

Revised 2024-26 Operating Plan

Revised for the period January to December 2025

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TOITŪ TE WAIORA

**Community, Health, Education
and Social Services**

Workforce Development Council

toitutewaioara.nz

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Introduction from the Chief Executive



Toitū te Waiora has had many achievements since establishment, built strong relationships, delivered quality outcomes, and helped shape a more responsive vocational education and training system.

As we enter our final months of operation, we remain proud of our impact and are committed to ensuring Industry Skills Boards (ISBs) are set up for success. ISBs will replace all Workforce Development Councils (WDCs) from 1 January 2026.

This revised operating plan outlines how we will deliver on our responsibilities through to 31 December 2025.

We have focused our workplan to meet the Tertiary Education Commission's (TEC's) priorities for WDCs until 31 December 2025, which includes qualification development, standard setting, quality assurance and moderation, and endorsement of programmes. While our activity will taper, we remain focused on delivery, continuity, and a successful handover of functions.

We are navigating significant change and have recently implemented an organisational restructure to prioritise our resourcing towards these core functions, ensuring we can stay financially viable until December.

We remain fully committed to fulfilling our existing mandate and responsibilities. Our priority is to maintain the quality and consistency of our qualifications work programme for our providers and stakeholders.

A handwritten signature in black ink, which appears to read 'Sean McKinley'.

Sean McKinley
Chief Executive

Our Strategic Context

We operate under the Education and Training Act 2020 and remain responsible for delivering our core statutory functions which include leadership; developing and setting standards, capstone assessments, and qualifications; endorsing programmes and moderating assessments; and advisory and representation.

The government announced a reform of the vocational education and training system in August 2024 to introduce a new, independent, and industry-led model for work-based learning.

The TEC has directed us to prioritise our work on developing and setting standards, capstone assessments, and qualifications, and our work on endorsing programmes and moderating assessments. The TEC has asked that we reduce or cease all other activities.

In 2024/25 we implemented immediate cost-saving measures in order to continue operations through the 2025/26 year with no additional crown funding.

This revised operating plan reflects a commitment to delivering key qualifications work, maintaining system stability, and supporting the government's intentions for the VET system.

Our Strategic Direction

Our overarching goal is a **skilled and qualified workforce for Aotearoa New Zealand**. To achieve our overarching goal, we have three strategic goals: deliver responsive qualifications, be the voice of industry, and provide influential advice.

Figure 1 summarises our strategic direction.

This strategic direction continues to guide our mahi through to disestablishment of WDCs and transfer of functions to ISBs.

Figure 1: Strategic Direction



*A skilled and qualified workforce for Aotearoa New Zealand means:

... a workforce that represents the communities it serves

... supply of a workforce that meets the needs of the communities it serves

... supply of a workforce that meets demand, now and in the future

... growth of our national workforce base

...improved outcomes for our graduates

Toitū te Waiora Workplan to December 2025

In response to guidance from TEC, our workplan is largely driven by our qualifications activities - our standard setting, programme endorsement, and moderation functions. Some other activities are planned to meet our skills and workforce leadership, and advisory and representation functions, however these have been scaled back to prioritise resources towards qualifications activities.

Appendix One summarises the Toitū te Waiora workplan to December 2025. This differs to the original workplan published in the 2024-26 Operating Plan as we have prioritised our resources in accordance with guidance from TEC to focus on delivery of core qualifications functions.

VET Reform Programme

In addition to delivering our strategic direction and workplan to December 2025, we have established a VET Reform Programme. A high-level description of the four workstreams of the VET Reform Programme are described at Figure 2 and on the following pages. More detailed planning is underway and will be informed by emerging transition planning arrangements set by TEC and the ISB Establishment Advisory Groups.

Figure 2: VET Reform Programme



Deliver to December

The 'deliver to December' workstream covers:

- Operating Plan and Budget
- Effective management and operations, including key person risk management
- Deliver the priorities set by TEC
- Deliver Toitū te Waiora Workplan

Essentially, this Operating Plan summarises our 'Deliver to December' activities.

Advice

The 'advice' workstream covers:

2025	Advice
April	Advice to TEC on coverage
May	Submission to ISB coverage consultation
May	Lessons learned from previous reforms, establishment, and operations of WDCs
June	Submission to Select Committee on the Education and Training (Vocational Education and Training) System) Amendment Bill Submission on NZQA fees consultation
July onwards	Advice to ISB Establishment Advisory Groups
TBC	Submission to Select Committee on legislative amendments and secondary legislation (future dates tbc)

Tapering operations to disestablishment

The 'tapering operations' workstream covers:

- Governance and accountability activities necessary to disestablish Toitū te Waiora
- Winding down systems, tools, policies, and procedures
- Hāpaitia-led and/or Ohu Ahumahi activities to disestablish WDCs

We are working through a detailed plan for winding down our systems, tools, policies, and processes. This includes (but is not limited to): human resources information;

contract management; document management (including stakeholder and insights data and information); subscriptions and memberships; websites; deregistering as a charity; transfer of shareholding of Hāpaitia; and other activities.

This includes working across WDCs and with Hāpaitia on shared matters.

There are also proposed changes to our Governance structure and process (described in the Governance section).

Through all this is a duty of care to look after our people, so we are working to a detailed plan for the health, safety, and wellbeing of our people through this challenging time.

Transfer of functions

The ‘transfer of functions’ workstream includes:

- Preparing for and transferring functions to ISBs and/or NZQA
- Transfer of people if required, including capability mapping to identify key roles for potential transfer to ISBs

For each function or team, we have planned:

- Documentation of processes and where necessary document management improvements
- Development of templates for transfer critical information, including stakeholder information from Aka Kōrero and insights data and information
- Completion of templates and handover to the relevant ISB and/or NZQA

For qualifications review and development activities, we plan to pause projects at natural points in the process so that we can hand ‘in flight’ projects over to ISBs and/or NZQA as seamlessly as possible.

We are preparing a detailed plan for ‘transfer of functions’, and we will work with TEC and the ISB Establishment Advisory Group/s and/or NZQA to confirm this plan and its implementation, as required by the draft amendments to the Education and Training Act.

Budget

We face significant resource constraints to deliver this workplan. Loss of Crown funding requires us to draw on financial reserves to fund day to day operations in the 2025/26 financial year, which has necessitated downsizing the organisation and workplan.

Appendix Two summarises our budget for 2025/26.

Governance

Our Council Board is planning a size reduction through attrition and not extending or appointing new members when current member terms are due. We require a quorum of five members for decision making. Figure 3 below shows that reduction over time.

Figure 3: Reduction of Governance membership

Date	# Council Board members	Comment
1 Dec 2024	10	
1 Jan 2025	9	Co-chair resigned in December 2024, a new co-chair was elected, and the vacancy was not filled, resulting in a net reduction of one
1 Jul 2025	7	Four members' terms were due to expire on 30 June 2025. Two have been extended to 31 December 2025 and two will not be extended or replaced, resulting in a net reduction of two
1 Sep 2025	TBC	Three members' terms are due to expire on 31 August 2025. The Council Board will make decisions at that time on extensions and/or the terms of the remaining members

The Council Board has also disbanded its Finance, Audit and Risk subcommittee, and the People, Remuneration and Culture subcommittee. All matters are now brought to the full Council, reducing workload for subcommittee members and secretariat.

The Council Board has also changed its meeting schedule, from a bi-monthly full day meeting (often in person), to a short monthly meeting online, further reducing workload and expense.

Risk management

We apply a structured and proactive approach to identifying, assessing, and managing risks to ensure delivery of our core functions during the transition to the ISBs.

We maintain a dynamic enterprise risk register, reviewed monthly, which captures both strategic and operational risks. Each risk is assessed by its likelihood and impact and is accompanied by tailored mitigation strategies and treatment actions. Risk owners are accountable for ongoing monitoring and implementation of controls, and report on progress to SLT and the Council Board.

We have put in place a range of mitigations to manage our key risks. These include halting recruitment, strengthening our data systems, improving emergency readiness, and supporting kaimahi through change. We're also working closely with TEC and sector partners to ensure our core functions continue smoothly during the handover of core functions to ISBs.

Performance Reporting

The performance measures we originally set are still relevant. We will continue to monitor our performance internally, and report on performance to the TEC as required until we are formally disestablished. We also note the proposed changes to the Education and Training Act requiring a final report to the Minister upon disestablishment of Toitū te Waiora

We will still prepare Annual Reports for 2024/25 and 2025/26 which will be subject to independent audit. We will seek advice from our auditors, Office of the Auditor General, and The Treasury on the annual reporting requirements for 2025/26.

Our performance measures are:

Responsive Qualifications

- NZQA EQAF/NEM assessment
- Number of new qualification products developed and submitted to NZQA
- Number of qualification products maintained and submitted to NZQA
- Micro-credential support applications
 - Number completed, average duration, proportion completed within 20 working days
- Pre-assessment moderation
 - Number completed, average duration, proportion completed within 20 working days
- Post-assessment moderation
 - Number completed, average duration, proportion completed within 30 working days
- Consent to assess
 - Number completed, average duration, proportion completed within 20 working days
- New programme endorsement
 - Number completed, average duration, proportion completed within 20 working days
- Existing programme change endorsement
 - Number completed, average duration, proportion completed within 20 working days
- Increase in enrolments of our qualifications**

-
- Increase in completions for our qualifications**
 - Learner outcomes**

Voice of Industry

- The proportion of partners and stakeholders that agree Toitū te Waiora understands stakeholder priorities
- The proportion of partners and stakeholders that agree Toitū te Waiora effectively communicates stakeholder priorities
- The proportion of partners and stakeholders that are confident graduates will have the relevant skills
- The proportion of partners and stakeholders that agree graduates have the relevant skills
- Increase in the proportion of graduates that go on to employment in our industries**

** Asterisked performance measures cannot be directly attributed to our mahi. They are affected by setting and conditions across education, economic, employment, and other contexts. However, they are indicative of a skilled and qualification workforce for Aotearoa New Zealand.

Influential Advice

- Stakeholder satisfaction (TEC)
- Proportion of investment recommendations accepted
- Increase in the number of collaborative projects with partners and stakeholders

Organisational Capability

- Budget performance
 - Risk management performance
 - Health, Safety, and Wellbeing maturity
 - Results of independent review of Council
 - Proportion of kaimahi with performance development plans in place
 - Reduction in leave liability
-

Appendices

The following appendices are provided:

- Appendix One: Workplan to December 2025
- Appendix Two: 2025/26 Budget



Toitū te Waiora Workplan

January to December 2025

Our strategy





Qualifications

2024/25				2025/26								
Q3 (JAN – MAR)		Q4 (APR – JUN)		Q1 (JUL – SEPT)		Q2 (OCT – DEC)		Q3 (JAN – MAR)		Q4 (APR – JUN)		
SUPPORT REFORM PROGRAMME			Aka Kōrero contacts clean up									
					Quals Handover (Projects and Functions)							
PRODUCT MAINTENANCE / BAU	NZQA product maintenance processes including Last Date of Entry/Last Date of Assessment (LDE/LDA) changes, expiries, legislative amendments plus any additional unscheduled priority maintenance.											
	AECPTNZ maintenance of First Aid as a Life Skill documentation											
			Early Childhood, Emergency Care, Pharmacy, Emergency Comms, Fire and Rescue Consistency Reviews									
QUALIFICATION AND STANDARDS REVIEWS	Civil Defence Unit Standard Review											
	Emergency Communications Centres L3 Qualification Review											
	Scoping/planning		Fire and Rescue and Emergency Services Quals Review (6 x Qualifications)									
	S&P	Holistic Education Quals Review (L4/L5) (2 x Qualifications)		Project scoping/planning		Early Childhood Education and Care Quals Review (6 x Qualifications)						
	First Aid Unit Standard Review (3x Unit Standards)											
	Health & Wellbeing Quals Review (8 x Qualifications)											
	Pharmacy Services Quals Review (5 x Qualifications)											



PRODUCT DEVELOPMENT

2024/25		2025/26			
Q3 (JAN – MAR)	Q4 (APR – JUN)	Q1 (JUL – SEPT)	Q2 (OCT – DEC)	Q3 (JAN – MAR)	Q4 (APR – JUN)
Disability Support New Developments (2x qualifications)					
Core Generic Sills Standard Development Levels 2, 3 and 4					
Non-complex Support Plan with Tangata / Older Person (1x Unit Standard)					
Health Coaching – Primary Care Development (1x Micro-credential)					
Clinical Coders Micro-credential Development (1x Micro-credential)					
First Aid Mental Health Awareness Skill Standard Development (1x Skill Standard)					
Long Term Level 3 Care Conditions Qualifications, Skill Standard and Micro-credential Development (1x qualifications, 5x Skill Standards, 5x Micro-credentials)					
Family Violence and Sexual Violence Skill Standard / Strands Development (Te Puna Aonui) (possibly 3 micro-credentials and 6-9 skills standards)					
Youth Work SS Development (40x Skill Standards)					
Civil Defence Micro-credential and Skill Standard Development (55 unit standards reviewed for transition or expiry / 43 new Skill Standards)					
Prisoner Management Skill Standard Development Levels 3,4,5 (15x Skill Standards)					



2024/25

2025/26

Q3
(JAN – MAR)Q4
(APR – JUN)Q1
(JUL – SEPT)Q2
(OCT – DEC)Q3
(JAN – MAR)Q4
(APR – JUN)Post Moderation
(3 items per submission)

Occupational H&S Practice
Fire & Rescue Services –
Vegetation
Fire & Rescue Services -
Generic Fire Fighting
Emergency
Communications
Youth Development

58 submissions
for 131 Unit
Standards

Prisoner management
Prison Safety & Security
Beauty Therapy
ECE-Theory and Practice
ECE –Family, Whānau,
Community, and Society
ECE- Professional Practice

62 submissions for
116 Unit Standards

Occupational H&S Practice
Urban Pest Management
Salon skills
Beauty Therapy
Assessment of Learning
Design and development of adult
education

*62 submissions
for 122 Unit
Standards

*Numbers of
submissions requested
for moderation may be
adjusted should the
team be reduced in
staffing levels

BAU

Pre-Assessment Moderation (400 to 500 submissions) within an academic year

Programme Endorsement/Micro-credential (95) within an academic year

Consent to Assess Applications (25-35 submissions) within an academic year

Micro-credential Support – New (35 - 45 submissions) or Existing Micro-credential Change (5 - 10 submissions) within an academic year

Provider meetings – support, clarification (reduce RFIs), requests (post mod), review of drafts, notifications of unit standards expiry, moderators' interpretations, SSB transfer, consultation surveys (CMR)

Improvement
Projects

Out Reach Project – To provide
specific guidance and support to
providers.
Research best options for Schools,
design and implement.

Development of support **collateral** for assessment
design, programme design, internal moderation

Support Reform Work Programme



Quality Assurance Work Plan

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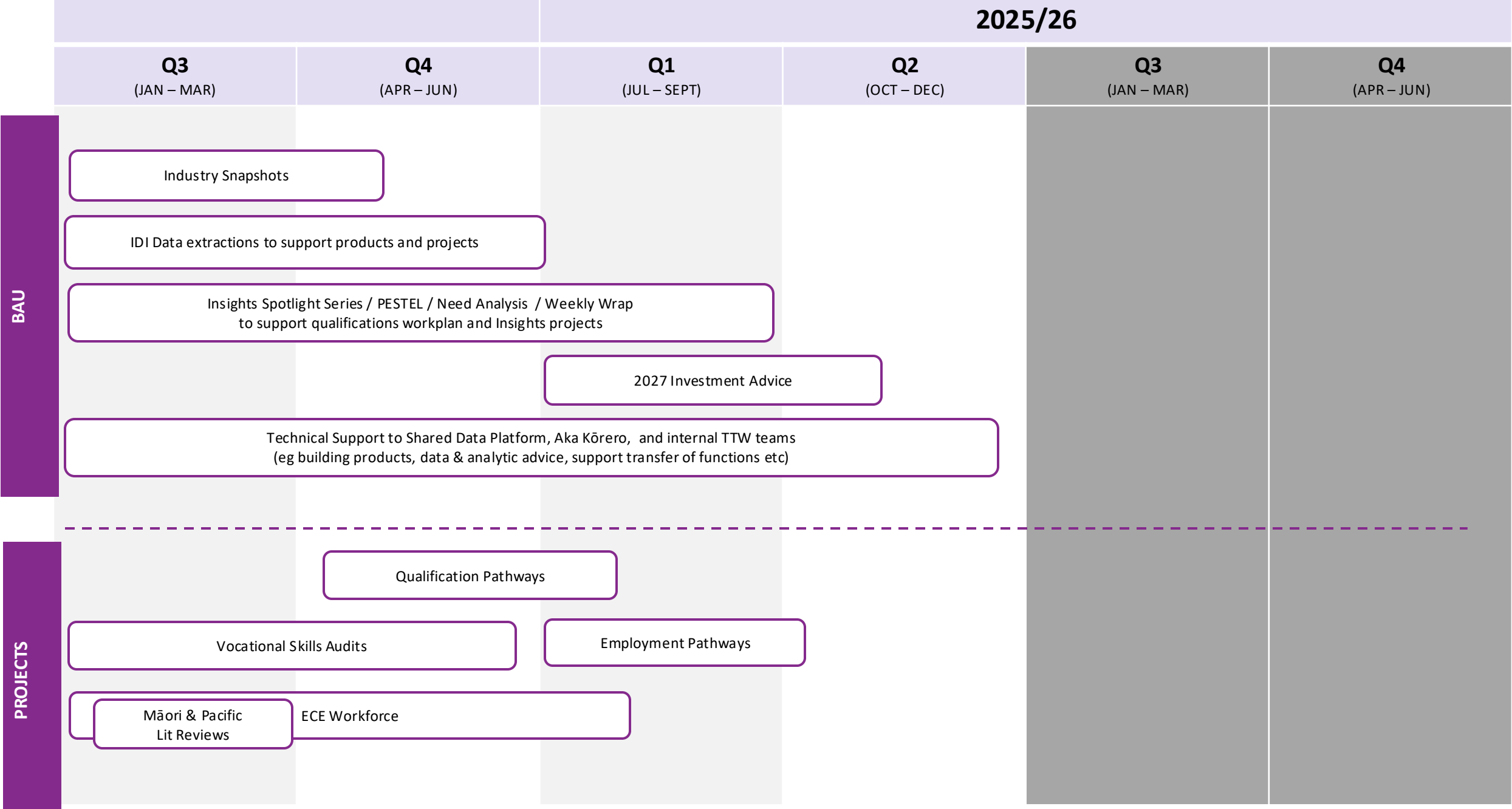
Poumatua

2024/25				2025/26		
	Q3 (JAN – MAR)	Q4 (APR – JUN)	Q1 (JUL – SEPT)	Q2 (OCT – DEC)	Q3 (JAN – MAR)	Q4 (APR – JUN)
BAU	He Rau Rangatira					
	Cultural Safety / Pastoral Care / Farewells					
NIAGs National Industry Advisory Groups			Disability NIAG			
			Social Services NIAG			
			Ealy Childhood Education NIAG			
IWI / IMPBs Iwi Māori Partnership Boards	IMPB - Te Manawa Taki					
	IMPB - Te Pae Ruahine					
	IWI – Ngāti Hine					
	IWI – Ngāti Toa Rangatira					
Product Support	Māori Qualifications Services					
Ohu Ahumahi Cross collaboration	Collective Kaimahi Rōpū A network of Kaimahi groups supporting all Ohu Ahumahi by: Upholding tikanga and cultural practices Engaging with iwi and external partners Providing mātauranga Māori resources Embedding Te Tiriti o Waitangi in our mahi					





Strategy & Advice



2024/25				2025/26								
Q3 (JAN – MAR)		Q4 (APR – JUN)		Q1 (JUL – SEPT)		Q2 (OCT – DEC)		Q3 (JAN – MAR)		Q4 (APR – JUN)		
PLAN	2025/26 Operating Plan and Budget											
	VET Reform Programme planning & implementation											
REPORT	Stakeholder survey				Annual Report 2024/25 (inc. audit)		Annual Report 2025/26 (inc. audit)					
	TEC Progress Report						TEC Progress Report					
	Operational Performance Report to Board (was bi-monthly, now quarterly)											
	SLT Performance Reporting (monthly): risk, projects, budget etc											
OTHER	Policy Review											
	Communications; Finance; Purchasing; and Travel support across TTW											
	HSW Action Plan & Implementation											
	Disability Action Plan & Implementation											
	Pacific Action Plan & Implementation											
	Document Management											
	Kaimahi Development Sessions											



1. Summary

Toitū te Waiora Budget 2025/26	July to December 2025 \$000s
Income	
Funding	520
Expenditure	
People Costs	3,871
Salaries	2,069
Salary CPI Increase	59
Redundancies	1,112
Other personnel costs	631
Consultancy & Contractors	110
Governance	122
Travel	150
Meetings & Events	30
Other Expenses	610
Hāpaitia	828
Total Expenditure	5,721
Total Surplus/(Deficit)	(5,201)
Opening Bank Balance as at July 1 2025	5,572
GST Refund	848
Payments (GST, Employees, Suppliers)	(5,691)
Closing Bank Balance as at December 31 2025	729
Liabilities to be paid upon disestablishment	(81)
Net Cash after realisation of receivables & payable	647
<i>Note: Hāpaitia Advances are not recognised in the net cash balance</i>	

Assumptions

1. TEC indicative funding letters have included an additional \$520,000 over and above the funding request made. This is included in the income line and offset by an additional TEC contingency expense of \$500,000 and an additional Hāpaitia cost of \$20,000 for Wellington office rent extension to 31 January.
2. Hāpaitia costs charged to the Toitū te Waiora will be taken from cash advances held in Hāpaitia for the costs relating from October to December invoicing.
3. Hāpaitia Advances of \$174,656 relates to the wind-up costs post 31 December 2025.
4. Consultancy and Contractors include legal and audit costs.
5. Governance costs reflect a reduction in councillors as Toitū te Waiora moves to full disestablishment.

6. Redundancy Costs and FTE Table

	Budget 2025/2026			
	Apr - Jun 2025	Jul to Nov 2025	Dec-2025	Total 2025/26
Base Salary	1,251,187	1,788,196	281,606	2,069,802
Redundancy	250,050	332,582	778,315	1,110,897
Total Salary	1,501,237	2,120,777	1,059,921	3,180,698
Redundancy FTE	8	11	22	33
Fixed Term	1	0	1	1

2. Financial Performance

	Budget 2025/2026
	Jul to Dec 2025
	\$000s
INCOME	
TEC Funding	520
Total Income	520
EXPENDITURE	
People Costs	3,871
Consultancy and Contractors	110
Governance	122
Travel	150
Meetings and Events	30
Other Expenses	610
Total Expenditure	4,893
Hāpaitia Expenditure	828
Total Expenditure	5,721
Total Surplus/(Deficit)	(5,201)

3. Financial Position

	Budget 2025/2026
	Dec-2025
	\$000s
CURRENT ASSETS	
Bank Accounts & Short Term Deposits	729
Hāpaitia Advances	175
Total Current Assets	903
Total Assets	903
CURRENT LIABILITIES	
Account Payable	195
GST	(114)
Current Liabilities	81
Total Liabilities	81
Net Assets	822
EQUITY	
Equity	822
Net Cash after realisation of receivables & payables	647

4. Cashflow

	Budget 2025/2026
	Dec-2025
	\$000s
Direct Cashflow	
Opening Bank Balance	5,572
Closing Bank Balance	729
Net Inc/Dec in Cash	(4,843)
Receipts from Funding	598
GST (net)	250
Payments to Employees	(3,252)
Payments to Suppliers	(2,440)
Net Cash flows from operating	(4,843)
Net/Inc Decrease in Cash	(4,843)

5. Hāpaitia Costs

	Budget 2025/2026		
	Jul to Dec 2025	Jan to Mar 2026	Total
	\$000s	\$000s	\$000s
Finance	109	72	181
People & Culture	102	20	122
Te Kahui Ahumahi	15	0	15
Pacific Peoples	31	0	31
Business Services	12	0	12
Business Solutions	48	2	50
Property & Office Mgmt	138	0	138
ICT Services	153	29	182
Depreciation/Asset Lease	219	0	219
Total Hapaitia Costs	828	123	951

The Hāpaitia costs include disestablishment costs and further cost to wind up the WDCs and Hāpaitia from January 1 to March 31, 2026.

The following wind-up costs have been included:

1. Redundancy payments \$684,000
2. Asset write-offs \$1,213,000
3. Make good provisions for rental properties \$100,000.
4. Expensing of prepayments (unused IT licenses) \$215,000
5. Post December 31 costs (excluding redundancies) \$247,000.

The post December 31 costs allow for the completion of final accounts and final audit, collection and disposal of remaining assets including IT and office equipment, termination of IT and all other systems, completion of all personnel employment related matters including finalisation of records and IRD returns and transfer of all data and records to TEC.

6. Detailed Financial Performance

	Budget 2025/2026	Actuals 2024/25
	Jul to Dec 2025	Jul to Dec 2024
	\$000s	\$000s
INCOME		
TEC Funding	520	4,720
Other Income	0	146
Total Income	520	4,866
EXPENDITURE		
People Costs		
Direct Personnel Costs		
31100 Salaries	3,181	2,919
31145 Salary CPI increase (Budget only)	59	0
31400 Kiwisaver contributions	95	90
31445 Kiwisaver contributions CPI inc	2	0
31500 ACC	9	6
31545 ACC CPI increase	0	0
31300 Annual leave	0	(50)
Total Direct Personnel Costs	3,346	2,964
Other Personnel Costs		
32300 Individual prof. development	70	2
32400 Group prof. development	0	45
32500 Other staff costs	120	6
32700 Health, safety & welfare supp	0	5
32800 Recruitment costs	0	14
35100 Contractors - Internal	336	354
Total Other Personnel Costs	526	426
Total People Costs	3,871	3,390
Consultancy and Contractors		
35300 Legal fees	60	15
35400 Audit fee	50	22
Total Consultancy and Contractors	110	36
Governance		
34000 Governance - Council fees	122	169
Total Governance	122	169

	Budget 2025/2026	Actuals 2024/25
	Jul to Dec 2025	Jul to Dec 2024
	\$000s	\$000s
Travel		
33100 Travel - Airfares	0	75
33120 Travel - Accommodation	0	47
33130 Travel - Food	0	5
33140 Travel - Mileage	0	9
33150 Travel - Others	150	9
33160 Travel - Parking	0	1
33170 Travel - Rental vehicles and mevo	0	2
33180 Travel - Taxi and Uber	0	10
Total Travel	150	158
Meetings and Events		
Meetings		
33200 External Meeting - Catering/food	0	0
33220 External Meeting - Venue hire	0	1
33210 External Meeting - Other	30	4
33300 Internal Meeting - Catering/food	0	5
33320 Internal Meeting - Venue hire	0	14
33310 Internal Meeting - Other	0	4
Total Meetings	30	28
Events		
43100 Sponsorship	0	23
Total Events	0	23
Total Meetings and Events	30	52

	Budget 2025/2026	Actuals 2024/25
	Jul to Dec 2025	Jul to Dec 2024
	\$000s	\$000s
Other Expenses		
Other Operating Expenses		
41000 General expenses	1	0
41100 Office expenses	1	2
44300 Donations & koha	5	1
42400 Shared data platform	50	50
35780 Research	0	8
42100 IT minor equipment	0	0
42000 IT licensing fees	1	13
42200 IT ongoing costs	0	3
44400 Equipment <\$2k	0	7
41200 Printing, stationery & postage	1	1
44200 Subscriptions & memberships	6	8
43000 Promotion and marketing	46	29
Total Other Operating Expenses	110	121
Administration Expenses		
44100 Bank fees	0	0
44500 Insurance	0	12
49994 TEC Contingency	500	0
Total Administration Expenses	500	12
Total Other Expenses	610	133
Total Expenditure	4,893	3,938
Hāpaitia Expenditure	828	703
Total Expenditure	5,721	4,640
Total Surplus/(Deficit)	(5,201)	225