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# THE STATE OF THE PUBLIC TERTIARY EDUCATION SECTOR SURVEY, 2018

Charles Sedgwick & Sarah B. Proctor-Thomson

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Commissioned by the Tertiary Education Union, Te Hautū Kahurangi o Aotearoa

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# FOREWORD

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This research makes for disturbing reading. It details the ways in which our current, market based tertiary education system continues to attack, and erode the expression of professional values by staff in the sector. But it also reveals the human relationships that are at the heart of tertiary education. It shows us how we can support those relationships and the values they embody. And it exposes the changes we have to make if the full life-changing potential of tertiary education is to be realised. Conditions of work for staff are conditions of learning for students – and equally, they are the conditions of production for research and innovation. This report from the frontlines makes one thing absolutely clear: we must improve those conditions

This research is an invaluable resource for all those concerned with the future of our sector. It should be used by staff and student advocates at all levels, by policy makers, officials and politicians, by industry and professional bodies, by employers, parents, whanau and iwi. We in Te Hautu Kahurangi, the Tertiary Education Union of Aoteroa New Zealand, are very proud to present this document. We hope that it receives the study and attention it assuredly deserves.

**MICHAEL GILCHRIST**  
**PRESIDENT, TE HAUTI KAHURANGI, TERTIARY EDUCATION UNION**

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This research was granted ethical approval from the Auckland University of Technology Human Ethics Committee.

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# RESEARCH SNAPSHOT

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## WHAT WE DID

The purpose of this research was to gather up-to-date data on the ways in which changing systemic and institutional pressures within the tertiary education sector in Aotearoa were shaping the values, experiences, and relationships of staff, and the teaching and learning conditions of students. Building on two previous TEU surveys (Bentley, McLeod & Teo, 2014; Oosterman, Sedgwick & Grey, 2016), the survey was designed to provide a benchmark for analyses of worker experiences and conditions in the future. Two questionnaires were developed to reflect the different functions and work organisation of academic and general staff. The survey received ethical approval from Auckland University of Technology.

Between April and June 2018 we gathered a sample of almost 2,000 academic and just over 1,000 general staff working in the tertiary education sector. Respondents were drawn from all universities (62% of sample), all Institutes of Technology and Polytechnics (ITPs) (32% of sample), all wānanga (4% of sample), and a smaller group of private training enterprises, Rural Education and Activities Programmes (REAPs) and crown research centres (1% of sample).

## WHAT THE RESEARCH TELLS US: KEY FINDINGS

### STAFF INFLUENCE WITHIN THEIR INSTITUTIONS

The degree of influence and autonomy tertiary education staff have over their work is changing. Academics faced increasing pressure to admit and pass students as well as change their delivery mode and assessment. Additionally, implicit or explicit pressure to publish was shared across institutions and inevitably linked to promotion. In sum, academic autonomy around pedagogical issues has been diminished.

Staff reported declining influence over decision making. At institution or council level exclusion from decision-making was almost absolute. The closer a decision was to the department or work unit, the more likely input was possible but deterioration over time was noted.

Qualitative comments indicated that phrases used in the sector like ‘consultation’, ‘meaningful engagement’ or ‘committee decision making’ were empty signifiers for a number of respondents; Even having a voice did not mean acceptance of one’s input. The common perception was that final decisions were usually already made by senior leadership before consultation processes began.

### STUDENT SERVICES AND SUPPORT

Just over half of all staff in tertiary institutions felt that conditions were supportive of students, but also reported that service provision was getting worse in the areas of mental health, study skills and pastoral care. High workloads were reported to interfere with staff capacity to adequately support students, especially those who needed more support because they were poorly prepared for tertiary education.

### WORKLOADS

Academics in universities were working longer than those in ITPs and women tended to work longer hours than men in relation to their proportion FTE (Full-time equivalent). General staff typically worked the hours of work stated in their employment agreements with little variation between male and female staff. Expectations on staff in the areas of administration, teaching and research had increased including expectations to spend more time on teaching preparation and marking (including those in wānanga, ITPs and universities). Staff in wānanga reported higher expectations on them than those in universities and ITPs in regard to taking responsibility for tikanga māori.

There was decreased worker control reported in a number of different areas of work. Between 61 and 77% of academic staff across different institutional types said class sizes and staff levels were non-negotiable. These are areas of work that are associated with academics’ most important values. Women, more so than men also said that doing extra work on the weekends was not negotiable. To a lesser degree, general staff nominated areas of workload and additional hours as non-negotiable, but like their academic counterparts said that some working arrangements (Flexi-time, how they organised their work) were left up to them.

## BULLYING AND DISCRIMINATION

A minority of staff reported direct bullying but qualitative comments from over 10% of respondents confirmed that a bullying and discriminatory environment is embedded in the tertiary education sector. Over a third of accounts explicitly described bullying perpetrated by management who set the example for others to imitate (other groups of perpetrators including colleagues and students were reported by a much smaller fraction of respondents).

## STAFF OUTCOMES

A greater level of work/life conflict was experienced by female than male staff. Stress levels had increased over the last three years for over two thirds of all respondents. Academics reported more stress than general staff and those in the 35-45 age bracket more than other age groups. The top contributors to stress for all staff were: anxiety over future employment and unrealistic expectations from management.

The majority of staff in the sector reported that their level of satisfaction had grown worse or much worse over the last three years. As noted in previous surveys (Bentley et al. 2014; Oosterman et al., 2016) the dissatisfaction comes from deteriorating working conditions, in the areas of workload, management and leadership. General staff across the sector were significantly more satisfied in their jobs than academics and more academics indicated that their satisfaction levels were getting worse or much worse. Almost a fifth of academics would 'not at all' recommend an academic career to others and a further 56% would only tentatively recommend it. Amongst general staff, over half would 'not at all' or only 'tentatively' recommend their career to others.

## VALUES

Workers in the tertiary education sector hold enduring educational and professional values that guide them in their work and provide resilience and strength. Effective teaching, engagement with students and quality research in an environment of collegial and supportive relations were some of the values given the highest priority.

Despite their challenging environment, respondents felt reasonably satisfied that they could continue to meet these value objectives under the conditions they had to work in. However, academics and general staff from across the sector were united in their dissatisfaction in regard to the extent to which their institutions provided 'supportive management' and the 'ability to negotiate realistic workload expectations and allocations'.

## WHAT CHANGES ARE NEEDED IN THE SECTOR?

Enduring values and collegial relationships within departments are still acting as the heart that is pumping blood around the sector. But the changes that have been ongoing for over 20 years are beginning to seriously damage this source of life-blood. Survey results in a number of areas – especially those that show how unlikely staff are to recommend their occupation to others – should ring alarm bells for the future. The fundamental orientation of the sector needs to change. We need to turn away from a competitive, marketised model of business, back to a recognition of the value of tertiary education to society and its ability to transform the lives of all the people of Aotearoa. This change needs to happen now.

In the voices of people on the ground, those who are delivering high quality services, and leading teaching and learning with students, we need to address the following as a sector:

*The application of the market model in tertiary education combined with a relentless drive to train rather than educate has been a terrible mistake. We seem to have lost sight of why a society needs tertiary education ...we have gone from being a sector that provided leadership in society to one that is a pawn in a poorly conceived socio-economic experiment that allows market forces/money to determine how it operates. Students are definitely not attaining the same level of critical thinking and literacy that they did 20 years ago. We need to change the way we think about education and the measures we use nationally to assess it before there can be any real change within institutions (Academic staff, university).*

We need:

*For senior managers to listen to staff and their concerns. To trust that staff do have specialised skills and knowledge that is needed. To stop the excessive growth of middle-management (and increased managerialism) at the expense of staff working directly with students. To have some serious discussions institution-wide about teaching and learning and to make changes that are in-line with relevant peer-reviewed research relating to teaching pedagogy. To understand and respect 'academic freedom' for teaching staff i.e. to retain academic staff ability to write and deliver their own teaching materials, rather than 'deliver' a course that an 'expert' outside the institution has written! (Academic staff, ITP).*



*Better communication and rather than a top down approach to everything, why can those in senior positions not come and talk to people on the ground ... (General staff, university).*

*The involvement of active teaching and research staff in decision making needs to be restored. There is virtually no "bottom up" input into decisions. We have become a business where all significant decisions are made by the "Senior Management Team" with almost no reference to staff who are actually interact with the students or do any research (Academic staff, university).*

And there must be:

*A focus on staff wellbeing with realistic workloads and timeframes in all respects of our work/the changes going on, etc (General staff, university).*

*...a review of workloads and time to do pastoral care, marking and other activities outside of lecturing, support (time and financial) to do research that can inform teaching, realistic workload, a move towards quality of education and student support being the main goal of education (rather than it being purely a money making venture) (Academic staff, ITP).*

*A more inclusive work environment and an appreciation that we (or most of us) work within the tertiary environment as we believe in the values of education (General staff, university).*

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# RESEARCH CONTEXT: THE TERTIARY EDUCATION SECTOR IN AOTEAROA

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The Tertiary Education Union - Te Hautū Kahurangi o Aotearoa (TEU) undertook this survey of the public tertiary education sector staff to gather up-to-date data on the ways in which changing systemic and institutional pressures within the tertiary education sector in Aotearoa were shaping the experience of staff and the teaching and learning conditions of students. Building on previous TEU surveys run in 2013 and 2016, the survey was designed to provide a thorough snapshot of the current conditions of work in the sector with the long term aim of providing a benchmark for evaluating changing conditions in the future.

This long-term focus is important because it helps to identify how teaching and learning at the highest level is shaped by enduring institutional issues, the vicissitudes of political life and policy trends. In this regard we take seriously the observation of the former Chief Science advisor to the Prime Minister of New Zealand. In 2017, Peter Gluckman, noted that while decisions in (health education and social development) are usually based:

*on a combination of normative argument, political ideology and electoral considerations' .... the use of a firm evidence base for policy and programme development and evaluation has been inconsistent across most liberal democratic governments (2017:11).*

He continued:

*Often rigorous analysis has been impossible because multiple interventions may have been introduced at once, or the political tempo has led to a failure to obtain good baselines or undertake pilot work that could be analysed and scaled (Ibid.).*

Concerns with developments in the tertiary education sector of Aotearoa are not new. Generally they have followed four trajectories.

The first trajectory has been an extensive academic literature on structural change in the Aotearoa tertiary education sector both preceding and following Malcolm and Tarling (2008). This literature is largely directed at unpacking and documenting changes in primarily the university sector (useful but not exclusive sources

include: Strathdee (2006, 2011), Roberts (2008, 2009), Eppel (2009), Smyth (2012) and New Zealand Sociology (2018) Special Issue: Neoliberalism and tertiary education, 33, 2; and the New Zealand Annual Review of Education Issues: 1997-2012).

The second trajectory reflects on change pursued by various governments in power, noting the results of policy shifts and more generally the twin thrusts of the neo-liberal agenda and New Public Management. A partial list of reports informing this policy includes the Picot Report (1988), Tomorrow's Schools (1988), Reforming tertiary education in New Zealand (NZBRT, 1988), Leaning for Life I and II (1989), the Education Act (1989), A Future Tertiary Education Policy for New Zealand (1991), Tertiary Education Review (1997), Policy Directions for Tertiary Education (1998), Tertiary Education Review White Paper (1998), New Models of Tertiary Education (2017) and successive Tertiary Education Strategy documents (not yet issued under the current Labour led coalition). These documents have primarily been written to introduce change in policy and funding systems for the education sector and are limited in the extent to which they under-take any evidence-based evaluation of previous policy settings and outcomes.

The third trajectory is represented by site-specific studies, submissions by unions and other agencies to various government committees and departments as well as a media coverage of the above. These will not be discussed here (but for more information see Snook et al. (1999); Tarling's (2000, pp. 128-132) list of 161 Association of University Staff's submissions; The New Zealand Productivity Commission (2017) Inquiry into New Models of Tertiary education, including 176 submissions; Jones et al. (2000); Cooke (2018); and Tertiary Education Union's 56 submissions between 2009 and 2018).

The fourth trajectory is represented by 25 years of surveys exploring working conditions in the tertiary education sector (See below). The only sector wide surveys however are those undertaken and/or funded by TEU and New Zealand Union of Student Associations (NZUSA).

SURVEYS OF WORKING CONDITIONS IN THE TERTIARY EDUCATION SECTOR IN AOTEAROA, 1994-2018.	
<p><b>PART OF SECTOR</b></p> <p>Boyd and Wylie (1994)</p> <p>Hardie-Boys (1995) – ITP specific, academics only.</p> <p>Tipples and Krivokapi-Skoko (1996)</p> <p>Chalmers, (1998)</p> <p>Ovens and McCormack (2000)</p> <p>Doyle, Wylie, Hodgen and Else (2004),</p> <p>Cochrane, Law and Ryan (2005)</p> <p>AUS (2009).</p>	<p><b>WHOLE SECTOR</b></p> <p>NZUSA: (2011); (2014); (2018)</p> <p>TEU: (Bentley, McLeod &amp; Teo, 2014); (Oosterman, Sedgwick &amp; Grey, 2016).</p>

It is in the context of such sector-based research that the current survey is placed and builds on. However, it is also noted these decades of sector research on staff outcomes of policy settings has largely been ignored in the research literature on the sector and by those responsible for tertiary education direction and policy.

### RESEARCH ON THE WORKING CONDITIONS OF THE TERTIARY EDUCATION SECTOR IN AOTEAROA

The first survey of staff workload was initiated by The Association of University Staff (AUS) with the New Zealand Council for Educational Research (NZCER) in 1994. The results of this survey demonstrated that ‘the quality of working life was diminishing’ for university staff, including increasing stress levels, ‘deterioration in the quality of university management’, deterioration in student and university funding and a negative impact of government policies on education (Boyd & Wylie, 1994:69). The authors of the report argued that the evidence pointed to deteriorating conditions continuing in the future.

Two years later, a survey of academic staff and teachers in ITP institutions, the Open Polytechnic, Colleges of Education, and REAPS in Aotearoa was initiated by the Association of Staff in Tertiary Education (ASTE) with NZCER (Hardie-Boys, 1996). Again, the survey focused on workload and stress levels of staff in the context of educational reforms. It covered, job satisfaction, perception of workload, sources of stress, and

responsibilities in respective roles, the effect of rapid change, status of employment and salary. Notably the issue of institutional management, the extent of influence on institutional structure and policy, work expectations and pressures on staff were not canvassed as pointedly. The conclusions reinforce the findings from the 1994 university sector results in regard to high and increasing workloads and deteriorating quality of working life. However, the authors noted that “only 27 percent of respondents felt dissatisfied with their jobs” (Hardie-Boys, 1996:55). They went on to state “Considering the passion often associated with the teaching professions this result is perhaps not surprising. The 50 percent of respondents who currently experience job-related stress is probably a better indication of the consequences of high workloads” (Ibid.). Further, the author remarked:

*...the evidence suggests that an improvement in teaching quality has been at the expense of increasing levels of staff stress, job dissatisfaction, and an overall deterioration in the quality of working life in general (ibid:57).*

The results of a single site survey at Lincoln University (Tipples & Krivokapi-Skoko, 1996) were presented in the same year and pointed to the effect of changing ‘performance management’ on a growth of ‘unproductive, formalistic and bureaucratic’ administration requirements (1996: 238). Participants felt that these changes had undermined trust and collegiality, and diminished the extent to which staff could exercise professional and academic voice. As one respondent at Lincoln remarked, “We will lose any

autonomy we have and our roles and our subjects (i.e. content, time of offering- summer) will be dictated to us” (1996:237).

Two years on again in 1998, the Association of University Staff (AUS) in partnership with NZCER replicated the 1994 survey to see if the situation had changed. The results confirmed a worsening situation:

*....the impact of past changes shows no signs of diminishing, and there continue to be more negative than positive effects for staff (Chalmers, 1998:1).*

More staff reported a work-related illness or injury than in 1994. Most staff reported detrimental rather than improved effects on personal, family, and their work life, but as Hardie-Boys (1996) had reported in the ITP sector, staff were found to have resilience to these worsening conditions. As Chalmers reports:

*[The respondents] seem on the whole to be remarkably tolerant in the face of attack. Our results suggest that many, if not most, academics still see their work essentially as a vocation; they are prepared to trade-off material rewards for their autonomy, and the satisfaction that comes from working for the good of society (Chalmers, 1998: 12).*

But most critically, Chalmers’ noted:

*We suspect, however, that there must be a point at which the trade-off becomes intolerable. There is indication from the study that it needs to be asked, at what point does this gap become dysfunctional for both the academics and the universities? (Chalmers, 1998: Ibid).*

Two years later, Ovens and McCormack (2000) responded to a report from the Polytechnic Workload Working Party Report (1996) acknowledging the three surveys already discussed. Their concerns arose because of the workload effects from several mergers in the tertiary education sector. These mergers exacerbated workload problems, but more importantly highlighted the absence of any agreed way to evaluate and monitor various models of change and do something about the problems they produced.

It was 13 years before the Tertiary Education Union (TEU), post the merger (2009) of ASTE and AUS, took the initiative to commission a sector-wide survey. More than a decade on, Bentley et al. (2014) described a continued deterioration of working conditions and diminishing of satisfaction for academic and general staff in the tertiary education sector. The authors also found lower well-being within the sector than in the New Zealand working population as a whole and cited high levels of stress,

bullying, ill-health, absenteeism and lower productivity (Bentley et al., 2014). In addition, academic staff reported deteriorating academic freedom and reduced opportunity to influence decision-making.

The most recent study commissioned by the TEU in 2016 (Oosterman, Sedgwick & Grey, 2016) provided yet more evidence that this trajectory of the sector had not slowed. Oosterman et al. (2016) reported:

*over the past decade [the respondents’] ability to influence decision-making, communication between management and staff, the staff: student ratios, workload, stress, and staff well-being had all gotten worse. In several areas - autonomy, evening/weekend work, physical environment, and stress - the experiences of staff were worse than those found three years earlier in the first state of the sector survey (Bentley et al., 2014). Not only are conditions continuing to deteriorate for a significant number of those working in the sector, but the negative effects of the current system are spreading further (Oosterman, Sedgwick & Grey, 2016:3).*

The foregoing research traces progressively deteriorating conditions of work in the sector over more than two decades. Yet, there has been no responsive or systematic attempt by government agencies responsible for tertiary education to develop baseline data or evaluate the impact of interventions in the tertiary education sector on outcomes for staff or the learning environment for students. Thirty years of reform has yet to produce research which focuses on the actual effects of changing policy settings in the sector. The combination of ‘short political cycles’ and normative arguments supporting policy removed the possibility of positive change. This very deficiency was admitted by the recent Productivity Commission in 2015 set up to “review new and emerging models of tertiary education” (Productivity Commission, 2017).

The last survey research described above by Oosterman et al. (2016) was in fact developed when the Productivity Commission requested that the TEU provide up-to-date information on the impact of mergers, managerialism and New Public Management, and government regulatory and funding decisions, on staff and student wellbeing. Nevertheless, the focus of the commission remained on the tertiary education sector’s resourcing, its structure and the measurement of its performance in regard to economic productivity of New Zealand. The commission failed to ask questions relevant to staff and students, and Aotearoa society as a whole such as ‘what constitutes good education?’, ‘what does a healthy and sustainable tertiary education sector look like’ or ‘what should education be valued for?’ (Wylie, 2017). As Wylie, an educational researcher, asked:

*Should [the tertiary education sector] be most valued in relation to what can be quantitatively measured, ....[ or ] Should it be most valued in terms of how well students develop the capabilities to contribute as citizens, form flourishing families, think critically and creatively, problem-solve, and act well in the face of an increasingly volatile natural and human world?*

The final report of the Productivity Commission, was 503 pages long and contained 49 recommendations. However, only two related to teaching and none sought to improve student or staff well-being. The Commission concluded:

*The Commission finds considerable inertia in New Zealand tertiary education, but this is an emergent property of the system rather than an inherent feature of providers. In other words, this inertia is a product of the regulatory and funding system within which the providers operate (Productivity Commission, 2017: 3).*

## THE CURRENT SURVEY

This survey like those that have preceded it, has been developed in the context of a persistent and growing concern from unions and staff, both general and academic about the conditions of teaching, learning and working in tertiary education. The following report considers the conditions of teaching and learning by examining the positive values staff have about tertiary education and their jobs, their capacity in the job situation to realise these values and their hesitance to recommend the vocation to future generations of would-be staff members. It has been clear in the past that aspects of institutional structure and process have effected work conditions but what was not explained was the actual impact on staff capacity to do their job to the best of their ability and the reasons for the misalignment of their values with institutional expectations. This report will demonstrate that the trade-off between the ability to pursue a beloved vocation and the worsening work conditions is becoming intolerable for many staff as warned by Chalmers (1998). Change needs to occur now if we want to build a sustainable tertiary education sector for the future.

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# METHODOLOGY

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## SURVEY DESIGN

This comprehensive survey invited respondents to share their values and experiences related to working in the tertiary education sector. Building on two previous surveys run by the TEU in 2013 and 2016 (Bentley et al., 2014; Oosterman et al., 2016), the questionnaires asked about specific aspects of respondents' work situations and whether these had changed (for better/worse) over the previous three years. Questions relating to the following areas were included:

- Academic work values
- Work Practices
- Communication and influence at work
- Research and publication
- Job satisfaction, stress and work/life interaction
- Student support services and facilities
- Career plans and development opportunities
- Union affiliations
- Demographic information

Separate questionnaires were developed for academic and general staff (including, allied, professional and business support staff). Some areas of questioning were specific to each group (e.g. research and publication; teaching practice), but most questions were asked of both groups.

Both questionnaires were long (requiring 35 and 30 minutes respectively for academic and general staff surveys). A range of different stem/tail question formats were used including extensive use of Likert-type scales. Most batteries of questions also included an open-ended comment box. The length of the questionnaires had an impact on the non-response of the questions (The highest non-response was 26% in one case).

In addition to the research team, a steering group was formed drawn from TEU to provide oversight, guidance and pilot testing. The survey was approved by Auckland University of Technology Research Ethics Committee.

## DISTRIBUTION OF THE QUESTIONNAIRE

The population of interest was all staff in the tertiary education sector in Aotearoa including: staff from universities, Institutes of Technology and Polytechnics (ITPs), wānanga and other institutes (e.g. Crown Research Institutes, Education Activities Programmes (REAPS), etc). Vice chancellors and Chief Executives were approached with a request for cooperation in circulating the survey invitations, but most declined. All TEU members (9599 in April 2018) were therefore emailed an invitation to participate in the survey with a link to the questionnaire and were asked to also forward the invite to non-union colleagues. Three reminders were sent to union members. The survey ran between April – June 2018.

## SURVEY RESPONDENTS

### ACADEMICS AND GENERAL STAFF FROM ACROSS THE SECTOR

2971 valid completed questionnaires were returned: 1936 academics (65.2%) and 1035 general staff (34.8%).

University (n=1853) and ITP (n=942) respondents made up 95% of the sample; approximately 4% and 1% of the sample were from wānanga (103) and other types of tertiary education organisation (44) respectively. 57% of the academic staff sample, and 75% of the general staff sample worked in universities.

Requested Ministry of Education annual returns of staff numbers indicate that in 2018 there were 20,650 academic staff (16960 academic/teaching and 3790 research staff) and 23,300 General staff working across the university and ITP sector. Thus the sample represents a greater proportion of the total academic population in Aotearoa (between 9-10%) than it does the general staff population (approx. 5%).

Almost a quarter of the respondents had managerial responsibilities, although usually for only 1-5 staff. Nearly three-quarters of these exercised their managerial responsibility at departmental/work unit level.

### **THE MAJORITY OF RESPONDENTS WERE PERMANENT AND FULL-TIME**

89.9% of respondents were permanent and most of the remainder were fixed-term (7.9%). Independent contractors and casual staff made up .4% and 1.2% respectively. The majority of the respondents worked full-time (85% full-time, 13.3% part-time, 1.7% variable or other). Very few respondents worked shifts (approx. 2.5% of general staff).

Ministry of Education annual returns of staff numbers indicate a much higher proportion of part-time staff in the tertiary education sector (Approx. 48-54% depending on role) than are reflected in our sample.

The considerable sample size suggests that results have some generalisability to the permanent and full-time workforce of the tertiary education sector. However, the complex labour force situation of tertiary institutions tend to be bifurcated between permanent/full-time staff and casuals and this needs to be considered when interpreting results.

### **THE MAJORITY OF THE RESPONDENTS WERE UNION MEMBERS**

91.5% of the sample were TEU members and a further 1.5% were members of a different union. 7% were not union members. The response rate for TEU members was 28.1%.

The responses from union members and non-union members were statistically compared to aid interpretation of results. Union members were more likely to be full-time, were more highly qualified and more likely to be from a university than non-union respondents. However, when analysed within role groups (Academic, General) union member responses did not significantly vary from non-union respondents' in regard to key indicators of the survey including: stress, job and career satisfaction, autonomy and influence, bullying and prioritisation of values (see notes on the approach taken for analysis below). These results provide support for the generalisability of the results.

**GENDER PROFILE OF SAMPLE WAS MIXED** Approximately sixty-percent of the sample identified as Women, 38.2% identified as men and 1.1% gender diverse. The highest proportion of women was amongst general staff (68.2%); Academic staff were slightly more evenly split (57% women, 41.8% men).

### **RESPONDENTS OLDER THAN THE GENERAL WORKING POPULATION**

The age-profile of the sample was older than the labour force in Aotearoa in general. In 2017 there were 6% of the labour force aged over 65 (StatsNZ, 2017) and this proportion is projected to increase to 9% by the late

2020's; but almost 10% of the current sample were over the superannuation age. The largest number of respondents were in the 55-64 years (33.5%) and 45-54 years (31.7%) age groups. The lower numbers of casual and part-time staff in the sample may have contributed to this older profile. Men and women varied significantly in regard to age profile, with a higher proportion of women than men in all of the younger age groups below 55 years of age.

### **RESPONDENTS PREDOMINANTLY NEW ZEALAND EUROPEAN**

There was a high number of non-responses to the question of ethnicity (26%). Of those who responded to this question, 81.9% indicated a single ethnicity (76.9% indicated they were New Zealand or other European, 5% Asian, 4.9% Māori, 1.5% Pasifika and 1.8% Middle Eastern/Latin American or African). 2.5% selected 'other'.

Of those who identified with two or more ethnicities, the largest group was New Zealand European/ Māori at 5.8% and Pasifika/ Māori made up 0.3% of the sample. In total, 11% of the respondents indicated that they were of Māori descent.

### **LARGE PROPORTION OF RESPONDENTS WERE STUDYING**

Whereas just over 50% of academic staff had PhDs, both categories of staff had large proportions of Masters qualifications. Nearly a quarter of academic staff were still studying (for a qualification), but for general staff this was higher at almost 30%.

A third of the academic staff sample were studying for a PhD whereas only 10% of general staff were.

### **THE MAJORITY OF RESPONDENTS HAD FAMILY CARING RESPONSIBILITIES**

34.6% indicated they had no primary carer responsibilities. The largest groups cared for children aged between 5-18 years (22.7%) and elders (12.9%). Parents with primary caring responsibilities for children under five years made up 6.1% of the respondents.

## **ANALYSIS**

78.7% agreed that the questionnaires 'adequately' captured their 'experiences of work and change in the tertiary education sector of New Zealand'. This provides some confidence that the questionnaires covered the issues that shape the experiences of staff in the tertiary education sector. Of those respondents who provided ideas about other topics that the questionnaire might have covered, remuneration was the most commonly listed of these.

All percentages reported are valid percentages of those who responded to the particular question and exclude missing values.

In analyses that explore differences between institutional types, only universities, ITPs and wānanga are reported given the small sample size and wide variation of types of organisation clustered in the 'other' group of institutional types.

All 'significant differences' reported in the report are significant at the  $p < .001$  value. Only three main descriptive statistical analyses were conducted: Pearson Chi-square analysis was used when exploring differences between population groups on responses to categorical variables. Where the questionnaires collected measurement data or used established Likert-type response options (e.g. in regard to agreement or frequency), t-tests and ANOVAs were also sometimes used. Further details of statistical analyses reported can be requested from the researchers.

#### **MARGIN OF ERROR**

The majority of data collected in the survey is categorical, and we report the results as proportions or percentages. As the responses for both surveys are not random samples, any precise margin of error given in relation to these proportions could be misleading.

Based on the number of academic and general staff responses, the maximum margins of error can be calculated as 2.2% and 3% for the two samples respectively. It is important to note that in a number of cases, our reporting includes statistics relating to smaller subsets of responses, in which case the margin of error will increase as the number of responses decreases.



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# VALUES IN THE TERTIARY EDUCATION SECTOR

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## ACADEMIC AND PROFESSIONAL VALUES

A critical focus of the survey was to explore the individual and institutional values that shape workers' experiences within the tertiary education sector. Previous research (see below) has noted the incongruence between academic and professional values within changing institutional contexts and the resulting significant effects on worker wellbeing, identity and commitment.

New public management arising from the neo-liberalisation of higher education has been reported to profoundly affect 'identity' (McNaughton & Billot, 2016; Chong, Geare & Willett, 2017), to 'alienate academic workers from their labour' (Harvie, 2000, McCarthy et al., 2017), reduce or erode academic collegiality and autonomy (Currie, 1998; Weinberg & Graham-Smith,

2012), and create schisms (Winter, 2009) or intense struggle for staff within the tertiary education sector worldwide (Harley, 2012). The impact may be variable across academic and general staff and those in different roles (e.g. Berkovich & Wasserman, 2017; Sedgwick & Grey, 2018).

To understand what values were rated most highly by workers within the tertiary education sector, respondents were given a forced rank-order task in which they were asked to rank a set of values commonly shared across the sector. Academic and general staff were given slightly different sets of values to best reflect their work roles. Table 1 and 2 lists the top 5 values rated by academic and general staff in universities in contrast to ITPs and wānanga by mean score. ITPs and wānanga did not vary significantly in regard to values ratings.

TABLE 1. TOP FIVE VALUES SHARED BY ACADEMIC STAFF IN NEW ZEALAND			
UNIVERSITY		ITPS AND WĀNANGA	
1. Effective Teaching	3.27	1. Effective Teaching	2.10
2. Quality of research	3.81	2. Engagement with students	3.27
3. Academic freedom	4.72	3. Collegial and supportive relationships	4.88
4. Engagement with students	4.86	4. Supportive management	5.26
5. Collegial and supportive relationships	5.03	5. Ability to negotiate realistic workload expectations and allocations	5.72
Mean responses from a forced ranking scale from 1-12 (1 = most important).			

Effective teaching, engagement with students and collegial and supportive relationships were all rated in the top five values by academics no matter where they worked in the sector. There were no significant differences between female and male respondents on value ranking except for a slight difference of ranking for “meaningful inclusion of values and interests of other cultural or social groups’ (Mean of 2.94 for women and 3.07 for men, on a scale of 1-12).

University academics rated quality of research and academic freedom in the top five, whereas academics from ITPs and wānanga rated supportive management and ability to negotiate realistic workloads and allocation more highly. These similarities and differences highlight the prioritisation of common education values across the sector, but also the distinctive contributions of ITPs, wānanga and universities to tertiary education and the differing funding constraints each part of the sector faces. These differences may also point to distinctive educational values driven by external forces such as

external funding models which in the university situation emphasise the role of evaluated research, and in ITPs and wānanga a greater emphasis is put on enrolments and competitive advantage over other institutions.

As can be seen in Table 2, the values of general staff across the sector showed less variance between universities and ITPs/ wānanga. Four out of the top five values were shared by general staff regardless of institutional type. General staff in ITPs and wānanga rated engagement with students more highly than their university counterparts, while on average those from universities rated the possibility of career progression more highly. It may be that a student-facing orientation is less valued in the university sector or that the possibility of career progression (or lack thereof) is particularly salient.

Again, male and female respondents did not vary on any of the rankings except that male general staff members ranked “the possibility of career progression” more highly than women (2.50 cf. 2.28 on a scale of 1-9 respectively).

TABLE 2. TOP FIVE VALUES SHARED BY GENERAL STAFF IN NEW ZEALAND			
UNIVERSITY		ITPS AND WĀNANGA	
1. Collegial and supportive relationships	3.14	1. Collegial and supportive relationships	3.53
2. Supportive management	3.50	2. Supportive management	3.82
3. Ability to negotiate realistic workload expectations and allocations	4.63	3. Engagement with students	4.55
4. Availability of professional and skill development	4.63	4. Availability of professional and skill development	4.72
5. The possibility of career progression	4.88	5. Ability to negotiate realistic workload expectations and allocations	4.92
Mean responses from a forced ranking scale from 1-9 (1 = most important).			

These results raise three main considerations. First, the data demonstrates a clear continuation of long-held values in regard to educational outcomes, academic standards and professional relationships within the tertiary education sector. Like the successive surveys introduced above, overall academic staff prioritised effective teaching above all else. Relationships with students and colleagues were on average placed next, closely followed by research quality and academic freedom.

Second, the data indicates that while there seems to be general consistency in the ways general staff value aspects of their work, regardless of institutional type, there are distinctions to be made between academics in universities and those placed elsewhere in the sector. In the analysis that follows, distinctions between the institutional types for staff will be discussed further where significant.

Third, these ranked values may also provide an indication of what is most threatened within the context of the tertiary education sector in Aotearoa in 2018. 'Ability to negotiate realistic workload expectations and allocations' and 'supportive management' were placed as two of the highest rated values for three out of the four worker groups described above. University academics also rated these two values in a mid-position (7th and 8th respectively) after research related values ('Quality of research' (2nd); 'Academic freedom' (3rd) and 'Ability to act as critic and conscience' (6th). As presented

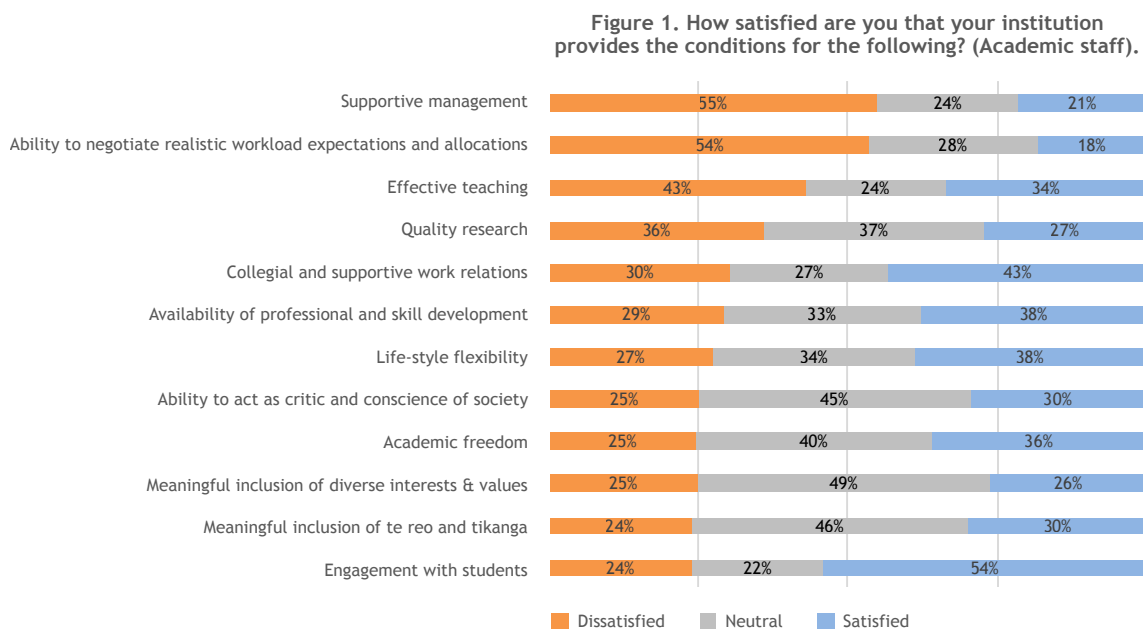
below in more detail, general staff professional identity and career progression is particularly limited through diminishing opportunity for professional development and movement through career pathways.

### ALIGNMENT OF INDIVIDUAL VALUES WITH INSTITUTIONAL CONDITIONS

In the data there was misalignment between individual values held and institutional conditions. Academics from across the sector were united in their dissatisfaction in regard to the extent to which their institutions provided 'Supportive management', the 'Ability to negotiate realistic workload expectations and allocations' and 'effective teaching' (no significant differences between the institutional types; see Figure 1). One respondent summed up this widespread feeling stating:

*I've won three local and national excellence awards since I arrived in 2011, so it's fair to say I've been a success story. Yet I just resigned. Why? Bad conditions for teaching and learning, unresponsive management, conflicting strategic priorities (Academic staff, university).*

However, the data did demonstrate moderate satisfaction with institutional support for a number of the other values, and particularly for 'engagement with students' and 'collegial and supportive work relations'.



Note: some wording of items adjusted to fit within format of graph

Qualitative comments collected within the survey also demonstrate the rising incongruence for workers in the tertiary education sector between their values and what they see happening in their institution. Many respondents contrasted the trustful and enriching working relationship they felt within teams and units and the institutional context and mechanisms that demonstrate distrust:

*Unit Management and Executive are now much worse, unwilling to listen, or willing to accept differing viewpoints. Autocratic Managerialism, and micro-management by senior management of the faculty and school has destroyed collegiality. Disagreement or concern shown for new policy and procedures result in threatening and bullying behaviour by the senior management team. Staff are no longer respected and frequently their concerns are ignored, or not replied to (despite promises to do so) when raised (Academic staff, ITP).*

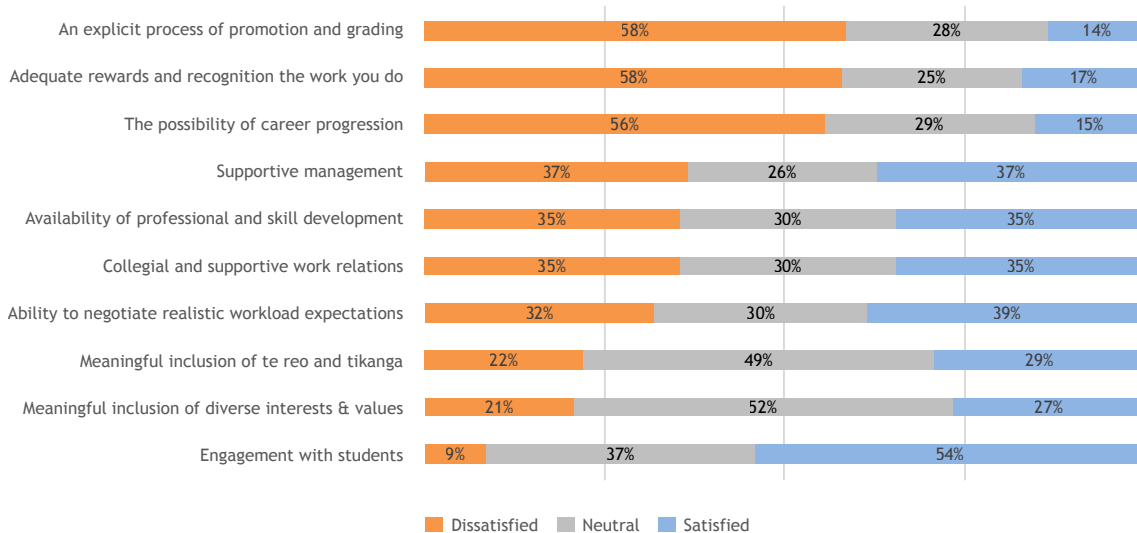
*To achieve work-life balance and be effective in my teaching, I regularly request temporary reduced FTE (and hence income). (Academic staff, ITP).*

General staff also noted the mismatch between institutional conditions and their own values as described here by a general staff member of an ITP:

*Very strange approach to education. This isn't a 'business' where there is a short interaction with a client and a sale made. Education is different, tutors and learners need to have a rapport, they are working together for months, if not years. Last minute hiring of tutors, 60% of staff being on fixed term contracts is ridiculous. How does the government support such practices? (General staff, ITP).*

General staff working in different institutional types did not significantly vary in regard to how they felt their institutions provided conditions that supported their values. Like academics, the majority of general staff across the sector were satisfied with their ability to engage with students in their institutions (see Figure 2).

Figure 2. How satisfied are you that your institution provides the conditions for the following? (General staff).



Note: some wording of items adjusted to fit within format of graph

In contrast, the majority of this group were dissatisfied with the extent to which there was an 'explicit process of promotion and grading', 'the rewards and recognition they received for their work' and the 'possibility of career progression' (see Figure 2). Some indicative statements from general staff include:

*As a member of technical staff, you are in a 'dead end' job (General staff, university).*

*There is no possibility for growth in my current role (General staff, university).*

Positive comments were also provided by general staff and academic staff, but even these often had a tenor that reflected that their positive experience was not the norm. As one respondent noted "I am lucky enough to have a great manager who supports me fully" (General staff, ITP). Other respondents provided fuller explanation of the positive and negative relations they experienced in their work:

*Collegial relations and support management are fantastic within my school but horrific within the wider faculty. Academic freedom has been compromised by teaching and assessment directives from faculty dictators and processes. We could be doing a much better job with our students*

*and programmes if we were trusted by our faculty to do our jobs as qualified, experienced and highly capable staff (Academic staff, university).*

*Cost cutting has resulted in hourly paid staff unwilling to "go the extra mile", which is adding pressure on permanent full time staff. This is disappointing as hourly paid staff's input and support has been invaluable in providing effective teaching. It's putting more pressure on permanent staff and is affecting collegial relationships. Very, very short-sighted and not culturally appropriate (Academic staff, university).*

This exploration of staff values and their institutional context is important to help the later interpretation of results that follow regarding how staff in the tertiary education sector experience and describe the nature of their work. As the results will show, when institutional conditions work against academic and professional values of individual staff, the negative impact on staff-wellbeing can be significant.

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# WORKLOAD

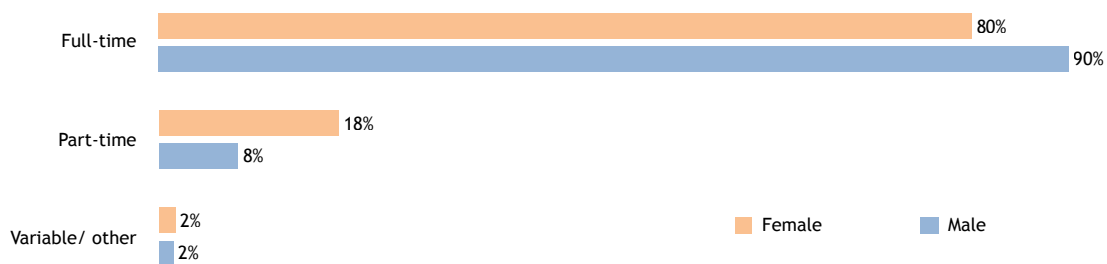
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Increasing and unsustainable workload is a key concern that has arisen in all of the surveys of tertiary education work that have been completed in Aotearoa over the last 24 years (see research context section). The current survey research provides up-to-date data that again places workloads as one of the key issues that need immediate attention and consideration by institutional leaders, policy makers and governmental decision makers.

## AGREED AND ACTUAL HOURS WORKED

In our sample of academics, 83.7% percent worked full time, 14.3% part time/proportional, and 2% were employed on variable hours or other types of hours. Significantly more female academics worked part-time (17.9%) than their male counterparts (8.0%).

Figure 3. Employment status by gender



Full-time academic staff in ITPs typically have required duty hours between 36.0 to 37.5 hours per week. Most academics in universities do not have fixed hours in their collective agreements and are rather simply expected to work the hours that are reasonably required to fulfil their academic staff responsibilities. Where hours of work are specified in university collective agreements (at 3 universities), ordinary full-time weekly work hours are between 34 and 37.5 hours.

When looking at actual hours worked, academics were working many more hours than their agreed duty hours, ordinary working hours or, for those without specified hours, the standard '40 hour week' common in other sectors. Full time academics in universities reported working on average 49 hours per week, whereas full-time academic staff in ITPs reported working approximately 43 hours per week on average. Moreover, while significantly more women academics from across the sector worked part-time than men, there was no significant difference in the actual hours they worked (44.0 hours cf. 44.2 hours respectively).

In regard to general staff, full-time hours in collective agreements fall between 37.5 and 40 hours per week. Of general staff, 87.5% worked full-time, 11.5% worked part-time/ proportional and 1.1% were employed on variable hours or other employment agreements. There were no significant differences between female and male general staff to the extent that they worked part-time.

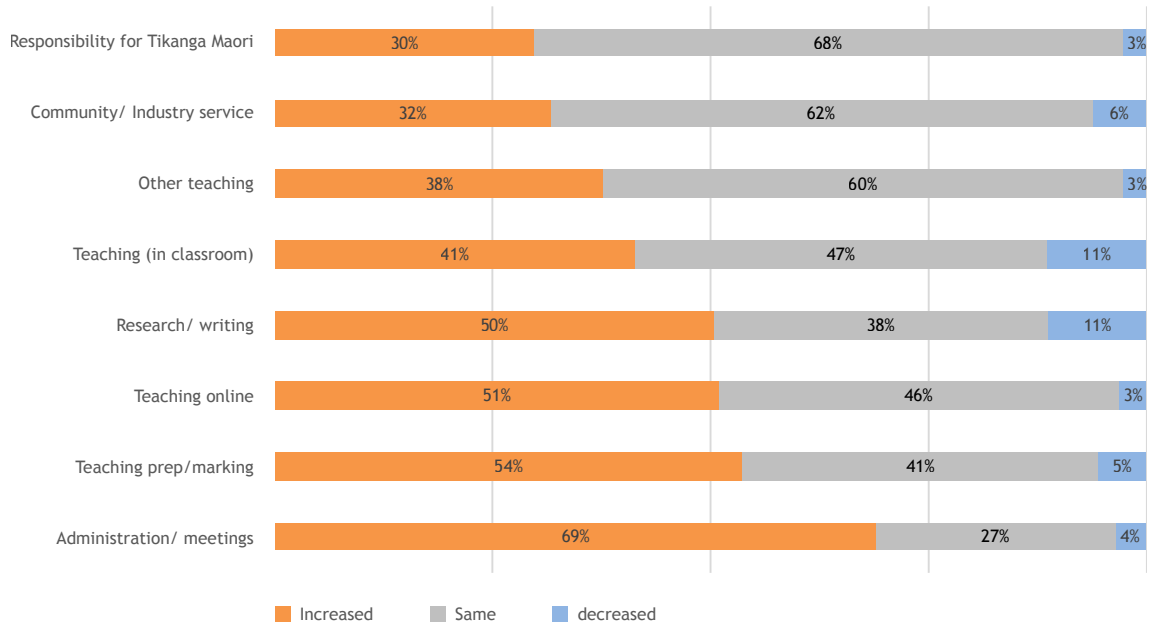
General staff also appeared to be much less likely to work more hours than those agreed in their employment agreements, working an average of 38 hours per week. There is a small non-significant gender difference between the actual hours worked by female and male general staff (working 37.6 hours cf. 39.0 hours respectively).

Numerous qualitative comments noted the extra hours of work that tertiary education staff fit into their week. As one respondent noted:

*Pretty much every academic and admin staff I know works well in excess of their contracted hours - many of us do far in excess of our contract hours and we still can't keep up or feel that our efforts are recognised and valued. Senior managers seem to be of the mindset that no matter how hard we*

*might try, nothing is ever good enough to satisfy their ambitions to be #1 ranked in everything. It's a morale- and confidence-destroying environment which senior management fosters (Academic staff, university).*

**Figure 4. Change in expectations of time spent on work activities over the last three years (Academic staff).**



## CHANGING WORKLOAD EXPECTATIONS

Respondents were asked whether institutional and manager expectations of time spent on work activities had changed over the last three years (see Figures 4 and 5).

Academic staff across the sector reported increasing expectations in two of the core activities of their work: teaching and research (See Figure 4). Increases in teaching preparation, marking, and teaching-related administration are associated with growing class sizes and the enrollment of poorly prepared students. Along with rising expectations of time spent on research, they are notable symptoms of a competitively structured and underfunded sector.

However, the most commonly reported area that had increasing expectations of time spent was 'administration/ meetings'. Increasing demands in regard to administration impacted a large majority of academic respondents (69%).

There were some small significant differences across

different types of institutions. Staff from wānanga reported the highest increase in expectations around time spent, was on teaching preparation and marking followed by ITPs and then university. The results suggest academics in wānanga have experienced the largest increase in expectations around the time they spend taking responsibility for Tikanga Māori, followed by ITPs and then universities. In contrast, university academics reported increasing expectations regarding time spent on research and writing, followed by ITPs and then wānanga.

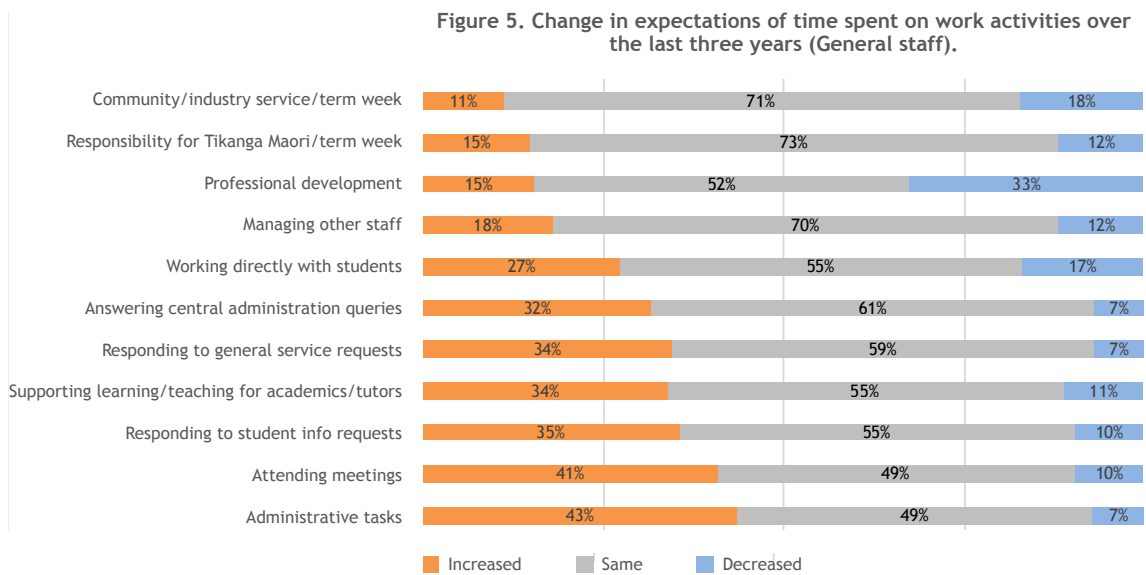
Academics offered many additional comments that reflect the problem of multiple rising expectations in their role, for example:

*With the best intentions in the world, the sheer amount of administrative changes, reduction of support for academic staff to do the jobs for which we are hired, extent of student stress which ends up on my desk makes it harder and harder to meet expectation. (Academic staff, university).*

...[There are] expectations that daily teaching load continues as normal while new courses are developed - there's an 'alpha' pressure to prove you can hack it when things get tough (Academic staff, ITP).

I think the big challenge is the expectation that faculty do more (more research, more teaching, more community engagement, etc... We have to be excellent at everything and invest all our time in everything rather than focusing on particular aspects of academia (Academic staff, university)

With regard to general staff, it was not simply increasing expectations of time spent on core work activities that raise concerns, but the variable pattern of expectations regarding activities of different kinds. On all work activities, a minority reported increased expectations (ranging from 11 -43%) (see Figure 5). However, there was also decreased expectations in the areas related to time spent on professional development, community/ industrial service, and working directly with students. These activities are important to the careers of individual staff, their feelings of connection to their communities and their ability to work in alignment with one of their highest held values as discussed previously, 'engaging with students'.



## WORKLOAD NEGOTIABILITY

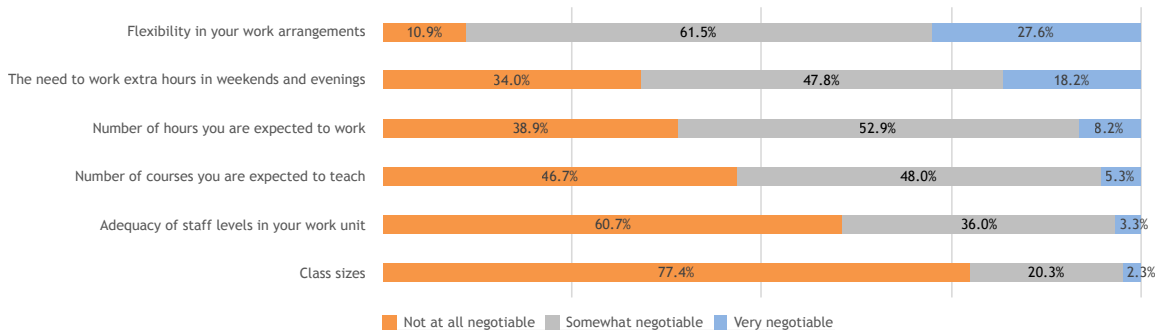
Given the growing demands of work in the sector, it is also useful to understand what areas of work respondents felt were negotiable. Negotiability and worker control of some aspects of work can facilitate higher productivity and wellbeing (Winefield, Boyd, & Winefield, 2014).

As Figure 6 demonstrates, academics across the sector felt that class sizes and staffing levels were the least negotiable, while flexible working arrangements were the most negotiable. The pattern of results reflects the level at which decisions regarding work factors are made; Class size and staffing are upper management decisions, while flexible work arrangements are more often agreed at the unit or department level.

Responses significantly varied by institutional type. Respondents from ITPs reported at a far greater rate that the “number of hours you are expected to work” (42% vs 35%, university and 29.6% wānanga) and “flexibility in your work arrangements” (14.1% vs 8.4% university and 8.6% wānanga) were ‘not at all’ negotiable. A higher proportion of respondents from wānanga reported that “adequacy of staffing levels in their work unit” were “somewhat” or “very negotiable” (67.1% vs 41.4% university and 42.3% ITPs). These respondents also reported that class sizes at wānanga were also negotiable to some extent (60% vs 18.2% university and 26.8% ITPs).



Figure 6. How negotiable are the following factors in your work? (Academic staff)



The responses across all institutions were also examined to see whether gender was a significant variable affecting negotiability. A significantly greater proportion of women academics than men reported that ‘the need to work extra hours in weekends and evenings’ was ‘not at all negotiable’ (37.9% vs 30.5%).

It is also evident that the areas that are least negotiable – to do with teaching and students - are precisely those to which academics attribute the greatest value and highest levels of expectations. Some sense of the impact of this lack of negotiability can be gleaned from the following comments:

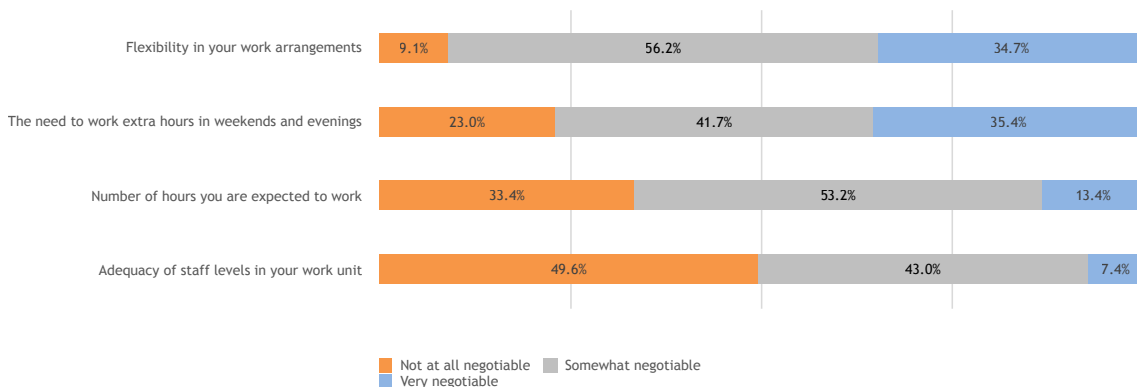
*Most of us regularly work more than our contracted hours to meet job requirements and student support. Supporting students is always top priority, but the flipside of this is that we don't do that report that was due at 5pm or what have you (Academic staff, ITP).*

*The time I have allocated is inadequate, I work extra hours in order to offer adequate support (Academic staff, ITP)*

*We do this but at cost, bearing in mind the equation - 1 day research....teaching....prep. But there is not time built into this for the ever increasing academic and pastoral support....we do this but then we have to use up prep time, research time, so that plus marking is done in your own time. I kept a diary for 1 month...not a heavy marking month and found that my hourly rate was below minimum wage for the hours. Not as a complaint but even if we do this with good intent ...it is almost expected. (Academic staff, ITP).*

The situation for negotiability amongst general staff can be seen in Figure 7.

Figure 7. How negotiable are the following factors in your work? (General staff).



With the exception of the aspects relating to teaching that only academics were asked, the ranking of non-negotiable areas is similar between general and academic staff. However, proportionally more general staff reported that they had greater scope to negotiate staffing levels within their work unit than did academics (Approximately 50% versus 40% respectively reported some negotiability).

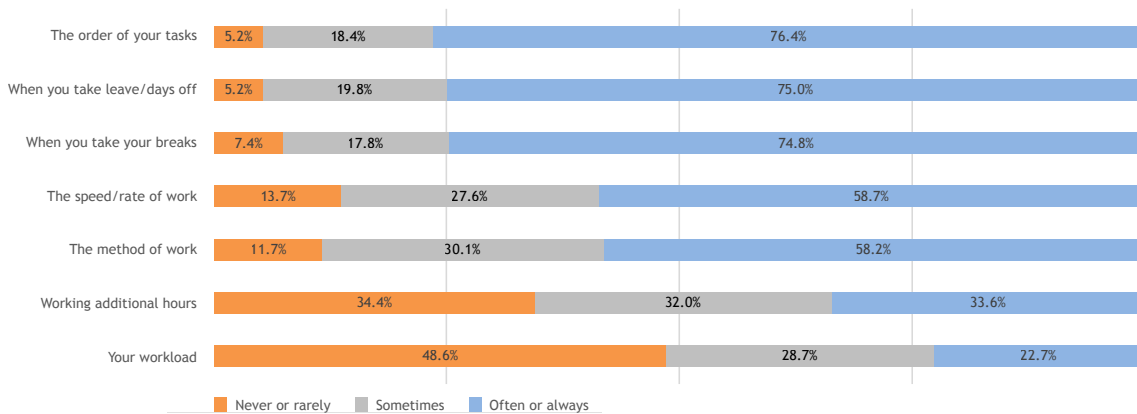
Because general staff have traditionally had less autonomy in their work and greater direction of work tasks, the questionnaire asked general staff about the level of control they had over how they organise and complete their daily work (see Figure 8).

As discussed previously, approximately 50% of general staff reported that adequacy of staff levels was

non-negotiable. Aligning with this finding, a similar proportion felt that they had no or minimal control over choosing or changing their workload. This area of work control was the only one in which responses from staff in different institutional types varied. A higher percentage of staff from wānanga (37.2%) reported that they often or always were able to choose or change their workload compared to staff from ITPs (27.4%) and universities (21.1%).

These results suggest that most academic and general staff have some autonomy in deciding how they carry out their work and how they organise working time, breaks and other flexible working arrangements. But far fewer staff have the ability to choose or negotiate factors affecting their workloads.

Figure 8. In general, are you able to choose or change the following in your job? (General staff).



\*Indicates significant difference between institutional type at the p<0.001 level.

# ACADEMIC AUTONOMY AND INFLUENCE

Going beyond the daily organisation of work, academic autonomy and worker influence in decision-making are two important areas that relate closely to the academic and professional values that tertiary education sector staff hold (as discussed previously).

## ACADEMIC AUTONOMY

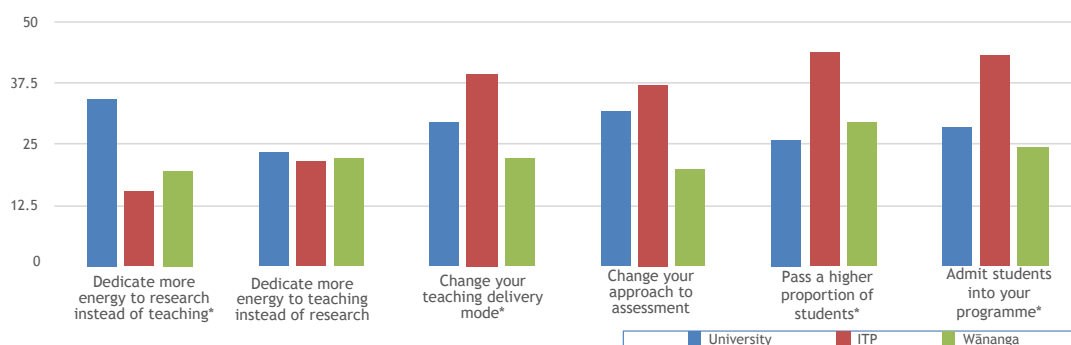
Following the issue of negotiability, staff were asked about the pressures they faced in their job and the degree of autonomy they have over how they did their job. Overall, 28% of academics reported considerable decreasing autonomy over the last three years in regard

to how they did their jobs. There were institutional differences in the extent to which academics felt pressure to change the research, teaching and learning aspects of their role (See Figure 9). Significantly more academics working within ITPs experienced considerable pressure to:

- Change their teaching delivery mode
- Pass a higher proportion of students, and
- Admit students into their programme.

In contrast, academics in universities were significantly more likely than their counterparts in ITPs or wānanga, to experience pressure in regard to dedicating time to research rather than teaching.

Figure 9. Percentage of academic staff experiencing pressure in aspects of their work 'to a considerable extent'. Question: 'To what extent do you experience pressure to...?'



\*Indicates significant difference between institutional type at the  $p < 0.001$  level.

The areas of work that academics experienced the most pressures, including: admitting students into programmes, passing students and changing their approach to assessment and teaching delivery, often have more to do with administrative convenience and auditability, than the actual process of teaching and learning. Indeed, comments indicate that the scope of academic autonomy for some has been so radically decreased that their academic expertise is almost completely divorced from the teaching and learning processes in which they engage:

*I have been advised that I should be publishing between 3 and 4 articles a year with a focus on high impact journals. It is an expectation that I achieve at least a C ranking should I wish to remain employed. Any failure to meet ranking targets would see resources and opportunities removed and teaching workloads increased (Academic staff, university).*

*While there are attempts at trying to provide explicit institutional expectations in these areas, in actuality these expectations are often not clear, and they change from year to year, according to*

*who is communicating them. There are established performance processes, but the prevailing feeling amongst academic staff is that we can never actually do enough in each area, or across all areas of our workload (teaching, research, admin, service), to satisfactorily meet the performance expectations (Academic staff, university).*

*We don't even get a say in what or how we teach. We are told what methods to use and what the teaching material must look like. Then we are locked out from changing anything in the system by the manager (Academic staff, ITP).*

For academics as a whole, widespread responses indicated that pressure had stayed the same (over 50% in all cases) or had become worse over the last three years. Approximately 40% or more of the respondents indicated that the following aspects of their work had got worse:

- level of autonomy (43.7%)
- pressure to change delivery mode (43.1%)
- pressure to change assessment approach (43.5%)
- pressure to pass a higher proportion of students (39.9%); and
- pressure to admit students who do not have the pre-requisite knowledge or skills (45.1%).

Considerable pressure in relation to research and publishing was also felt; 41% of academic respondents reported that there were explicit expectations within their institutions to publish a certain number of research outputs per annum (ranging from 1-6 per year), or before the next promotion (e.g. "22 peer-reviewed articles published for promotion to senior lecturer, 80 outputs for promotion to professor"). Academics in different types of institutions worked under different research conditions and ranged generally from 'no research allocation' (many of these respondents (though not all) were teaching on sub-degree qualifications) to 0.40 FTE or more.

Others suggested that pressure to increase the number of publications was more implicit than explicit, and that the expectation was that they 'publish as much as possible' or that 'enough was never enough'.

Pressure to publish certain types of output or in certain locations (e.g. in international peer-reviewed journals) were also commonly noted in the qualitative comments. However, in response to direct questioning, only 3.7%-13.6% of academics working in different types of institution reported they felt these pressures 'to a considerable extent'.

*PBRF generates pressure to publish in certain journals. There is no institutional pressure as such (that I have experienced) but there is a clear expectation. I now rarely publish in the discipline-specific journals that I was publishing in > 10 years ago because they have low impact factors. I now publish in more general biological sciences journals with higher impact factors. PBRF, and the pressure it puts on institutions, has changed publishing in my field. (Academic staff, university).*

*Although there are some conditions that are supportive of research, like RSL policy, daily conditions and facilities in the university militate against effective teaching and effective research for me requires time, which is what I never have because of other pressures (Academic staff, university).*

*With the amount of teaching and course writing I've had over the past 3 years I simply missed the boat on preparing a PBRF portfolio, much to the expressed 'disappointment' of my manager. I was strongly made to feel I'd 'let the side down' even though the institution didn't play their part in actually giving me time for research! (Academic staff, ITP).*

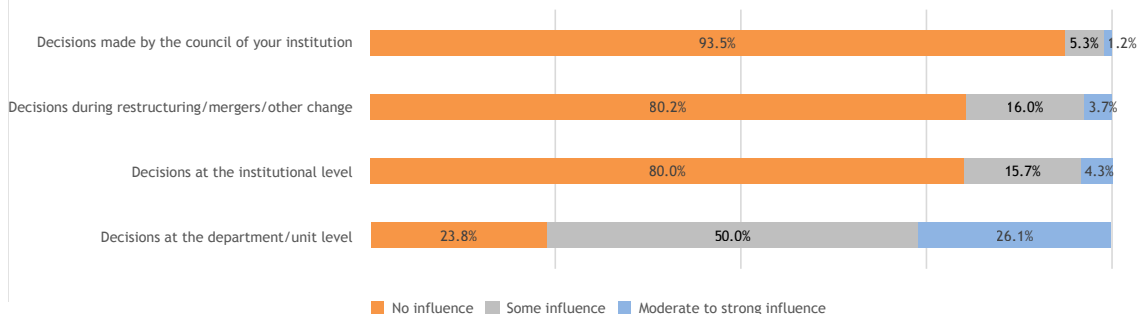
Taking the results relating to negotiability of work, control over work organisation and autonomy in pedagogical and academic decision making, it seems that worker control becomes relegated to managing immediate work flows and process. Longer term, and more significant academic and professional decision-making by contrast is often highly directed, and not considered to be a matter for trained expertise, discussion or consultation.

## INFLUENCE WITHIN TERTIARY EDUCATION SECTOR INSTITUTIONS

Figure 10 explores the influence relationship between all levels of the institution and staff. Between 80 and 93% of staff maintain that they are excluded from having influence at the level of council, in restructuring changes and at the level of institutional process of change (see Figure 10). The only area where there is some redress to this lack of voice is at the unit or department level. This is consistent with a greater portion of academics feeling that they could input into the daily work of their unit in regard to course offerings, administration and other arrangements (44.1%).

No significant differences were found between the extent to which academic and general staff feel they have influence in decision-making in their institutions. Nor were there any significant differences found between responses from staff in universities, ITPs and wānanga.

Figure 10. What level of influence do you feel in your institutional decision-making? (Whole sample).



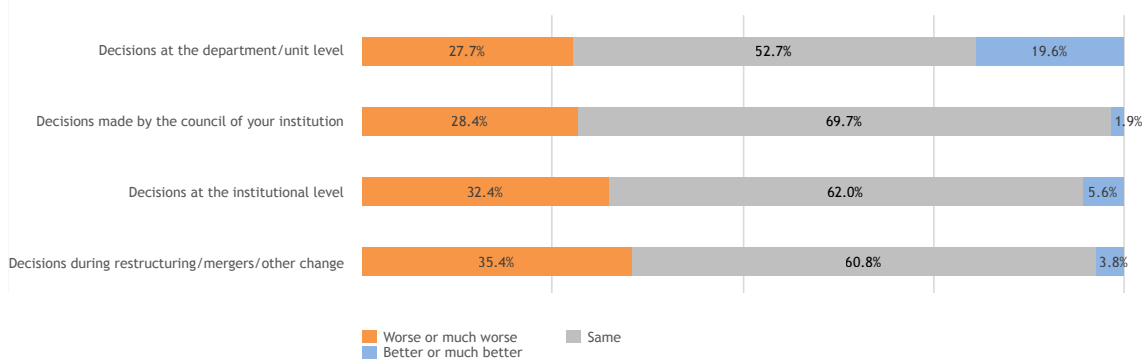
The finding that a large majority of tertiary staff feel they have no influence within their institutional decision-making, throws into question committee decision-making and assumptions regarding ‘consultation’ and meaningful engagement in review and restructure processes. Moreover, beyond such processes and structures, the opportunity for individual worker voice appears to be starkly limited. Consistent with other findings, communication, negotiability, and input are increasingly restricted to the most immediate work units for employees.

Staff were also asked how their influence had changed over the last three years. As shown in Figure 11, the majority of respondents felt that their level of influence

had stayed the same over the last three years. A number of qualitative comments suggest that this data may reflect a historically low benchmark of staff influence. For example, respondents stated: “Always bad so it hasn’t changed in the last 3 years”; “Always seemed that way to me”; “As a sessional [contractor], I’ve never had input into these”; “never had any influence to begin with and nothing has changed, not that I expected that...”

Large minorities of respondents indicated that their level of influence had become worse. The most notable of these was 35.4% of staff feeling that their influence during restructure, merger or other change had diminished.

Figure 11. Change in level of influence (whole sample)



An indication of the degree of influence and how it affects staff can also be seen in the following comments:

*How can Council make sound decisions when its biggest [stake]holder notably staff, are unable to participate as reps. Consecutive councils in overseeing the financial viability of our Institution*

*have absolutely no idea of the problems staff have to deal with. The culture is poor and morale is low. Totally incompetent managers put in place to lift revenue. We have lost so many experienced senior staff for various ‘issues’ mainly because it’s becoming more difficult to throw heart and soul into your work (Academic staff, ITP).*

Things seem to regularly be happening 'to' us. At [the] institution level things are often a 'done deal' before staff even hear about them. In regards to restructuring there is 'consultation' but it is made clear that this does not mean any questions/suggestions/challenges will be taken into account. Consultation is just a box ticking exercise with little scope for change (i.e. the decision/s have already been made). Staff are disillusioned and choose not to participate due to the stress. (Academic staff, ITP).

As a senior member of my department I can confidently raise concerns with my HoD, however how well those opinions can be carried up the managerial chain is limited in the extreme. After 30 years ... as a Head technician - "what would I know?" (General staff, university).

Since the governance has been in with national government appointing the chair + 3 it has been worse for this institution. The removal of staff reps and Māori reps has seen a decline and a distancing of the governance from the community including the staff and student. This is unacceptable and I support the reintroduction of staff and student rep, but would also like to see lwi reps be brought back in (Academic staff, ITP).

Relationships between management and staff in the school has deteriorated significantly over the past year but was showing a decline over the past years because of new senior appointments to boost research outputs. These appointments ... [conveyed] specific visions of where they saw the university/school moving, which resulted in conflict and unnecessary anxiety among staff. Consultation was not great, and sharing authority even less so (Academic staff, university).

Only 13.5% of the respondents agreed or strongly agreed that 'there is a willingness to genuinely share power and authority with staff'. Significantly more general staff (15.9%) than academic (12.4%) agreed with this statement.

More academic staff than general staff (54.8% vs 40.9%) also reported that the level of willingness of management to genuinely share power had got worse or much worse. There were no significant differences found between institution types.

## COMMUNICATION

General staff across the tertiary education sector were consistently more positive than their academic counterparts in regards to communication within their institute. General staff were significantly more likely to agree or strongly agree that there is good communication between the institute and staff; between unit management and staff' and amongst colleagues in their work unit (see Figure 12). General staff were also less likely to report worsening conditions. A significantly greater number of academic staff than general staff (+10% or more) reported communication at all levels had got worse or much worse.

It is unclear why there were differences between academic and general staff on this measure. It may be related to what staff see as their core responsibilities, i.e. academic staff's attention is turned to the planning and delivery of teaching, and research (both largely independent areas of work) and general staff are more likely to be involved in interconnected and system oriented work.

Figure 12. Percentage of academic and general staff who agree that there is good communication in their institutions.



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# SUPPORTING STUDENTS

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In the opening section of this report, we saw that staff held student related values including 'engaging with students' and 'effective teaching' as some of the most important. 54% of general and academic staff felt their institutions did produce conditions conducive to engagement with students; but when respondents were asked specifically about how students are supported in their institutions a more nuanced picture appears.

32.8% of academic and general staff reported that support services had got worse over the last three years. In particular, 'mental health care' services were deemed inadequate by almost a third of respondents. This was followed by 26.9% and 25.9% of staff reporting inadequate 'pastoral care' and 'study skills and learning support' services respectively. Current comments reflected some of these gaps in student support:

*...We used to offer excellent learning support in the library, but we have lost many opportunities for teaching and learning due to a cost-cutting self-service approach. I don't know whether the students use our online tools or whether they just end up googling for whatever they can find (General staff, university).*

*I find my students are kept waiting for care for several weeks when they need it most. This can mean the student fails or drops out of their courses. The services are high quality, but I get the impression that they are under-resourced in general, particularly to meet the increased demands generated from higher numbers of students with mental illness and learning difficulties (Academic staff, university).*

*There are great people working in support services but they are stretched beyond capacity and our satellite campus has very limited support. Student issues are increasing, especially poverty and mental health issues. Dealing with mentally unwell students has become a key part of staff roles. ... Specific support for Maori and Pacific students has dropped considerably and staff in these areas have been absorbed into mainstream support services,*

*placing extra access barriers on students. Due to reduced space as a result of financial constraints students have also lost study space which impacts their ability to pass courses (Academic staff, ITP).*

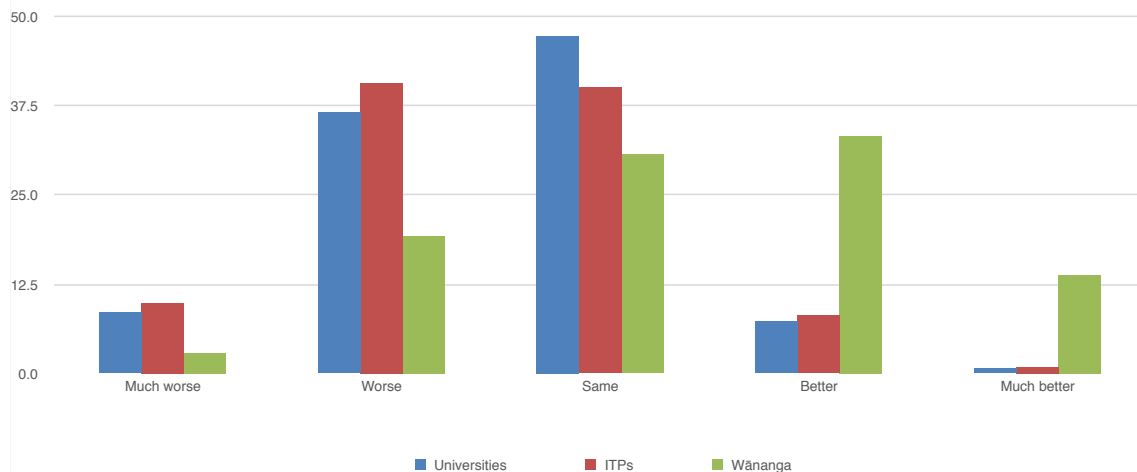
*Student support services have had their team drastically reduced in proportion in the past year and this has caused a much higher workload for that team so that it is difficult to provide services as timely or as adequately as they would like to. I am a member of student support services and believe that there are unrealistic expectations of what can be done with the resource we are provided with (General staff, ITP).*

*[There has been] increasing numbers of Maori students but [no] equivalent increase in numbers of Maori support and academic staff (General staff, university).*

As some of the comments above reflect, there were a range of comments that specifically noted a reduction in appropriate support for Māori learners. These in part reflect previous findings that 'whitestreaming' or the replacement of specialist Māori positions with generalist positions, has been widespread in Aotearoa across teaching, academic student support, pastoral student support, staff support, and research positions roles (Potter & Cooper, 2016).

46.6% of academic staff also reported that their personal ability to support students had got worse or much worse over time. Significantly more respondents from ITPs (57.7%) held this view than those from other institutional types (see Figure 13).

Figure 13. Has your ability to offer student support got better or worse? (Academic staff).



In general, the majority of academics reported that they had inadequate time to offer necessary support to students in regard to ‘study and learning support’ (57.8%) and ‘pastoral care’ (59%). Again, significantly more ITP academics (approx. 60% in both cases) reported inadequate time available for these aspects of student support.

Certainly part of the challenge confronting academics’ capacity to provide adequate student support relate to increasingly high workloads of academic staff, but other factors also contribute, including preparation of students, the reduction of general student support services, and adequate physical environment. As the following comments suggest:

*I do what I can, but with some work days 12-16hrs in length, I worry about compassion fatigue and burn out. I pride myself on being excellent in this area [supporting students], but in truth time constraints and other work that is a priority (like marking) means that’s not always true (Academic staff, ITP).*

*We recruit students who do not have English as their first language and allow poorly prepared local students to enrol in courses and then leave the academics to try to get them ‘up to speed’. The pressure to become English/writing coach as well as teacher has increased markedly over the last 5 years. Institutions are pushing the consequences of their internationalisation (and local) recruitment practices onto staff and adding hugely to their workloads (Academic staff, university).*

*Over the last 5 years the need for student mental health services has increased substantially there are so many more students suffering from anxiety*

*and depression - I have had several on suicide watch. This is a growing modern social problem our students are the canaries in the mine of future mental health. We should be addressing these problems more proactively, the world has changed institutions are lagging behind (Academic staff, university).*

*Staff at the University are genuinely concerned that students are able to get assistance, but also that academic staff should not be expected to provide it. We are not trained, have conflicts of interest, and are not often the first choice for student (Academic staff, university).*

In regards to physical environment, significantly greater proportions of staff from ITPs reported inadequate facilities to carry out their work than any other institutional type (see Table 3):



TABLE 3. PERCENTAGES OF ITP RESPONDENTS WHO REPORT INADEQUATE FACILITIES	
Inadequate dedicated workspace	35.7%
Inadequate availability of mobile technologies	41%
Inadequate availability of reasonable noise and temperature control	50%
Inadequate availability of private meeting space	43.6%

The 'availability of social space' and 'availability of space for collegial exchange' were issues shared across the sector with over a third of staff from universities, ITPs and wānanga reporting these to be inadequate.

These results suggest a shifting ground of responsibility and redefinition of what staff time is supposed to be used for. At the same time, general support services have been reduced and adequate physical environment for working has been diminished. The significantly poorer conditions of the ITP sector staff to serve their students clearly highlights the detrimental impacts of a radical reduction of real funding year on year for over a decade (TEU, 2018).

Most restructuring of the tertiary education sector is done through structural change and directives fed through hierarchies of management to staff. KPIs, PBRF ranking and promotion potential are all areas that act as levers of compliance.

# BULLYING AND DISCRIMINATION

As others have argued, the impact of new public management in increasing competitive incentives for public services, reducing professional and academic autonomy and increasing requirements to meet accountability audits, has been realised through the enactment and reinforcing of bullying cultures (Lewis, Bentley & Teo, 2017; Sedgwick & Grey, 2018).

According to Einarsen, Hoel, Zapf and Cooper (2011: 9) ‘Bullying at work is about repeated actions and practises that are directed against one or more workers; that are unwanted by the victim; that may be carried out deliberately or unconsciously, but clearly cause humiliation, offence, and distress; and that may interfere with work performance and/or cause an unpleasant working environment (Einarsen & Raknes, 1997). Bullying and discrimination can only take place between people, usually where there is a power differential and in situations, according to the literature where intensification, pressures and change enters the work place driven by a whole plethora of factors which may include restructuring, downsizing, cutting costs, or the imposition of market philosophies for example (see also special issue in Public Money and Management, ‘Public sector reforms and workplace ill-treatment’ edited by Lewis, Bentley & Teo, 2017). The tertiary education sector is no stranger to these changes now decades old and survey comments are replete with reports of these phenomena.

## BULLYING AND ENVIRONMENTS OF HARASSMENT

Respondents were asked to respond to two questions which addressed their personal experience of bullying and whether they had witnessed bullying of others.

Workplace bullying was defined for the respondents as: “Workplace bullying is repeated and unreasonable behaviour directed towards a worker or group of workers that can lead to physical or psychological harm (<https://worksafe.govt.nz/topic-and-industry/bullying-prevention-toolbox/bullying-at-work-advice-for-workers/>).

Have you been bullied over the last 12 months?	10.4% reported they had been bullied at least several times a month over the last 12 months.
Have you seen others bullied over the last 12 months?	17.7% reported they had seen others bullied at least several times a month over the last 12 months.

Following these questions, 10.8% of respondents (or 319 respondents) provided additional comments. Thus, this set of questions attracted approximately twice as many comments as most other sets of questions in the questionnaires. The sheer number of comments reflects the extent to which bullying and bullying environments are so deeply experienced by staff in the sector. As one respondent noted, “when staff are in tears and shaking at work, it’s rather obvious” (General staff, ITP).

As one respondent quipped, “by this definition everyone here is bullied by management”. There are two themes within the comments that reinforce this sentiment. First, numerous comments (approx. 10%) referred explicitly to institutional factors that created a toxic environment of harassment and pressure related to unrealistic workloads and expectations, and exclusion of staff from decision-making. Some indicative comments include:

*[Not bullied] except the physical and psychological impact of unrealistic workload expectations (Academic staff, ITP).*

*I first said no [about being bullied] but at a more institutional level, rumours and repeatedly putting off decisions, without any information shared, does have the effect of bullying (Academic staff, university).*

*[Not bullied] but extreme workload and then having been questioned about ability to do the work does seem like bullying (Academic staff ITP).*

*The whole environment in my institution feels like unreasonable behavior directed at academic staff by management. Physical and psychological harm has ensued including anxiety and in many cases depression (Academic staff, university).*

One respondent summed up this theme within the comment:

*This definition presents bullying as something individuals do to other individuals. This is only one aspect of the bullying that we can encounter in an organisation. There is also the institutional aspect where the conditions that prevail in the organisation fail to endorse workers, leave them powerless with regard to the aspects of their jobs [that] matter and fails to recognise them as valuable members of the workplace community. I believe we need to be focusing on the institutional practices that leave workers feeling undervalued, ignored, powerless and abused (Academic staff, university).*

But in contrast, a few respondents warned that there is a line that must be kept distinct between notions of bullying and managers simply managing under-performing staff.

*Bullying is hard to qualify sometimes. There are repeated pressures placed on people to achieve what has been mandated, and the effects of this on people who do not know how to do this can leave them feeling aggrieved. It must be noted however, that the level of some colleagues' work does fall short of adequate, and as such there are plenty of times that this must be made visible by management, and I am thankful when it is (Academic staff, university).*

*I believe that complaints of being bullied in the workplace are way over the top these days and sometimes non-productive staff are called into line by their managers (rightfully so) and then claim that they have been bullied when in fact they have just been told to do their job. Having said that, there are some serious bullies in powerful positions within our wider faculty that I have observed in action and that is unacceptable (Academic staff, university).*

A number of comments reflected the demanding and financially constrained environment within tertiary education institutions and how this breeds bullying behaviours in/by managers and colleagues:

*Some members of the [leadership team] are aggressive and unnecessarily unpleasant in their requests for impossible tasks to be completed without the necessary resources (Academic staff, ITP).*

*[I have not been bullied] directly, but I think the overriding management culture of the University is a fairly bullying culture (General staff, university).*

*Colleagues stress levels sometimes leads to poor behaviour (Academic staff, university).*

*The PBRF and employment pressure in the last two years brought out the WORST in colleagues. It has destroyed our previous relationships and we are too stressed now to attempt to re-forge what we had. It's pretty sad. Good people are leaving because of the way colleagues have mistreated one another (Academic staff, university).*

*My institution is also going through restructuring and tensions are high, leading to some verbal abuse (Academic staff, university).*

Some of the comments above directly speak to bullying by management that seems to be rife within this financially constrained sector. A third of the comments referred explicitly to bullying perpetrated by managers, from team leaders and unit managers to Deans. A number of these related to aggressive, punishing or shaming behaviours by managers.

*I am aware of particular bullies in powerful positions in my workplace. I am not in a position where they affect me but I see them affecting colleagues and students substantially. I have tried to help them navigate this problem but it is very difficult to get any traction with it as the behaviour appears to be tolerated by upper management (Academic staff, university).*

*For many of my colleagues this would be at least weekly sometimes daily - the bullying is by Managers and Directors not by other colleagues (General staff, ITP).*

*Senior management harassing, blaming unfairly, not listening, making arbitrary decisions without hearing my side, humiliating. Repeated investigations [have been] poorly done, but find no substance to accusations (Academic staff, university).*

*Usually managerial passive aggressive behaviour that is implicit in its threat, but very explicit in its purpose - often done with humiliating tactics in meetings or group environments (Academic staff, ITP).*

Many comments describing bullying from management related it to being pressured to take on increasing workload, forcing academic decisions such as accepting or passing students where it was not warranted or requiring academics to teach in areas that they had no expertise in. As in the comments above, there were numerous accounts of an HR or senior management failure to address reported bullying behaviours of managers.

Fewer comments (approx. 15%) related to bullying being perpetrated by colleagues, and only a small handful reported bullying from students (approx. 4%). Some of the comments referring specifically to collegial bullying related to the relationship between academic and general staff. As two respondents stated:

*[Bullying is] predominantly as a result of academic staff not understanding the role of general staff and not understanding the university processes and procedures (General staff, university).*

*The tone of some academics toward professional staff can be inappropriate and I have seen several instances of this over the last year (Academic staff, university).*

As one might expect, comments relating to a set of questions about bullying, very rarely described a positive work environment. Below are some of the few comments that did describe a positive experience in their workplace:

*My department is highly collaborative and a wonderful place to work (Academic staff, ITP).*

*[Institution] is a fantastic space where I have had the freedoms not felt in other institutions or in industry. Well done to the senior team at [institution] (Academic staff, ITP)*

This final comment points to the potential power of leadership and management within institutions to work against the negative behaviour that is so often bred within the constrained sector of tertiary education.

## DISCRIMINATION

Respondents were also asked about experiences of discrimination. Discrimination based on age was the most commonly cited (43.5% of respondents reporting being discriminated on the basis of age at least 'rarely') followed by gender or gender identification (41.2%).

Qualitative comments relating to discrimination were numerous (coming from about 7% of respondents) and were varied widely. Discrimination based on race, gender, class, sexuality, age, level of education and role within the sector (Academic versus general staff) were all described by multiple respondents. A large group described themselves as 'very lucky' to not have experienced discrimination and many of these put it down to being white, heterosexual and male. By contrast, there was also a group of respondents that felt that they were discriminated against precisely because they were white and male. A number of respondents mentioned that they experienced taunts and jokes directed at their nationality.

A range of responses relating to discrimination follows:

*I am not 'out' at work because my colleagues are homophobic. So I haven't been directly bullied, but I've heard them say homophobic things and know that they would say them to me if I came out. I am also looked down on because of my younger age (General staff, university).*

*In terms of ethnicity - I am Tau Iwi and my Tau Iwi colleagues challenge me regularly regarding my support of Māori within the environment. I have been challenged (indirectly) regarding roles/responsibilities I have on the programme due to this (Academic, ITP).*

*Senior management seems to behave like a boys club and there is a subtle bias against women in which they are expected to do more administrative tasks and are less likely to be promoted (General staff, university).*

*Some academic staff do act as if they are superior and often ignore general staff because of academic standing and a belief in their own self-importance (General staff, university).*

Mistreatment at work through bullying and discrimination often leads to the victims getting ill, leaving the organisation or both. Numerous comments described this having occurred:

*I have been bullied by my manager..... I said I have not got the ability to take in any more students this year, I will end up very unwell. She [manager] raised her voice at me!! I had a heart Ablation several days later! I applied for voluntary redundancy at the end of last year. I was denied... returned to work this year again with unrealistic workload. Due to this I have resigned!! (Academic staff, ITP).*

*I have been away from work for about six months as I have been coping with depression caused by the bullying I experienced from the chair of my school (General staff, university).*

*The victim finally decided to quit as no one from the management helped the victim (the bully is one of the senior managers) (Academic staff, university).*

*Two of my colleagues have left this organisation (taking their research group with them) because of bullying (Academic staff, university).*

*Within [name of school in a university] upper management bullies and harasses staff using direct emails, passive aggression and exclusion techniques and the initiation of rumours that become 'real' over time. Staff enduring these forms of bullying usually leave by resignation. This has occurred on several occasions over past decade with all staff members leaving. This comes from the same group of people all surrounded by their own "buddies" providing nowhere for staff to turn if bullying occurs (Academic staff, university).*

There are at least three observations made by or experiences suffered by respondents. The problem emanates from middle and upper management activity, but what's worse is that it sets an example for the behaviour of others. This means mistreatment of colleagues and subordinates is legitimized and spread. As one respondent remarked 'it just takes one bully to encourage others to follow suit'. Damage is equally felt by recipient and observer – both basically made powerless even with anti- bullying policy and procedures. Many respondents reported the ineffectiveness of human resource departments and senior management to respond to bullying and discriminatory behaviours within the workplace. This powerlessness inevitably leads to either leaving or adjustment to perpetual stress no matter how sympathetic one's colleagues might be.

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# INDIVIDUAL OUTCOMES: WORK-LIFE INTERACTION, STRESS AND JOB SATISFACTION

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To this point, we have summarized findings relating to key aspects of work in the tertiary education sector that are shaping the experiences of academic and general staff. The data demonstrate that large groups of workers (and in many cases, majorities) are experiencing the following in their institutions: a misalignment of academic and professional values; high and increasing workloads; diminishing autonomy and influence; deteriorating relations and communication with management, are witnessing reducing support for students, and experiencing bullying.

It remains then to determine the accumulative effect, if any, of this changing academic and professional context on the workers that deliver tertiary education in Aotearoa. The question must be asked, 'how does work within the tertiary education sector impact on worker wellbeing?' This of course has been an unacknowledged concern in the sector as evidenced in 24 years of survey evidence, but since the 2015 Health and Safety Act strengthened statutory protections against psychological as well as physical harm at work, (this question) has become not only a moral one but a legal one.

The data here suggests some significant issues relating to work/life conflict, stress diminishing job satisfaction.

## WORK/LIFE INTERACTION

The first consideration is the impact of high and increasing workloads on the personal lives of workers. It is reasonable to expect that paid work within the tertiary education sector will not only support workers to achieve the basic needs for reasonable living, but also feed individuals with energy and psychological well-being that can enrich their personal and family lives.

The respondents were asked six questions that investigate the interaction of personal and working lives (See Tables 4 and 5). As Table 4 demonstrates, many more respondents described a negative impact of their work on their energy and time they had available outside of work hours to care for their home and families. Half of the respondents described 'often' or 'always' feeling too tired to complete the tasks at home that help to sustain their lives (Other response options consisted of: 'Never', 'rarely', 'sometimes'). By contrast, only 12.3% reported the reverse situation, in which household and caring tasks reduced their ability to do their job well.

Over a quarter of respondents also reported that they often or always found it difficult to fulfil their family responsibilities because of the time they spent on their work (See Table 4). However, it is of note that there were differences between academics and general staff on these measures. Significantly more academics reported conflict in which their work negatively impacted on their ability to complete their chores at home (55% for academics cf. 38.1% of general staff), and carry out their personal and family responsibilities (35.8% of academics cf. 16.1% general staff).

These findings should be considered in the context of the actual number of hours of work undertaken by academics. As discussed, academics undertook many more hours of work than might be indicated by their duty hours, or ordinary working hours in their collective agreement, or in relation to a standard 40 hour week. Moreover, part-time academics worked proportionally more additional hours than this. By contrast, the data suggested that most general staff worked hours that more closely aligned with the hours agreed in their collective agreements.

TABLE 4. NEGATIVE CONFLICT BETWEEN LIFE AND WORK			
I have arrived at work too tired to function well because of the household or caring work I have done in my personal time.	12.3%	I have come home from work too tired to do the chores which need to be done.	50%
It has been difficult to concentrate at work because of my family responsibilities	8.7%	It has been difficult for me to fulfil my family responsibilities because of the amount of time I have spent on my job.	28.7%

Men and women academics experienced work/life interaction significantly differently. More women academics felt more often that they were too tired to do chores at home or found it difficult to fulfil their family responsibilities. Women academics were also less likely to report that their work gave them energy to pursue personal activities 'often' or 'always' (8.6% as compared with 13.9% of the total sample shown in Table 5).

There were no significant differences between men and women general staff on any of these measures.

TABLE 5. POSITIVE INTERACTION BETWEEN LIFE AND WORK			
My personal life gives me energy for my work.	37.3%	My work gives me energy to pursue personal activities	13.9%

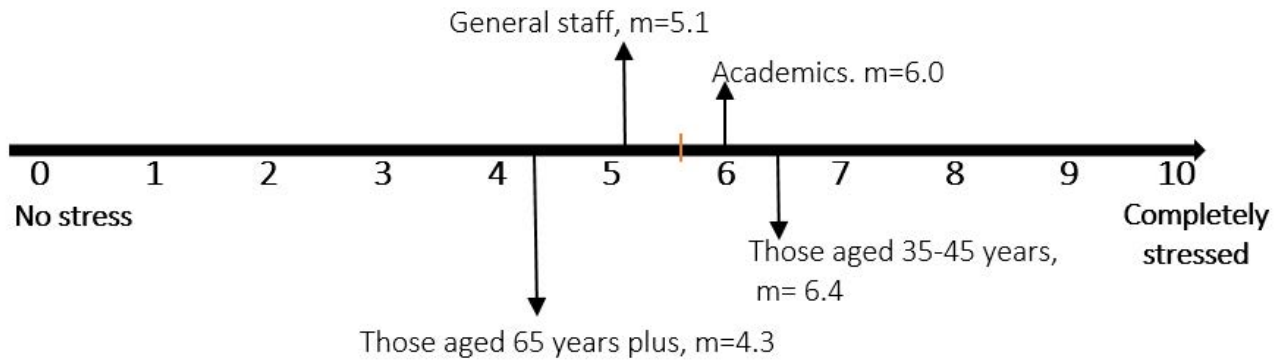
These findings point to differing psychological returns of academic work for men and women and differing impacts for these staff in regard to the extent to which academic work shapes a sense of well-being at home (see Winefield et al., 2014).

## STRESS

Respondents were asked to mark on a continuum (from 0 = no stress to 10 = completely stressed) what they felt their level of stress was. The average for all respondents was 5.75 (see Figure 14).

But again, within this, different groups experienced different levels of overall stress. There was a significant difference in stress levels between academic (mean=6.02, SD=2.62) and general staff groups (mean=5.17, SD=2.55). Middle aged staff also reported the greatest levels of stress; those aged between 35-44 years scored an average of 6.4. Stress levels then steadily declined in older age groups; those aged 45-54 scored 6.1; those aged 55 or more dropped to 5.6 on the scale; and once reaching superannuation age became the least stressed of all groups of respondents (4.3 for 65-69 years and 3.6 for those aged 70 years and above).

Figure 14. Levels of stress

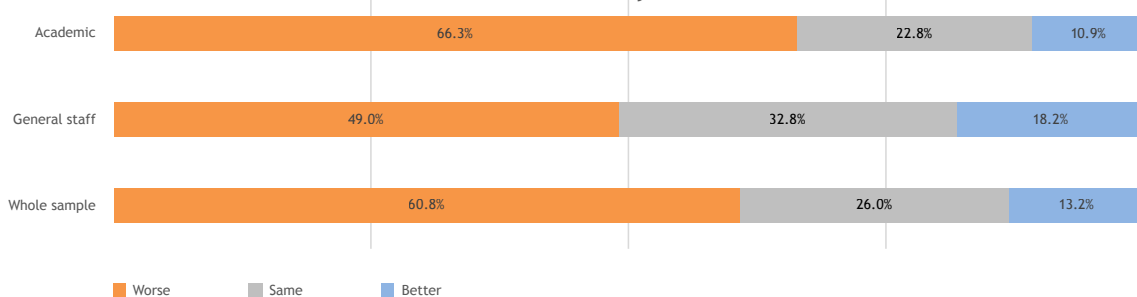


There were no significant differences between men and women or between institutional types in reported stress levels.

Respondents were asked to evaluate change in their stress levels over the previous three years. Academics and general staff varied significantly in their responses in that a higher proportion of

academics reported stress levels had got 'worse' or 'much worse' when compared with general staff (see Figure 15). Significantly fewer respondents from wānanga than other institutional types reported that their stress level had got worse over the last 3 years.

Figure 15. How has your stress level changed over the last 3 years?



When asked about the contributors to stress, general staff respondents reported that the top three of 12 were:

1. Anxiety over future employment (Contributes to stress for 68.4% of general staff respondents).
2. Unrealistic expectations from management (Contributes to stress for 61.9% of general staff respondents).
3. Someone withholding information which affects your performance (Contributes to stress for 64.2% of general staff respondents).

For academics, the top three stress contributors from a list of 12 were:

1. Unrealistic expectations from management (Contributes to stress for 81.7% of academic respondents).
2. Anxiety over future employment (Contributes to stress for 65.2% of academic respondents).

3. Being ignored or excluded (Contributes to stress for 55.6% of academic respondents).

Comments that relate to the issue of stress most often highlighted the problem of management.

*University management seems to shift the goal posts frequently in terms of their objectives or to expect contradictory objectives to be achieved (i.e. high pass rates with less student support; accepting only high achieving students in student intakes - until they see the overall student numbers and then they panic and tell us to take all-comers no matter how poor the applicants are). (Academic staff, university).*

Finally we turn to the obvious end of our framework as we canvass the level of job satisfaction of staff in the various institutions.



## OVERALL SATISFACTION WITH JOB AND CAREER

One overarching area which can demonstrate the impact of alignment/ misalignment between values, the organisational context and professional autonomy, is satisfaction with one's job. Respondents were asked to mark on a continuum, "taking everything into consideration, how satisfied do you feel with your job as a whole? (0= not at all to 10=completely satisfied).

For the whole sample, satisfaction level was in the mid-range: 5.28 on a scale 0-10. A large group (30.3% of respondents) indicated dissatisfaction at 4 or below and 16.4% indicated very low satisfaction at 2 or below). A bigger proportion, 43.2% of respondents indicated satisfaction at 6 or more, and 15.4% indicated very high satisfaction at 8 or above. Even so, the majority of staff in the sector (57.7%) are experiencing diminishing satisfaction, reporting that their level of satisfaction had

become worse or much worse over the last three years. 25% said it their satisfaction levels had not changed and less than a fifth (17.3%) said their satisfaction had increased.

Furthermore, these results obscure some significant differences between groups of workers. There was no significant difference in levels of satisfaction between staff from different institutional types. Nor did these groups vary much in the extent to which the situation was worsening (57.7% of academics cf. 58.2% of academics in ITPs and wānanga). But there were some differences between role type; Like the 2013 data (Bentley et al. 2014), general staff across the sector were significantly more satisfied in their jobs than academics (5.09 for academics and 5.69 for general staff). In addition, considerably more academics (62.3% cf. 48.5% of general staff) indicated that their satisfaction levels were getting worse or much worse. Within role type, gender differences were not significant.

	Academic	General
Male	5.19	5.74
Female	5.02	5.69

The overall sense one gets, is that the tertiary education sector is served by academic and general staff who are dedicated to their craft, professionalism and higher academic values but who are also forced to assimilate to a difficult context.

The data suggests that there is a negative impact of this work context on the extent to which workers would promote careers in the tertiary education sector to others. Respondents were asked whether or not they would recommend their own careers in the tertiary education sector 'to someone starting out'. Almost a fifth (19.3%) of academics would 'not at all' recommend an academic career to others and a further 56% would only tentatively recommend it. Thus, approximately three quarters of academics were not confident to promote their career choice to others. Only 24.7% who would recommend or strongly recommend an academic career to others.

Academia is an area of work that has traditionally enjoyed a reputation as a treasured vocation, one in which it is a privilege to work, and where satisfaction levels have been resilient to worsening conditions (Chalmers, 1998); Evidence from this survey suggests this is changing markedly.

General staff were again more positive about their tertiary education careers with a large minority indicating that they would 'recommend' or 'strongly recommend' (40.1%) their career to others starting out. Even so, just over half of general staff would 'not at all' (12.6%) or only 'tentatively' recommend (41.1%) their career to others.

The implications of these findings become more notable given the aging profile of staff in the tertiary education sector.

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## CONCLUSIONS AND RECOMMENDATIONS

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**When people cherish some set of values and do not feel any threat to them, they experience well-being. When they cherish values but do feel them to be threatened, they experience a crisis - either as a personal trouble or as a public issue (Wright Mills, 1959).**

The above quote encapsulates the picture painted by the results of this survey. In the data we found two sets of values at war with each other. One set is generated at a high level by government policy, a competitive funding framework and the institutional response to this environment. The other set embodies the values which drive the investment and commitment of academic and general staff to provide high quality teaching, learning and research. The clash between these sets of values is manifest in many of the changing circumstances of work in the tertiary sector canvassed in this survey. While claims have been made in recent years by governmental agencies and politicians regarding the 'encouraging results' from attention to 'improving the performance and value for money of tertiary education' (MOE & MBIE, 2014), the results of this survey by contrast suggest a strongly compromised environment which are diminishing the effectiveness and outcomes of conditions for teaching and learning.

The findings are not surprising. Successive surveys of the tertiary education sector over the last twenty years have concluded that working conditions are deteriorating and the results of this 2018 survey would suggest the same. But it is more than working conditions that are now in jeopardy. It is now the values underpinning the practice of learning and teaching that have been damaged. Just over half of general and academic staff indicated that they were satisfied with the extent to which they could engage with students, but far fewer were satisfied with their ability to deliver effective teaching, negotiate a realistic workload or with the support they receive from their management. The work in the sector is conducted under conditions not of staff's own making and these conditions are getting worse including: increasing workloads, less influence over all aspects of their work situation and increasing levels of stress.

Particularly worrying is that the majority of staff are no longer confident that the tertiary education sector is a positive place to build a career. In 2005, Codd (2005) warned, 'Managerialism, with its emphasis on efficiency and external accountability, treats teachers as functionaries rather than professionals and thereby diminishes their autonomy and commitment to the values and principles of education'. Thirteen years on and this survey clearly depicts such a process for academic and general staff in the tertiary education sector. While the results suggest that the 'values and principles of education' are still held by staff in the sector, we have to ask 'for how much longer?'

There were some bright spots in the data. More than half of general and academic staff were satisfied with how the institution supported their engagement with students; the majority of respondents reported good communication within their work units and positive relationships with their colleagues. While autonomy about how one goes about their work may be worsening for some workers, a large majority of general staff could still determine how they did their work, the order of their work tasks and when they took breaks. Some respondents also talked very positively about their work units, managers and institutions. But as a whole, such responses were few and typically couched in terms of being the exception to the rule. Furthermore, general staff reported greater satisfaction with their daily and weekly work than academics, and they also described workloads that were more often contained within the bounds of paid work hours, and within adequate levels of control. However, general staff are particularly affected (more so than academics) by longer term issues including absence of adequate rewards, recognition, and promotion, and limited opportunities for career progression and professional development. Anxiety about future employment was also a concern that contributed to stress for a majority of general staff.

The outcomes of changing general staff roles for learners and for the system as a whole is perhaps even more worrying. General staff face challenging conditions and their roles in student support and guidance are being undermined. Just one example is the widespread

'whitestreaming' of previously dedicated Māori support roles that has occurred across the tertiary education sector through successive reviews and restructures that have been both financially and ideologically bound (Potter & Cooper, 2016).

Workload is a core and enduring issue which is exacerbated by staff's shortages and increased administrative work. Time becomes a contentious issue and the lack of it undermines the ability of our academic staff to adequately support their students – one of the most important objectives and values within the tertiary education sector.

The sequence of change initiated by management and the outcomes of these changes, are transparent to staff: Rapid change caused by financial strife - whether it be structural change within the institutions or mergers - impact on staffing levels, destabilise work relations, increase workload, increase pressure on students, increase staff stress and provide the situation for intra-staff and management-staff bullying. Essentially there are changes which are imposed from middle and upper management which invariably effect workload and are experienced differentially by staff in the form of stress, dissatisfaction and dis-empowerment.

Facing two decades of worsening conditions in the tertiary education sector is sobering if evaluated against Hirschman's (1970) 'exit', 'voice', and 'loyalty' strategies of workers responding to a negative work environment. According to staff in this survey research, there are now fewer opportunities to voice opposition and more situations in which change or decision-making is shaped by compulsion or threats. Numerous comments attest to this, and large volumes of staff are either 'exited' or beginning to choose that option voluntarily. The third strategy, of diminishing 'loyalty' is evident in the low confidence in which staff would recommend their careers to others. Crucially, the long running loyalty tertiary education staff have to the craft of teaching and learning is now under duress.

It is time to reflect seriously on the question Chalmers asked in 1998, regarding how long the trade-off can continue for staff in tertiary education between material rewards and the ability to work in their beloved vocation. But now it seems the trade-off is different. Now the very essence of a vocation is challenged with a lack of academic and professional voice, diminishing collegiality and a deteriorating capacity to offer students support. The results expose a strongly compromised environment for performance of research, teaching and learning in an under-funded system. Surely the continuous improvement in teaching and learning is directly threatened by these trends, as is student's ability to achieve the transformational outcomes that are possible from tertiary education. A healthy and thriving workforce is not sustainable under these conditions.

As Codd (1998) concluded 'If there is to be education for democracy, there must be education in democracy' in 'an organisational culture that is itself democratic ...economic rationalism and technocratic reductionism, must be resisted vigorously' (p. 161).

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