. Omaha Beach final archaeological report. Prepared for Omaha Beach Ltd.

¹⁰ Clough, R. 2005. Te Arai Project. Clough and Associates report prepared for Darby and Partners Ltd, Te Uri o Hau and New Zealand Land Trust Holdings Ltd.

of the HPA as referred to by Clough will allow for the controlled destruction of the archaeological resource within the project area rather than enable archaeological site preservation.

26. With our current state of knowledge of archaeological sites on the Mangawhai North Block it is in my opinion not possible to give full and informed consideration to the protection of historic heritage (as defined by the Resource Management Act) from inappropriate subdivision, use and development, as is a matter of national importance under the amended RMA (2003).
27. I recommend a review of the current archaeological assessment with a greater emphasis on predicting the potential location and extent of archaeological evidence. The review should be integrated with geotechnical and environmental impact assessments and address matters regarding dune development and deflation, the nature and depth of the subsoil, landuse change and the impact that this has had on the dune environment. In addition the review should provide information on the nature and extent of dune lakes and the movement of water courses.
28. There has also been no analysis of the potential impact greater volumes of visitors to Te Arai Beach would have on recorded archaeological sites on the northern side of the property, or on the ship wreck *Rose Blanche* recorded on the stretch of coast on the eastern side of the proposed development. Such an analysis could be included in the review, and could also include mitigation measures of any adverse effects.
29. I recommend that a Historic Places Act 1993 section 18 archaeological authority from the Historic Places Trust be applied for, in order to undertake archaeological investigation to confirm the findings of any predictive model of archaeological evidence developed as a result of the review of the archaeological assessment. Such an assessment would assist in designing any future development in a manner that would significantly improve the chance of avoiding the unnecessary modification or destruction of archaeological sites within the Mangawhai North block.

Vanessa Tanner

9 March 2009