

State Highway 1 Wellington Improvements Project Archaeological Management Plan

Heritage Solutions

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1. Background

1.1 Archaeological authority

This management plan relates to an archaeological authority (consent) sought by the NZ Transport Agency Waka Kotahi to undertake construction works for the State Highway 1 Wellington Improvements Project (“the Project”).

The legal descriptions and plans showing the subject land parcels are contained in Part C of NZ Transport Agency’s (NZTA) Fast-track Approvals Act application relating to the approvals required under the Heritage New Zealand Pouhere Taonga Act 2014 (Part C application document).

1.2 Status of Archaeological Management Plan

This plan sets out archaeological processes, expectations, roles, and responsibilities for the project. Specifically, it enables the conditions in the archaeological authority – the authority states what the conditions are, this plan sets out how these conditions will be enacted and managed.

This plan is to be kept on site at all times.

The Project Manager is responsible for ensuring all site staff are aware of this management plan and have read it.

The archaeological authority is a legally binding document. There are statutory consequences for breaching the conditions of the authority. This management plan is conditioned by the authority, and thus there are consequences for breaching the requirements of this plan.

Neither Heritage New Zealand Pouhere Taonga (HNZPT) nor the section 45 archaeologist are party to agreements on cultural protocols, in particular monitoring requirements, agreed between the authority holder and iwi groups. Under the Heritage New Zealand Pouhere Taonga Act 2014, HNZPT cannot enforce tikanga protocols (if outside the archaeological conditions) and/or cultural monitoring.

The approved AMP shall be implemented and complied with for the duration of the archaeological authority.

The Authority Holder may update the AMP by submitting the amended AMP in writing to HNZPT for written approval.

This Archaeological Management Plan (AMP) is a living document, it will be adapted as needed due to changing circumstances, with all parties’ knowledge and agreement.

1.3 *Proposed development*

The proposal includes the construction, operation and maintenance of improvements to SH1, extending approximately 5 km through the city from north of the Terrace Tunnel to the intersection of Cobham Drive and Evans Bay Parade. The Project will improve efficiency and reliability on SH1 by providing duplicate tunnels at The Terrace and Mount Victoria, a new layout at the Basin Reserve and widening, intersection, and layout improvements along the remainder of the SH1 corridor.

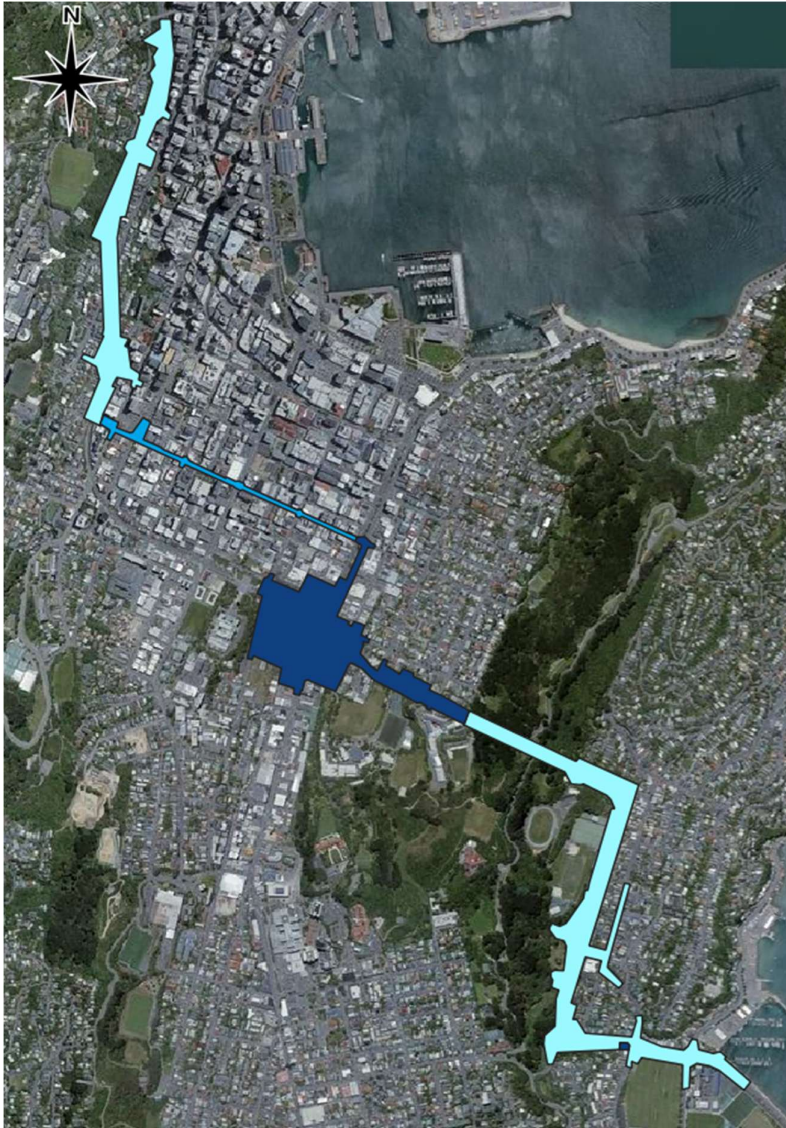
Whereas much work is within existing roadways, some new roads and structures are also to be built. Work includes:

- Widening of some existing streets
- Construction of two new tunnels
- Construction of new streets
- Demolition of buildings
- Removal of buildings offsite, and reinstatement post construction

2. *Archaeological procedures*

2.1 *Scope of archaeological work*

The areas of archaeological potential are shown below



Archaeological potential in Project areas

Pale blue: low

Medium blue: moderate

Dark blue: high

2.2 Archaeologist's responsibilities

The Project Archaeologist for this project under section 45 of the Heritage New Zealand Pouhere Taonga Act 2014 will be supplied to HNZPT for approval prior to works commencing, as per the conditions of the Part C application document.

The Project Archaeologist will undertake the following works:

- Undertake briefing of all site crew prior to commencement of earthworks, to advise of:
 - The archaeological authority, its implications and penalties for breaching it

- Required archaeological responsibilities
- Process of undertaking archaeological work
- Nature of archaeological sites and features likely to be encountered
- Monitoring of earthworks, especially to identify and record unknown and unrecorded archaeological sites and features
- Mapping of subsurface archaeological/architectural features found during site works
- Recording and sampling (where appropriate) of archaeological material revealed
- Investigate revealed archaeological deposits by hand, to determine, extent, depth, and constituent elements. The deposits will be sampled and analysed in accordance with current archaeological practice

2.3 *Specific archaeological procedures*

Monitoring requirements:

- Areas of high potential will have an archaeologist onsite during all in-ground excavation or clearing work
- Areas of medium potential will have an archaeologist onsite during initial in-ground excavation or clearing work, to examine the likelihood of in-ground archaeological material
- Areas of low potential will have an archaeologist on call during initial in-ground excavation or clearing work, in the case of in-ground archaeological material being revealed

The archaeological assessment for this Project identified known and potential archaeological sites and features that are likely to be adversely affected.

Specific archaeological procedures for these sites are set out:

<i>Site or feature</i>	<i>Procedure</i>
1. Brick barrel drains	● Photograph revealed section ● Identify makers' marks, characteristics of bricks ● If structure needs to be modified retain one brick as sample ● Place protective/identifying material (sand or pea metal) over structure prior to being reburied
2. In-ground rubbish deposits	● Record location ● Photograph location prior to investigation ● Excavate by hand, using mechanical excavator to assist

	• Take complete sample of contents • Analysis: • catalogue all contents • identify diagnostic, unusual elements to photograph • photograph and research diagnostic, unusual elements
3. In-ground building elements (piles, pipes, garden elements)	• Record location • Photograph in situ • Describe element – material, location in relation to house, probable function • Record identifying marks where present (e.g. makers' mark on ceramic pipes) • Retain diagnostic, unusual elements for further research
4. Buildings on Adelaide Rd (no 2), Sussex St (nos 30, 46, 48) to be demolished	• Buildings to be recorded to standard of Level 2 in Heritage New Zealand's Archaeological Guideline 1: Investigation and recording of buildings and standing structures, including: • Measured drawings of all principal interior and exterior elevations. • Recording of the principal parts of the internal timber frame of the building or structure (as necessary). • Measured drawings of overall building/structure, including where relevant, all floor plans, ceiling plans and roof plans • Subfloor plans, including floor joists, bearers, wall footings or piles. • Plans and sections (as necessary) to record ceiling joists and roof structures. • Cross sections to show interaction of building elements and spaces (as necessary). • Detailed written description of the structural elements. • Detailed written description of the exterior. • Detailed written description of each room.

	• Detailed written description of the building's/structure's development over time (potentially including a stratigraphic matrix or matrices). • Extensive photography. • Selective sampling of historic fabric. • Housefoot and curtilage to be investigated using mechanical excavator and hand excavation after building demolition using mechanical and hand excavation. ○ For excavation methodology see items 2 and 3 above.
5. Houses at 145 and 147 Brougham Street	• Buildings to be recorded to standard of Level 2 in Heritage New Zealand's Archaeological Guideline 1: Investigation and recording of buildings and standing structures, including: • Measured drawings of all principal interior and exterior elevations. • Recording of the principal parts of the internal timber frame of the building or structure (as necessary). • Measured drawings of overall building/structure, including where relevant, all floor plans, ceiling plans and roof plans • Subfloor plans, including floor joists, bearers, wall footings or piles. • Plans and sections (as necessary) to record ceiling joists and roof structures. • Cross sections to show interaction of building elements and spaces (as necessary). • Detailed written description of the structural elements. • Detailed written description of the exterior. • Detailed written description of each room. • Detailed written description of the building's/structure's development over time (potentially including a stratigraphic matrix or matrices). • Extensive photography.

	• Selective sampling of historic fabric. • Housefoot and curtilage to be investigated using mechanical excavator and hand excavation after building demolition using mechanical and hand excavation. • For excavation methodology see items 2 and 3 above.
6. Houses at 7 & 19 Paterson St to be moved off site and reinstated/relocated post-Project	• Investigation of house footprint and curtilage after buildings moved, using mechanical excavator and hand excavation ○ For excavation methodology see items 2 and 3 above.
7. Wooden cobbles	• Record location and revealed extent • Photograph • Retain one cobble as sample
8. Kilbirnie hotel site	• Monitor for presence of cellar • If cellar is present record cellar extent, material, construction method • Retain any artefacts (e.g. bottles) that may be present ○ For excavation methodology see items 2 and 3 above.

2.4 Site protection methods

Sites will be avoided in the first instance. If it is possible for work to avoid the site this will be undertaken. However, it is acknowledged that several pre-1900 buildings within the Project area cannot be avoided because of the Project alignment and will be demolished.

If appropriate, sites will be covered in geotech cloth to protect them and fill or construction material placed on top. The aerial extent of the sites left in-situ will be mapped geospatially and GIS geospatial data supplied to NZTA to facilitate HSIM asset management and NZTA Heritage Inventory requirements.

This will be noted in the heritage close-out report written at the end of construction, as an NZTA requirement.

3. Stand down periods

Depending on what is revealed during the archaeological monitoring, stand down periods may be required at various stages during construction to allow the archaeological work to be carried out, or for consultation to be undertaken with appropriate parties.

The stand down area shall be within an area of a 10m radius around the potential archaeological site or feature. No site work shall take place within this area without the approval of the Project Archaeologist.

Stand down entails the cessation of construction work in the immediate vicinity of the feature or find, and may not affect work in other areas of the development site.

Stand down periods will not take place without the approval of the Site Manager and will occur under their direction.

4. Kōiwi protocols

There is an extremely low probability of kōiwi tangata (human remains) being present in the Project area, however, this possibility must be prepared for. If kōiwi tangata are discovered the following procedures will be followed, in accordance with HNZPT (2014) guidelines for *Kōiwi Tangata Human Remains* (AGS 8).

The handling of kōiwi tangata / human remains following discovery needs to be carried out in a sensitive manner and to respect the wishes of any descendants of the deceased individual(s), or those who now hold manawhenua or kaitiaki ahi ka roa. (HNZPT AGS 8, p. 10).

- The discovery of kōiwi/human remains, whether of Māori or non-Māori origin, needs to be handled with respect and sensitivity. Tikanga processes to be followed from the outset and for all kōiwi (human remains). Decisions on procedures should not be unduly rushed.
- The find will be cordoned off and well-marked to prevent accidental damage.
- The Project Archaeologist, with iwi cultural monitors present, will attempt to determine if the find is human or animal remains, by non-invasive visual assessment, or minimal invasive observation of diagnostic elements.

Following confirmation that the remains are human:

- Iwi cultural monitors will contact iwi representatives
- The Project Archaeologist will inform Project Manager and Site Manager.
- The Project Archaeologist will also contact HNZPT and the NZ Police.

Police are involved in all cases of kōiwi (human remains) discovery. Their primary role is to undertake a formal identification of the remains and to determine if they relate to a missing person or if a crime has been committed. This is also a requirement of the Coroners Act 1988. Once human bones have been determined to be kōiwi tangata of archaeological context the NZ Police are no longer involved.

- Iwi cultural monitors will arrange a visit to the burial site with iwi representatives, Project Archaeologist, HNZPT, Police and the Site Manager. The Site Manager is to assist with any reasonable requests made.
- Any staff, contractors, kaitiaki or other individual(s) responsible for the discovery are to be acknowledged and invited to participate in the recovery process.

HNZPT staff can assist in formal identification of the remains as human if required. They will also work with the Site Manager, iwi representatives, and Police to develop appropriate processes.

Processes for the management of kōiwi are situational and are determined on a case-by-case basis in response to the following:

- Can kōiwi be kept in situ, or is excavation followed by relocation / temporary storage necessary?
- Can the personal identity, or ethnicity and ancestry, of the kōiwi be determined by traditional knowledge, documentary evidence, archaeological context and / or osteological analysis?
- Following confirmation that the remains are human, the Site Manager, iwi representatives, and the Project Archaeologist will meet to determine if the kōiwi can be left in situ or if removal and relocation is required and/or the desired option.
 - If it is agreed that the kōiwi can be left *in situ*, ground cover will be reinstated with appropriate tikanga and kawa decided by iwi representatives;
 - No further disturbance or investigation will be undertaken.

Preservation in situ of the remains should always be the preferred outcome when previously unknown human remains are encountered. (HNZPT AGS 8, p. 12).

- If it is agreed that preservation in situ is not possible and/or the desired option, iwi representatives will discuss how investigation and removal will be undertaken.
- If a mutually satisfactory agreement cannot be reached, an archaeological investigation to determine identity/age/ancestry will be undertaken, so the Project Archaeologist has high confidence in the assessment of identity/age/ancestry. The order in which archaeological investigations will proceed is as follows:
 1. Archaeological context (on-site, as assessed by the Project Archaeologist with the support of a specialised Osteo-Archaeologist if deemed necessary)
 2. Radiometric, isotope and / or DNA testing (off-site).

All work involving kōiwi tangata / human remains must be undertaken mindful of the New Zealand Archaeological Association Code of Ethics (HNZPT AGS8, p. 15) which states "Members [of NZAA] shall seek to identify, and shall negotiate with, and obtain the informed consent of representatives authorised by the people whose cultural sites are

the subject of investigation or management. Archaeologists shall not interfere with or remove human remains without being requested by or having the express consent of the authorised representatives.”

- Further process and protocols will be determined by iwi representatives according to tikanga and kawa and within the workings of NZ legislative frameworks. This includes, but may not be limited to:
 - Direction of retrieval, investigation, and reinterment of kōiwi
 - Whether or not to proceed with further non-invasive osteological investigation on-site (i.e., to determine gender, age, pathology, etc), or off-site laboratory analysis (i.e., C14, DNA, isotope, etc).
 - Reburial, if required, of kōiwi in a culturally-sanctioned area in accordance with tikanga and kawa.

Scientific analysis of kōiwi tangata/human remains should only be pursued through agreement with a mandated representative of the descendant group. (HNZPT AGS8, p. 15)

- The Project Archaeologist will record details of the kōiwi, the site of discovery, and any other relevant facts, and these records will be made available to the New Zealand Police, HNZPT, iwi and/or other descendants.
- A notice of completion will be issued by the Project Archaeologist to the Site Manager, Project Manager, Iwi Cultural Monitors (who will pass this to iwi representatives), and HNZPT.

5. Artefact/archaeological sample strategy

5.1 Sampling and analysis strategies

Sites that are investigated or sampled will be allocated field numbers.

Where appropriate or possible, all sites will be sampled, including material and artefacts from rubbish deposits, building material, other domestic material (e.g. ceramic pipes).

Wherever possible, a complete sample of rubbish deposits will be gathered. A representative sample of building materials and other domestic material will be gathered.

A subset of samples to be analysed will be selected on the completion of site work, in relation to their potential to address research questions set out in the archaeological assessment. The selection may be based on aspects such as:

- Ability of sample to date occupation

- Ability of sample to indicate relative socioeconomic status of the occupants, and changes thereof
- Ability of sample to demonstrate ages, occupations, pastimes, and other social aspects of the occupants
- Ability of sample to show aspects of building construction or infrastructure
- Unusual artefacts or material in sample that may illustrate a little known or under recognised aspect of Wellington's social or economic history

Analysis will be undertaken by the Project Archaeologist in the first instance or by specific experts where deemed necessary.

5.2 *Artefact procedures*

All artefacts will be bagged, receive a field number, and have their location recorded.

The Project Archaeologist will maintain a spreadsheet recording:

- Site field number & name
- Number of sample bags taken for each site
- ID numbers of sample bags
- Status of sample (processed, analysed, photographed, etc)

A secure repository such as a shipping container will be available on site for storage of all archaeological samples during site works. A catalogue of stored samples will be maintained.

All artefacts will be catalogued.

Selected artefacts (usually diagnostic or unusual elements) will be photographed and analysed.

5.3 *Retention/disposal*

If appropriate, artefacts will be registered with Ministry of Culture and Heritage, in accordance with the legal requirements of the Protected Objects Act 1975 and the Protected Objects Amendment Act 2006.

The Project Archaeologist will pass registered artefacts to Te Papa as custodian while the Protected Objects Act process is being undertaken.

Other artefacts will be returned to NZTA Waka Kotahi after the required archaeological report has been completed.

6. Dispute resolution

Disputes fall into a number of categories but are usually the result of poor communication between the contractor, subcontractors and the archaeologist(s). In most situations they can be avoided if sufficient detail regarding archaeological issues and responsibilities is outlined in the work management documentation and contractors have received adequate training regarding the archaeological requirements of the Project.

Common examples of disputes include where a contractor considers that the archaeologists are causing unacceptable delays, or where archaeologists feel they have insufficient time to fulfil the obligations of the authority.

In the event of a dispute relating to any investigation/recording required by the authority, the following resolution procedures should be followed:

1. If the dispute relates to archaeological issues, a meeting between the Authority Holder (or designated representative), contractor or subcontractor and archaeologists should be convened as soon as possible to attempt to resolve the dispute.
2. If the dispute relates to cultural issues, a meeting between the Authority Holder (or designated representative), contractor or subcontractor, tangata whenua representative, and archaeologists should be convened as soon as possible to attempt to resolve the dispute.

If the dispute cannot be resolved a further meeting of all parties with representatives of the HNZPT will be arranged within 1 working day to resolve the dispute. The HNZPT has ultimate responsibility for resolving issues relating to the conditions of the authorities it issues, including those issued under the FTAA.

7. Roles and Responsibilities

7.1 *Authority Holder*

- Has due regard to the requirements contained in the authority in exercising their responsibilities for the Project; and
- Acts in good faith at all times in relation to meeting the requirements of the authority.

7.2 *Project Manager*

- Assumes responsibility for the implementation of the authority and this AMP, including the coordination of archaeological work by Project Archaeologist and decision making in the event of discovery of unrecorded archaeological remains (subject to the requirements of the authority);

- Ensure that all Project staff are aware of the archaeological authority and this AMP, and the requirements and legal implications of both documents;
- Acts in a supervisory capacity, to ensure clear communication and procedures between all parties;
- Acts in good faith at all times in relation to meeting the requirements of the authority;
- In liaison with the Project Archaeologist, ensures that construction work is sequenced to provide adequate time for required archaeological work;
- Ensures that the Project Archaeologist has sufficient time and appropriate resources to undertake archaeological work as set out in this management plan; and.
- Acts as a point of contact for the Project Archaeologist.
- Maintains regular contact with the Project Archaeologist, either in person or by phone/e-mail;
- Advises of any changes to agreed work programmes or availability of staff and resources;
- Maintains systems and standards of safety and operation on the site; and
- Directs, in consultation with the Project Archaeologist, how work proceeds in any area to ensure that archaeological sites or features are not inadvertently damaged.

7.3 *Project Archaeologist (approved by HNZ under section 45 of the HNZPTA)*

- Undertakes archaeological monitoring, investigation and recording;
- Provides advice on any suspected archaeological finds;
- Coordinates the recovery/protection of any archaeological finds deemed to be of cultural significance in conjunction with iwi;
- Manages any additional archaeologists contracted to assist with archaeological monitoring;
- Reports on the archaeological work in accordance with the requirements of any authorities; and

In addition, the Project Archaeologist will:

- Aim to complete archaeological work within the indicated and agreed timeframes and in co-ordination with the contractor's programme of work, where practicable;
- Liaise with the Project Manager in relation to the on-site sequencing and extent of archaeological works;
- Abide by the Project Manager's site safety system and direction in relation to matters of site practice; and

- Undertake any archaeological work in conformity with any relevant authority conditions and with tikanga Māori monitoring protocols agreed to by iwi and the Authority Holder.

8. Contacts

Role	Name	Phone	E-mail
Project Manager			
Project Archaeologist (section 45 holder)			
Central Region Archaeologist, Heritage New Zealand/ Pouhere Taonga			
Māori Heritage Adviser, Heritage New Zealand/ Pouhere Taonga			
Iwi			
Ministry for Culture and Heritage, Heritage Operations			

Contact details for these tables will be supplied to HNZPT with the approval request for the section 45 project archaeologist, prior to works commencing, as required by the conditions of the Part C application document.

It is the responsibility of all personnel to notify the Project Manager and Project Archaeologist in the event that archaeological sites or features, human remains (koiwi) or taonga are exposed during construction activities.