



NEW ZEALAND
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NEW ZEALAND ARCHAEOLOGICAL ASSOCIATION NEWSLETTER



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THE NEW ZEALAND HISTORIC PLACES TRUST
AND THE NEW LEGISLATION

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INTRODUCTION

The Historic Places Amendment Act 1975 which comes into effect on 1 April, 1976, is designed to secure the protection of archaeological sites throughout New Zealand. It also provides for the controlled scientific investigation of sites. In addition, the Act requires the Trust to establish and maintain a register of archaeological sites. Sites are broadly defined as all places in New Zealand which are associated with human activity more than 100 years ago, and which may be able through investigation by archaeological techniques to provide evidence of that occupation which could not otherwise be made available for scientific, cultural or historical studies.

The bill was considered by the Maori Affairs Committee of Parliament, and a large number of submissions from interested parties were heard. These submissions overwhelmingly supported the legislation, although at least two parties (the Federated Farmers and the Law Society) had serious reservations about particular provisions. During debate in the House, the Opposition (now the Government), while emphasising their support for the principles embodied in the bill, stressed an objection to those same clauses, particularly 9F(3) which provides that the Trust recover from the applicant the cost of any scientific investigation which the Trust might require to be carried out prior to the issuing of an authority for the destruction or modification of an archaeological site.

The New Zealand Historic Places Trust has throughout 1975 considered the internal reorganization which would be necessary to enable it to carry out its obligations under the Act. It has now developed the staffing, financial and operational guide-lines which will be required when the Act comes into effect on 1 April, 1976.

Yet to date, the Trust has not received approval for any additional staff or any additional funds to enable it to carry out this work. It has greatly increased its provisions in this area in its 1976 budgetary proposals, although these too have yet to be decided by Government. Preparations for this new work however must be made on the assumption that the Government will approve the appointment of a necessary core of personnel, and at least minimally adequate funds. A more gradual expansion to more realistic levels both of staff and finance can then be looked forward to in the Act's operation.

The purpose of this paper is to make available to the wider archaeological community of New Zealand, and those organizations and individuals whose activities will be affected by the legislation, the broad lines of the development and operation which the Trust is initiating, in order to minimise the misunderstanding and misapprehension which it might be expected would accompany the initial introduction and operation of the legislation.

DEVELOPMENT OF THE LEGISLATION

In recent years the only control and protection of archaeological materials in New Zealand has been that afforded by the Historic Articles Act 1952. Thus, archaeological sites have had little protection, except in so far as they were covered incidentally by other legislation, e.g., the Reserves and Domains Act, the Burials and Cremations Act, and the Town and Country Planning Act (see McKinlay 1973). During 1970-71 New Zealand witnessed a spectacular increase in the prices being paid at auction for Maori artefacts. There was also a not unreasonable fear that there was a considerable increase in the export of these materials. The New Zealand Historic Places Trust, concerned at these developments, in July 1971 asked the Department of Internal Affairs to look into the matter and to consider possible revision of the legislation. Accordingly, the Department called two meetings (21 October, 1971 and 21 September, 1972) of widely representative organizations to consider all aspects of the situation in order to assist the Department's review. At these meetings the following organizations were represented: Departments of Internal Affairs, Maori and Island Affairs, Lands and Survey, Tourist and Publicity, Customs and Justice; the New

Zealand Historic Places Trust, the Dominion (now National) Museum, the Consumers Institute, the Royal Society of New Zealand, and the N.Z. Maori Council; the N.Z. Archaeological Association, and the Art Galleries and Museums Association of New Zealand; the N.Z. Antique Dealers Association and the General Auctioneers Association of New Zealand.

Following these meetings, the matter became the concern of the Department of Internal Affairs. When the legislation finally appeared in the House in 1974 it was apparent that the Department had appreciated that the problem was wider than the sole issue of historic articles and their export. Rather it involved the ownership and trading within New Zealand of Maori artefacts, and, more importantly, the protection of archaeological sites from which all such articles were initially obtained. Consequently, the Minister of Internal Affairs, the Hon. Henry May, introduced two bills - the Antiquities Bill which was concerned with a wide-ranging group of antiquities including Maori artefacts, and the Historic Places Amendment Bill which was more narrowly concerned with archaeological sites as defined above.

Once the likely form of the legislation and the particular role of the Trust was known from the Historic Places Amendment Bill, the Trust staff prepared a paper on the kind of establishment that would be required to carry it out. The paper was distributed widely throughout the archaeological community of New Zealand. Those included in the distribution and asked for their comments were: all Council members of the New Zealand Historic Places Trust, all chairmen of Regional Committees of the New Zealand Historic Places Trust, members of the Trust's Archaeology Committee, professors and staff of the pre-history sections of the Anthropology Departments of the Universities of Auckland and Otago, all Council members and Regional filekeepers of the N.Z. Archaeological Association, directors of public museums who were not included in any of the earlier categories, several people formerly concerned in New Zealand archaeology but now overseas, and the Department of Internal Affairs. The replies to this paper were considered 12 May, 1975, by the Archaeology Committee (with Mr. B.F. Leach being additionally invited to attend) and a number of important decisions were taken in relation to the development of the role of the New Zealand Historic Places Trust in archaeology in New Zealand.

THE HISTORIC PLACES AMENDMENT ACT 1975

The Act which was finally passed by Parliament 19 September 1975 was only minimally altered from the bill as first introduced and henceforth the legislation considered in this paper will be that as set out in the Act. The legislation contains three significant clauses:-

Clause 9F: which makes it un lawful for any person 'to destroy or damage or modify, or cause to be destroyed, damaged or modified, the whole or any part of any archaeological site, knowing or having reasonable cause to suspect that it is an archaeological site...' The Trust may, however, on application, authorise the alteration of any site, but it may impose such conditions as it thinks fit, including the requirement of a prior scientific investigation of the site, in which case the Trust is required, except where the modification of the site is solely for farming or agricultural purposes, to recover the cost of the investigation from the person obtaining the authority, provided always that the Trust has discretionary powers in this regard.

Clause 9G: which requires the Trust to establish and maintain a register of archaeological sites, for which purpose it may make arrangements with other persons and institutions to obtain and record the required information.

Clause 9H: which requires every person proposing to carry out any scientific investigation of an archaeological site which might destroy, damage or modify the site, to obtain a permit from the Trust. In granting such a permit the Trust is required to take into account 'the purpose of the investigation, and the adequacy or otherwise of the institutional or other resources available to the applicant to enable the investigation to be satisfactorily carried out'.

Other clauses cover the right of Trust officers to enter private land, the registration of sites under The Land Transfer Act, the listing of registered archaeological sites in district schemes, rights of appeal, and penalties for offences against the act. Finally,

this Act binds the Crown.

It will be appreciated that these provisions give the Trust a considerable and powerful role to play in the protection of archaeological sites in New Zealand, and not the least of these is its control of all scientific investigations of sites. The initial active task which is imposed on the Trust is the compilation of a New Zealand register of archaeological sites.

FURTHER CONSULTATION AND DECISIONS:

The committee meeting of 12 May, 1975, made several major recommendations to the Trust for its own re-organization and for the establishment and operating priorities of a Trust archaeological unit. It also recommended the calling of a special meeting between representatives of both the Trust and the NZAA to discuss the wide-ranging matters arising from the Trust's obligation to establish the register of sites. This meeting was held 12 July 1975, with the Trust being represented by Professor Green and Mr. D. Mitchell (Dr. R.K. Dell and Mr. A.T. Mahuika were unable to attend) and the Association by Mr. B.F. Leach, Mr. S.M. Bartlett and Mr. N. Prickett. The Trust Director and the Archaeologist also attended the meeting. A further meeting of the Trust Archaeology Committee was held 12 August and its recommendations and decisions, with some amendment, were confirmed at the meeting of the Trust 11 September 1975. As a result of these meetings, the Trust is now prepared for an internal reorganization and has established general principles and procedures which will guide its activities in the field of archaeology in the future. Obviously, once staff are appointed there will be other developments and changes as the system begins to operate.

The following decisions have resulted from the meetings noted above. Although they have received the approval of the full Trust they represent the present amalgam of opinions and attitudes adopted at different meetings. Hence they are presented without any attempt being made to acknowledge the actual origin of a particular decision.

1. The Archaeology Committee of the New Zealand Historic Places Trust.

The composition of this committee has changed radically during 1975 in anticipation of the new legislation, from a committee of 4, all of whom were Trust members, to one of 6, of whom 2 were not Trust members, to one of 11, of whom only 5 are Trust members. The Committee now consists of:

- (a) five Trust members, three being those members nominated by the New Zealand Archaeological Association, and by the Commissioner of Crown Lands, and the member representing the Maori people, and two other Trust members. (These members are currently Professor R.C. Green, who is Chairman of the Committee, Mr. D.J. Mitchell, Mr. A.T. Mahuika, Dr. R.K. Dell and Dr. R.S. Duff.)
- (b) five persons appointed by the Trust to represent the professional and non-professional archaeologist (These members are currently Lady Fox, Mr. S.M. Bartlett, Mr. B.F. Leach, Mr. N. Prickett, and Mr. M.M. Trotter).
- (c) one member co-opted by the Archaeology Committee if desired (Currently Mr. M. Walters).

The term of office of the members of the committee is to be the same as that for other Trust committees, i.e. appointed triennially, with the next full period commencing 31 May, 1976. Members may be replaced from time to time according to circumstances, with the new member serving out the remainder of the three year period of his predecessor.

The duties of the Archaeology Committee are to advise and make recommendations to the Trust under all matters pertaining to the Trust's archaeological obligations by holding regular meetings, (the committee normally meets 4-5 times each year), establishing policy guidelines, making decisions regarding the preservation and protection of archaeological sites, making decisions regarding the registration of archaeological sites, and by establishing a system of permits for the scientific investigation of archaeological sites.

2. Archaeology Section:

That part of the Trust responsible for archaeological matters will be known as the Archaeology Section. It will be responsible through an Archaeology Survey for the establishment of the New Zealand Register of Archaeological Sites, and shall develop an Archaeological Unit.

- (a) Archaeology Survey: The Archaeology Survey will be required, in association with the New Zealand Archaeological Association, to establish and maintain a New Zealand Register of Archaeological Sites, and to continuously update the Register by the extension of Site Surveys to areas not covered, and by systematic verification of existing records. It will register important sites under the Land Transfer Act at the direction of the Archaeology Committee, notify the Registrar of the appropriate Maori Land Court, and request the recording of registered sites under District Planning Schemes. It will advise and assist Government departments with respect to the preservation, protection and management of archaeological sites, and shall recommend the acquisition of and arrange to manage, selected sites as national monuments as and when funds permit or opportunities arise.
- (b) Archaeology Unit: The Archaeology Unit will be required to arrange, whenever there is a threat of destruction, damage or modification of archaeological sites, whether registered or not, such investigations as are warranted, before authorising any alteration or removal of the site. It will contract for, or arrange for the Trust Archaeology Section to carry out, the excavation of archaeological sites where unacceptable loss of evidence would otherwise ensue, and it will administer a system of permits by which other persons or institutions are permitted to carry out investigations of archaeological sites. It will co-operate and make contact with other Government departments and local authorities where sites are to be affected by major public works, and will provide

where required, assistance to the Commission for the Environment in the auditing of Environmental Impact assessments. And it must develop and establish in the first few years an effective unit responsible for the salvage archaeology work of the Trust.

It should be noted that the priority area for the Archaeology Section will be the establishment and maintenance of the Register of Archaeological Sites. As resources allow, the Section is to develop an Archaeology Unit, but in the meantime it is envisaged that most of the Trust's salvage archaeology work will be undertaken by contract staff, or be contracted out to other institutions.

3. The New Zealand Register of Archaeological Sites:

Mr. B.F. Leach has prepared a separate paper for the Trust dealing with the structure, implementation and operation of the Register of Sites, and this paper is to be dealt with below. However, the Trust has already taken the following general decisions with regard to the Register. The first of these is that the present NZAA Site Register, with the concurrence of the NZAA, will be used as the basis for the initial N.Z. Register of Archaeological Sites. Good communication is to be established between the Trust and the NZAA local filekeepers from the beginning, and the information on forms will be verified with the filekeepers before it is entered in the N.Z. Register. Accordingly, the NZAA has been asked to make its site record scheme available to the Trust, with filekeepers to forward to the Trust any subsequent records of sites located by its members. With regard to the question of standards at which the N.Z. Register must operate, these must be determined by the Archaeology Committee of the Trust, and it must be recognised that there may be differences between the Trust and the NZAA on matters such as site definition, standards of recording etc. The system being proposed by the Trust (i.e. that discussed by Leach) allows the two files to exist as compatibly as possible. In addition, the Trust recognised the important role which the NZAA will continue to play in the recording of archaeological

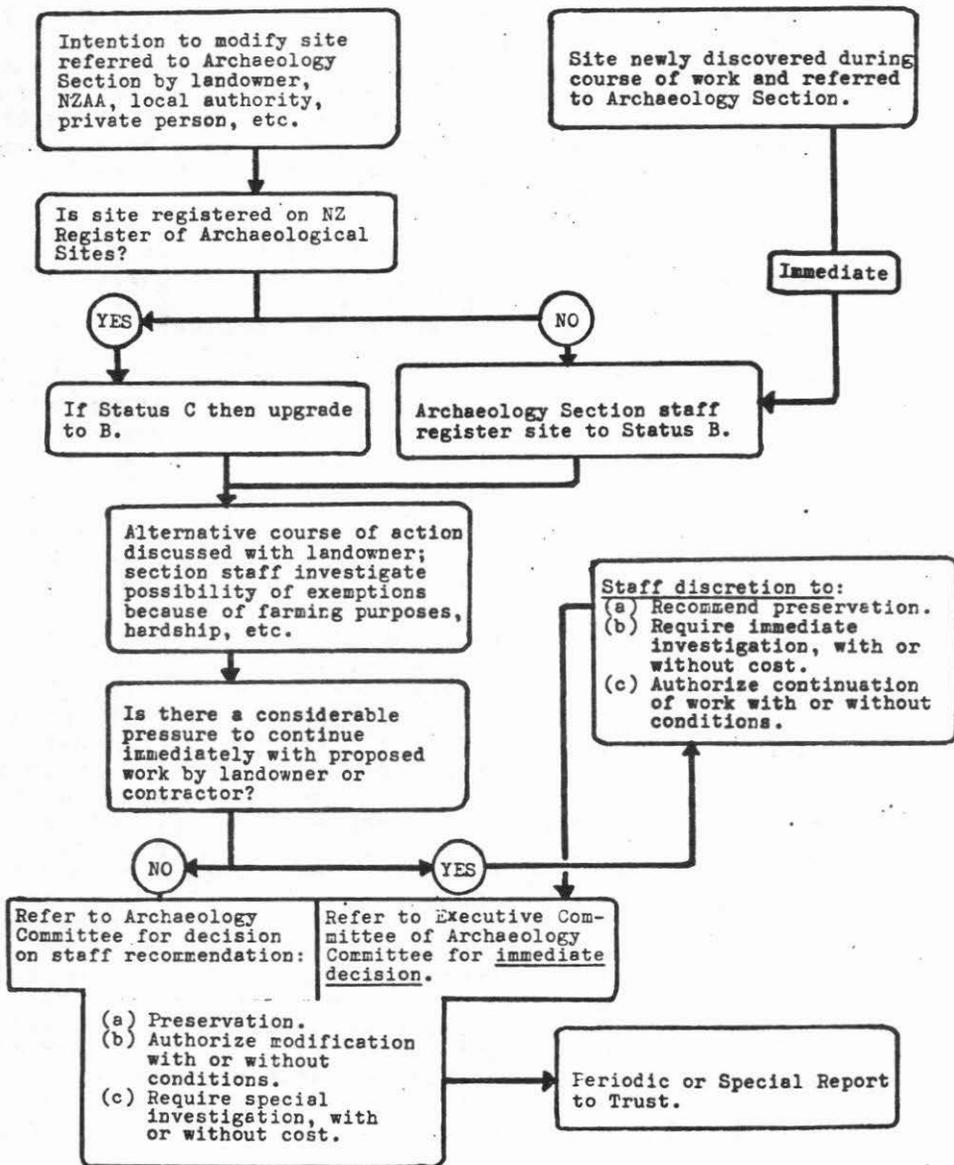
sites, and has accordingly devised a system which will allow NZAA members rapid and inexpensive access to the contents of the Register through their local filekeeper. It must be appreciated that there will be need for some updating or reorganization of the Association's site recording forms. In recognition of the Trust's interest in and responsibility for site recording (and now registration) the Trust in 1975-75 made available money to enable site recording projects to be carried out in areas of their own choice by several anthropology students of the University of Auckland and some other persons not attached to the university, in order to ascertain the effectiveness of such programmes in recording sites. This programme proved to be a considerable success, and increased sums have been made available for similar surveys during the 1975-76 summer by students from both Otago and Auckland Universities, and by a number of other persons without a particular institutional affiliation. It is likely that this programme will be continued for some time in the future and the Trust has decided that in determining applications for grants to enable site recording programmes to be carried out, the following priorities will be applied:-

- (1) for areas specified by the Trust;
- (2) for areas proposed by the applicant, where the proposal has a justification in terms of site threat associated with
 - (a) proposed forestry development
 - (b) coastal land subject to subdivision
 - (c) development schemes associated with electrical and other power
 - (d) large scale development projects.
- (3) for other research proposals where the investigation will result in a significant return in terms of numbers of archaeological sites recorded.

4. Permit system for archaeological investigations.

The criteria as set out in the Act which the Trust

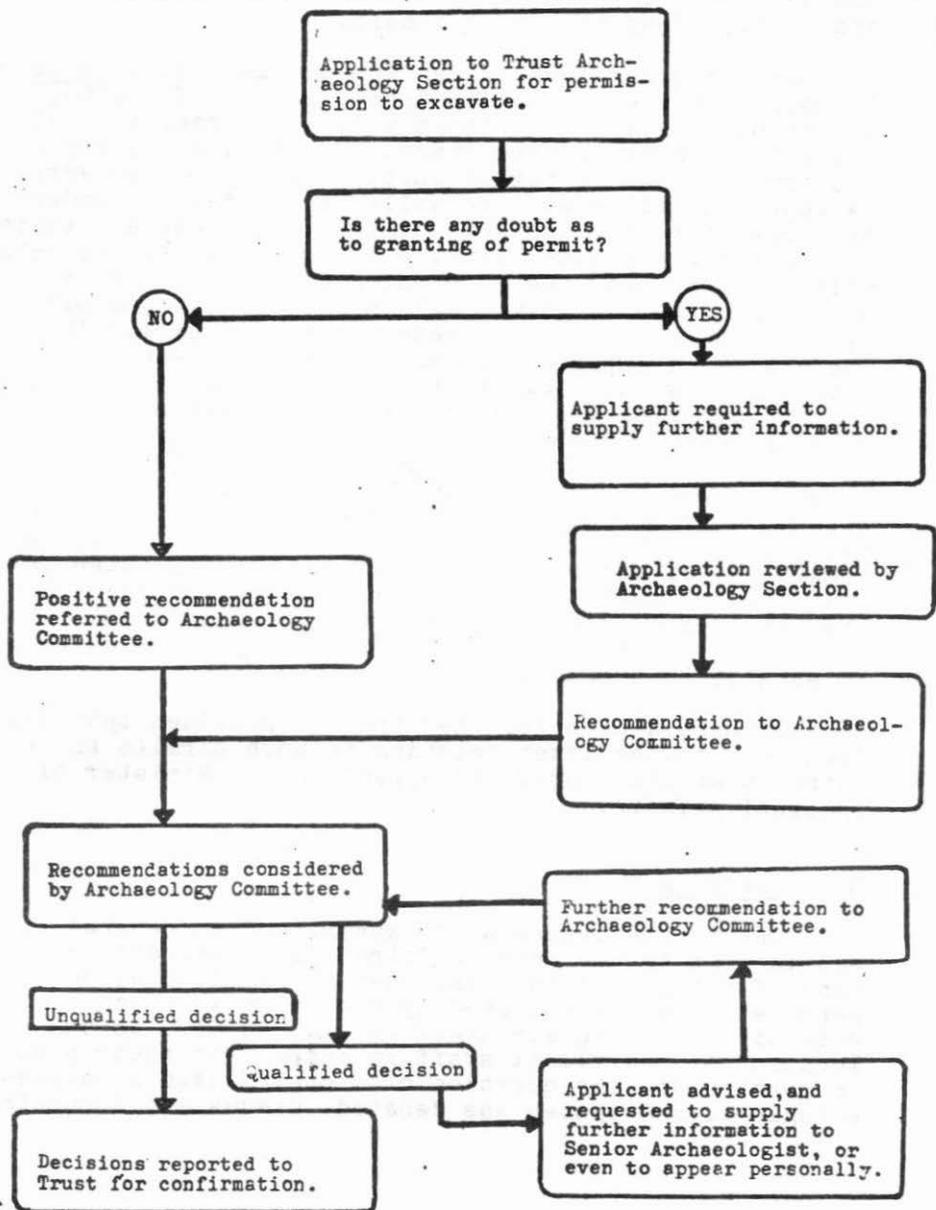
Fig. 1: AUTHORITY TO MODIFY AN ARCHAEOLOGICAL SITE UNDER SECTION 9F OF HISTORIC PLACES AMENDMENT ACT 1975.



must apply in considering applications for permission to carry out the scientific investigation of archaeological sites (see above) should be carefully noted. The Trust has already instructed the Archaeology Committee to develop policies for the operation of the permit system, including the use of temporary permits to cover special situations. It is appreciated that there will be situations of great urgency when sites are discovered only during the carrying out of earth-works at a construction site, and it will be necessary in such situations, and perhaps others, to issue temporary permits.

Although the final details of the system of issuing permits have not been decided, the proposals in basic outline have been approved. It must be appreciated that further changes may be necessary in the light of experience. Still, there is value in discussing what has been suggested, in order to appreciate how the system will affect individuals. There are two situations in which some form of approval will be required. The first is the destruction, modification or damage of a site consequent to some development or construction project, and the second is for a proposal to carry out a scientific investigation which will involve the physical disturbance of at least part of the site in the course of its excavation. It is proposed that the two situations be distinguished by using the term 'authority' for the first situation and the term 'permit' for the second. The actual processes which are involved in the two situations are set out in the accompanying figures. Fig. 1 deals with an application for an authority to modify an archaeological site as part of some development or other project. It can be seen that there are two situations which may be encountered. The first occurs where the application is received sufficiently in advance of the planned work that there is no undue pressure of time to make a decision. The second is where there is a real pressure, perhaps because the site has been discovered only after the work has commenced. In this situation there must be some provision or discretion for the staff of the Archaeology Section to make an assessment and recommendation to a special sub-committee of the Archaeology Committee. Applications will otherwise be dealt with at normal meetings of the Committee. It will be noted on Fig. 1 that the first alternative decision will be for the preservation of the site, for this is the intention of the legislation. The question of requiring the applicant

Fig. 2: PERMIT FOR SCIENTIFIC INVESTIGATION OF AN ARCHAEOLOGICAL SITE UNDER SECTION 9H OF HISTORIC PLACES AMENDMENT ACT 1975.



to face the cost of an investigation will be difficult, and will need to be made by the Archaeology Committee and confirmed by the Trust itself.

The second situation, an application for a permit to carry out the scientific investigation of a site, is set out in Fig. 2. There will not normally be any pressure of time in this system, as application may be required a suitable period ahead of the proposed work. Salvage situations will normally be catered for under the provisions for issuing Authorities. However, there may be emergency situations, e.g. where burials or other evidence are uncovered by eroding sand dunes, or by quarrying, where a permit will have to be issued without delay. These should not present any real difficulty. There will be applications where the applicant is an established archaeologist in an established institution, or an amateur of known and accepted competence, which will present no difficulties and will be referred directly to the Committee for approval. Other applications will need more careful consideration and perhaps further information will have to be obtained from the applicant before it is referred to the Archaeology Committee for decision. Even then, the Committee may find it difficult to come to an unqualified decision. Thus provision is made for the applicant to supply further information in support of any application which is subject to question.

It should be noted that the Act provides that all decisions of the Trust relating to both permits and authorities are subject to appeal to the Minister of Internal Affairs.

5. Staffing

One of the issues which was raised in several submissions to the Maori Affairs Committee, and by many of the people who responded to the discussion paper which was circulated by the Trust was the necessity for adequate staff levels, as well as the location of individual staff in respect of their duties. In particular, the question of a centralized as against a regionalized system was debated, discussion focussing

on the degree to which elements of the two options should be included in the system finally established. It was apparent to most that there would be a need for regionally based field officers, yet it was equally apparent that there was little likelihood of any large number of new staff being made available in the short term. Consequently, although the Trust has made submissions to the Department of Internal Affairs which covered the development of the Archaeology Section over the first three years, it was also decided that the initial need was to establish a capable central staff, with a regional structure to be formed as soon as staff approvals would allow.

While the Trust has still not received approval for any additional staff, proposals have been made for an essential core unit based on three additional appointments, i.e. to a level of four. The designations and job descriptions for these positions are as follows:

- (1) Senior Archaeologist: who will be the senior professional staff officer responsible under the Director for the archaeological work of the Trust.
- (2) Archaeology Survey Officer: deputy to the Senior Archaeologist, and responsible through the Senior Archaeologist for the operation of the New Zealand Register of Archaeological Sites as the Registrar.
- (3) Staff Archaeologist: a field officer responsible for field work relating to the establishment and maintenance of the NZRAS, with additional responsibilities for salvage archaeology where required by the Senior Archaeologist.
- (4) Technical Officer: to be responsible for the general technical requirements of the Archaeology Section, but principally those relating to the operation of the NZRAS.

THE NEW ZEALAND REGISTER OF ARCHAEOLOGICAL SITES.

As previously noted, the new legislation requires the Trust to establish and maintain a register of

archaeological sites. This register will be not merely an inventory of a national cultural resource, important as this function will be for site protection and preservation purposes. It should, in addition, prove to be a research tool of great importance, able to be used by the larger archaeological community with a facility and ease never achieved by the present NZAA site record file, despite the aspirations of its initiators. The dual capacity of the New Zealand Register of Archaeological Sites (NZRAS) should be achieved without any impairment of its function as a classified inventory and without any additional expense, because the information built into the record will be essential to both of its functions. In order to initiate the establishment of the NZRAS, Mr. B.F. Leach has produced for the Trust a paper which deals not only with the principles and practicalities of establishing and operating such a register, but also examines closely the important question of the future relationship of the NZRAS and the NZAA site record file, and of the separate roles of the Trust and the Association. The section which follows is an amended version of Mr. Leach's paper and is presented here with his approval.

(1) The Aims of the new System:

It is important to realise that the scheme must allow first for the change of status under the law of archaeological sites, and secondly, for the transition from the NZMS 1 maps and the National Yard Grid to the metric NZMS 260 maps and the NZ Map Grid.

The proposed scheme has several discrete aims:

- (a) To re-affirm the important role of NZAA members and filekeepers in finding and recording archaeological sites.
- (b) To ensure that the varying status of the records of archaeological sites is taken account of, particularly in terms of relocation.
- (c) To ease the flow of information between the Trust, NZAA members and filekeepers, Government Departments, land developers, and research workers.

- (d) To minimise potential errors in the transitional phase between the different map and grid systems.

(2) A Computerised System.

Several guesses have been made as to how many archaeological sites there are in New Zealand, and these are in the order of 100,000 or more; this is a considerable number and regardless of when most of them will be recorded, it is important to design a system capable of handling this magnitude of data with ease. This in itself argues for the setting up of a computer-based file. The advantages of such a system particularly in relation to aims (c) and (d) above are considerable. Law (1974:181) has already pointed out that co-ordinate conversion from one map series to the other by conversion is not a simple matter, but conversion by computer is very simple.

Computerisation will have the additional advantage that lists of sites in particular areas, or recently updated records can be obtained quickly and very cheaply. The initial costs of computerisation will be fairly high, but in the long term, running costs will be low. Apart from the necessary hardware, the major cost will be in the coding up and card-punching of data as sites are recorded or upgraded. But it is estimated that a printout of all data of 200 average sites from the Register would cost less than 80 cents.

(3) Three functions of the System

The system should have three inter-related functions:

- (a) The recording of sites and the storage of the data in a readily accessible system.
- (b) The checking of records of the sites and the upgrading of the status of recorded sites.
- (c) The rapid and inexpensive retrieval of data.

(4) The Status of Site Records

Because archaeological sites will be protected by law it is important that every effort is made to define the nature, extent and location of sites to a precision far exceeding that of the majority of existing records. Legal protection will not work unless non-archaeologists, such as engineers, builders, land developers, road workers, etc., are able to identify themselves exactly where sites are. There will be a long transition period when co-operation at a very personal level will be the basis of site protection, but in the long run it is essential that accurate useable records of site definition, extent and location be established. There must be a central information file where the accuracy of each record can be guaranteed.

But the accuracy of records varies a great deal. NZAA records now and in the future will of necessity be regarded as provisional records in the NZRAS, and full legal protection for a site will depend on its having been checked by the staff of the Archaeological Survey. Hence, the proposed system incorporates the following three status levels for site records. These levels relate to the degree of recording of the site at any particular time, and not to any system of site importance.

Status C: Any record of an archaeological site which has not been field checked and pegged by a staff officer of the Archaeological Survey. Normally this will refer to a site which has been reported to the Registrar of the NZRAS by a local filekeeper of the NZAA; however, sites could be reported to the Registrar by a member of the public. Staff officers of the Archaeological Survey will from time to time record sites at this level.

Status B: Any record of an archaeological site which has been checked and pegged by a Survey officer. It will be necessary for the check to involve confirmation that the record in fact represents an archaeological site, and to ensure that general field observations, including the making of a sketch map of the extent of the site relative to a numbered hardwood peg which the officer will place in the ground of the site, have been made.

Status A: any record of Status B which has been properly located and legally described by a Registered Surveyor, who may be a staff member of the Archaeological Survey, or may carry out the task for the Survey on contract.

At the moment, site records exist at level C only (i.e. those sites in the NZAA site record file), but as soon as the Archaeological Section of the Trust has any staff in its Archaeological Survey, the task of field checking sites to Status B will commence.

(5). The new system of Site Numbers

For some years three separate site numbering systems will be in use:

- (a) The NZMS 1 Map Site Numbers: This present map-based site numbering system of the NZAA will eventually be discontinued. However, until metric maps are available, filekeepers should continue to allocate numbers as at present.
- (b) The NZMS 260 Metric Map Site Numbers: This map-based site numbering system will form the basis of the 'new' NZAA system. However, actual site numbers will be allocated not by local filekeepers but by the Registrar of the NZRAS, who will determine this, even for NZMS 260 maps which have not been printed, by computer searching of co-ordinate boundaries. When metric maps are available for a particular area, or when all records for a particular NZMS 1 map have been advanced to Status B, local filekeepers will be asked by the NZAA to abandon the NZMS 1 numbering system in favour of the metric system. Metric site numbers, however, will be allocated by the Registrar only after the site has been field checked by his staff, suitably pegged, and entered in the Register to Status B.

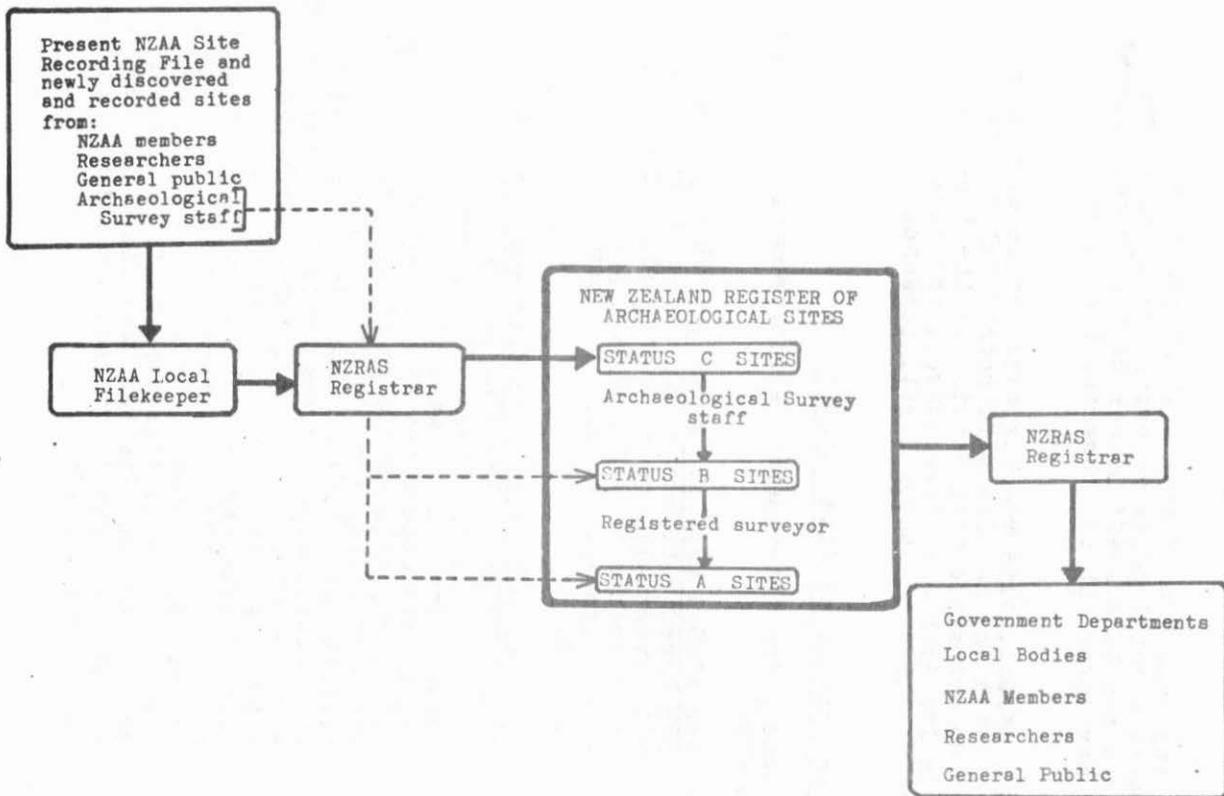


Fig. 3: New Zealand Register of Archaeological Sites Information Flow.

- (c) The NZHPT Site Field Number: This is a letter code which is used as a field number for all sites pegged by officers of the Archaeological Survey. Each pegged site will thus be of Status B and will have its metric map site number generated at this time.

(6) The NZHPT Site Field Number:

An important part of the proposed system is that eventually all archaeological sites in New Zealand will be pegged. In order to avoid confusion as to the identity of any particular site, the peg will have to be identified by a serial code corresponding to the records for that site in the central register. For various reasons, neither the present NZAA numbers nor the new metric numbers will be suitable for this purpose. Instead, it is proposed that a four digit letter code be used, and that pre-stamped stainless metal tags be attached to the peg as the site is recorded by the Survey officer. The field record will use this record code, but a map-based site number will be generated by computer, and this number will become the main method of referring to the site. The proposed letter code is obviously not map based, and it will not matter if one member of the Survey is pegging sites CQTA-CQTZ in Stewart Island at the same time that a colleague is pegging sites CQSA-CQSZ in the Bay of Islands. A four digit letter code will allow for some 456,967 sites to be coded from AAAA-ZZZZ (less, of course, certain chance 4-letter combinations which for one reason or another would be unacceptable).

(7) The Role of Different People:

As will be seen from Fig. 3, the Registrar has a pivotal role in this system, and controls the channels of communication from all other persons into and out of the NZRAS, and in particular, he will control all access to the computer. Actual site recording will still be done by NZAA members (through their local filekeeper), and this effort will be supplemented by the staff of the Archaeological Survey and by the use of contracted site recording programmes such as the Trust has supported in 1974-75 and 1975-76. The important task of modifying

NZAA records, checking sites and placing NZHPT pegs, must be tightly controlled by the Archaeological Survey in order to ensure a uniform legal status for the records. The task of the surveyor is to provide locational details to a higher level of precision than is possible by ordinary archaeological methods.

Access to information in the Register will be made available through the Registrar to all accredited persons according to their requirements.

(8) Interface with the NZRAS.

The Registrar will have four points of interface with the computer file, each controlled by a computer programme as follows:

- (a) UPDATE/C/REGISTER: This is used to generate a status C record on the central file. At the same time the computer produces equivalent metric map numbers and co-ordinates. This record will need to be sent to the appropriate filekeeper for his information and for checking.

- (b) UPDATE/B/REGISTER: This generates a Status B record, and at the same time the computer searches all Status A and B records to see how many sites are recorded on the relevant metric map, and a new map-based site number is produced. New sites recorded by Survey staff may be pegged and recorded to Status B level initially, and these will go into the file at Status B, and no NZMS 1 number (equivalent to the NZAA number) will be produced. This will mean that the NZAA file and the NZRAS will become progressively out of phase, and this will have the effect of forcing the change-over to the metric number system as soon as possible. It will also mean that the Registrar will have to ensure that the local filekeepers are kept fully up to date with the state of the recording and filing of sites in his area.

- (c) UPDATE/A/REGISTER: This is a straight-forward upgrading of existing records from Status B to Status A.
- (d) SEARCH/REGISTER: This programme will be used by the Registrar to obtain site information from the Register for NZAA members, researchers, Government Departments, developers, and any other persons having legitimate reasons for requesting information.

(9) Outline of the System:

This is essentially a computer-based system which takes a modified version of the NZAA site record, and processes it so that it can be effectively used in conjunction with the new site protection legislation. The NZAA site records will be used to generate Status C records on the central computer file. Over a period of years these records will be upgraded through to Status B and eventually to Status A. It is envisaged that NZAA members, the Archaeological Survey, Government Departments, developers and the general public will have appropriate access to the information on the NZRAS through the Registrar. At an appropriate time the old NZAA site numbers will be abandoned and be replaced by a new NZAA system based on the metric maps. The importance of the groundwork done by the NZAA and its members will in no way be lessened, and the continuing participation of the Association will be essential to the proper functioning of the proposed scheme.

For some years there will be very few metric maps, and the staff of the Archaeological Survey will be hard-pressed to update and record more than 3000 sites in a year. Therefore, there will be a considerable period when the bulk of the NZRAS will consist of Status C sites.

But the several stages of the evolution of the system can be clearly identified.

- (a) Establishing the Status C Register: Officers of the Archaeological Survey will upgrade the NZAA central file by consulting with regional filekeepers, and the updated records will be

placed on to the NZRAS.

- (b) The Archaeological Survey staff begin upgrading C records and recording new sites. This will involve pegging each site and allocating an NZHPT field number and establishing a Status B Register. When all the site records for any particular NZMS 1 sheet have been upgraded to Status B, or when metric maps exist for a certain area, the old NZAA site numbering system will be replaced by the metric number system.
- (c) The Registrar of the NZRAS will produce Site Gazetteers at regular intervals showing new metric site numbers and grid references for NZAA sites.
- (d) Whenever appropriate, for example, when metric maps are printed for certain districts, the Registrar will supply the filekeeper with a complete set of paper records to replace the old NZAA file for the area.
- (e) It is anticipated that cadastral maps in the metric series will be available for the whole of New Zealand within 5 years, and it is hoped that the metrication of site records can be completed by that date. The new metric based map numbers should then be regarded as the NZAA site numbers, whereas the four-letter Field Number Code should be looked upon as the official NZHPT and Government designation.

Fig. 3 sets out the information flow which is built into the system.

(10). A Worked Example.

Step 1: an archaeological site is discovered in the Moikau Valley in the Lower Wairarapa by Mr.H. Frickett. He reports it to the local NZAA filekeeper who makes out the usual site record form (on the reverse of which there will be space for additional comments and information required by the Registrar of the NZRAS). This site is

on the NZMS 1 map N165, and is given the NZAA site number 9 - i.e. it becomes site N165/9. After metrication the record will be sent to the Registrar without a site number, as this will be allocated later by the Registrar when the site has been field checked.

Step 2: The above record is handed on to the Registrar, who accepts it as a provisional record of Status C. The information is coded on to punch card and the programme UPDATE/C/REGISTER is used to place the information in the NZRAS. The programme generates the further information that the site is located on metric map NZMS 260 S28, and that it has the metric grid reference of E2694943N5974640 and the geodetic co-ordinates of 41°24'57''S and 175°12'45''E. A copy of these records is given to the Archaeological Survey for their attention, and to other interested parties such as the local filekeeper.

Step 3. Field officers of the Archaeological Survey visit the site, and, applying certain criteria, produce a report on the site for the Registrar. This may indicate that the reported site is:

- (i) not a site
- (ii) a new and self-contained site
- (iii) part of a site for which there are existing records
- (iv) several sites

At the same time the site is pegged with a number-coded peg, and additional records, including an all-important sketch map showing the relationship of the site to the numbered peg, are made. The Registrar must then (a) Remove the C Status record from the NZRAS, and (b) use programme UPDATE/B/REGISTER to generate a record of Status B, but retaining any relevant Status C information, including the former notation (N165/9). However, this programme searches the Status A and B sites on the relevant metric map (S28) to allocate a site number, e.g. S28.54. It is important for the

Registrar to report back to the filekeeper on the fate of the Status C record, i.e. that the Archaeological Survey staff have agreed that N165/9 is a single site, and that it is now pegged at E273100N106600, that it is coded as NZHPT site AZQP, and is now site number S28/54 on the metric map, that the metric grid is etc. Such a report can easily be obtained from a by-product printout of the UPDATE/B/REGISTER programme.

Step 4: A registered surveyor (either of the Survey staff or on contract to the Survey) visits the now Status B site and locates it accurately on the N.Z. metric map grid in relation to the NZHPT peg, determines other re-location aids, and the legal ownership. He then reports this to the Registrar who runs UPDATE/A/REGISTER which completes the official NZRAS record on this site.

Step 5: Whenever any further information comes to hand on this site, the Registrar should update the NZRAS file accordingly.

Step 6: Whenever someone wishes to obtain information about this site, or about sites in a general area which includes the site, the initial step should be to consult the progressively-upgraded site distribution maps which the Registrar will produce for housing in museums or in Local Body offices. Should further information be required, the Registrar of the NZRAS should be applied to, and for a small fee he will obtain the desired information from the NZRAS by using the programme SEARCH/REGISTER.

(11). Certain ambiguities and Problems

There are several ambiguities and problems which may be noted, and no doubt, others will emerge once the scheme is put into operation. However, none of those which can be identified at the moment appears to cause any major difficulty in the operation of the scheme, and most of them will be dealt with by a policy decision of the Archaeological Survey or of the Trust.

- (a) Ambiguous map numbers: Metric map numbers N2-N36 and S7-S28 are also NZMS 1 map numbers (a total of 37 maps), and the actual equi-

valences of maps are rather complicated, e.g. Sheet NZMS 260 N31 is covered by parts of the NZMS 1 maps S40, S41, S47 and S48.

- (b) Publication of Site Numbers: During a transition period references will obviously continue to be made to the older NZAA site numbers. It will be necessary for the Registrar to publish periodically a site gazetteer from his computer file which lists all NZAA sites which have attained a metric site number. During this period, references to metric site numbers should be encouraged, but due to the possible confusion noted above, the metric map number should be prefixed by "M" (for metric). Thus the Moikau site N165/9 would be referred to as MC28/54. At a change over date agreed by the parties concerned, all further reference should be to the metric numbers only, and the prefix M dropped from usage.
- (c) Grid references: The present practice of using a 6 figure reference for sites on NZMS 1 sheets should be abandoned in preference for the more correct, and totally unambiguous 12 figure grid reference. By the addition of leading and trailing digits which are properly part of the National Grid system, unique points can be defined. This principle should be extended to the metric maps as they come into use, and there will be no confusion between the two map series as the metric grid produced a 14 digit reference numeral which will be easily distinguished from the 12 digit reference numeral of the NZMS 1 maps. In practice, NZAA members and other field recorders will probably continue to use the abbreviated reference, and the additional digits will be added by the file-keeper at the initial processing of the record. The computer programme will of course produce the expanded metric reference when the record is placed in the NZRAC.

Thus, the Moikau site is normally indicated

by the 6 digit NZMS 1 reference numeral 737066, but it should more correctly be known by the expanded numeral E273700N106600, while its NZMS 260 metric reference will be E2694943N5974640.

It will be important that no two distinctly separate sites on the file, no matter how close their spatial relationship, should have identical grid references, and the expanded numerals, being theoretically accurate to a single yard or metre, can be used to cope with this difficulty by the arbitrary addition of a final 1 to the grid reference units. This will of course not indicate any greater precision of localization, but will be solely an administrative convention.

- (d) Site protection priorities: With the proposed change in the legal status of archaeological sites, the issue of the varying importance of sites is now unavoidable. Whatever is decided by way of policy, anyone wishing to obtain information about sites in an area, e.g. MWD, must also get some indication of whether there are sites in the area which are more important than others for one reason or another. Thus some form of grading of sites must form part of the original records placed in the new file. It is appropriate that the reporter of a site comments on this matter, but the final grading must be done by the NZRAS Registrar guided by Archaeology Committee policy. Certain decisions are bound to be unpopular whatever happens.

An associated need will be that of establishing a security block on certain records, such as Maori burial grounds or caves, or nephrite sources. A suitable security status could be coded for such sites to act as a block against unauthorised examination, although it must be appreciated that if the Register is to be able to afford protection to archaeological sites they must all be placed in the Register as they are discovered.

CONCLUSION

The Historic Places Amendment Act 1975, together with the associated Antiquities Act 1975, is of much wider scope, and would appear to be more effective for the protection of archaeological sites and materials than any previous similar legislation in New Zealand. The Act confers considerable powers on the Trust for the protection of sites and for the control of their investigation; it also requires the Trust to undertake the major task of establishing and maintaining a New Zealand Register of Archaeological Sites. But it also imposes on the Trust a considerable responsibility to retain the confidence of the archaeological community of New Zealand, and the co-operation of the community at large.

The Trust has already undertaken the reorganization necessary for it to carry out its obligations under the legislation, but there is currently considerable concern over staffing levels and the finance which will be required. However, steps have been taken by employing contract staff financed from the Trust's current budget to commence programmes of site recording as an initial step towards the establishment of the New Zealand Register of Archaeological Sites, and it can be foreseen that this will become a major Trust activity for many years to come.

Considerable progress has been made towards the establishment of the Register of Sites. It will be a computer-based system deriving from the NZAA site record file. It is designed to continue the co-operation which exists between the Trust and the Association, to cope with the problems associated with the metrication of the New Zealand topographical map series, and it will provide for the rapid and inexpensive retrieval of information for site protection purposes and for scientific investigations. It will depend on the continued involvement of the NZAA and others for the addition of new sites, but the upgrading of the status of the records will be the responsibility of the staff of the Survey.

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