

EVIDENCE FRAMEWORK 2016

November 2016

Building a house of knowledge for Auckland
He waihanga i tētahi whare mātauranga mō Tāmaki Makaurau

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Mihi

Tuia ki te rangi

Bind the domain of the upper realm

Tuia ki te whenua

Bind the domain of the land

Tuia ki te moana

Bind the domain of the seas

Tuia te here tangata

Bind the tapestry of life which affirms our connection

E rongō te pō, e rongō te ao

To the natural world and to one another

Tihei mauri ora!

Let there be life!

Evidence Framework 2016

Research and Evaluation Unit (RIMU)
Auckland Council

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Introduction

Auckland is New Zealand's largest, fastest-growing and most culturally diverse city. Our population is expected to increase by one million people over the next 30 years, and is already growing at a rate of 800 people per week.

Growth brings many advantages, more people mean more jobs, stronger economic growth and a city with more to see and do. However, as more people choose to live in Auckland, the growth pressures on our natural resources and vital infrastructure, such as housing and transport, increase and pose long-term detrimental effects.

Auckland Council represents nearly 1.5 million people from an area stretching from Wellsford in the north to Franklin in the south. As a unitary authority, it is responsible for managing Auckland's environment and land use as well as supporting community and economic development. With the increasing pressures of growth, Auckland's decision-makers need robust evidence to assist them to evaluate the ramifications and potential trade-offs of the options available to them.

Purpose

Auckland Council's elected members and key decision-makers rely on robust evidence to facilitate good decision-making. Created by Auckland Council's Research and Evaluation Unit (RIMU), the Evidence Framework identifies evidence gaps relating to critical issues facing Auckland's people, economy and environment that RIMU, universities, research institutes and others can address and communicate to improve decision-making as Auckland grows and changes. The Evidence Framework ensures that Auckland Council has the evidence it needs in a form it can use in order to address the critical issues facing Auckland.

The Evidence Framework has a three-year and longer term perspective. It is an iterative living document managed by RIMU that is reviewed annually and as required to respond to the needs of Auckland and its decision-makers.

RIMU produces mandatory and critical evidence to support council and Aucklanders in managing a growing region. RIMU is a multi-disciplinary cross-council service conducting research, monitoring, evaluation and reporting across many council responsibilities to support, inform and underpin council's core functions.

Principles

The council's Evidence Framework supports the development of high quality, robust evidence focusing on important strategic priority areas. It enables us to respond to changing and emerging issues and provides a platform for innovation, business improvement, and enhanced organisational effectiveness. It also helps to maximise strategic alliances and collaboration and improves visibility by explaining and mobilising knowledge.

Addressing the issues and questions outlined in this Evidence Framework will:

- ▶ Continue to improve the **quality** of the evidence used and the advice it underpins so we can more fairly evaluate trade-offs when they arise
- ▶ Improve **access** to relevant evidence required by elected members and the community in order to support better decision-making and improved outcomes
- ▶ Maximise the **value** from our investment in evidence, our specialists and strategic partnerships
- ▶ Increase our **preparedness and planning** for risks, new and emerging priorities and potential threats.

The Evidence Framework is arranged into four themes: Environment; People; Economy; and Land use and infrastructure. Woven throughout, but also with a dedicated lens, is evidence related to Māori¹, which is further explained in a fifth theme, Māori research, evaluation and monitoring. Themes are overlapping and should not be considered as unconnected areas of interest.

¹ RIMU's vision, principles, and approach to Māori are presented in more detail in *Te RIMU Tūtahi*, RIMU's Māori responsiveness plan. For a copy please email RIMU@aucklandcouncil.govt.nz

Environment

Auckland's natural environment is diverse and magnificent; from harbours, lakes and streams to productive soils, indigenous forest, ranges and islands. Its environment and historic heritage are vital components of Auckland's identity and quality of life. The sea – our harbours, beaches and open ocean areas – and the land – our islands, maunga, forests, streams and parks – are places Aucklanders hold in their hearts and are fundamental reasons for loving this city. As Auckland Council, it is our responsibility to protect these places and take good care of them for future generations.

Priorities for the environment are outlined as priorities under the following three themes. Many of the issues encompass several domains and therefore are better addressed holistically. These themes interweave the entire Evidence Framework and are cross-referenced in later chapters.

- ▶ Healthy environment
- ▶ Quality environment, quality life
- ▶ Balanced decision-making

Healthy environment

The state of Auckland's environment affects its ability to support its biodiversity, including plants and animals and the natural goods and services we rely on; and also its ability to be resilient to pressures, such as population growth, extreme weather events and changes in climate.

What is Auckland's environment telling us and how is it reacting to growth and change?

With increased growth and intensification in Auckland, how do we accurately represent what Auckland might look like in the future at both a regional and local level?

- ▶ Understand how will we predict the scale and magnitude of the effects of growth on Auckland's environment in the future and where these pressures will be located
- ▶ Investigate the effectiveness of good land use management practices and mitigation devices to improve soil and water quality
- ▶ Determine the long-term effects of increased sedimentation and contamination in Auckland's streams and estuaries, and the effect on Auckland's ecology.

How do we ensure that significant terrestrial, marine and freshwater (including groundwater) biodiversity values are identified and protected, and the ecological integrity of these species and ecosystems is maintained and enhanced?

- ▶ Investigate techniques for the improved management and restoration of our native species and ecosystems
- ▶ Evaluate, monitor and assess the different threats reducing the ecological integrity of Auckland's biodiversity (for example, significant ecological areas).

How will Auckland's environment respond to the pressures that climate change will impose? Do we know what will be most at risk or most vulnerable? Do we know where the effects will be seen or identified first?

- ▶ Explore Auckland's resilience to climate change and the increasing probability and frequency of natural events and their magnitude and consequence.

Can Auckland Council deliver on the intended environmental outcomes of its operations, plans and policies?

- ▶ Develop an integrated catchment monitoring framework across the environmental domains to understand the consequences of decisions at all levels
- ▶ Evaluate the effectiveness of Auckland Council's major initiatives including low carbon, waste minimisation, and green growth.

What do we need to know in order to understand, predict, plan and manage for cumulative environmental effects and the interactive impacts of multiple stressors?

- ▶ Develop and quantify the value of our natural assets in an economic framework to measure the impact of cumulative effects
- ▶ Understand what recovery, adaptability and resilience means with changes in the marine, terrestrial and freshwater ecosystems
- ▶ Evaluate and assess the role of environmental stewardship schemes to establish holistic approaches to mitigating cumulative effects.

Quality environment, quality life

As Aucklanders, our sense of health and wellbeing is intrinsically linked to our environment. Air, noise and water pollution are all associated with obvious health impacts. However, there are also subtle health impacts from the environment such as the role of green spaces on



our sense of wellbeing. Our temperate climate in Auckland tempts us to undertake activities outdoors, which is increasingly important in the battle against sedentary lifestyles, but we can only do this if we have access to pleasant and safe surroundings.

Is the region a healthy place to work, live, play and visit?

What are the likely health risks and potential benefits to the population from growth and intensification?

- ▶ Investigate good management practices to reduce bacterial contamination and enable safe swimming at Auckland's beaches and in its rivers
- ▶ Understand the risks and impacts of emerging contaminants (hormones, personal care products) on the health of ourselves and our environment
- ▶ Monitor changes in air quality, particularly in relation to those locations that will experience increased growth
- ▶ Investigate the effects of noise, given increasing urban intensification
- ▶ Measure and evaluate the benefits for Aucklanders from initiatives to improve our environment.

What do Aucklanders and our visitors perceive the future Auckland to look like, and how will what they currently value about the environment be affected?

- ▶ Develop valuation frameworks that can be used to make decisions on trade-offs and environmental outcomes of growth
- ▶ Develop greater understanding of the diverse cultures in Auckland and the connection between our environment and people
- ▶ Develop ways to measure environmental quality that are meaningful and can lead to better management. (Can I see my feet when I stand in water? Can I safely gather kai moana?)
- ▶ Consider the perception that external parties within and beyond New Zealand have of Auckland's environment.

How do we sustain and support a resilient healthy growing region?

- ▶ Develop robust indicators of rural land to understand the effects of land use and transformation, including arable/pastoral land acreage, productivity, subdivision, and fragmentation

- ▶ Determine what trade-offs we will face as a region and a nation as we intensify and develop our productive land
- ▶ Determine the risks to Auckland's food supply posed by population growth
- ▶ Establish the costs and benefits of local food production and interaction between local economies in Auckland (such as maintaining versatile soils on the urban boundary)
- ▶ Evaluate the opportunities for food production in urban Auckland, including socio-economic and ecological benefits, as well as risks of individual /private/ communal food production
- ▶ Understand the contribution of the environment to healthy, engaged communities (recreation, active transport, safety).

Balanced decision-making

How do land use decisions made now impact Auckland's future? What are the environmental, social, cultural and economic trade-offs? To make the best decisions for our environment and community, we need a thorough understanding of all the issues, benefits and costs involved. Understanding requires access to robust, relevant, and easily understood information.


What do we need to do to better assess environmental trade-offs in decision-making?

How do we make trade-offs transparent?

- ▶ Develop tools that allow us to take into account the cumulative effects of change on the environment
- ▶ Develop systems to better allocate Auckland's finite resources such as groundwater and versatile land now and in the future
- ▶ Identify the critical trigger points for environmental values that signal change and/or where intervention is needed.

How is information and data best analysed, mobilised and presented for maximum accessibility and relevance to enable local decision-making and wider community understanding?

- ▶ Continue to develop modelling tools to test scenarios and to predict the outcomes of decision options
- ▶ Improve the spatial scale of our data collection to reflect the scales at which decisions are being made

- 
- ▶ Innovate to improve efficiency, robustness and scale of data collection
 - ▶ Establish how we can supplement our data with Citizen Science
 - ▶ Combine data sets from within and outside council for more comprehensive analysis of trends and broader decision-making.

How might environmental attributes be better accounted for in our planning decisions?

- ▶ Quantify the non-financial and financial benefits of green infrastructure
- ▶ Examine how historic and treasured places, spaces and landscapes (including significant heritage, valued soils) have been conserved and valued, and to what effect. Use these findings to inform ongoing and future needs.

Can Te Ao Māori and the implementation of Māori environmental aspirations and wellbeing provide a framework to translate an ecosystems services approach?

- ▶ Identify how mātauranga Māori can enhance our understanding, management and communication of the health of the environment
- ▶ Support Kaitiakitanga and Whanaungatanga to deliver better outcomes for Auckland's environment and people
- ▶ Develop better environmental health measures that incorporate Māori tohu (indicators) to empower Māori decision-making.

People

People, whānau and communities are at the heart of Auckland. Supporting wellbeing is fundamental to the realisation of a bright future for Auckland and New Zealand. This requires focusing on core priorities arising from rapid population growth and change, including housing, education, work, inequality and civic engagement.

The themes for the people section are:

- ▶ Population growth and change
- ▶ Social implications of housing
- ▶ Inequality and poverty
- ▶ Governance and co-management
- ▶ Education

Population growth and change

Auckland's population story is one of constant growth and change, driven by migration from other parts of New Zealand and overseas, and by natural increase. Ongoing growth will likely lead to greater diversity and complexity, and it is critical that we understand the dynamics of demographic change, now and into the future, to ensure the wellbeing of all Aucklanders.

What are the implications of current and anticipated population change and growth?

- ▶ Trends and impact of demographic profiles of natural increase
- ▶ Trends of migration and contributing factors likely to influence change in future migration patterns and impact on Auckland
- ▶ Implications for Auckland Council's operations and service.

What are the impacts of growth (including diversity and ageing) on Auckland's communities?

- ▶ Evaluate post-settlement outcomes for new migrants in Auckland and assess successful policies and implications for Auckland Council's operations
- ▶ Explore the impacts of population change and growth on Auckland's mana whenua.

What are the implications of the demographic dimensions of participation and representation rates for different population groups in local government?

Social implications of housing

Property prices have escalated far beyond most income increases, leading to major affordability concerns for many Aucklanders. This is causing a ripple effect that extends beyond Auckland. The dynamics and dimensions of housing affordability must be understood to enable appropriate management and policy responses.

What is the impact of migration and foreign investment on Auckland's housing affordability?

What are the implications of changing home ownership?

- ▶ Explore the medium-term and long-term impacts of the increasing cost of housing on intergenerational households' wealth
- ▶ Monitor the growing income gap between renters and home owners in Auckland
- ▶ Investigate the extent and dimensions of the exploitative housing practices that are a significant issue in Auckland's housing rental market.

What is the relationship between housing affordability and Auckland's labour market?

- ▶ Consider the effect on low income households and families
- ▶ Analyse the costs and benefits of job decentralisation.

What are the dimensions, drivers and dynamics of homelessness in Auckland?

- ▶ Explore the extent of hidden homelessness in Auckland and the levers Auckland Council has to respond.

What are the opportunities to leverage Auckland Council policies to support affordable housing?

What are the effects of central and local government policies and regulations on Auckland's property market?

Inequality and poverty

Auckland's population growth and soaring housing prices correlate with increasing income inequality and poverty, with a distinct geography that can clearly be mapped across the city. It is critical that these issues are understood at a macro level but also in the way that they play out in particular neighbourhoods, enabling an understanding of how local issues link to broader drivers of change which can then lead to better management.



What are the dynamics and implications of increasing inequality?

- ▶ Monitor trends in income inequality and poverty, including disparities across ethnic groups
- ▶ Analyse the implications of growing inequality for economic development, social cohesion, equity, and quality of life
- ▶ Explore the concentration and effects of neighbourhood advantage and disadvantage across Auckland.

How have cities in other parts of the world sought to address these problems?

- ▶ Investigate ways of ensuring that increasing population growth is not accompanied by increasing inequality among Aucklanders
- ▶ Explore international precedents and potential of local government policy levers in addressing urban social inequity.

Governance and co-management

Auckland Council is committed to effective and representative governance, and to honouring its obligations under the Treaty of Waitangi. There is therefore a need to better understand effective methods of engagement and participation in local democracy in Auckland, as well as opportunities associated with developing iwi-crown co-governance relationships. In the context of ongoing population growth and increasing ethnic diversity, it is critical to ensure that our governance mechanisms reflect the needs of a changing, growing Auckland.

What are the specific opportunities and challenges associated with co-governance relationships?

- ▶ Explore how co-governance differs from the existing system of local governance
- ▶ Evaluate best practice in co-governance
- ▶ Consider the implications for governance in post-Treaty settlement
- ▶ Explore the effectiveness of mechanisms used to include Māori in decision-making in local government and the implications for Auckland Council's operations, and consider ways to maximise opportunities.

Education

Ensuring that all Aucklanders are able to engage to the best of their ability and achieve their potential, and preparing Aucklanders to participate fully in the vibrant life of the city, including its labour markets, is a critical task and a difficult one given Auckland's growing population and increasing diversity. While Auckland is well-served in many respects through the provision of primary, secondary and tertiary institutions, there are many Aucklanders who are not participating.

What are the implications for Auckland of the growing proportion of Aucklanders that is disengaged from education and out of work?

- ▶ Understand the most effective approach to supporting young people and others who are disengaged from education and out of work.

What are the opportunities and concerns that relate to the international education sector?

- ▶ Consider the experiences of international students.

How might the use and visibility of Te Reo be strengthened?

Explore the extent to which multilingualism can be fostered in order to improve literacy, enhance social cohesion and contribute to economic development.

What is the impact of demographic change (growth and decline) at a spatial level on social infrastructure provision such as schools.



Economy

Economic factors are an inextricable component of Auckland and a well-functioning economy is fundamental for its future success. Understanding the economic dynamics of population growth is essential if Auckland's development is to benefit all Aucklanders. While the implications of the increasing population and declining prosperity were addressed in the preceding section, understanding the costs and benefits of development is critical if a balance is to be struck in Auckland's future growth, to ensure that the economic dynamics of Auckland's changes are understood, that its unique values are identified, and that opportunities emerge and can be seized.

Themes included are:

- ▶ Labour market and skills
- ▶ Economic interactions
- ▶ Internationalisation and competitiveness

Labour markets and skills

While Auckland's economy continues to grow, not everyone is benefiting. Building further on the priority areas of education and inequality is the further issue of participation in the labour market, critical to sustaining a strong economy that enhances the wellbeing of all Aucklanders. Attracting, creating and maintaining a resilient and innovative work-force is essential for the future of Auckland and New Zealand.

What is the impact of Auckland's population growth (including migration) and changing ethnic structure on its labour market?

- ▶ Monitor trends in education, labour force participation and productivity

What is the spatial distribution of skills and employment in Auckland that will enable local employment opportunities as Auckland grows?

What is the actual and potential impact of the growing Māori economy on employment patterns for Māori and others?

What is the impact of access to technology on work patterns, equality of opportunity and outcomes?

Economic interactions

Improving the efficiency of economic interactions between individuals (including households and firms), the environment (including built and natural environment), markets and economies is essential for developing an economy that delivers opportunity and prosperity for Aucklanders.

What are the costs and benefits of policies intended to foster a low carbon economy?

How does urban form contribute to the economic wellbeing of individuals, households and communities?

- ▶ Consider the relationship between where people live, work, are educated, and play

How do different models of economic development affect people, economy, environment and sustainability?

Internationalisation and competitiveness

International connectivity is essential for New Zealand's economy. Auckland plays an important role in the internationalising of firms' activities, earning export income, attracting skilled migrants to Auckland, and improving Auckland's global connections.

How do Auckland's national and international connections enhance its competitiveness and international engagement?

What is Auckland's role as an exporter of goods and services to other countries and, to other regions in New Zealand?

- ▶ Investigate opportunities for growth or to enhance this role
- ▶ Appraise Auckland's contribution to the national visitor economy

What is the role of small and medium enterprises in Auckland's export sector, and their utilisation of trade agreements (including free trade agreements)?

What is the relationship between Auckland's economy and the rest of New Zealand?

- ▶ Investigate the role Auckland's ports and airport play in the national context

Land use and infrastructure

Sustainably managing Auckland's land resources is Auckland Council's most significant and ongoing challenge. Land is complex, requiring a work programme examining the current and future social, cultural, economic, environmental, political, legal, physical and planning aspects of Auckland's various land uses. The relationship between people, the economy and the environment plays out in changing land use: balancing changes in land use and development is a primary function of Auckland Council. Ensuring that dynamics and trade-offs are understood is fundamental to good management, to ensure that development is balanced across the four wellbeings, anticipating the consequences of different forms of development to guard against adverse effects, and future-proofing investment.

Themes are:

- ▶ Drivers and consequences of land use
- ▶ Multiple and competing demands for land as Auckland grows
- ▶ Land use planning, climate change and resilience

Drivers and consequences of land use change

To address the multiple and competing demands for the finite land resource requires a clear understanding of how land is used in the city and across the region. Closely connected with earlier consideration of housing affordability and work, this section considers these issues from a land use perspective.

What are the dynamics of the supply and demand of the Auckland property market?

- ▶ Develop a housing needs assessment as part of the National Policy Statement on Urban Development Capacity
- ▶ Develop the evidence for a future land supply and intensification strategy for housing in Auckland to enable people and communities to provide for their social, economic and cultural wellbeing
- ▶ Monitor vacant residential property and examine the long-term socio-economic effects on the property market and communities
- ▶ Understand the processes driving the conversion of commercial building to residential use.

What is the relationship between the operation of urban land markets and their effect on patterns of urban growth and development?

- ▶ Costs and benefits of a rural urban boundary
- ▶ Investigate location preferences, e.g. the value of time, space, safety, employment, among population groups to inform urban design and urban form considerations

What is Auckland's current land use and land cover, and how can change be evaluated?

- ▶ Develop indicators for urban land development and intensification in order to understand effects of development in the city
- ▶ Develop indicators for urban land expansion in order to understand the effects of change on rural land, environments, soil and economies.

What is the role of green space in Auckland?

- ▶ Investigate functions of green space to ensure that trade-offs in development proposals can be understood and provided for, including physical factors and socio-economic benefits.

Multiple and competing demands for land as Auckland grows

What are the opportunities for using the finite land resource across the city and region? Managing land use change for optimal outcomes requires an improved understanding of the interlinking drivers and impacts among urban form, the economy, community, and the environment.

What are the implications of the national and regional regulatory framework for Auckland?


- ▶ Evaluate the uptake of land against the feasible capacity and refine the modelling parameters
- ▶ Calculate the plan-enabled capacity of the operative unitary plan.

What are the incentives and barriers to optimal development?

- ▶ Investigate how design decisions affect sense of place and perceptions of quality of life.

Land use planning, climate change and resilience

Auckland's growth and natural resource management challenges are unfolding against a backdrop of climate



change comprising both shifting climate regimes (weather patterns) and extreme events. This requires ongoing efforts to mitigate greenhouse gas emissions in order to curb the ongoing problem, and adaptation to the changing conditions with the embedding of resilience into planning and management.

How well does our land use planning equip Auckland to deal with climate change?

- ▶ Analyse the capacity for growth in Auckland when future climate projection impacts are overlaid on the model
- ▶ Identify the likely effectiveness of adaptation options to guard against the effects of climate change.

Māori research, evaluation and monitoring

Research and data that communicates Māori interests and aspirations is critical to inform Auckland's decision-makers. Cultivating reciprocal relationships and communication channels with Māori in Tāmaki Makaurau will help to ensure that research and evidence reflects Māori worldviews, interests and aspirations. Initiatives that advance Māori data sovereignty i.e. those that increase Māori decision-making about research and data produced about Māori and the environmental, social, economic and land and infrastructure concerns of Māori are an integral part of this work.

Māori aspirations

How might Māori aspirations be advanced by better use of existing data?

- ▶ Identify, collate and map existing data related to Māori communities in Tāmaki Makaurau and share this data with these communities
- ▶ Identify gaps in existing data and evidence for mana whenua and mataawaka and guide future research initiatives
- ▶ Ascertain the extent to which Māori values and aspirations are taken into consideration in resource management decisions.

Māori contributions to Auckland

How might the value of Māori contributions to Auckland be made more visible?

- ▶ Measure the value of Tāmaki Māori contributions – cultural, environmental and social – to Tāmaki Makaurau
- ▶ Consider how economic development might leverage Auckland's unique Māori identity in a manner that is accountable and brings benefits to Auckland's mana whenua and mataawaka communities.

Mātauranga Māori and decision-making

How might mātauranga Māori be better incorporated as evidence in Auckland Council decision-making?

- ▶ Investigate ways to better incorporate mātauranga Māori into the body of evidence required in planning

processes such as the Environment Court and Independent Hearings Panels

- ▶ Contribute to the ongoing development of research, monitoring and evaluation resources to ensure that Auckland Council staff can use mātauranga Māori as evidence in council decision-making
- ▶ Co-develop, with mana whenua, tohu (indicators) that reflect Te Ao Māori (the Māori world view) and encompass notions of iwi/hapū/whānau wellbeing in the natural, social and economic worlds.

Māori data sovereignty

How can Māori data sovereignty be supported?

- ▶ Identify and develop data sources, research and evaluation that support Māori data sovereignty and the values and aspirations of Tāmaki Māori
- ▶ Identify good practice in storing and protecting Māori data and intellectual property.

► Find out more: phone 09 301 0101
Email RIMU@aucklandcouncil.govt.nz
or visit knowledgeauckland.org.nz
and www.aucklandcouncil.govt.nz

RIMU Research and
Evaluation Unit

