

OFFA
September 2011/04

HEFCE
September 2011/29

Outcomes

This document gives the outcomes of OFFA and HEFCE's annual monitoring of access agreements and widening participation strategic assessments for 2009-10.

Access agreement and widening participation strategic assessment monitoring

Outcomes for 2009-10

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OFFA foreword

In this, our fourth monitoring report, we give the findings of our monitoring of institutions' returns against their 2009-10 access agreements. As such, it is a retrospective report, although we do also briefly look at how we expect spending on access measures to change over the next couple of years.



Institutions spend a quarter of additional fee income on access measures

For 2009-10, I am pleased to be able to report that all universities and colleges have again met the financial commitments made in their access agreements.

Proportions of expenditure are broadly similar to those reported in previous years, with institutions¹ spending 25.1 per cent (£394.7 million) of their additional fee income on access measures. This includes £355.7 million on bursaries and scholarships for lower income students and students from other under-represented groups, and £38.3 million on outreach activities.

Financial support is increasingly aimed at very poorest

Continuing the trend we have encouraged over the last couple of years, the majority of financial support is increasingly targeted at the students from the very poorest backgrounds. Three-quarters (75.2 per cent) of the financial support delivered through access agreements went to students from the lowest income group (those in receipt of full state support), up from 73.9 per cent in 2008-09. Of the 402,000 students who received a bursary, 67.3 per cent were from the lowest income group.

Majority of universities are meeting all or most of their access targets

On targets, I am pleased that the large majority of universities and colleges have reported that they are meeting most or all of their targets relating to the applicants or entrants they attract from under-represented groups. However, almost a quarter of institutions² reported they had not yet met their targets though some positive progress had been made. Where targets are not being met I am concerned to understand the reasons why. Therefore, over the coming months we will be discussing performance with a range of institutions, including those that have made the least progress.

¹ All figures relate to expenditure by higher education institutions only as the figures for further education colleges and school-centred initial teacher training providers are very small and can distort the data.

² Figures refer to HEIs and FECs

In future years, in line with recent Ministerial guidance, we will be placing a greater emphasis on progress against targets and in their most recent access agreement with us (for 2012-13), universities and colleges have agreed ambitious targets, often supported by significant increases in the resources they are devoting to widening participation and fair access. From 2012-13 we also require institutions to set themselves at least one target around broadening their entrant pool (up to now it has been possible for institutions to restrict their targets to broadening their applicant pool).

How expenditure is likely to change over coming years

Looking ahead, institutions estimate that their expenditure on access measures as a proportion of higher fee income will fall slightly over the next couple of years to 22.6 per cent in 2011-12. This reduction in expenditure should be seen in the context of the economic recession and the reduction in funding given to institutions by the Higher Education Funding Council for England (HEFCE) as well as our own research on the relative lack of impact of bursaries and scholarships on influencing choice of institution³. The fact that many institutions had previously exceeded our expectations on expenditure meant that they had some flexibility to reduce their spend. However, changes to fee income under the new system from 2012-13 mean that the amount of fee income collected above the 'basic' amount will increase and, in response to higher expectations, the proportion devoted to access measures is set to rise to 26.3 per cent in 2012-13. This higher proportion of a higher sum will see a significant increase in access agreement expenditure under the new plans.

A key future change will also be a gradual shift in the balance of expenditure, with institutions spending less, proportionally, on financial support (though the amount of expenditure will increase), and more on outreach. This reflects our increased focus on long-term targeted outreach following our statistical research showing that students have not,

so far, taken bursaries and scholarships into account when considering whether or where to study. We see outreach (including collaborative working) as critical to the continued success of widening participation and are encouraging universities and colleges to increase their outreach activities wherever they are found to be successful.

Challenge to ensure widening participation continues to improve

As we move into the new fees and funding regime from 2012-13, there is no room for complacency. We are very aware of the concern expressed in public about the potential impact on widening participation of both higher fees and the possible changes to the shape of the sector resulting from the proposed changes to student number controls in the White Paper. Although there will be more financial support than before, higher fees have clearly led to fears about the affordability of higher education and there is a risk that these fears could dissuade some people from going to university. There will be opportunities to improve access more easily where institutions are able to expand, but we also acknowledge that improving access where numbers are contracting will be more challenging. We do not know how students or institutions will respond to the new arrangements.

We have every confidence that institutions will wish to redouble their efforts to protect and improve access. An important part of our role will be to understand, at both institutional and sector level, any early evidence of impact on student behaviour or recruitment patterns, in order that we might respond as quickly as possible to any emerging priorities and issues as well as identifying good practice. There is, of course, a particular challenge to widen participation at the most selective universities where our research shows that progress in the five years to 2009-10 has remained relatively flat⁴. However, it is also vital that we maintain the success in widening participation in the rest of the sector that is so crucial to improving social mobility.

³ Office for Fair Access (2010) Have bursaries influenced choices between universities? (2010/06), available at www.offa.org.uk/wp-content/uploads/2010/09/Have-bursaries-influenced-choices-between-universities-.pdf

⁴ Office for Fair Access (2010) Trends in young participation by selectivity of institution (2010/03), available at www.offa.org.uk/wp-content/uploads/2010/11/Trends-in-young-participation-by-selectivity-of-institution.pdf

In the meantime, access agreements for 2012-13 are now in place and the application cycle is already underway. The need for applicants to have clear and accessible information has always been important. For 2012-13 applicants, this is more important than ever, particularly the messages around student finance. It is critical that applicants' decisions on whether and where to go to university are based on facts rather than fears.



Sir Martin Harris
Director of Fair Access

HEFCE foreword



This is the first time that HEFCE has reported on the monitoring of widening participation strategic assessments (WPSAs). In June 2009 HEFCE received WPSAs from all institutions it funds which have more than 100 (directly funded) FTEs. The monitoring returns considered in this report, which were submitted jointly with OFFA's access agreement monitoring, cover institutions' widening participation commitments for 2009-10. Although the returns were primarily retrospective, we also took the opportunity to ask institutions whether they anticipate needing to change their widening participation commitment or approach in the future (WPSAs cover three academic years from 2009-10).

WPSAs demonstrated the considerable commitment across the sector to widening participation, which has been further evidenced in the monitoring returns submitted. In 2009-10, institutions continued to commit financial resources to widening participation well above the amounts which HEFCE delivered specifically for this purpose, and in addition to the resources committed through access agreements. Institutions carried out a range of activity across the student lifecycle. They have been developing their ability to evaluate their widening participation activities and approaches.

However, the higher education (HE) landscape is changing, and changing rapidly. Institutions will need to be flexible, and able to respond quickly to the challenges and opportunities new arrangements might deliver. We cannot accurately predict what impact the Government's reforms of HE funding will have on either institutional or student behaviour. HEFCE will monitor closely how demand for HE changes over the next few years. Despite a more generous package of financial support for students from lower socio-economic groups, concerns are beginning to be expressed that the level of widening participation activity delivered in future may decline, alongside a recognition that the restrictions on student numbers and the introduction of higher fees may have a disproportionate impact on students from disadvantaged backgrounds.

HEFCE remains committed to widening participation and fair access. Providing the opportunities for all with the potential to benefit from HE to participate successfully in it remains a key principle in our recently published strategic statement ('Opportunity, choice and excellence in higher education', HEFCE 2011/22). We are clear that our future funding must be used to secure the public interest, so we will consult on how we can most effectively target any

future allocation for widening participation in the second stage of our consultation on teaching funding, to be published this winter. However we deliver our funding for widening participation in future, it is clear that we will need to ask institutions to account for it. Institutions will need to demonstrate how they have used their HEFCE allocation to support and develop their strategic approaches to widening participation and fair access, and how this has complemented the expenditure on specific activities delivered through their additional fee income.

The recent White Paper³ confirmed that WPSAs will continue to be part of the widening participation landscape in the future. We believe they are vital to encapsulating the overall approach to widening participation of an institution, presenting a mid to long-term strategic picture and taking a life-cycle approach (from outreach to outcome) for undergraduate and increasingly postgraduate education. We will, as far as possible, align arrangements and monitoring of these statements with the OFFA access agreements, taking into account that the WPSAs will cover at least a three-year period and that some institutions do not have an access agreement.

As we move into the new fees and funding regime from 2012, HEFCE will continue to work with OFFA to promote widening participation and fair access. OFFA will continue to monitor institutions' implementation of their access agreements and progress on widening participation and fair access against their targets. HEFCE will monitor the effects of the new financial system and other changes, to ensure that the new initiatives on access and student support deliver our objective: to ensure that people with the potential to benefit from successful participation in higher education have the opportunity to do so.

In 2010, we reported that the proportion of young people recruited to HE from the most disadvantaged parts of the country had increased by about 30 per cent over the previous five years⁴. We need to build on this success. We need to ensure that institutions can deliver a successful HE experience to all throughout the student lifecycle, resulting in outcomes that increase social mobility and deliver considerable public benefit, socially and economically.



Sir Alan Langlands

Chief Executive, HEFCE

³ Department for Business Innovation & Skills (2011) Higher Education: Students at the Heart of the System, available at <http://discuss.bis.gov.uk/hereform/white-paper/>

⁴ HEFCE (2010) Trends in young participation in higher education: core results for England (HEFCE 2010/03), available at www.hefce.ac.uk/pubs/hefce/2010/10_03/

Access agreement and widening participation strategic assessment monitoring

Outcomes for 2009-10

To	Heads of higher education institutions in England Heads of further education colleges in England
Of interest to those responsible for	Implementation of access agreements, widening participation, Heads of Finance
Reference	OFFA September 2011/04 HEFCE 2011/29
Publication date	September 2011
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Executive Summary

1. This report gives the results of OFFA and HEFCE's monitoring of institutions' returns against their 2009-10 access agreements and their widening participation strategic assessments (WPSAs). Covering areas such as access agreement spend, numbers of bursary holders and institutions' broader widening participation (WP) commitments, it shows the progress institutions have made on fair access and widening participation to higher education (HE) for students from under-represented groups.

Key findings from access agreement monitoring outcomes for 2009-10 (HEIs)

Additional fee income for HEIs

2. In 2009-10 the income generated from fees charged above the basic tuition fee of £1,285 (hereafter referred to as additional fee income) for HEIs was £1,574.1 million, up from £1,332.4 million in 2008-09. Some of the factors that have contributed to this rise include a fourth cohort of entrants under the new variable fee arrangements, and an increase in the number of students entering HE. The total number of students studying under the current variable fee system covered by access agreements increased from 740,000 in 2008-09 to 856,000 in 2009-10.

Expenditure on access agreements

3. HEIs spent **25.1 per cent** of their additional fee income (**£394.7 million**) on access measures, down from 25.8 per cent of additional fee income (£344.3 million) in 2008-09, but similar to the proportion recorded in 2007-08. Although the proportion of additional fee income spent on access measures has fallen slightly, expenditure on access in cash terms has increased by £50.4 million.

4. HEIs spent **22.6 per cent (£355.7 million)** of their additional fee income on OFFA-countable bursaries and scholarships, which is broadly similar to that recorded in 2008-09 (22.8 per cent of additional fee income). Due to the increase in overall additional fee income, although the percentage has not changed significantly, expenditure on bursaries and scholarships increased in cash terms by £51.3 million between 2008-09 and 2009-10.

5. HEIs' total expenditure on outreach activities was **£38.3 million**, up from £36.7 million in 2008-09. Although total expenditure has increased, as a proportion of additional fee income it has fallen from 2.8 per cent in 2008-09 to 2.4 per cent in 2009-10. This is due to the profiling of expenditure on outreach. While some institutions spend a fixed proportion of their additional fee income on outreach each year (thereby increasing expenditure as additional fee income increases), others spend a set amount on outreach that remains constant, thereby decreasing the proportion of additional fee income they spend.

6. Around **£0.6 million** (less than 0.1 per cent of additional fee income) of re-allocated funds was spent within the 2009-10 academic year, compared with £3.1 million in 2008-09. This reduction is largely due to the improvement in bursary take-up rates, which was 97% in 2009-10.

HEI bursary and scholarship holders

7. Three-quarters (**75.2 per cent**) of the £355.7 million that HEIs spent on bursaries and scholarships went to students in the lowest income group and in receipt of full state support, up from 73.9 per cent in 2008-09.

8. Around **402,000 students** from lower income and under-represented groups (46.9 per cent of all students) received a bursary or scholarship in 2009-10. Around **271,000 (67.3 per cent)** of these were from the lowest income group and in receipt of full state support, an increase from 66.5 per cent in 2008-09.

Future HEI expenditure

9. Between 2006-07 and 2009-10, overall expenditure remained reasonably consistent at around 25 per cent fluctuating by less than one percentage point. However in 2011-12, institutions predict that access agreement expenditure as a proportion of higher fee income will fall to 22.6 per cent. There are a number of factors behind the predicted reduction in expenditure including the uncertainties around the new funding system in 2012-13.

10. The new funding system from 2012-13 is difficult to compare with the current system due to the different amounts of higher fee income, but institutions predict that their expenditure on access measures as a proportion of higher fee income will increase to 26.3 per cent in 2012-13, reaching 26.7 per cent by 2015-16. This represents a larger proportion of a larger amount of money as additional fee income will have increased considerably. Expenditure in cash terms is predicted to increase from £401.3 million in 2011-12 to **£595.5 million** in 2015-16.

11. Although institutions plan to increase expenditure on bursaries and scholarships, from 2010-11 the proportion of money they plan to spend on bursaries and scholarships will begin to decrease. This reflects OFFA's increased focus on outreach activities.

12. This report also includes information on the expenditure and future expenditure of FECs, details of which can be found on page 20.

Key findings from WPSA monitoring outcomes for 2009-10

13. In the WPSA section of the monitoring return, institutions were asked to: report on expenditure on widening participation commitments 2009-10; give an assessment of WP activity in 2009-10; report on the effects of the current economic climate on WP; and to provide an update on their plans for evaluation of WP commitments.

14. Institutions were asked to report on all of their WP expenditure in 2009-10 that was not reported as expenditure from additional fee income under their access agreement. This was an opportunity for institutions to demonstrate and take credit for the full range of activities in which they invest across the student lifecycle, and which were funded by a range of sources, including HEFCE's WP allocation, Aimhigher and Lifelong Learning Network (LLN) funding, and non-HEFCE funding sources. Reported figures show that institutions were making a significant investment in WP over and above the funding provided by HEFCE specifically for widening participation.

15. Institutions were asked to report on their three to five most successful/significant WP activities, initiatives or achievements in 2009-10. Many of the activities/initiatives reported as successful/significant are traditionally popular outreach activities. The top categories of activity reported were involvement with the Aimhigher programme; summer schools; academic outreach interventions pre-entry (e.g. masterclasses, taster days); and pre-entry information, advice and guidance (IAG). However, some other areas (including work across the student lifecycle, such as activities to improve retention and student success, and employability) are also significant.

16. Institutions were asked to consider the effects that funding reductions and student number control had had on their WP commitments. Institutions' responses reflected the uncertain HE climate at the time of submission of monitoring returns in January 2011. Many institutions reported that they were expecting changes to their WP commitments, particularly from 2012 onwards, but that not enough detail was known for them to be specific about their plans.

17. Institutions were asked if they were currently evaluating any of their WP activities and what plans they had put in place during 2009-10 to enable future evaluation of their WP work. The monitoring returns demonstrated that more institutions were now considering the evaluation of their WP commitments and planning future development of evaluation, than when WPSAs were originally submitted in June 2009. This may reflect the guidance we issued to the sector about evaluating WP activity in October 2010⁵.

Key findings from targets and milestones for 2009-10

18. In 2009-10, **76.8 per cent** of institutions reported they had either exceeded or met all or most of their statistical targets.

19. 23.2 per cent of institutions reported that they had not yet met their targets though some positive progress had been made. We are concerned to understand the reasons why and over the coming months we will therefore be discussing performance with a range of institutions, including those that have made the least progress. In future years, in line with recent Ministerial guidance, we will be placing a greater emphasis on progress against targets and in their most recent access agreement with us (for 2012-13), universities and colleges have agreed ambitious targets, often supported by significant increases in the resources they are devoting to widening participation and fair access. From 2012-13 we also require institutions to set themselves at least

⁵ HEFCE (2010) Widening participation strategic assessments: guidance on developing evaluative approaches to widening participation activities and commitments (Circular Letter 24.2010), available at www.hefce.ac.uk/pubs/circlcts/2010/cl24_10/

one target around broadening their entrant pool (up to now it has been possible for institutions to restrict their targets to broadening their applicant pool).

20. On their other, non-statistical, targets, some **79.5 per cent** of institutions reported they had either exceeded or met all or most of their targets.

Part one: Introduction

21. This report gives the results of OFFA and HEFCE's monitoring of institutions' returns against their 2009-10 access agreements and widening participation strategic assessments (WPSAs)⁶. Covering areas such as access agreement spend, numbers of bursary holders and institutions' broader widening participation commitments, it shows the progress institutions have made on fair access and widening participation to higher education (HE) for students from under-represented groups.

22. Access agreements and WPSAs are complementary documents. WPSAs set out institutions' overall widening participation aims and objectives alongside a strategic assessment of what they hope to achieve over the next three years. All higher education institutions (HEIs), and further education colleges (FECs) directly funded by HEFCE with 100 full-time students or more, are required to have a WPSA with HEFCE as a condition of grant. Access agreements set out specific commitments and targets to protect access as a condition of charging higher fees. Only institutions charging higher undergraduate fees are required to have an access agreement approved by OFFA.

23. In 2009 HEFCE announced its intention to request annual reports from institutions against WPSAs and to bring such reports into HEFCE's general reporting timetable. Furthermore, it signalled that where institutions needed to make returns to both OFFA and HEFCE, it would integrate its reporting with OFFA's monitoring of access agreements. At the same time, OFFA moved its access agreement monitoring to January to fit with HEFCE's reporting timetable.

Access agreements

24. OFFA is responsible for approving and monitoring access agreements. All institutions wishing to charge above the basic fee (£1,285 in 2009-10) must have an approved access agreement in place. Institutions that only charge the basic fee are not required to have an access agreement.

25. Access agreements set out the fees that institutions intend to charge, the additional access measures such as bursaries and outreach activities that an institution commits to put in place to sustain or improve access, the estimated cost of these measures, and targets and milestones setting out desired outcomes. Agreements are then monitored annually. This report examines the findings from the monitoring for 2009-10.

26. A total of 124 HEIs had access agreements in place in 2009-10, covering institutions' own students as well as those franchised to FECs. 54 FECs and 48 school-centred initial teacher training providers (SCITTs) also had access agreements in place in 2009-10.

27. In their access agreements, institutions are asked to report only on the additional fee income they spend on under-represented students covered by OFFA's remit. Such students include:

- students from lower socio-economic groups and low participation neighbourhoods
- students from low income backgrounds⁷
- students from some ethnic groups or sub-groups
- students who have been in care
- disabled students.

28. It is important to note that universities and colleges may invest in additional access measures that are not recorded in their access agreement. For example, the agreements do not record activities initiated before 2006 (except where the original funding has ceased such as WP allocations or Aimhigher), or in some cases they may have chosen not to record expenditure on additional outreach in their agreement. In addition, institutions may run activities that are not targeted at the under-represented groups covered by OFFA, for example general recruitment activities, which we do not count towards agreements.

⁶ Institutions submitted returns in response to the OFFA and HEFCE guidance 'Access agreements and widening participation strategic assessments: How to complete your monitoring return for 2009-10' Publication reference: OFFA 2010/07, HEFCE 2010/29.

⁷ For assessment purposes, 'lower income' is defined as students with assessed household incomes below £50,020, which was the upper threshold for partial state support for new students in 2009-10.

29. Similarly with bursaries and scholarships, institutions may provide support that is non-means-based⁸, or not targeted at the under-represented groups covered by OFFA. Data from the Higher Education Bursary and Scholarship Scheme (HEBSS) has shown that HEIs spent at least a further £18.3 million⁹ on students outside our target groups. The full amount is likely to be significantly larger as many broader scholarship schemes are not administered through HEBSS and so data on the exact expenditure is not available.

30. The balance of outreach and financial support in an access agreement is determined by the individual institution and its students and will vary depending on their circumstances and priorities. The amount spent on access measures also varies significantly between institutions.

31. In 2008-09 and 2009-10, the Government made changes to the upper income threshold for students on full and partial state support (please see Box 1). In response, a quarter of HEIs (32 institutions) made changes to their bursary schemes for 2009-10 entrants. Nine institutions increased bursary support, a further seven institutions reduced bursary support, and 16 institutions made changes that increased the benefits for some students but reduced it for others. A further 13 institutions had bursary schemes that were linked to eligibility for state support, so when the government thresholds changed, eligibility for bursaries at these institutions also changed.

Box 1: Changes to state support thresholds

The threshold for full state support for new entrants increased from £17,910 in 2007-08 to £25,000 in 2008-09 and 2009-10. For continuing students (2006-07 and 2007-08 entrants), the threshold for full state support in 2008-09 and 2009-10 was £18,360. The change to the threshold for full state support impacts on bursaries and scholarships as universities and

colleges that charge higher tuition fees must currently give a minimum bursary to students entitled to receive the full state Maintenance Grant or Special Support Grant.

From 2012-13, there will be no minimum bursary requirement, although participation in the national scholarship scheme will be compulsory for institutions charging higher fees. Some students in receipt of a full maintenance grant will be eligible for a national scholarship.

In addition, the maximum threshold for partial state grant increased from £38,330 in 2007-08 to £60,005 for 2008-09 entrants. The maximum threshold for a partial state grant then decreased again for new entrants in 2009-10 to £50,020. In response to this change, a small proportion of institutions reduced their bursary support in 2009-10 either by reducing the award amount or by narrowing the eligibility for such awards. A small number of institutions had bursary schemes that were linked to eligibility for state support, so when the government thresholds decreased, this automatically reduced eligibility for bursaries.

However, the net effect for all HEIs was relatively small, with increases in bursary thresholds balanced out by modest reductions in the amounts available to individual students. The average amount awarded to a student on full state support in the 2007-08 cohorts was £1,019. This reduced slightly to £942 for 2008-09 entrants, and to £935 for 2009-10 entrants.

Widening participation strategic assessments

32. In January 2009 HEFCE asked HEIs, and those FECs with more than 100 FTE directly funded HE students, to submit WPSAs by June 2009 ('Request for widening participation strategic assessments', HEFCE 2009/01). The submission of a WPSA was a

⁸ See Callender, C. (2010) Bursaries and institutional aid in higher education: do they safeguard and promote fair access? Oxford Review of Education, 36:1, 45-62.

⁹ This figure comes from HEBSS data on the expenditure made to students where no income detail was recorded or where income was above £50,020. This figure excludes institutions not subscribed to the HEBSS full administration service.

condition of the continued receipt of the HEFCE widening participation allocation. WPSAs set out:

- the position of WP in institutions' missions
- the organisational and managerial responsibilities for WP
- institutions' overall aims and objectives along with more detailed targets and milestones for the next three years
- the full range of an institution's WP activity and the level of resource committed to WP.

33. WPSA monitoring returns were received from all 130 HEFCE-funded HEIs, and from all the 81 FECs with more than 100 FTE directly funded HE students. Of these, six HEIs (with only postgraduate provision, which is not regulated by OFFA) and 29 FECs (which did not charge above the basic fee in 2009-10) were not required to submit an access agreement monitoring return. The remaining 176 institutions submitted returns against both their access agreement and WPSA.

34. In the WPSA section of the return, institutions were asked to: report on expenditure on widening participation commitments in 2009-10; give an assessment of WP activity in 2009-10; report on the effects of the current economic climate on WP; and provide an update on plans for evaluation of WP commitments.

35. Institutions were also asked by OFFA and HEFCE to report on progress against the milestones and targets set out in their 2009-10 access agreement and/or their WPSA. Our findings on progress against milestones and targets can be found in part four of this report.

36. The joint OFFA and HEFCE guidance on the submission of 2009-10 returns was published at the end of September 2010, with submissions due in January 2011. Between these dates, the Browne Review report and the Government's response to it were published, the Comprehensive Spending Review was delivered, and it was announced that the Aimhigher programme would end in July 2011. However, the sector was still awaiting the higher education White Paper, and guidance from OFFA on access agreements for 2012-13. This meant that institutions completed their monitoring returns in a

climate of some uncertainty regarding higher education policy in general and WP policy in particular. Although much of the return was retrospective and reported on activity and expenditure in 2009-10, the WPSA section of the return did ask institutions if they anticipated any future changes to their WP commitments, and their responses reflected the uncertain climate.

37. As WPSAs set out an institution's overall widening participation strategy, they include all widening participation expenditure across the student lifecycle, whatever the funding source. Access agreements, however, only include expenditure on bursaries and scholarships, and additional outreach activities that have started after the introduction of variable fees in 2006. As a result, the expenditure recorded in an institution's WPSA was often considerably higher than the expenditure recorded in their access agreement.

Part two: Access agreement monitoring outcomes for 2009-10

Monitoring outcomes for higher education institutions

38. This section gives the monitoring outcomes for HEIs only. The monitoring outcomes for FECs can be found on page 20.

Additional fee income

39. In 2009-10 the income generated from fees charged above the basic tuition fee of £1,285 for HEIs was **£1,574.1 million**, up from £1,332.4 million in 2008-09. This income is referred to as additional fee income¹⁰.

40. The vast majority of additional fee income (97.4 per cent) was generated through charging the maximum permitted fee of £3,225, with the remainder generated by charging a fee above the basic fee of £1,285 but below the maximum. In total, 121 of the 124 institutions with access agreements charged the maximum fee for all or some of their courses.

41. As expected, additional fee income increased significantly in 2009-10 compared to 2008-09 due to a fourth cohort of entrants under the current variable fee arrangements, in addition to those students who started courses in previous years. This has increased the number of students studying under the current variable fee system, covered by access agreements, from 740,000 in 2008-09 to 856,000 in 2009-10.

42. Other factors that contributed to the increase included an inflationary increase to the maximum fee income per student¹¹ and an overall increase in the total number of students enrolled on an undergraduate HE course, up from 1,557,000 to 1,608,000¹².

43. The academic year 2009-10 represents the first year where almost all students (there are a small number of exceptions) have entered higher education under the variable fees system. This is known as 'steady state'.

Overall expenditure

44. As a percentage of additional fee income, overall expenditure on access measures was slightly lower than in 2008-09 but similar to that recorded in 2007-08. Despite this, we are satisfied that all institutions have met the commitments in their access agreements.

45. HEIs spent **25.1 per cent** of their additional fee income (**£394.7 million**) on access measures, compared to 25.8 per cent of additional fee income (£344.3 million) in 2008-09 (see Table 1). The proportion of additional fee income spent on access measures therefore fell by 0.7 percentage points, although in cash terms it increased by £50.4 million.

Table 1: Overall expenditure on additional access measures as a proportion of additional fee income: HEIs only

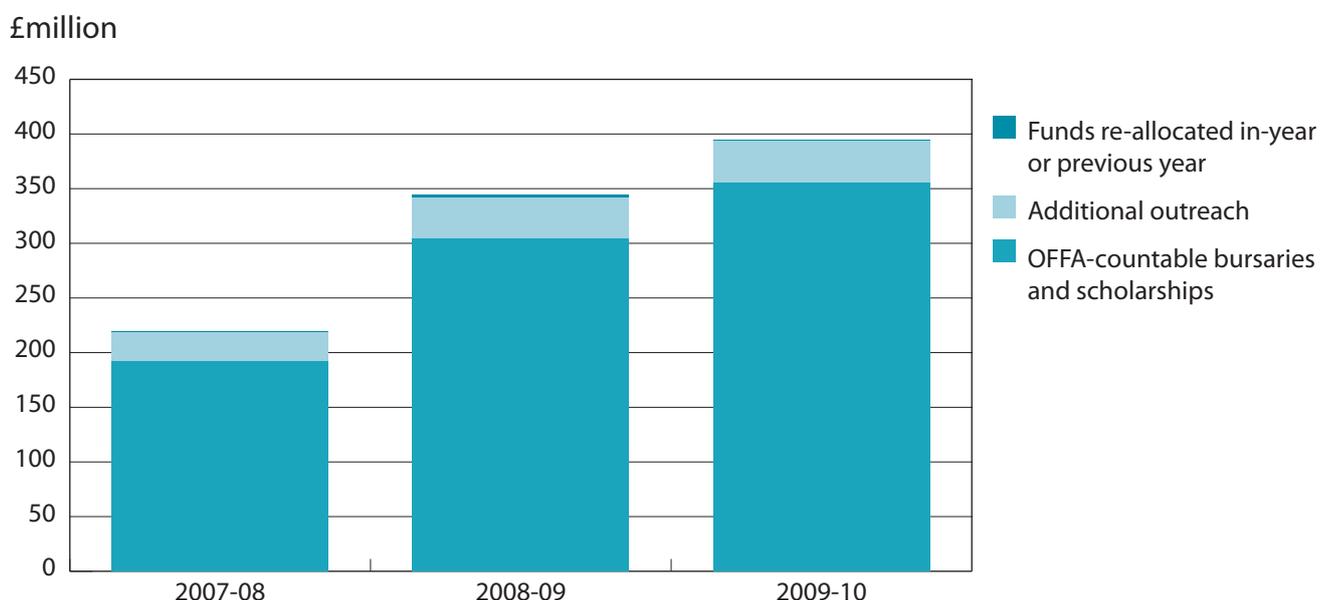
	2006-07	2007-08	2008-09	2009-10
Expenditure (£million)	£116.0	£219.1	£344.3	£394.7
% additional fee income	25.7	25.0	25.8	25.1

¹⁰ Additional fee income refers only to fees charged above the basic tuition fee that was in place prior to 2006-07. In 2009-10, the maximum permitted fee was £3,225 and the basic fee was £1,285. The maximum additional fee income per student was therefore £1,940.

¹¹ The maximum tuition fee increased by 2.6 per cent (£3,225 in 2009-10, up from £3,145 in 2008-09).

¹² All student enrolments on HE courses in HEIs in England 2005/06 to 2009/10, undergraduate. From HESA (2011) Statistical First Release 153, available at www.hesa.ac.uk/dox/pressOffice/sfr153/SFR153_table_1a.pdf

Figure 1: Overall expenditure on additional access measures: HEIs only



46. Overall expenditure can be disaggregated into three main elements - bursaries and scholarships, additional outreach and re-allocated funds (as shown in Figure 1).

- Spend on bursaries and scholarships as a proportion of additional fee income was 22.6 per cent, compared to 22.8 per cent in 2008-09.
- Spend on additional outreach as a proportion of additional fee income was 2.4 per cent, compared to 2.8 per cent in 2008-09.
- Re-allocated funds accounted for less than 0.1 per cent of additional fee income, compared to 0.2 per cent in 2008-09.

Expenditure on bursaries and scholarships

47. We are satisfied that institutions have delivered the bursary and scholarship packages agreed with us in their access agreements, and we know of no

eligible student who applied through the appropriate channels and failed to receive a bursary.

48. HEIs spent **22.6 per cent (£355.7 million)** of their additional fee income on OFFA-countable bursaries and scholarships, which is broadly similar to that recorded in 2008-09 (22.8 per cent of additional fee income, see Table 2). Due to the increase in overall additional fee income discussed previously, although the percentage has not changed significantly, expenditure on bursaries and scholarships increased in cash terms by £51.3 million between 2008-09 and 2009-10.

49. The key driver for the increase in expenditure as a proportion of additional fee income between 2006 and 2008 was the improvement in sector-wide bursary take-up rates from around 80 per cent in 2006-07 to around 96 per cent in 2008-09. Further detail on the number of students receiving bursaries can be found on page 17.

Table 2: Institutional expenditure on bursaries and scholarships for lower income students and other under-represented groups, as a proportion of additional fee income: HEIs only

	2006-07	2007-08	2008-09	2009-10
Expenditure (£million)	£95.3	£191.7	£304.5	£355.7
% additional fee income	21.1	21.8	22.8	22.6

Table 3: Expenditure on bursaries and scholarships by income group: HEIs only

Student income group	£m	%
Students on full state support (residual household income up to £25,000)	267.7	75.2
Students on partial state support (residual household income between £25,001 and £50,020)	74.9	21.1
Students from other under-represented groups	13.1	3.7
Total	355.7	100

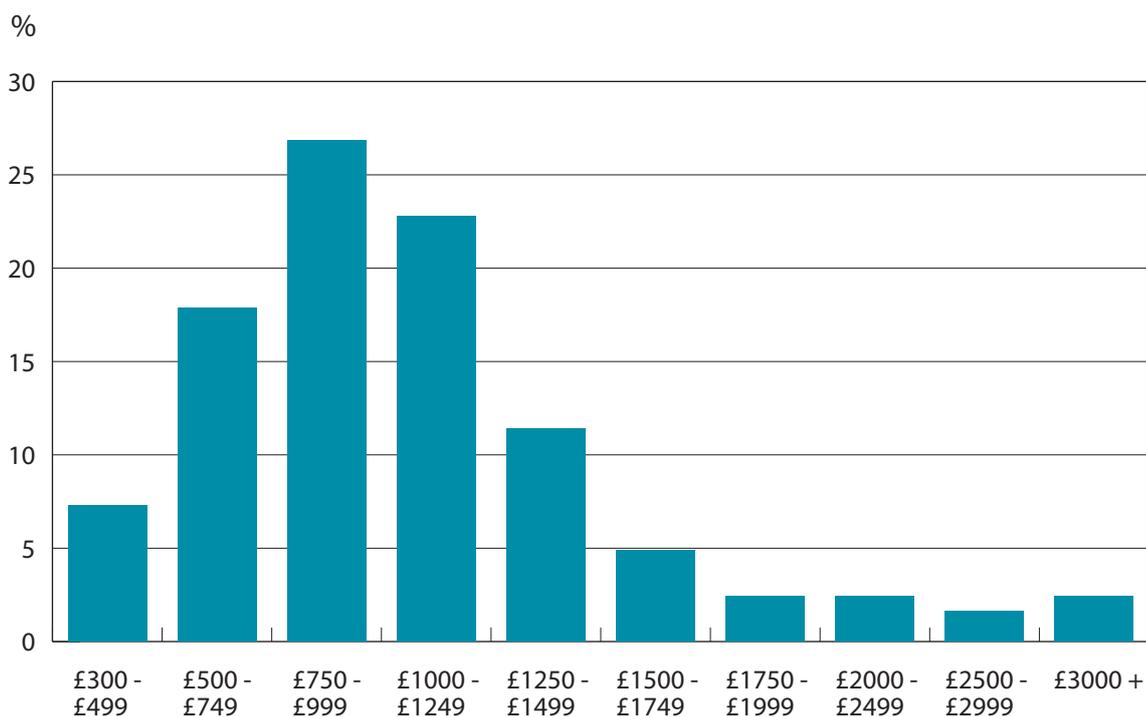
50. In 2009-10, there were 342,000 entrants on full-time undergraduate and PGCE courses. Of these students, 43.9 per cent (150,000 students) received a bursary because they were either in receipt of full state support (31.1 per cent of entrants), or were in receipt of partial state support or were from one of the other under-represented groups covered by OFFA's remit (12.8 per cent of entrants). Entrants in 2009-10 in receipt of full state support received an average bursary of £935, which is similar to the average bursary of £942 for 2008-09 entrants.

51. Looking at entrants in all years, around three-quarters (75.2 per cent) of the £355.7 million that HEIs spent on bursaries and scholarships went to students in the lowest income group who are in receipt of full state support, up from 73.9 per cent in 2008-09.

52. Although the proportion of bursary and scholarship expenditure spent on the lowest income groups has increased from 71 per cent in 2007-08, these figures are not directly comparable, due to the change in the threshold for full state support for 2008-09 entrants (see Box 1).

53. Figure 2 shows the average OFFA-countable financial support received by students (all years) on full state support by the proportion of institutions offering that support. Just over two thirds of institutions (67.5 per cent) gave financial support averaging between £500 and £1,250, while 13.8 per cent of institutions gave financial support averaging £1,500 or more.

Figure 2: Average financial support (bursaries and scholarships) awarded to students on full state support: By the proportion of institutions, HEIs only



Box 2: Why institutions spend different proportions of their fee income on bursaries

The difference in the proportion of additional fee income that individual HEIs spend on OFFA countable bursaries is due to a number of different factors, such as: the numbers of lower income students, the size of bursary, and each institution's individual priorities on widening participation and recruitment – largely determined by the current make-up of their student body.

For example, an institution that has further to go in widening participation might give larger bursaries to students than universities and colleges that already have a diverse student body. However, universities with lower bursaries may end up spending similar or sometimes higher proportions of their fee income on bursaries and scholarships as many more of their students may qualify for a bursary. The ability of institutions to set their own bursary levels enables them to take into account their own individual circumstances and progress in widening participation. All institutions charging the maximum fee must meet the minimum bursary requirement for students on full state support (£319 in 2009-10). Beyond this, we have greater expectations of institutions with the furthest to go in securing a diverse student body than those that are already diverse. However, some already diverse institutions have chosen to invest significantly more in their access agreements than we expect.

54. Institutional bursary schemes for 2011-12 indicate that the average bursary for students on full support will rise slightly, while the average upper threshold for students on partial bursaries will reduce slightly. This means that, in line with OFFA policy, we are starting to see a gradual increase in the targeting of bursaries towards students from the lowest income backgrounds.

Numbers of bursary holders

55. Universities and colleges have made substantial efforts to promote their bursary schemes and to encourage students to take advantage of the support available, and there has been a significant improvement in recent years to very near full take-up.

56. Around **402,000 students** from lower income and under-represented groups (46.9 per cent of all students) received a bursary or scholarship in 2009-10 (see Table 4). Around **271,000 (67.3 per cent)** of these were from the lowest income group and in receipt of full state support, an increase from 66.5 per cent in 2008-09.

57. The increase in the number of bursary holders has been particularly affected by the increase in the income threshold for full state support, making a larger proportion of students eligible for a bursary (see Box 1).

58. Also, in 2006-07 a significant number of students failed to claim bursaries because they did not consent to share their financial information with institutions (see Box 3 for further information). Steps have now been taken to improve this situation and the number of bursary holders has increased to very near full take-up.

Table 4: Number and proportion of bursary holders from lowest income group¹: HEIs only

	2007-08	2008-09	2009-10
Number of bursary holders	205,000	346,000	402,000
Number of bursary holders from lowest income group	133,000	230,000	271,000
% of bursary holders	64.9	66.5	67.3

¹ The threshold for full state support for new entrants increased from £17,910 in 2007-08 to £25,000 in 2008-09 and 2009-10. For continuing students, the threshold in 2008-09 and 2009-10 was £18,360.

Box 3: Why take-up was initially an issue

In 2006-07 a significant number of students failed to claim their bursary. In many cases, students (and/or their parents) did not consent to share their financial information with their higher education institutions when applying to the Student Loans Company (SLC) for student finance. We estimated that some 12,000 students may have missed out on a bursary because they did not consent to share their financial information and the take-up rate across the sector for the lowest income group was around 80 per cent.

Since 2008-09 the student finance application form has changed so that students and parents now have to tick a box to opt out of sharing their financial information rather than opt in. Data from the SLC suggests that the overall consent rate across all income groups was 97 per cent in 2009-10, rising to 98 per cent in 2010-11.

59. Having identified take-up as an issue, OFFA asked HEIs to increase their efforts to raise bursary awareness. We also asked them to report on take-up as part of the monitoring round by estimating both the number of students eligible to receive a bursary and their bursary take-up rate. As take-up has improved significantly, our future work will focus on any institutions with take-up rates of less than 95 per cent, to ensure that these improve further in future years.

Re-allocation of funds

60. Institutions may decide to re-allocate funds when they have spent significantly less than they predicted in their access agreement. For example, this might have been as a result of eligible students failing to

claim their bursaries in earlier years, or where institutions had made an explicit commitment to spend a minimum amount in their access agreements and are behind schedule on delivering activities.

61. Institutions were asked to provide an update of any under-spend in 2006-07, 2007-08 and 2008-09 that was carried forward for use in future years. We also asked them to provide us with details of any under-spend that they had re-allocated to other access measures or for retrospective bursary awards within the 2009-10 academic year.

62. Around £0.6m (less than 0.1 per cent of additional fee income) of re-allocated funds was spent within the 2009-10 academic year, compared with £3.1 million in 2008-09. Re-allocated funds were largely spent on additional outreach. This reduction is largely due to the improvement in bursary take-up rates (see Box 3).

63. There is also a small amount of under-spend that was not re-allocated in 2009-10 – £315,000. This expenditure will be carried forward to spend in future years.

64. As re-allocated funds are now at a very low level we will not ask institutions to report on this separately in the future. However, we may audit individual institutions to ensure that spending commitments are honoured.

Expenditure on additional outreach activities

65. Institutions have continued to invest in additional outreach in increasing amounts. We are satisfied that institutions have achieved, or have made good progress towards, their outreach objectives and have met the commitments in their access agreement.

66. The total expenditure on outreach activities was **£38.3 million**, up from £36.7 million in 2008-09 (see Table 5).

Table 5: Institutional expenditure on additional outreach, as a proportion of additional fee income: HEIs only

	2006-07	2007-08	2008-09	2009-10
Expenditure on outreach	£20.7m	£27.0m	£36.7m	£38.3m
% additional fee income	4.6	3.1	2.8	2.4

Figure 3: Additional outreach expenditure (£million): HEIs only

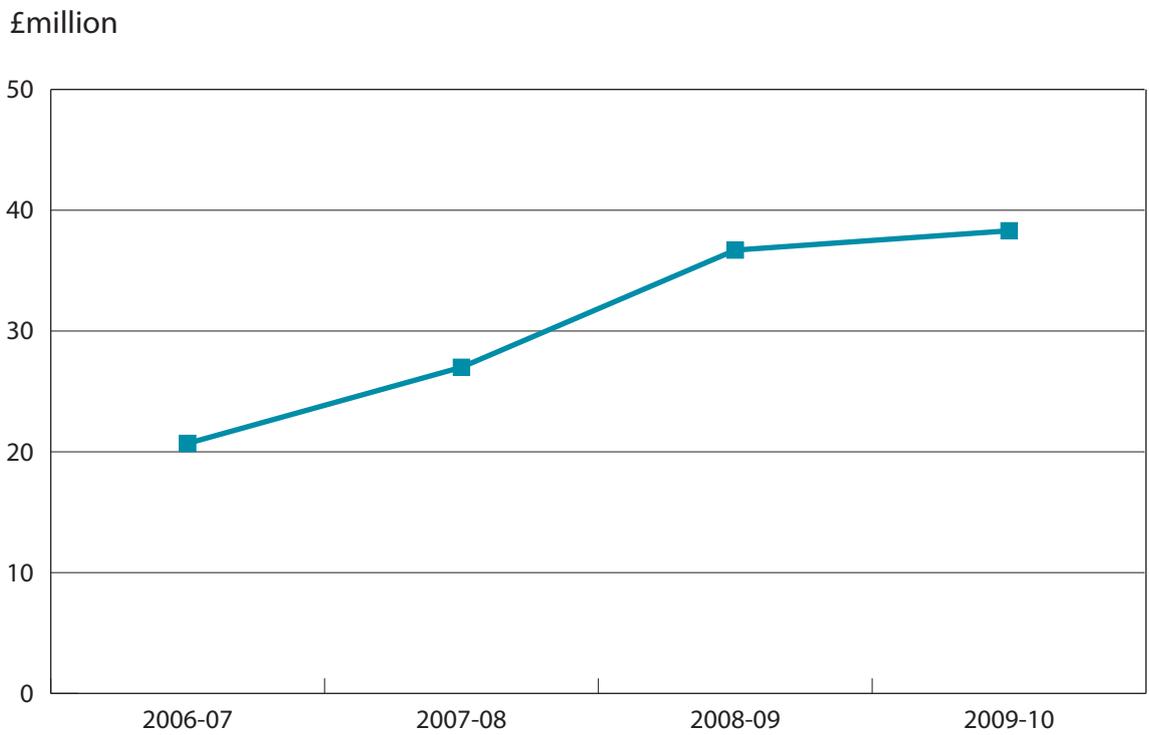
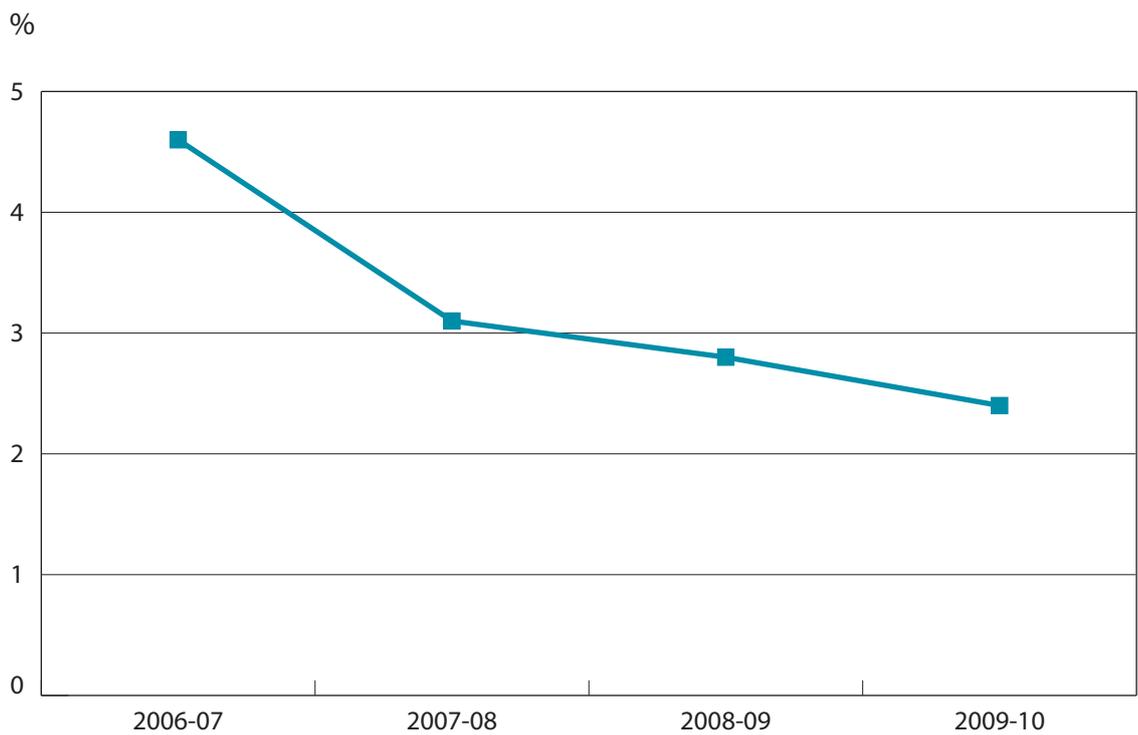


Figure 4: Additional outreach expenditure (% additional income): HEIs only



67. Although the total expenditure has increased by £1.6 million (see Figure 3), the total spend on outreach as a proportion of additional fee income fell from 2.8 per cent in 2008-09 to 2.4 per cent in 2009-10, continuing the trend from our 2007-08 and 2008-09 monitoring outcomes reports (see Figure 4).

68. While some institutions spend a fixed proportion of their additional fee income on outreach (thereby increasing expenditure on additional outreach in each year of the new fee arrangements), other institutions spend a set amount on outreach expenditure that remains constant over the period of their agreement, and therefore as expected the proportion of additional fee income they spend on outreach reduces each year. As a consequence, outreach expenditure increased in cash terms in 2009-10, but decreased as a proportion of additional fee income.

Monitoring outcomes for further education colleges (FECs)

69. FECs already have diverse student bodies and in many cases offer much more generous bursaries than we would expect them to. We are satisfied that all institutions have met the commitments in their access agreements.

70. A total of 54 FECs had access agreements in place in 2009-10 for their directly funded HE provision. Courses offered through franchise arrangements with a lead HEI are covered by the HEI's access agreement and the income and expenditure are included in the relevant HEI return and in the HEI section of this report.

Additional fee income

71. Additional fee income for FECs was £23.0 million in 2009-10, down from £24.6m in 2008-09.

72. Three FECs chose to charge the basic fee of £1,285 in 2009-10 and were not required to submit monitoring returns. Of the 51 FECs charging higher variable fees, 35.3 per cent (18 FECs) charged the maximum fee of £3,225.

73. Due to the wide variation in fees and course type amongst FECs, comparable data tables are

problematic and we have therefore not included them in this report. However, data is available on request.

Expenditure on bursaries and scholarships

74. FECs spent **£7.8 million** on bursaries and scholarships for lower income students and other under-represented groups in 2009-10.

75. The proportion of additional fee income spent on bursaries and scholarships was 33.9 per cent, compared to 30.5 per cent in 2008-09 (see **Annex A**).

76. Some colleges have not targeted their bursaries because they feel their intake is predominantly disadvantaged and also to avoid the bureaucratic burden of administering a targeted scheme. We have encouraged FECs to review their access agreements for 2011-12 and beyond to consider whether their schemes are delivering value, or are sufficiently well-targeted.

Numbers of bursary holders

77. Just under **10,800** students from lower income and under-represented groups received a bursary or scholarship in 2009-10. Around 6,900 (64.3 per cent) of these were from the lowest income group and in receipt of full state support.

Expenditure on outreach

78. FECs spent over **£1.2 million** on outreach in 2009-10, which is a similar level to that recorded in 2008-09. This is 5.3 per cent as a proportion of additional income.

A look at future expenditure – sector-wide

79. From 2012-13 the way in which higher education is funded will change significantly. The funding that institutions receive from HEFCE will be significantly reduced, and more of the cost of teaching will be paid for by the student through higher tuition fees. These changes mean that institutions will have higher levels of higher fee income¹³ and our expectations of how they invest in fair access and widening participation will also change. Further detail can be found in Box 4.

¹³ From 2012-13, institutions will receive reduced funding from HEFCE to cover teaching costs so the term 'additional fee income' is problematic. We therefore use 'higher fee income' to describe income over £6,000 per student.

80. Using a combination of institutions' actual expenditure from their monitoring returns and their financial predictions, it is possible to examine some of the possible trends for expenditure on access measures that we may see in the future.

Box 4: A change of focus for access agreements

From 2012-13, full-time undergraduate 'basic' and 'higher' tuition fee amounts for home and EU students have been increased by Parliament to £6,000 and £9,000 per year respectively. As a result of these changes, all institutions wishing to charge fees above £6,000 per year for undergraduate entrants from 2012-13 need to have a new access agreement.

Following the increase in student fees, the Secretary of State issued new guidance in February 2011 setting out his expectations and suggestions for how OFFA might approach the approval and monitoring of access agreements in future. There are significant differences between previous access agreements and those that will be in place for 2012-13 onwards. Key aspects of our new approach include:

- a greater focus on outcomes and targets
- a greater focus on outreach, including collaborative working
- a focus on student retention and success for those with relatively low retention rates
- higher expectations of those with furthest to go on access, particularly in terms of outcomes
- emphasis on better targeted and more effective use of expenditure
- annual approval of access agreements, at least for several years.

Future expenditure by HEIs

81. Between 2006-07 and 2009-10, overall expenditure remained reasonably consistent at around 25 per cent, fluctuating by less than 1 percentage point. However, in 2011-12, institutions predict that access agreement expenditure as a proportion of higher fee income will fall to 22.6 per cent (see Figure 5).

82. Under the new system, institutions predict that overall expenditure on access agreements will increase to 26.3 per cent in 2012-13, and further still to 26.7 per cent in 2015-16. This represents a larger proportion of a larger amount of money as higher fee income will have increased considerably. Expenditure in cash terms is predicted to increase to £595.5 million in 2015-16 from £116.0 million in 2006-07. The figure for 2015-16 does not include the Government's contributions towards the National Scholarship Programme. If we include this, overall expenditure in 2015-16 increases to £728.8 million.

83. Figure 6 shows projected trends in bursary and scholarship expenditure, outreach only expenditure, and outreach and retention expenditure as a proportion of higher fee income. It is predicted that in 2010-11, the proportion of expenditure spent on bursaries and scholarships will decrease and will continue to do so. This reflects OFFA's and institutions' increased focus on outreach activities as research has shown that long-term outreach aimed at disadvantaged young people is a more effective way of widening access than precise amounts of bursary support for students¹⁴.

84. Although the figure for financial support decreases, it does not take into account the additional financial support the Government is making available to students through the National Scholarship Programme (NSP)¹⁵ which is an additional £133.3 million¹⁶ in 2015-16 available to eligible students enrolled at HEIs with access agreements.

¹⁴ Office for Fair Access (2010) Have bursaries influenced choices between universities?, available at www.offa.org.uk/wp-content/uploads/2010/09/Have-bursaries-influenced-choices-between-universities-.pdf.

¹⁵ The National Scholarship Programme is a new scheme to help students from disadvantaged backgrounds with the cost of going to university. Jointly funded by the Government and universities and colleges, it will offer eligible students a support package of at least £3,000 to help with the cost of going to university and will start in 2012-13.

¹⁶ This figure is less than the full Government NSP funding of £150m, as some NSP funding will be allocated to colleges charging fees of £6,000 or below and some institutions have allocated funding to part-time students (who are not yet covered by access agreements) and have chosen not to include the expenditure in their agreements. Also the figure does not include allocations to FECs.

Figure 5: Access agreement spend as a proportion of higher fee income: Actual (solid line 2006-07 to 2009-10) and projected (dashed line 2010-11 to 2015-16): HEIs only

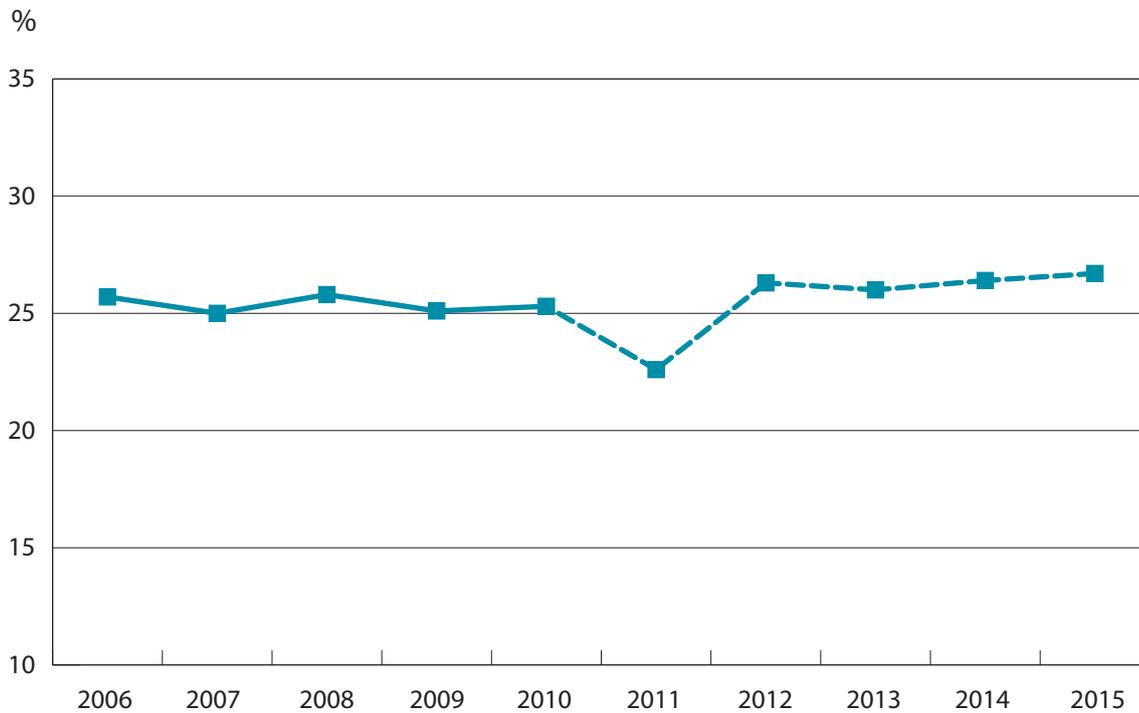
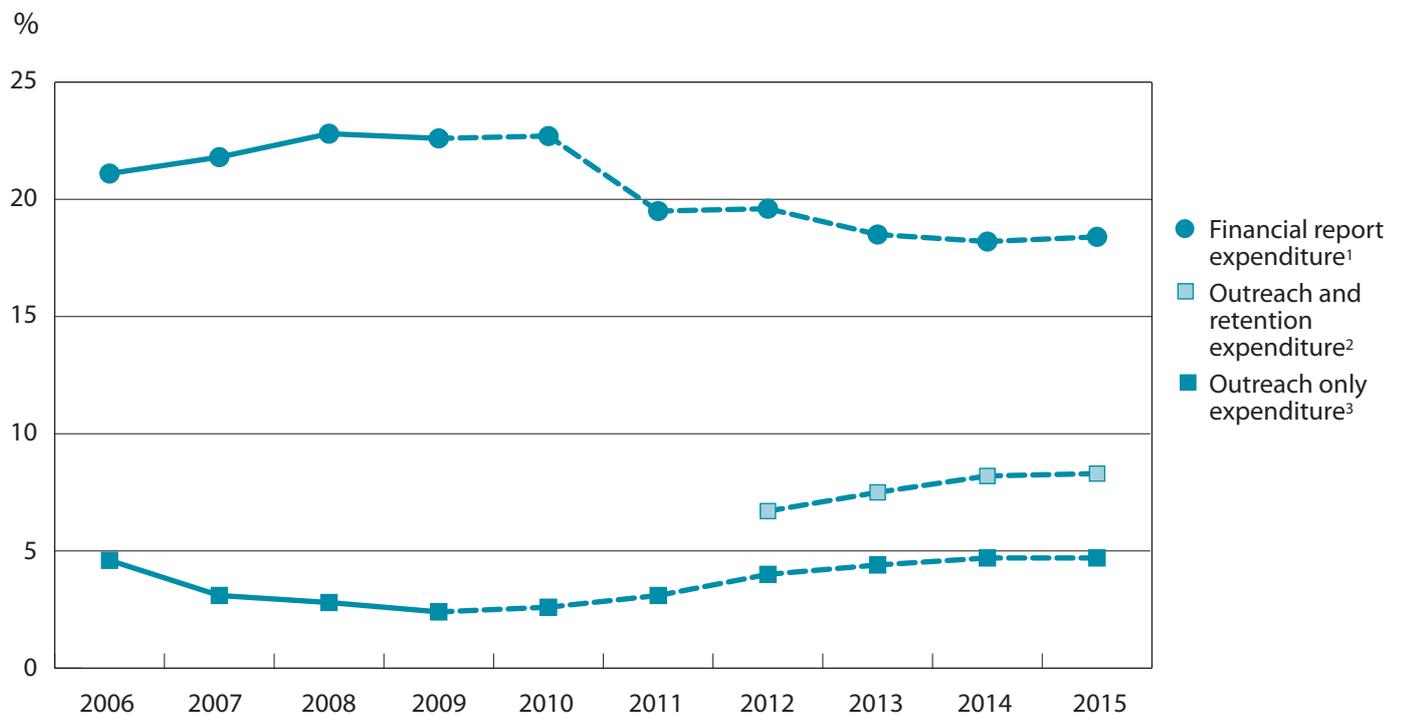


Figure 6: Expenditure on OFFA-countable financial support, outreach and retention as a proportion of higher fee income: Actual (solid line 2006-07 to 2009-10) and projected (dashed line 2010-11 to 2015-16): HEIs only



¹ Financial support includes institutional match of NSP and non-NSP bursaries and scholarships, including fee waivers and other institutional discounts.

² Outreach and retention expenditure includes outreach expenditure plus additional expenditure on retention and employability which was only introduced in access agreements for 2012-13.

³ Outreach only expenditure includes only expenditure committed to outreach activities.

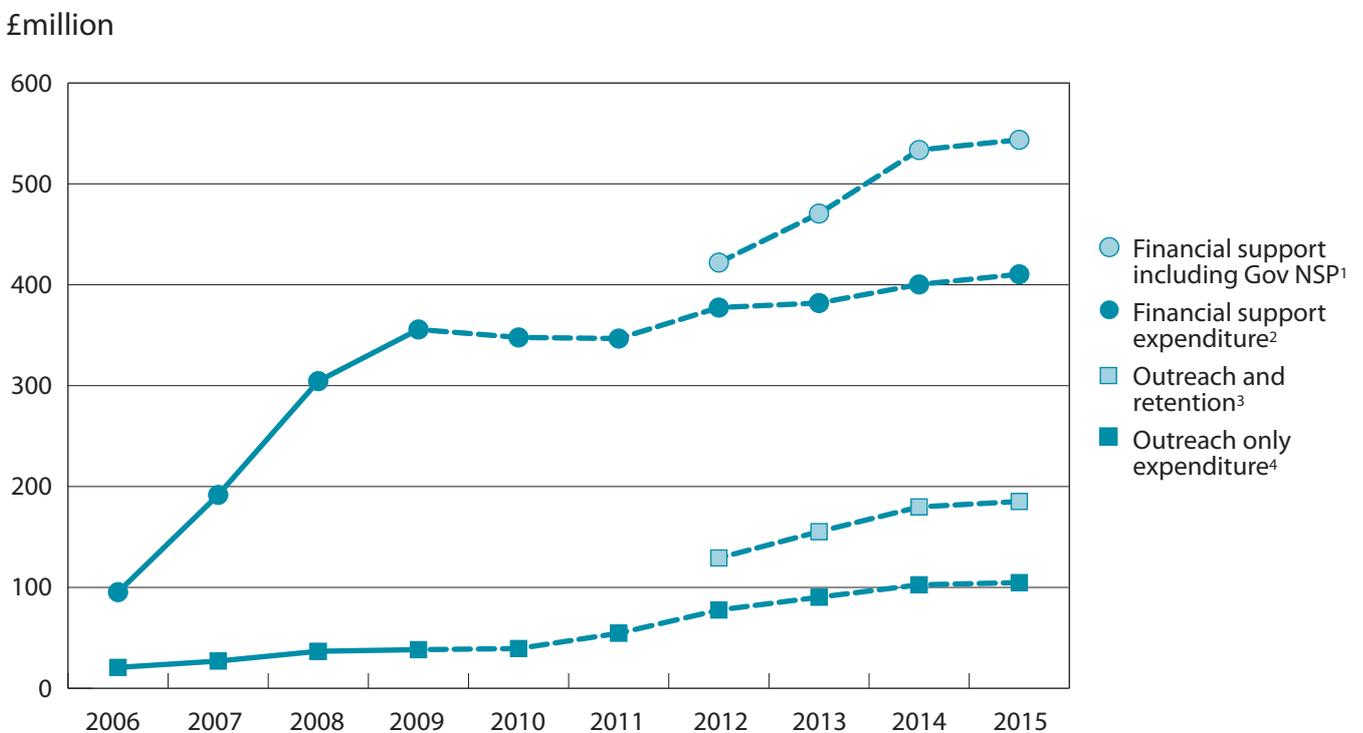
85. As mentioned previously, outreach expenditure as a proportion of higher fee income has slowly decreased since 2006-07. From 2010-11, it is predicted that this proportion will begin to increase, reaching four per cent by 2012-13 and five per cent by 2015-16. If we add the additional expenditure which institutions have committed to spend on retention and employability, this figure increases further to eight per cent by 2015-16.

86. Figure 7 shows projected trends in financial support expenditure with and without the Government's NSP allocation, outreach-only expenditure, and outreach and retention expenditure in cash terms rather than as a proportion of higher fee income (as in Figure 6). This shows that while the projected trends for outreach and retention look broadly similar, expenditure on financial support is predicted to increase considerably from £95.3 million in 2006-07 to £410.4 million by 2015-16. If we

include the money the Government has allocated to HEIs, this increases further to £543.7 million.

87. There are a number of factors behind the predicted sector-wide reduction in expenditure on access measures as a proportion of additional fee income in 2010-11 and 2011-12. OFFA's research published in 2010 showing that bursaries and scholarships have had little impact in influencing students' choice of institution may have encouraged some institutions to reduce their bursary levels. Other significant factors are the effect of the economic recession in 2008-09 and the need to reduce public spending which meant that the funding allocated to institutions by HEFCE for 2010-11 and beyond was reduced. There were also considerable uncertainties around the new funding system in 2012-13 which have affected spending plans for a number of institutions.

Figure 7: Expenditure on OFFA countable financial support, outreach and retention on access measures: Actual (solid line 2006-07 to 2009-10) and projected (dashed line 2010-11 to 2015-16): HEIs only



¹ 'Financial support including Gov NSP' includes institutional match of NSP, non-NSP bursaries and scholarships, including fee waivers and other institutional discounts, and Government NSP allocation.

² 'Financial support expenditure' includes institutional match of NSP and non-NSP bursaries and scholarships, including fee waivers and other institutional discounts. This does not include Government NSP allocation.

³ 'Outreach and retention' includes outreach expenditure plus additional expenditure on retention and employability which was only introduced in access agreements for 2012-13.

⁴ 'Outreach only' includes only expenditure committed to outreach activities.

Future expenditure by FECs

88. As with HEIs, the changes taking place in 2012-13 (see Box 4) will have an effect on the way FECs invest in access measures. A large number of FECs that currently have an access agreement have decided not to increase fees above £6,000 and therefore do not require an access agreement. Eighteen FECs currently have an access agreement in place for 2012-13, compared to 72 FECs for 2011-12.

89. Predictions of future overall expenditure show a similar trend to that seen for HEIs. From 2012-13, when higher fees are introduced, the proportion of higher fee income spent on access measures is predicted to increase, reaching 43.1 per cent by 2015-16.

Part three: WPSA monitoring outcomes for 2009-10

Institutional expenditure on widening participation commitments 2009-10

90. Institutions were asked to report on all of their WP expenditure in 2009-10 that was not reported as expenditure from additional fee income under their access agreement. This was an opportunity for institutions to demonstrate and take credit for the full range of activities in which they invest across the student lifecycle, funded by a range of sources, including HEFCE's WP allocation, Aimhigher and Lifelong Learning Network (LLN) funding, and non-HEFCE funding sources. This broader investment is not included in access agreements, which report only on additional fee income, and in particular do not currently include spend on part-time or postgraduate students.

91. In 2009-10 HEFCE allocated £141 million to institutions for widening participation, and £225 million through the improving retention element of the teaching enhancement and student success allocation, divided as shown in table 6.

92. In addition to this, institutions would have made use of Aimhigher funding (a total of £86.75 million in 2009-10) and LLN funding (approximately £20.8 million in 2009-10). Funding delivered by HEFCE for widening participation therefore amounted to approximately £473.55 million in 2009-10.

93. Institutions were asked to calculate actual WP expenditure in 2009-10 based on whatever method they had used to forecast WP expenditure for their WPSA. Therefore, because there was not a common method for calculating expenditure, the figures

provided are not comparable across institutions. In addition, although most institutions did disaggregate their broader WP expenditure from the expenditure derived through additional fee income, around a quarter reported that they did not. We can say from the reported figures that institutions are making a significant investment in WP over and above the funding provided by HEFCE specifically for widening participation.

94. Institutions were asked to break down their overall expenditure on WP in 2009-10 against the following categories: WP staffing; overall outreach activity (including Aimhigher activity but excluding any additional outreach included under access agreements); student support (excluding OFFA-countable bursaries); specific support for disabled students. Institutions were also able to add their own categories if applicable to cover any other significant WP spend. We hoped from this reporting to be able to better understand how funding for WP was being used.

95. Unfortunately, the returns for this section were not of sufficient quality for us to be able to obtain the data we had hoped for. This is due to two main reasons. Firstly, the categories we provided were too broad, and we did not provide definitions of which expenditure should be included under which category, which resulted in difficulty for institutions in categorising their expenditure. For example, we understand that some institutions may have included applicable staffing costs under the outreach category, while others included all staffing costs under the WP staffing category. The broad categories and lack of definitions also led to a large

Table 6: HEFCE funding for widening participation and improving retention 2009-10

Funding element	Full-time	Part-time	Total
Funding for widening access	£61.4m	£66.3m	£127.7m
Funding for students with disabilities			£13.3m
Funding for improving retention	£171m	£54m	£225m
Overall total			£366m

minority of expenditure being recorded under other categories which institutions provided, and we are unable to disaggregate this other spend. Secondly, the fact that the HEFCE WP allocation has been provided as part of a block grant, and the embedded nature of many institutions' approaches to WP, also accounted for the fact that a significant minority (around 40 per cent) of institutions were unable to disaggregate their expenditure into all the requested categories.

96. Of the predetermined categories, the largest proportions of WP expenditure seem to have been spent on student support and WP staffing, based on the approximately 60 per cent of institutions which were able to report spend against the categories. A large minority of institutions' overall WP expenditure was reported as having been spent on areas of WP outside our categories. Among some of the more common areas institutions mentioned outside our categories were expenditure on activities to support retention and student success, such as learning and teaching support; and expenditure to promote lifelong learning.

97. We asked institutions to provide an explanation if their actual WP expenditure for 2009-10 fell by 10 per cent or more below that set out in their WPSA. Very few institutions reported spending significantly less than they had committed to in their WPSA; for those that did, this was generally due to changes in their method of calculating WP spend, or structural changes.

98. We will review and improve how we ask institutions to report on WP expenditure in future monitoring returns. As HEFCE funding for teaching reduces and what remains is directed to activity that protects the public interest, there will be increasing pressure to demonstrate that the funding is being used effectively, and for institutions to be accountable for targeted WP funding. We will also consider this issue as part of our broader consultation on teaching funding, and how we and OFFA can better integrate our approaches.

Widening participation activity 2009-10

99. Institutions were asked to report on their three to five most successful/significant WP activities, initiatives or achievements in 2009-10. The aim of this section of the monitoring return was to assess which areas of WP work were considered successful/significant by institutions, because although WPSAs provided a comprehensive picture of which activities were being undertaken, they did not necessarily show which were seen as most effective. Institutions were asked to take account of initiatives across the student lifecycle.

100. Some institutions reported fairly broad areas of WP work, such as outreach, rather than specific activities, and a few reported more than five areas. However, the information returned did allow responses to be categorised, and provides a broad view of which categories of activity were considered successful/significant (see Table 7).

101. Many of the activities/initiatives reported as successful/significant are traditionally popular outreach activities. However, some other areas (including work across the student lifecycle, such as activities to improve retention and student success, and employability) are also significant. It was also noted that formal relationships with schools were reported by a number of institutions.

102. Some areas were mentioned more frequently by FECs than by HEIs, reflecting their distinctive mission with regards to HE. Activities that could be categorised as relating to part-time/flexible/distance learning and employer engagement were reported more frequently by FECs than by HEIs. Conversely, some activities were far more likely to be reported as successful/significant by HEIs than by FECs, for example work with care leavers/looked-after children, and summer schools.

103. It should be borne in mind that all these figures are based on institutions reporting their three to five most successful/significant WP activities, initiatives or achievements, so they do not reflect the full range or volume of activity undertaken.

Table 7: Top 10 categories of WP activity reported as successful/significant by institutions in 2009-10

Category of activity	% of institutions reporting this type of activity as successful/significant
Involvement with Aimhigher programme	29%
Summer schools	27%
Academic outreach interventions pre-entry (e.g. masterclasses, taster days)	27%
Pre-entry information, advice and guidance (IAG)	27%
Links with secondary schools	26%
Activities to improve retention and student success	26%
Campus visits/open days	25%
Course/curriculum development	24%
Progression agreements/internal progression within institutions	24%
Activities to improve employability	21%

Changes to widening participation commitments

104. Institutions were asked to consider the effects that funding reductions and student number control had had on their WP commitments. This was to enable us to better understand the challenges facing the sector and to find out whether institutions had made any substantial changes to their commitments since the submission of their WPSAs. The questions asked were:

- Has your WP strategy altered due to funding cuts and/or undergraduate student number restrictions? Do you anticipate changes to your strategy in the future?
- Have there been any changes to the way in which WP is supported in your institution in terms of staffing and structures? Do you anticipate any such changes?
- Have you had difficulty in meeting targets/milestones for financial reasons? Do you anticipate future difficulty in meeting them due to reductions in funding (from any source)?
- Do you anticipate changes to your targets/milestones in the longer term?

- Which WP activities/initiatives are you prioritising? Which do you think should be protected from the effects of funding cuts?

105. Institutions' responses reflected the uncertain HE climate at the time of submission of monitoring returns in January 2011. Many institutions reported that they were expecting changes to their WP commitments, particularly from 2012 onwards, but that not enough detail was known for them to be specific about their plans. Most (around 60 per cent) had not changed their WP strategy in 2009-10, but around two-thirds of institutions reported that they anticipated changes in the future. Many institutions planned to review their strategy in the light of the new funding regime and the closure of the Aimhigher programme. Several institutions had already had internal staffing restructures due to funding reductions and others were planning reviews.

106. Approximately 70 per cent of institutions reported that they had not had difficulty in 2009-10 in meeting targets/milestones for financial reasons, but almost 60 per cent reported that they could foresee difficulties with meeting them in the future. Most (almost 70 per cent) felt that they would be revising targets/milestones in the longer term.

107. Almost all HEIs referred to concerns about the closure of Aimhigher affecting their WP activity, especially outreach work. A number of institutions stated that they would lose staff. Others were concerned about loss of expertise, particularly in the area of targeting WP students, because many institutions had received support from Aimhigher in the areas of monitoring, data collection and evaluation. A few institutions reported on plans to mitigate the impact of the end of Aimhigher by continuing collaborative working. These plans were in the early stages of development at the time the monitoring returns were submitted, but we are aware that since then, more institutions have made arrangements to continue collaborative working, and we welcome this.

108. Some HEIs reported concerns about the impact of the student number control on their ability to recruit WP students, and a small number reported ending or limiting links with FECs, which may impact on WP. A number of institutions expressed concern that the new funding regime in conjunction with the closure of the Aimhigher programme would impact on the recruitment of WP students. Some institutions reported that they would need to tighten their targeting of WP students and the focus of their WP activity.

109. Institutions named a wide range of WP activities that they were prioritising and felt should be protected from the effects of funding cuts. In particular, institutions wanted to prioritise and protect links with secondary schools, outreach work, and information, advice and guidance (IAG). Continuing the type of work carried out by Aimhigher to date was seen as important. This is consistent with the categories of WP activity most often reported as successful/significant by institutions. FECs placed a little more emphasis than HEIs on student support, and on progression agreements and internal progression.

Institutional plans for evaluation of widening participation commitments

110. In the initial request for WPSAs, institutions were asked to identify the measures they would use to assess the success of their WP activities. Our subsequent assessment of WPSAs demonstrated that the development of effective evaluation strategies was inconsistent across the sector and was an area in which further guidance from HEFCE would be helpful. Therefore, in September 2010 we published 'Widening participation strategic assessments: guidance on developing evaluative approaches to widening participation activities and commitments' (HEFCE Circular letter 24/2010), which set out and clarified the funding council's expectations, and guided institutions on developing their approaches to evaluation. Institutions are encouraged to refer to Circular letter 24/2010 as they continue to develop their evaluation programmes.

111. In the monitoring return, institutions were asked if they were currently evaluating any of their WP activities and what plans they had put in place during 2009-10 to enable future evaluation of their WP work. Some institutions had indicated in their WPSA that they intended to develop new, evidence-based ways of evaluating their WP work during 2009-10. Accordingly, they were asked to provide an update on their progress.

112. The monitoring returns demonstrated that more institutions were now considering the evaluation of their WP commitments and planning future development of evaluation. The amount and sophistication of evaluation reported varies across the sector. Measures reported included: using participant questionnaires to evaluate particular events; tracking WP students from participation in outreach activities to enrolment at the institution; and monitoring particular initiatives' effects on school attainment. Many institutions reported carrying out a mixture of evaluation activities for particular programmes, with detailed evaluation usually reserved for more intensive initiatives with longer time frames.

113. Many institutions reported that they are reviewing their evaluation strategies, setting up new working groups, or improving their systems for tracking students. There is a reported concern to review WP strategies in order to ensure even greater value for money and efficiency. Institutions were also considering how to replace evaluation programmes and support that had been offered by Aimhigher. It is important for many reasons that data is collected that demonstrates the impact of WP interventions, not least so that those which are most effective can be prioritised.

114. We had not previously placed the same emphasis on evaluation for FECs as for HEIs because, for the majority of FECs, WP is based on internal progression and less on specific activities. However, in the monitoring return we stated that we were interested in any information or evidence that FECs had on the impact of their WP work.

115. Many FECs reported that they were in the first stages of thinking about evaluation strategies, and some do not report any evaluation. A few stated that evaluation of WP was part of the overall monitoring and evaluation processes of the institution. However, some FECs reported carrying out more extensive evaluation of WP activities, collecting a range of quantitative and qualitative data.

116. The increasing focus on evaluation generally is welcome. In this first annual monitoring return for WPSAs, institutions were asked to provide updates on the development of evaluation approaches rather than full evaluation strategies or detailed results of evaluation work. The returns demonstrate that most institutions have developed their evaluation strategies. As we move towards the new funding system from 2012-13, future monitoring will include an assessment of the findings from institutional evaluation so that we can identify which WP activities are proving effective, and whether activities are targeted well.

117. We would strongly encourage any institutions that have not yet developed evaluation strategies to do so, in order to plan what and how they evaluate. Evaluation of WP commitments is essential in enabling institutions to allocate their resources effectively and is therefore even more important at a time of financial restraint.

Conclusion

118. The WPSA monitoring returns show the commitment to WP from institutions from across the sector, demonstrated by the expenditure on WP over and above the money allocated to institutions by HEFCE for this purpose. They show the WP activity taking place in institutions across the student lifecycle, including activities to promote retention and student success as well as activities to promote access to HE. Institutions are at varying stages of development in terms of their WP evaluation strategies, but overall, the monitoring returns demonstrate that many have developed a stronger focus on evaluation since the submission of their WPSAs in 2009.

119. The monitoring returns also demonstrate the degree of uncertainty felt about future plans for WP due to the end of Aimhigher and the broader changes in HE from 2012. In 2009-10, most institutions did not have to reduce their financial commitments to WP or change their WP strategies, and most did not feel that there were financial reasons for any failure to meet WP targets/milestones. However, many felt that these were possibilities in the future.

120. We will continue to monitor the effect of the changes on WP as we move into the new funding system, and will work with OFFA to do this. HEFCE and OFFA will also work together to more closely integrate WPSAs and access agreements in the future, in order to lessen the administrative burden upon institutions.

Part four: Targets and milestones for 2009-10

121. Institutions were asked to report on progress against the milestones and targets set out in their access agreement and/or their WPSA. In many cases, these milestones and targets overlap. The following results cover both access agreements and WPSAs.

122. Overall, we are satisfied that most institutions have made progress against their targets. On outreach and process-based targets, most institutions report they have made good progress, with planned activities carried out. Where activities have not taken place, this is typically due to a refocusing of widening participation priorities.

123. Institutions report on two sets of targets during the monitoring round. The first are statistical targets which relate to the numbers of applicants or entrants from under-represented groups such as lower socio-economic groups or neighbourhoods with a low progression rate to higher education. The second set of targets record other targets such as the number of schools an institution is aiming to work with, or the number of students involved in outreach activities.

124. Institutions were asked to make a self-assessment of their progress towards their milestones and targets. Institutions chose one of the following statements:

- exceeding or meeting all targets
- exceeding or meeting most targets

- not yet met targets but making positive progress
- progress that was less than anticipated

125. In 2009-10, 190 institutions set statistical targets relating to applicants and entrants.

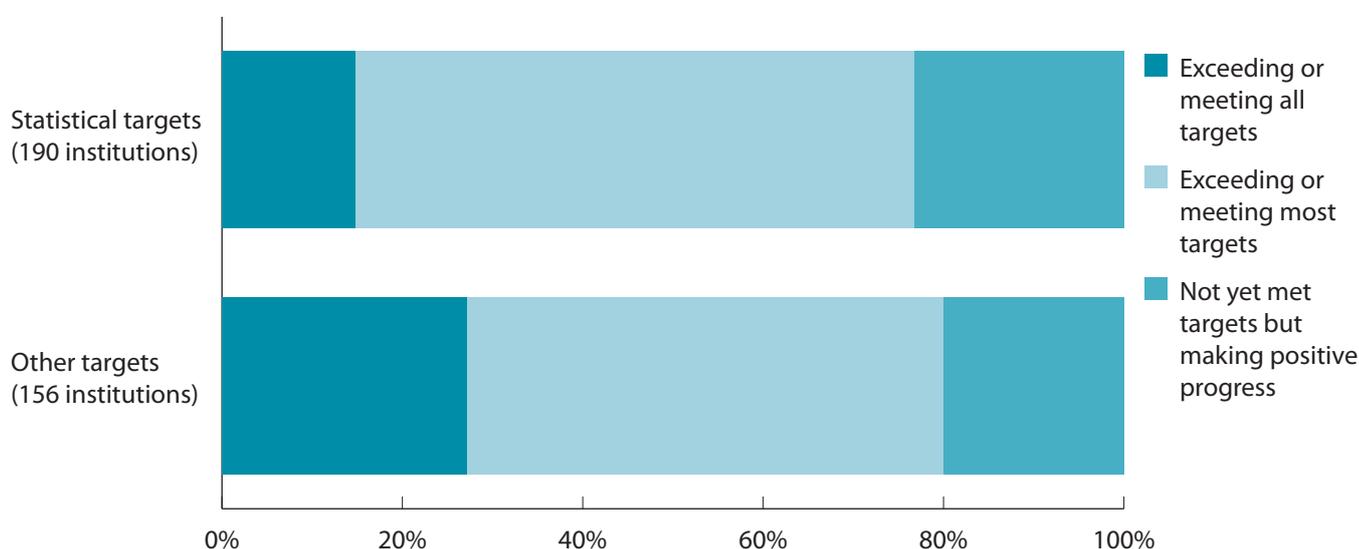
76.8 per cent of institutions reported they had either exceeded or met all or most of their statistical targets, and 23.2 per cent had not yet met targets but had made some positive progress (see Figure 8).

126. A lower number of institutions (156) chose to set other targets. **79.5 per cent** of institutions reported they had either exceeded or met all or most of their targets and 20.5 per cent had not yet met targets but had made some positive progress (see Figure 8).

127. Institutions set their own milestones and targets in order to monitor their progress in improving access. This means that the range of milestones and targets varies across institutions and performance is not directly comparable.

128. All institutions must have a statistical target relating to either the diversity of their pool of applicants or their student body. In 2009-10, around four-fifths of HEIs used some or all of the HESA Widening Participation Performance Indicators (www.hesa.ac.uk/pi) to inform their statistical milestones. Those that did not use HESA data relied on application data, the number of students entitled

Figure 8: Institutions' progress against all targets (self assessment)



to a maintenance grant or bursary or the number of students from other under-represented target groups.

Where institutions have not yet met their targets

129. Where institutions have not yet met their targets we are concerned to understand the reasons why. Therefore, over the coming months we will be discussing performance with a range of institutions, including those that have made the least progress. In future years, in line with recent Ministerial guidance, we will be placing a greater emphasis on progress against targets and in their most recent access agreement with us (for 2012-13), universities and colleges have agreed ambitious targets, often supported by significant increases in the resources they are devoting to widening participation and fair access. From 2012-13 we also require institutions to set themselves at least one target around broadening their entrant pool (up to now it has been possible for institutions to restrict their targets to broadening their applicant pool).

Explanatory notes

OFFA's monitoring requirements

130. The Office for Fair Access was established under the Higher Education Act 2004. Our role is to safeguard and promote fair access to higher education by regulating the charging of variable tuition fees through the approval and monitoring of access agreements.

131. An access agreement shows the fee limits an institution has established, its plans for bursaries and other financial support for lower income students and other under-represented groups, and, in some cases, additional outreach work. It also sets out the milestones and objectives the institution will use to monitor its progress in improving access.

132. When institutions draw up their access agreements, they are also asked to provide working estimates of the additional fee income they expect to receive and their expenditure on access measures.

133. There is a legal requirement for institutions with an approved OFFA access agreement to inform us about the extent to which they have met their obligations, and to report on their progress against their objectives and milestones. Full details of our monitoring requirements can be found in the document 'Access agreements and widening participation strategic assessments: how to complete your monitoring return for 2009-10' (OFFA 2010/07; HEFCE 2010/29), which was published in September 2010.

134. We asked institutions to give us data on:

- additional fee income and number of current system students, by fee amount and cohort
- expenditure on bursaries and scholarships to students from lower income and other under-represented groups, by income band and cohort
- the number of students from lower-income and other under-represented groups in receipt of a bursary or scholarship, by income band and cohort.

135. We also asked institutions to give us:

- a report on bursary awareness-raising activities, where less than 95 per cent of eligible students had been paid a bursary

- expenditure on additional outreach activities covered in access agreements
- a report on progress against milestones.

HEFCE's monitoring requirements

136. When HEFCE requested WPSAs, we indicated that we would also require annual monitoring reports, and that where institutions need to make both returns, this would integrate with OFFA's monitoring of access agreements.

137. We asked institutions to:

- report on expenditure on widening participation commitments 2009-10 which was not reported as additional under their access agreement
- give an assessment of their most successful/significant WP activity in 2009-10
- report on any effects that funding reductions and/or student number control had had, or were anticipated to have, on their WP commitments and activities
- update us on their plans for evaluating their WP activities, and tell us whether they were currently carrying out any evaluation.

138. Both access agreements and WPSAs include institutions' WP targets/milestones, and so the report on progress against milestones was requested jointly by OFFA and HEFCE, with institutions reporting on access agreement and/or WPSA milestones.

139. Full details of our monitoring requirements can be found in the document 'Access agreements and widening participation strategic assessments: how to complete your monitoring return for 2009-10' (OFFA 2010/07; HEFCE 2010/29), which was published in September 2010.

Annex A

Summary data for sector income and expenditure

A1. Additional fee income (£000)

	2009	2008	2007	2006
HEIs	1,574,066	1,332,442	878,239	451,125
FECs	23,018	24,617	13,984	7,367
SCITTs (see note 7)		1,624	1,375	1,402
Total	1,597,084	1,358,683	893,598	459,894

A2. Expenditure on bursaries and scholarships for lower income students (£000)

	2009	2008	2007	2006
HEIs	355,713	304,453	191,688	95,309
FECs	7,806	7,500	5,015	2,799
SCITTs		174	164	107
Total	363,518	312,127	196,867	98,215

A3. Expenditure on bursaries and scholarships for lower income students as a proportion of additional fee income (%)

	2009	2008	2007	2006
HEIs	22.6	22.8	21.8	21.1
FECs	33.9	30.5	35.9	38.0
SCITTs		10.7	11.9	7.6
Total	22.8	23.0	22.0	21.4

A4. Expenditure on additional outreach (£000)

	2009	2008	2007	2006
HEIs	38,337	36,702	26,975	20,699
FECs	1,217	1,230	630	576
SCITTs		11	125	95
Total	39,553	37,943	27,730	21,370

A5. Overall expenditure (£000)

	2009	2008	2007	2006
HEIs	394,690	344,255	219,136	116,008
FECs	9,054	8,730	5,645	3,375
SCITTs		185	290	202
Total	403,744	353,170	225,071	119,585

(Note: figures shown are more than amount of expenditure on bursaries plus outreach because they include reallocated funds)

A6. Overall expenditure as a proportion of additional fee income (%)

	2009	2008	2007	2006
HEIs	25.1	25.8	25.0	25.7
FECs	39.3	35.5	40.4	45.8
SCITTs		10.7	21.1	14.4
Total	25.3	26.0	25.2	26.0

Notes:

1. Additional fee income is all fee income above the standard fee (£1,285 in 2009-10) for Home/European Union full-time undergraduates, including postgraduate initial teacher training.
2. The expenditure on bursaries and scholarships is only the amount spent on lower income students or other under-represented groups. Lower income is defined as any student with an assessed household income of up to £50,020. This was the Government threshold for state support for new students in 2009-10.
3. The expenditure on additional outreach is not the total amount spent by institutions on outreach or widening participation. It is the additional amount that institutions have spent following the introduction of variable fees.
4. Expenditure is based on all actual expenditure reported by institutions for the 2009-10 academic year.
5. The Student Loans Company provided data for all expenditure paid from the Higher Education Bursaries and Scholarship Scheme (HEBSS) to lower income students in respect of 2009-10 up to 18 October 2010.
6. In some cases the figures for 2006-07, 2007-08 and 2008-09 do not match the figures published in OFFA's earlier monitoring outcomes reports because of amendments to data.
7. We are monitoring SCITT providers separately in respect of the 2009-10 and 2010-11 academic years, and so summary data for SCITT providers is not included in this year's reports.

Annex B: Institutional expenditure on OFFA-countable bursaries, scholarships and additional outreach: a comparison with 2006-07, 2007-08 and 2008-09

This annex shows the amounts and proportions of additional fee income spent by individual institutions on:

- bursaries and scholarships for students from lower income backgrounds and other under-represented groups
- additional outreach work
- overall expenditure under access agreement
- unspent funds reallocated and carried forward to be spent in 2010-11 or later on other widening participation measures.

It also provides a comparison of overall expenditure with previous years.

Note: Institutions that charged fees below the maximum fee of £3,225 do not necessarily have to provide bursaries to students on full state support. Their spend on bursaries is therefore often lower than for other institutions.

Higher education institutions	Bursaries and scholarships		Outreach	Overall expenditure			Reallocated and carried forward
	£000	%		£000	2008	2007	
Anglia Ruskin University	2,082	15.1	290	27.9	40.7	35.1	-
Aston University	2,322	22.9	0	24.5	21.1	19.9	-
University of Bath	2,116	16.3	132	19.2	20.9	23.7	-
Bath Spa University	2,421	23.9	149	25.4	25.8	30.0	-
University of Bedfordshire	4,137	34.3	0	34.3	40.7	47.3	-
Birkbeck College ¹	0	0	4	14.8	n/a	n/a	-
University of Birmingham	6,014	23.7	386	22.9	22.3	20.7	-
Birmingham City University	3,008	16.6	166	19.9	15.5	14.5	-
University College Birmingham	1,289	32.5	437	43.7	35.2	14.5	-
Bishop Grosseteste University College, Lincoln	758	27.8	44	29.8	35.3	36.8	-

¹ Charged lower fees in 2008 and 2009. Only one course (FDSc Garden Design in Practice programme in collaboration with Capel Manor College) is included in institution's data.

Higher education institutions	Bursaries and scholarships		Outreach £000	Overall expenditure				Reallocated and carried forward £000
	£000	%		2009	2008	2007	2006	
University of Bolton	1,408	24.3	71	25.5	24.1	21.1	17.4	-
The Arts University College at Bournemouth	656	16.7	32	17.5	16.0	16.6	15.5	-
Bournemouth University	2,846	17.1	284	18.8	25.5	29.6	29.6	-
University of Bradford ²	3,177	29.5	0	29.5	28.5	22.9	19.6	-
University of Brighton	5,360	26.0	395	28.0	30.2	25.7	24.3	-
University of Bristol	3,281	16.9	641	20.2	20.2	20.4	23.4	-
Brunel University	3,085	20.5	0	20.5	16.5	14.6	16.5	-
Buckinghamshire New University	1,258	18.2	97	19.6	35.7	42.9	38.9	-
University of Cambridge	5,770	29.2	0	29.2	25.5	24.0	19.4	-
Canterbury Christ Church University	2,995	25.5	259	27.7	28.3	27.9	19.9	-
University of Central Lancashire	6,061	24.5	498	26.5	39.1	38.0	44.4	-
Central School of Speech and Drama	188	17.3	148	30.9	31.2	19.3	12.0	-
University of Chester	1,925	18.4	0	18.4	21.0	20.8	25.3	-
University of Chichester	1,767	26.5	41	27.2	27.4	22.2	24.5	-
City University, London	1,519	18.2	207	20.7	22.3	20.8	23.9	-
Courtauld Institute of Art	49	18.2	55	38.7	25.6	18.6	13.6	-
Coventry University	3,150	17.4	1,432	25.3	27.4	30.0	32.2	-
University for the Creative Arts	844	8.9	263	11.7	13.6	17.0	15.0	-
University of Cumbria ³	3,660	38.3	213	40.5	43.3	33.6	n/a	-

² 2006 figure was revised.

³ University of Cumbria formed as a merger between Cumbria Institute of Arts, St Martin's College and parts of the University of Central Lancashire in 2007.

Higher education institutions	Bursaries and scholarships		Outreach		Overall expenditure				Reallocated and carried forward
	£000	%	£000		2008	2007	2006	£000	
Conservatoire for Dance and Drama	477	28.6	0		25.7	18.5	20.4	-	
De Montfort University	5,800	24.8	261		25.0	22.1	19.0	-	
University of Derby	4,202	25.0	294		30.2	29.6	31.3	-	
University of Durham	3,653	18.8	991		22.4	30.1	29.6	-	
University of East Anglia ⁴	2,592	17.0	733		25.0	23.1	28.1	-	
University of East London	4,518	23.0	92		27.0	23.4	31.6	-	
Edge Hill University	2,916	24.6	818		34.2	49.1	52.6	-	
Institute of Education	221	8.6	231		17.6	17.7	17.9	-	
University of Essex ⁴	2,063	21.5	221		20.4	15.9	17.6	-	
University of Exeter	3,793	19.8	130		22.8	20.9	17.6	-	
University College Falmouth	1,040	20.0	50		22.2	23.0	16.3	-	
University of Gloucestershire	1,550	14.4	618		22.9	17.3	22.5	-	
Goldsmiths' College	1,889	21.3	205		24.7	25.3	22.6	-	
University of Greenwich ⁵	562	3.9	575		7.2	11.8	9.7	-	
Guildhall School of Music & Drama	143	17.0	116		30.4	30.9	52.1	-	
Harper Adams University College	521	20.7	0		27.1	17.4	20.6	-	
University of Hertfordshire	7,127	28.5	549		38.1	31.9	38.2	-	
Heythrop College	249	25.9	177		29.9	50.2	n/a	-	
University of Huddersfield ⁶	3,005	17.5	0		21.3	24.8	18.7	-	

⁴ All years include partner colleges but not joint provision at University Campus Suffolk.

⁵ Charged lower fees in 2006 to 2009.

⁶ In 2006 Heythrop did not report additional fee income as they had previously been a private institution.

Higher education institutions	Bursaries and scholarships		Outreach				Overall expenditure			Reallocated and carried forward
	£000	%	£000	2009	2008	2007	2006	£000		
University of Hull	4,310	24.3	50	24.6	25.1	24.9	23.7	-		
Imperial College London	3,490	31.5	80	32.3	32.1	33.3	33.5	-		
Keele University	1,166	11.5	192	13.4	14.1	13.7	14.5	-		
University of Kent	4,094	20.1	380	22.0	22.5	21.4	24.6	-		
King's College London	3,724	24.2	260	27.2	20.6	19.8	21.1	209		
Kingston University	5,011	19.6	172	20.3	20.5	17.5	16.4	-		
Lancaster University	2,565	19.1	195	20.6	20.8	21.6	21.9	-		
University of Leeds	7,790	22.8	267	24.0	26.8	16.7	16.8	131		
Leeds Metropolitan University ⁷	17	0.2	1,000	10.9	10.9	15.7	10.3	-		
Leeds College of Music	263	20.0	38	22.9	22.3	23.4	25.2	-		
Leeds Trinity University College ⁸	624	18.5	178	23.8	17.5	15.6	14.5	-		
University of Leicester	3,104	21.0	405	23.7	24.8	21.3	22.7	-		
University of Lincoln	2,663	17.3	453	20.2	25.0	29.3	52.1	-		
University of Liverpool	5,748	29.0	373	30.9	31.8	28.3	32.2	-		
Liverpool Hope University	2,939	32.9	100	34.0	30.4	45.2	25.7	-		
Liverpool John Moores University	8,122	27.7	322	28.8	27.8	28.4	32.9	-		
Liverpool Institute for Performing Arts	92	9.1	79	16.9	15.7	17.1	18.2	-		
University of the Arts London	2,105	12.2	2,151	24.8	26.0	21.6	12.8	-		
London School of Economics and Political Science	1,206	25.8	210	30.5	28.0	29.9	41.1	10		

⁷ Charged lower fees in 2006 to 2009.

⁸ Charged lower fees in 2006 to 2008.

Higher education institutions	Bursaries and scholarships		Outreach £000	Overall expenditure				Reallocated and carried forward £000
	£000	%		2008	2007	2006	2006	
	£000	%		2009	2008	2007	2006	
London Metropolitan University	5,001	25.9	0	25.9	25.7	19.5	-	
London South Bank University	2,271	21.6	0	21.6	21.9	18.2	-	
Loughborough University	3,274	18.2	265	19.6	16.8	17.9	-	
University of Manchester	11,031	28.8	400	29.8	30.3	33.3	-	
Manchester Metropolitan University	9,681	25.5	60	26.0	25.2	22.1	119	
Middlesex University	1,496	7.2	365	9.0	9.8	10.8	-	
University of Newcastle upon Tyne	3,857	17.4	1,068	22.2	23.8	34.2	-	
Newman University College	1,006	25.2	70	27.0	52.2	38.3	-	
University of Northampton ⁹	2,553	23.5	79	24.2	25.2	21.7	-	
University of Northumbria at Newcastle	7,730	31.5	0	31.5	19.5	22.2	-	
Norwich University College of the Arts	452	17.7	65	20.2	12.9	9.9	-	
University of Nottingham	5,989	20.3	1,035	24.1	21.7	22.9	101	
Nottingham Trent University	7,935	25.4	397	26.7	22.2	24.0	-	
Open University ¹⁰	0	0.0	0	0.0	.	.	-	
School of Oriental and African Studies	640	16.6	163	20.8	19.3	13.8	-	
University of Oxford	6,161	34.0	0	34.1	33.4	43.1	26	
Oxford Brookes University	4,609	31.7	381	34.3	36.2	33.8	-	
School of Pharmacy	197	18.9	10	20.9	16.6	14.6	10	
University of Plymouth	4,822	23.0	250	24.2	18.4	20.5	-	

⁹ Charged lower fees in 2006; 2006 figure was revised.

¹⁰ Charged lower fees in 2006 to 2009. Only one course (flexible PGCE) is included in institution's data.

Higher education institutions	Bursaries and scholarships		Outreach				Overall expenditure				Reallocated and carried forward
	£000	%	£000	2009	2008	2007	2006	£000			
University College Plymouth St Mark & St John ¹¹	85	2.5	496	17.2	10.8	20.9	34.0	-			
University of Portsmouth	5,205	20.6	900	24.1	24.5	22.7	21.6	-			
Queen Mary, University of London	4,760	29.6	0	29.6	30.8	29.8	31.2	-			
Ravensbourne	244	10.1	0	10.1	18.6	22.7	22.2	-			
University of Reading	3,453	22.5	45	22.8	24.1	29.2	27.4	-			
Roehampton University	1,817	18.6	245	21.1	20.7	16.3	17.8	-			
Rose Bruford College	155	13.2	83	22.4	18.1	21.2	24.1	25			
Royal Academy of Music	87	19.5	115	45.3	32.8	27.8	45.0	-			
Royal Agricultural College	271	19.8	84	26.0	24.1	21.4	32.7	-			
Royal College of Music	53	10.5	71	24.5	15.8	13.2	12.6	-			
Royal Holloway, University of London	2,324	27.1	303	30.7	29.1	28.0	23.9	-			
Royal Northern College of Music	168	23.3	48	30.0	26.7	23.7	21.6	-			
Royal Veterinary College	656	30.2	53	32.7	34.1	30.3	29.1	-			
St George's Hospital Medical School	501	18.0	246	26.9	31.6	27.0	19.4	-			
St Mary's University College	1,022	17.6	0	17.6	26.1	22.9	41.7	-			
University of Salford	3,444	16.9	499	19.4	19.7	17.0	15.3	-			
University of Sheffield	4,304	17.1	1,034	21.3	19.0	17.8	23.5	-			
Sheffield Hallam University	6,837	23.8	500	25.6	26.5	27.4	28.6	-			
University of Southampton	3,868	17.8	274	19.0	17.5	17.2	16.0	-			
Southampton Solent University	3,663	24.9	432	27.8	28.6	30.7	36.4	-			

¹¹ Charged lower fees in 2006 to 2008.

Higher education institutions	Bursaries and scholarships		Outreach				Overall expenditure			Reallocated and carried forward
	£000	%	£000	2009	2008	2007	2006	£000		
Staffordshire University	4,133	33.6	490	37.6	27.6	42.9	29.5	-		
University of Sunderland	3,830	28.2	1,992	42.9	43.8	40.2	34.3	-		
University of Surrey	3,533	32.3	100	33.2	31.3	19.1	21.2	-		
University of Sussex	2,306	16.9	292	19.1	18.3	16.8	24.7	-		
Teesside University	3,742	31.2	482	35.2	37.9	40.2	54.5	-		
Trinity Laban Conservatoire of Music and Dance	191	16.9	195	34.2	34.1	25.5	23.8	-		
University College London	5,040	33.1	370	35.6	35.5	28.1	31.0	-		
University of Warwick	4,884	28.1	509	31.0	31.2	32.9	28.2	-		
University of the West of England, Bristol	6,629	24.4	2,166	32.4	32.1	31.8	40.4	-		
The University of West London ¹²	2,527	33.9	300	38.0	45.4	35.0	27.7	-		
University of Westminster	5,712	28.4	772	32.2	26.4	28.1	24.3	-		
University of Winchester	1,992	26.5	138	28.3	28.4	26.4	26.2	-		
University of Wolverhampton	3,213	18.3	434	20.8	23.8	23.5	16.3	-		
University of Worcester	1,977	20.9	222	23.4	22.2	22.6	19.5	7		
Writtle College ¹³	52	5.0	0	5.0	16.9	11.3	17.2	-		
University of York	3,120	20.8	152	21.8	20.5	21.3	20.0	-		
York St John University ¹⁴	1,492	25.1	83	26.5	29.1	35.0	32.1	2		
London Studio Centre	75	12.6	49	20.9	28.0	32.4	44.2	-		
TOTAL	354,567		37,987				641			

¹² Charged lower fees in 2006 and 2007.

¹³ Charged lower fees in 2006 to 2009.

¹⁴ Charged lower fees in 2006 and 2007.

Annex C

Bursary and scholarship holders, 2009-10

This annex shows for 2009-10:

- the number of undergraduate students at individual institutions who hold a bursary or scholarship. It excludes awards paid to students who do not fall in 'OFFA-countable groups'
- the proportion of full fee-paying students this number represents

Note: Institutions that charged fees below the maximum fee of £3,225 do not necessarily have to provide bursaries to students on full state support. Their spend on bursaries is therefore often lower than for other institutions.

Higher education institutions	In receipt of full state support		Other OFFA countable incomes/groups		Total OFFA countable	
	Number	%	Number	%	Number	%
Anglia Ruskin University	2,013	28.2	867	12.2	2,880	40.4
Aston University	2,187	37.0	938	15.9	3,125	52.9
University of Bath	1,258	16.5	1,126	14.8	2,384	31.3
Bath Spa University	1,990	35.5	741	13.2	2,731	48.8
University of Bedfordshire	3,199	51.4	2,285	36.7	5,484	88.2
University of Birmingham	3,145	23.4	1,439	10.7	4,584	34.1
Birmingham City University	4,214	42.4	1,752	17.6	5,966	60.1
University College Birmingham	1,064	49.8	364	17.0	1,428	66.9
Bishop Grosseteste University College, Lincoln	538	34.2	243	15.4	781	49.7
University of Bolton	1,765	50.1	418	11.9	2,183	62.0
The Arts University College at Bournemouth	651	31.4	234	11.3	885	42.8
Bournemouth University	2,693	31.0	1,271	14.6	3,964	45.7
University of Bradford	3,943	69.3	739	13.0	4,682	82.3
University of Brighton	3,886	35.4	1,391	12.7	5,277	48.1
University of Bristol	1,774	17.4	1,510	14.8	3,284	32.2
Brunel University	3,035	34.3	809	9.1	3,844	43.5
Buckinghamshire New University	1,374	36.2	799	21.1	2,173	57.3
University of Cambridge	1,296	12.6	1,356	13.1	2,652	25.7
Canterbury Christ Church University	2,140	34.8	1,852	30.1	3,992	64.9
University of Central Lancashire	6,053	46.0	2,864	21.8	8,917	67.8
Central School of Speech and Drama	162	28.9	31	5.5	193	34.4
University of Chester	1,859	34.5	281	5.2	2,140	39.7
University of Chichester	1,246	35.9	866	25.0	2,112	60.9
City University, London	1,796	40.1	91	2.0	1,887	42.1

Higher education institutions	In receipt of full state support		Other OFFA countable incomes/groups		Total OFFA countable	
	Number	%	Number	%	Number	%
Courtauld Institute of Art	14	10.1	2	1.4	16	11.5
Coventry University	3,325	34.5	1,973	20.5	5,298	55.0
University for the Creative Arts	1,463	30.0	157	3.2	1,620	33.2
University of Cumbria	2,080	42.0	1,441	29.1	3,521	71.2
Conservatoire for Dance and Drama	222	25.8	70	8.1	292	34.0
De Montfort University	5,203	43.2	2,274	18.9	7,477	62.1
University of Derby	2,882	33.2	2,676	30.9	5,558	64.1
University of Durham	1,767	17.3	1,119	11.0	2,886	28.3
University of East Anglia	2,150	26.8	1,743	21.7	3,893	48.5
University of East London	6,125	57.2	2,051	19.2	8,176	76.4
Edge Hill University	2,843	46.1	1,535	24.9	4,378	71.0
Institute of Education	609	37.2	211	12.9	820	50.1
University of Essex	2,181	43.7	1,154	23.1	3,335	66.9
University of Exeter	2,056	20.5	1,144	11.4	3,200	31.9
University College Falmouth	1,025	38.1	425	15.8	1,450	53.8
University of Gloucestershire	1,697	29.7	758	13.3	2,455	43.0
Goldsmiths' College	1,959	42.5	469	10.2	2,428	52.7
University of Greenwich ¹	918	8.3	118	1.1	1,036	9.4
Guildhall School of Music & Drama	72	16.3	62	14.0	134	30.2
Harper Adams University College	416	25.2	158	9.6	574	34.7
University of Hertfordshire	4,817	37.3	794	6.1	5,611	43.4
Heythrop College	126	25.3	82	16.4	208	41.7
University of Huddersfield	4,263	45.2	1,755	18.6	6,018	63.8
University of Hull	3,086	32.0	1,575	16.4	4,661	48.4
Imperial College London	859	14.9	669	11.6	1,528	26.5
Keele University	1,363	26.1	130	2.5	1,493	28.6
University of Kent	3,341	30.9	1,572	14.5	4,913	45.5
King's College London	2,063	24.9	1,011	12.2	3,074	37.1
Kingston University	1,940	14.7	5,358	40.6	7,298	55.4
Lancaster University	1,568	22.7	608	8.8	2,176	31.5
University of Leeds	4,258	22.7	2,127	11.4	6,385	34.1

¹ Charged lower fees in 2006 to 2009.

Higher education institutions	In receipt of full state support		Other OFFA countable incomes/groups		Total OFFA countable	
	Number	%	Number	%	Number	%
Leeds Metropolitan University ²	33	0.2	0	0.0	33	0.2
Leeds College of Music	173	25.4	141	20.7	314	46.2
Leeds Trinity University College ³	886	37.5	512	21.7	1,398	59.1
University of Leicester	2,102	27.0	1,033	13.3	3,135	40.3
University of Lincoln	2,835	35.3	1,935	24.1	4,770	59.4
University of Liverpool	2,878	27.4	1,336	12.7	4,214	40.1
Liverpool Hope University	2,405	49.8	822	17.0	3,227	66.8
Liverpool John Moores University	5,994	39.6	3,461	22.9	9,455	62.4
Liverpool Institute for Performing Arts	129	24.3	85	16.0	214	40.4
University of the Arts London	2,806	31.4	435	4.9	3,241	36.3
London School of Economics and Political Science	478	19.8	319	13.2	797	33.0
London Metropolitan University	5,034	48.0	566	5.4	5,600	53.3
London South Bank University	2,970	54.7	394	7.3	3,364	62.0
Loughborough University	1,863	19.9	1,001	10.7	2,864	30.6
University of Manchester	5,377	26.6	1,651	8.2	7,028	34.7
Manchester Metropolitan University	8,107	41.3	2,894	14.7	11,001	56.1
Middlesex University	3,958	36.1	152	1.4	4,110	37.4
University of Newcastle upon Tyne	2,275	18.8	1,048	8.7	3,323	27.5
Newman University College	1,000	48.6	469	22.8	1,469	71.4
University of Northampton	2,132	31.4	850	12.5	2,982	43.9
University of Northumbria at Newcastle	4,166	31.3	8,148	61.2	12,314	92.5
Norwich University College of the Arts	545	38.4	307	21.6	852	60.0
University of Nottingham	2,990	17.8	2,524	15.1	5,514	32.9
Nottingham Trent University	5,242	31.9	2,787	17.0	8,029	48.9
School of Oriental and African Studies	626	29.4	153	7.2	779	36.6
University of Oxford	1,372	14.4	1,304	13.7	2,676	28.2
Oxford Brookes University	1,950	25.4	998	13.0	2,948	38.4
School of Pharmacy	244	45.4	79	14.7	323	60.0
University of Plymouth	4,970	44.8	2,099	18.9	7,069	63.7

² Charged lower fees in 2006 to 2009.

³ Charged lower fees in 2006 to 2008.

Higher education institutions	In receipt of full state support		Other OFFA countable incomes/groups		Total OFFA countable	
	Number	%	Number	%	Number	%
University College Plymouth St Mark & St John ⁴	255	13.0	251	12.8	506	25.8
University of Portsmouth	4,386	31.8	1,886	13.7	6,272	45.4
Queen Mary, University of London	3,391	40.8	709	8.5	4,100	49.4
Ravensbourne	457	36.5	195	15.6	652	52.1
University of Reading	1,627	20.1	1,513	18.7	3,140	38.8
Roehampton University	2,595	51.6	709	14.1	3,304	65.7
Rose Bruford College	173	28.7	24	4.0	197	32.7
Royal Academy of Music	42	18.3	30	13.0	72	31.3
Royal Agricultural College	121	17.2	126	17.9	247	35.1
Royal College of Music	45	17.2	12	4.6	57	21.8
Royal Holloway, University of London	1,463	31.8	612	13.3	2,075	45.0
Royal Northern College of Music	99	26.7	77	20.8	176	47.4
Royal Veterinary College	198	17.7	174	15.5	372	33.2
St George's Hospital Medical School	332	22.6	168	11.4	500	34.0
St Mary's University College	914	30.0	492	16.2	1,406	46.2
University of Salford	5,158	49.2	1,374	13.1	6,532	62.3
University of Sheffield	2,765	21.2	1,784	13.7	4,549	34.9
Sheffield Hallam University	5,303	32.1	5,081	30.8	10,384	62.9
University of Southampton	2,408	21.4	1,054	9.4	3,462	30.8
Southampton Solent University	3,135	36.9	1,173	13.8	4,308	50.8
Staffordshire University	3,239	39.2	812	9.8	4,051	49.0
Universities of East Anglia and Essex; Joint Provision at University Campus Suffolk	958	42.5	197	8.7	1,155	51.2
University of Sunderland	3,752	52.3	1,350	18.8	5,102	71.2
University of Surrey	1,321	23.5	415	7.4	1,736	30.8
University of Sussex	2,190	29.8	140	1.9	2,330	31.7
Teesside University	3,071	49.3	482	7.7	3,553	57.0
Trinity Laban Conservatoire of Music and Dance	103	17.7	110	18.9	213	36.6
University College London	1,604	20.2	1,173	14.8	2,777	34.9
University of Warwick	1,872	20.4	1,064	11.6	2,936	32.0

⁴ Charged lower fees in 2006 to 2008.

Higher education institutions	In receipt of full state support		Other OFFA countable incomes/groups		Total OFFA countable	
	Number	%	Number	%	Number	%
University of the West of England, Bristol	5,288	37.8	3,184	22.7	8,472	60.5
The University of West London ⁵	2,109	51.1	550	13.3	2,659	64.4
University of Westminster	5,250	49.0	1,987	18.5	7,237	67.5
University of Winchester	1,173	30.3	1,014	26.2	2,187	56.4
University of Wolverhampton	4,005	38.9	1,287	12.5	5,292	51.3
University of Worcester	1,342	27.6	1,770	36.4	3,112	64.0
Writtle College ⁵	164	24.7	0	0.0	164	24.7
University of York	1,629	20.4	1,184	14.8	2,813	35.2
York St John University ⁶	1,010	28.9	33	0.9	1,043	29.9
London Studio Centre	61	19.7	52	16.8	113	36.6
TOTAL	270,519		131,239		401,759	

⁵ Charged lower fees in 2006 to 2009.

⁶ Charged lower fees in 2006 and 2007.

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