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The Board has published a series of reports based on a Te Ao Māori worldview and Māori values which measure Māori wellbeing in Tāmaki Makaurau. They are known as the value reports:

- The Rangatiratanga Report for Tāmaki Makaurau
- The Manaakitanga Report for Tāmaki Makaurau
- The Kaitiakitanga Report for Tāmaki Makaurau
- The Whanaungatanga Report for Tāmaki Makaurau
- The Wairuatanga Report for Tāmaki Makaurau

These reports are a significant step towards defining and measuring wellbeing in ways that are meaningful to Māori and that contribute to positive change. The reports provide Auckland Council – in alignment with the Auckland Plan – and central government with examples of how a Te Ao Māori values approach can inform and strengthen decision-making.

The Auckland Plan identifies an ambitious outcome for 2050 whereby “A thriving Māori identity is Auckland’s point of difference in the world that advances prosperity for Māori and benefits all Aucklanders”. This is known as the “Māori identity outcome”. The Board’s reports will assist the Auckland Council in determining relevant measures and datasets to achieve progress toward this outcome and its strategic directions. In some areas, reliable and relevant data for measuring success in areas of importance to Māori in Tāmaki Makaurau are lacking. The Board plans to work with Auckland Council and other departments to address this data gap.

Through the Board’s work with the value reports, several data challenges were identified both at local and central government level. These are addressed in this report with the aim to influence the way agencies work with, and produce, Māori data.

The lack of local level data is one major challenge; the lack of data reflecting wellbeing from a view relevant to Māori is another. Existing wellbeing frameworks and datasets often present Māori experiences through a deficit lens and so fail to capture the essence of Māori progress, interests and values. Most indicators also focus on individual performance and characteristics. However, Māori empowerment and resilience stem from collective entities such as whānau, marae and Hapū.

The fragmentation of data sources is another issue. Given the recent large investments in New Zealand’s data infrastructure, it is unacceptable that Māori informational needs are still largely unmet. The right to have access to information that facilitates self-determination is recognised in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) and is also a central issue of significance for the Board within the value of Rangatiratanga. The shortcomings of Census 2018, which had historically low Māori response rates and failed to collect Iwi data of publishable quality, contributes to the difficulties in this space.

Māori in Tāmaki Makaurau have clearly stated their priorities in the Māori Plan. These are also addressed in the Board’s Issues of Significance (2012, 2017). Iwi and Māori communities want their worldviews, priorities and needs to be reflected in policies and plans that affect them. Currently, Māori do not see their values reflected in wider Council decision-making processes, nor in the evidence-base informing them.

Over time the Board will produce a series of publications reporting on Māori wellbeing, using datasets that affirm values, strengths and achievements. The Board will continue to advocate for the importance of a Te Ao Māori approach to the measurement and monitoring of Māori wellbeing.

1 Gleisner, Downey and McNally (2015). Enduring census information requirements for and about Māori. Stats NZ
The Board, as an independent statutory entity, is committed to ensuring that decision-making is supported by robust evidence on Māori wellbeing. The Board also acknowledges Māori data sovereignty – that sovereignty over Māori data lies with Māori, regardless of who stewards the data. This is vital for promoting the issues of significance to Māori and ensuring that Auckland Council complies with its statutory obligations under the Treaty. The Board’s reports should also provide a valuable resource for Māori, politicians, policymakers and planners in local and central government, businesses, and NGOs.

David Taipari
Chairman, Independent Māori Statutory Board
Improving Māori data in local government

The Independent Māori Statutory Board has a clear mandate to act in the local and regional landscape of data leadership – in particular to provide advice on where investment is needed in areas that are deficient. There are also opportunities for strategic Treaty-based partnerships with Crown agencies in order to address areas of shared interest. These can be done through mechanisms such as primary data collection to populate priority indicators, the development of tools and capability training, and Māori data governance arrangements.

Based on recent learnings from producing the value reports, the Board gives the following recommendations for improving the design, collection and stewardship of Māori data.

RECOMMENDATIONS

<table>
<thead>
<tr>
<th>RECOMMENDATION</th>
<th>RATIONALE</th>
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<tbody>
<tr>
<td>Apply a Te Ao Māori lens to research and policy development</td>
<td>The Board will give priority to working with tools and techniques that ensure Īwi, hapū and Māori can lead development and use Te Ao Māori indicators. Measuring and monitoring wellbeing from a Te Ao Māori view requires data collection methods and measurements that are fit for purpose. To enable this, local government must build their capability on how to engage with Māori and how to appropriately integrate Māori values in government decision-making. This may include the development of critical toolkits and techniques that enable staff to apply a Māori lens to their research and policy analysis. The Board believes there is great opportunity for stakeholders at central and local level to collaborate on practical solutions to ensure a greater emphasis on Māori culture and to bridge the Te Ao Māori indicators gap.</td>
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<tr>
<td>Facilitate access to local data</td>
<td>The Board supports the idea of national and regional repositories to ensure that relevant indicators can be easily accessed at the right spatial scale. Administrative and survey data for Māori and Īwi populations are generally difficult to access at the regional and local level, despite Tāmaki Makaurau having the country’s largest Māori population. Further, data at lower levels, such as local board level, is often neither available nor collected. Māori in Tāmaki Makaurau need to be supported by planning which is based on relevant and reliable data. The Board’s concern is that Māori will continue to face a daunting task in accessing data on the correct spatial scale, and in locating and integrating relevant data for their own use.</td>
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<td>Ensure that data management reflects Treaty obligations</td>
<td>The Board will work with other agencies on designing a best practice Treaty approach to data management and performance. The Board supports initiatives on data management and integration, provided that such strategies are developed based on a realisation of a Treaty partnership with Māori. All data activities should be within a Treaty framework. This involves an understanding of the social and cultural licenses to operate in an ethically appropriate way, where data sovereignty, integrity and safety are critical points.</td>
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The Board’s data strategy

The purpose of this report is to highlight issues for Māori data as identified by the Board, with the aim of providing guidance for partners and stakeholders in their data management and planning.

The Board’s advice and advocacy of the issues of significance to Māori in Tāmaki Makaurau is based on our understanding that information on Māori wellbeing requires relevant and reliable data. Noting the importance of quality, strengths-based data for Māori, the Board adopted a Data Strategy in 2016 to guide its use of data.

The values that underpin the Board’s Māori wellbeing approach – Whanaungatanga, Rangatiratanga, Manaakitanga, Wairuatanga and Kaitiakitanga – are supported by the data strategy to enable access to relevant data for these value areas. The Board’s approach to data seeks to:

- take a Tāmaki Makaurau focus
- prioritise cost-effectiveness
- ensure timely access to data
- leverage off existing and proposed data collection and research opportunities
- ensure data quality
- prioritise sustainable data collections.

An overarching aim for the Board is also to address the constraints and opportunities for using data. The purpose of the strategy is to improve the quality of policy development and decision-making for matters that are highly relevant to Māori.

To develop the value reports, the Board used the definition of each value or key direction as outlined in the Māori Plan and considered how these are generally understood. This guided the assessment of indicators that could help present a narrative for these values from a measurement point of view. As with the Māori Report for Tāmaki Makaurau (2016), the Board applied the following criteria for selecting the indicators:

- relevance to Māori
- valid and founded in research
- available and cost-effective
- empowerment and enablement-focused
- action-focused
- able to be disaggregated
- statistically sound and robust
- timely and consistent over time
- representative of the values, key directions and domains
- acceptable to stakeholders
Māori data refers to data produced by Māori or data that is about Māori and the environments Māori have relationships with. There is a difference between measuring the wellbeing of Māori (as a population) and measuring Māori wellbeing through a Māori values approach. While there is an abundance of research in the former space, there is far less in the latter. The Board is working towards changing this.

The Independent Māori Statutory Board’s approach to wellbeing is holistic and recognises that data can take many forms. The aspects of wellbeing that matter most for whanau, hapū and iwi are not always measurable statistically. Likewise, those which are measurable may not be most relevant or useful. Furthermore, lived experience cannot be captured in surveys alone. Data are also stories, karanga, whakairo, waiata and the knowledge shared in wānanga.

To reflect these aspects, our Value reports all include a case study, each exemplifying the lived experience and expressions of a particular value. If we are to rely on data for decisions impacting people’s lives, it is important to consider the variety in expressions of lived experience, and the different methods and measures available for reflecting these.

LESSONS LEARNED – WHAT MATTERS FOR MĀORI DATA?

The Board’s work with the Value reports identified major structural challenges to measuring and monitoring Māori wellbeing. Many of the agencies and organisations that collect or steward Māori data lack the capability or capacity to apply a Te Ao Māori lens to their data collection or analysis. More fundamentally, they lack active Māori data governance mechanisms and thus lack a transparent mechanism for Māori influence. Many of the datasets and systems in use were framed and established to meet the priorities and activities of local and central government. These priorities rarely reflect or intersect with Māori values and aspirations.

In the process of shaping the reports, three main areas of data challenges emerged:

1. approaches to measurement
2. place-based data
3. data integration

Each of these will be discussed in depth in the following pages.

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3  Te Mana Raraunga – Māori Data Sovereignty Charter: www.temanararaunga.maori.nz/
1. Approaches to measurement

The first challenge is that approaches to measurement have traditionally been and are still often not fit for purpose for Māori. Māori in Tāmaki Makaurau have clearly articulated what wellbeing means to them in the Māori Plan (2012, 2017). However, measuring and monitoring wellbeing from a Te Ao Māori worldview requires data collection methods and measurements that are both meaningful and meet quality standards. To achieve this, development of new indicators and measurements need to be based in knowledge of the people and environments intended for measuring. It is clear to the Board that organisations are experiencing challenges in framing and delivering a Te Ao Māori approach to their indicators, and their reporting in general.

An OECD report by McDonald et al. (2019) states:

*Frameworks to measure wellbeing […] are important reference points and enable the comparison of Indigenous peoples to regional, national and global averages in a consistent way. However, it is also important that Indigenous peoples have the flexibility to adapt these measures to their circumstances and aspirations (particularly related to land use, traditional livelihoods and customary activities, and language and culture).*

It is vitally important to choose the right measures, especially if the measures or indicators are informing Government action and the allocation of resources. The Government has directed substantial investment into the measurement of wellbeing and the development of approaches to track progress towards wellbeing. The Wellbeing Budget illustrates the shift towards more holistic measures of progress and draws on Treasury’s Living Standards Framework (LSF) and associated dashboard to inform the Government’s investment priorities and funding decisions. The LSF does little to capture a Te Ao Māori understanding of wellbeing although the Treasury has flagged this as an area that needs addressing. A report commissioned by the Treasury, “Monitoring Intergenerational Wellbeing” (2018), thus noted that:

*Any comprehensive framework for intergenerational wellbeing in New Zealand needs to consider both the wellbeing of Māori and Māori conceptions of wellbeing. This reflects the status of Māori as the indigenous population of New Zealand and the principles of the Treaty of Waitangi […] A robust assessment of Māori wellbeing needs to apply a conception of wellbeing grounded in Te Ao Māori.*

Across the public sector there are a relatively small number of wellbeing frameworks or datasets that are based on a Te Ao Māori approach. The Māori Social Survey Te Kupenga, a nationally representative post-censal survey which started in 2013, was developed on an explicit Te Ao Māori model of wellbeing and, in that regard, is highly innovative and unusual. However, because of the sample size (n=5,549 in 2013), there are limits to undertaking robust sub-national or iwi analysis. Stats NZ’s framework He Arotahi Tatarunga (2014) was designed as a statistical framework for people working with statistics for and about Māori, and for Māori to organise and use information in a way that supports Māori development and well-being. It builds on previous work by Stats NZ “Towards a Māori Statistics Framework” (2002). Another Stats NZ-led project, Ngā Tūtohu Aotearoa / Indicators Aotearoa New Zealand, has not yet incorporated a comprehensive Te Ao Māori.

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view of wellbeing although there are plans to do so. The Whānau Ora Outcomes framework and those developed by the commissioning agencies are rare examples of frameworks that try to go beyond individual-level measures and collect their own wellbeing data.5 These initiatives all recognise the importance of putting a Te Ao Māori lens on how Māori wellbeing is conceptualised, measured, monitored and responded to through policies. However, the opportunity to extend that approach across Government has largely been missed, partly due to a lack of institutional capability with respect to Te Ao Māori and the tight timeframes that agencies are working to. While there is generally a positive rhetoric around the need to incorporate Māori values and perspectives into responsiveness plans and wellbeing measurement approaches, the potential for a Te Ao Māori wellbeing approach is largely unrealised.

At the local government level there are many publications aimed at helping authorities increase their understanding of Māori values and worldviews in decision-making processes. The Māori Values and World Views Supplement (2010) to the Resource Management Act 1991 (RMA) enables decision-makers to take mātauranga Māori into account in decision-making. The Supplement assists RMA hearing commissioners to understand the key concepts and values underpinning Māori world views of the environment. It helps them integrate Māori values into decision-making and facilitate the practical expression of tikanga Māori in hearings.

A recent report developed with Auckland Council’s Research & Evaluation Unit (Koroi/RIMU, 2017) outlines a similar conceptual framework to guide interactions based on Te Ao Māori principles in a local government context. The report sets out the concepts of iho matua (how knowledge is acquired), whakapapa (how relationships are nurtured), mana motuhake (how autonomy and influence are exerted),

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and tikanga (how safety is ensured in interactions). These concepts are fundamentally different from the Western knowledge frameworks that currently inform government decision-making.

The concepts are that:

- all things are imbued with spiritual value (spirituality)
- all things are interconnected and interdependent (that collective wellbeing is essential)
- resources are intergenerational (collectivism)
- resources are managed on the basis of shared local meanings (kaitiakitanga, tikanga).

Yates (2019) states that “Māori wellbeing concepts sit outside of contemporary industrial-modern frameworks” and refers to mauri as the central indigenous wellbeing construct. For Māori, ora is life, health, and wellbeing, while mauri is that interpenetrating life force which is “immanent in all things, knitting and bonding them together” as a life-field. The principles which are the foundation of Māori life, wellbeing and spirituality are interlinked with these concepts. For example, mauri ora must be understood in relation to a wider Māori ontology and cultural framework, such as the concept of whakapapa – an ontological framework of multi-level lineage where earth, skies, rivers, and mountains also have agency and importance as ancestral entities (Yates 2019). As such, Māori wellbeing concerns all life, not just human beings.

These foundational principles challenge those engaged in “business as usual” ways of measuring Māori wellbeing to transform their practice to one that truly reflects Māori epistemologies. As Koroi says, “Understanding the holistic nature of mātauranga Māori means that a range of considerations must be made to measure wellbeing of a single individual, or conversely that humans are affected by the wellbeing of the environment and not just by clinical determinants for health.” (Koroi, 2017)

The Auckland Plan 2050 recognises that the cultural heritage of Tāmaki Makaurau is rich and diverse, and its legacy is to be protected. Auckland Council proposes to draw stronger connections between the people of Tāmaki Makaurau, their environment and cultural heritage as a key aspect of enhancing environmental and cultural protection. As current approaches and practices lack a Te Ao Māori perspective, implementing Te Ao Māori concepts such as Whanaungatanga, Manaakitanga, Kaitiakitanga, and Rangatiratanga offers Auckland Council a new approach to deliver their strategy. Wairuatanga is expressed when these partnerships are successful in their outcome.
2. Place-based data

The second data issue identified in this report relates to the dearth of granular place-based data for Māori. Individuals and whānau live in communities, and our regions and communities are diverse. As such, it is important to be able to capture these variations rather than to rely on national or regional aggregations that might poorly reflect actual circumstances and needs. The identities of hapū and iwi are also inextricably attached to place. One of the key challenges that the Board faced in producing the Value reports was accessing data specific to Māori in Tāmaki Makaurau. Administrative and survey data for Māori and iwi populations are generally difficult to access sub-nationally, despite Tāmaki Makaurau having the country’s largest Māori population. Data at lower levels, such as local board, are usually not collected, or not made available due to confidentiality or data quality concerns. Given that there are large differences between regions and between local boards, it is problematic that data does not exist, or is not sufficiently robust, to enable decision-making at the local level. The Board also noted that case studies and research involving Māori, especially within environmental monitoring, mostly occur in rural areas with little focus on the urban issues facing Mana Whenua and Mataawaka in Tāmaki Makaurau. This also has consequences with regards to how comparisons are made. McDonald et al. (2019) wrote:

Comparing Indigenous communities located in rural remote regions with other communities located in the same type of region is more informative than comparing them with the average of non-indigenous population that live in territories of all types [as] comparisons between Indigenous and non-indigenous groups without a territorial view magnify development gaps, as they confound development challenges that are intrinsic to certain places (e.g. rural remote areas) with development challenges that are specific to Indigenous communities.

Further, there are spiritual aspects to consider in land and infrastructure planning, especially for Māori, being aware of the added dimension that land and identity cannot entirely be separated. In this connection and also with identity, land is also closely related to Māori health and wellbeing, so a generic approach to aggregated land data will not serve the purposes intended for Māori.

THE ROLE OF AUCKLAND COUNCIL IN LOCAL AND REGIONAL PLACE-MAKING

Through the Māori Plan and Issues of Significance (2017) the Board advocated for enabling provisions and measures in the Auckland Unitary Plan provided by the Resource Management Act. These acknowledge the guardianship of Tangata Whenua of particular areas. This is a critical instrument for Mana Whenua to express their kaitiaki role in RMA decision-making processes. The growth of Tāmaki Makaurau has placed further demands on iwi in resource consenting processes and on Mataawaka in accessing transport and housing. As a local authority, Auckland Council is obliged through the Local Government Act (2002) to contribute to decision-making processes by Māori, for spatial planning as well as other areas, by a) establishing processes to provide opportunities for Māori to contribute to the decision-making processes of Council; b) considering ways to grow Māori capacity and c) providing relevant information to Māori. As such, there is a need for relevant and reliable data to inform spatial planning and development, or “place-making” where Māori participation is supported.

However, for the Value reports, additional indicators had to be sought out to fill data gaps. When the Board reviewed the indicators used by central and local government it was noted that many indicators focus on environmental impacts rather than a Te Ao Māori view. Mana Whenua are increasingly involved in Auckland Council’s environmental management of land and waterways projects that mitigate or remediate...
urban effects, which represents some small measure of progress. However, it would be more beneficial if environmental management projects were identified and initiated by Mana Whenua. These initiatives would then become a useful platform to develop Te Ao Māori approaches and provide relevant data.

Auckland Council has Treaty obligations to enable Mana Whenua by operationalising more efficient processes for relationships and use of Iwi management plans. There are many legislative requirements that acknowledge Mana Whenua as kaitiaki, and Aucklanders place a high value on the natural environment. Therefore, the Board expects that Auckland Council will give priority to integrating its approach to delivering on Kaitiakitanga and environmental outcomes.

THE INADEQUACY OF CENSUS 2018 MĀORI DATA
The well-documented problems with Census 2018 create additional challenges for sourcing high quality, place-based data for Māori and iwi. The Māori response rate of just over 68 per cent from individual forms was nearly 20 percentage points below the 2013 response rate.7 There were also important spatial differences, with Māori response rates significantly lower in parts of south Auckland than most of the rest of the country. Stats NZ drew extensively on ‘alternative’ datasets to fill the missing data which, as well as raising concerns about their social and cultural license to do so, has resulted in data of highly variable quality for Māori and, in the case of iwi data, no publishable data at all.8 Stats NZ’s decision not to release Iwi data because of poor quality disadvantages iwi with respect to their planning and operations including Treaty settlement processes. In this regard, Stats NZ acknowledged that they have not met their Treaty obligations to Māori. The lack of Iwi data will also be a major issue of significance for the Board.

Another area of concern is the quality of Census 2018 family and household information, given that just under 8% of the total population cannot be placed in a specific dwelling (and for Māori this will be significantly higher). Stats NZ has already indicated that the family and household data will be of significantly poorer quality than in previous censuses – a final report on data quality will be published in late 2019. In addition, major changes in the way the 2018 Census dataset was created will mean that measures of Māori outcomes and therefore equity measures will not be comparable with those of previous years.9 Consequently, it will not be possible to see if outcomes for Māori have changed compared with previous years, especially at the regional level where most Māori-focused services are delivered. In short, the limitations of Census 2018 will be a major impediment to developing data-informed policies and programmes that support Māori self-determination and Māori flourishing.

Finally, it is not yet clear whether, and to what extent, Te Kupenga 2018 (as a post-censal survey) has been affected by the inadequacies of Census 2018. The Māori Plan and Value reports draw extensively from Te Kupenga. Thus, the ability to report on key indicators will be negatively impacted if the quality of data from this important survey is compromised.

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8 Initial Report of the 2018 Census External Data Quality Panel, Stats NZ 2018
Figure 1 – number of agencies contacted to provide data for the Māori Value reports
3. Data integration – and fragmentation

The third challenge arises because governments and organisations are increasingly moving towards open data and the linking of data across platforms and sectors. An example is Stats NZ’s Integrated Data Infrastructure (IDI) which links more than 60 government, research and NGO datasets that enable very granular analysis at the individual level (the data are de-identified). While Māori are often a particular group of interest in research involving IDI data, there is no dedicated Māori data governance arrangement in place.

Te Mana Raraunga Māori Data Sovereignty Network holds as a key principle that Māori data should be subject to Māori data governance, consistent with rights and interests articulated in the Treaty of Waitangi and the UN’s Declaration on the Rights of Indigenous Peoples, to which Aotearoa New Zealand is a signatory. As such, Māori need to be involved in the governance of data repositories and there should be investment to support the development of Māori data and security systems. While Stats NZ has publicly committed to a Treaty-based Māori approach to data governance across the official data system, progress has been slow, and it is not clear how long it will take for the approach to be developed and implemented.

The Board supports the work of Te Mana Raraunga in advocating for Māori sovereignty over Māori data and to ensure that Māori rights and interests in data are protected as the world moves into an increasingly open data environment. Given documented institutional racism and the experience of Māori data not being used in the interests of Māori, concerns remain about the appropriate use of integrated data and how it will benefit Māori. These concerns are being amplified with the increasing use of algorithmic decision-making being applied to government datasets, including for operational purposes (Stats NZ, 2018).

While the aspiration is for Māori to gain a greater degree of control over their data and to build data capacity and capability, there will be high costs involved in building a Māori data ecosystem and workforce and this will take time. In the meantime, within a Treaty of Waitangi context, and defining Māori data as a taonga, the Board will work with its partners to ensure safeguards are in place for the appropriate governance and use of Māori data in an increasingly linked data and open data environment.

Further, data fragmentation was a main issue. The Board’s work with producing the Value reports meant contacting more than 40 local and national organisations, some of which had to be subject to an Official Information Act Request to release information on time. The aim was to retrieve data of relevance to Māori from the Te Ao Māori view that the Board promotes via its five key directions (Figure 1). However, attaining this was extremely time-consuming and as such the process had low cost-effectiveness.

Another common issue is that divisions within large organisations do not share the same outcomes, and there is often lack of a central data governance function. This means that organisations which collect or steward data often end up with datasets that are siloed, inconsistent in definition and governance, and difficult to access. Lack of this kind of structural consistency often leads to duplication, gaps, overlaps and Māori and Iwi risk being asked for the same data from different agencies and that they may experience repeat data requests from the same organisation.

Māori wellbeing cuts across both local and central government efforts. The lack of clear shared outcomes between agencies causes missed opportunities for collaborative efforts to collect and integrate data that are meaningful for Māori and that will support agencies to meet their Treaty obligations. Auckland Council recognises that the data held about the planning, operation and performance of the city is an asset, but considers that a holistic data infrastructure is not yet a priority for Auckland Council. Whilst there have been some new portals and databases developed from a Māori (such as Auckland Transport’s Te Waharoa portal) there is still a need for data to be more integrated across the Auckland Council Group, and for data to be driven from a Te Ao Māori perspective.

11 www.gida-global.org/care
Conclusion

This report demonstrates experienced issues around the collection and accessibility of Māori data. The Board, as an independent statutory entity, is committed to ensuring that decision-making is supported by robust evidence on Māori wellbeing. The Board also acknowledges Māori sovereignty of Māori data. This is vital for promoting the issues of significance to Māori and ensuring that Auckland Council complies with its statutory obligations under the Treaty of Waitangi.

The report should also provide a valuable resource for Māori, politicians, policymakers and planners in local and central government, businesses, and NGOs. Any progress towards improvements in data collection, integration and storage within large organisations needs to be based on a realisation of the Treaty partnership with Māori. Organisations will also need to understand the social and cultural licenses to operate in an ethically appropriate way, where data sovereignty, integrity and safety are critical points.
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