



Department
for Business
Innovation & Skills

HIGHER EDUCATION

Equality analysis for the
consultation on extending the
eligibility criteria for access to
Higher Education student living
cost support for EU nationals

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Contents

Introduction.....	4
Equality Duty.....	4
Description of the policy	5
Student finance available to EU nationals	5
Policy proposals.....	6
The Evidence Base	7
Introduction	7
Trends in student support.....	8
Tuition fee loans.....	8
Living cost support	8
EU Student Loan Repayments	9
Student support in other EU countries.....	10
Potential savings from increasing the residency requirement	10
Characteristics of students potentially affected by the policy proposal.....	11
NPD-HESA analysis.....	11
Analysis of SLC data.....	13
EU nationals receiving student living cost support.....	13
Average student support awards	17
Consideration of impacts on participation in higher education	20
Impact Analysis.....	22
Are some groups with protected characteristics more likely to be affected by the proposed change to the residency requirement?	22
Likely nature and magnitude of the impact on the relevant protected groups	23

Consideration of the Family Test.....	27
Conclusions	29
Mitigation	30
Monitoring and Review.....	31
Annex 1.....	32
Entrants: the profile of the 2013/14 new system full time first degree population at English HEIs	32
Annex 2.....	40
Table of Living Cost Support in EEA Countries	40

Introduction

Equality Duty

1. Under the Equality Act 2010, the Department for Business, Innovation and Skills (BIS), as a public authority, is legally obliged to have due regard to equality issues when making policy decisions – the public sector equality duty. Analysing the effects on equality of the decision to extend the residency requirement for EU Nationals to be eligible for Higher Education living cost support through development of an equality impact assessment is one method of ensuring that thinking about equality issues is built into the policy process, and informs Ministers' decision making.
2. BIS, as a public sector authority, must in the exercise of its functions, have due regard to the need to:
 - a. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
 - b. Advance equality of opportunity between people who share a protected characteristic and those who do not; and
 - c. Foster good relations between people who share a protected characteristic and those who do not.
3. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it means BIS, as a public sector authority, must in the exercise of its functions, have due regard to the need to:
 - a. remove or minimise disadvantages suffered by persons with protected characteristics;
 - b. take steps to meet the needs of persons who share a relevant protected characteristic; and
 - c. encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
4. The general equality duty covers the following protected characteristics: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. As disadvantage in higher education is still apparent in connection to family income and economic status we will also look at the impact on individuals from lower income groups. We will use the terms protected and disadvantaged groups as well as protected characteristics. Protected groups are a reference to people with protected characteristics, and disadvantaged groups refer to low income groups and groups with low participation rates more widely.

Description of the policy

5. To be considered for financial support in England students must be eligible and studying on a course designated for support purposes. Students must normally be lawfully resident in the UK and Islands for at least three years and be living in England on the first day of their course. There are exceptions for those applicants who have been granted leave to remain as Refugees. The relevant regulations are The Education (Student Support) Regulations 2011 (as amended).
6. Eligible students can apply to Student Finance England (SFE) for loans for their tuition fees and for living costs for the duration of the course, as well as for a variety of targeted grants. A Tuition Fee Loan will generally be available to cover the cost of tuition fees. This may be up to £9,000 per annum (the “home” rate) but the cost varies between type of institution and course. Additionally, living cost support of up to £8,200 a year is available for eligible students from low income households living away from home and studying outside London.
7. There are a number of supplementary allowances and grants available in 16/17:
 - a. Disabled Students Allowances (DSAs) are available for students with disabilities or specific learning difficulties and can pay towards the cost of specialist equipment and where needed a non-medical helper;
 - b. Adult Dependents Grant of up to £2,757 a year;
 - c. Parents Learning Allowance of up to £1,573 a year; and
 - d. Childcare Grant of 85% of the actual cost up to a maximum of £155.24 per week for one child and £266.15 per week for two or more children.
8. Students start to pay back their loans when they have left university but grants are not paid back. The loan system is based on a progressive graduate contribution system. Students repay their loans after graduation only when they are earning more than £21,000. These repayments are at a rate of 9% of any income above £21,000; and any debt not repaid after 30 years is written off. Students are therefore protected should they go on to earn lower incomes and do not repay their loans in full.

Student finance available to EU nationals

9. In 2004 the European Council clarified the rights of citizens of the European Union and their family members to move and reside freely within the territory of the Member States. After five years the right of residence becomes permanent.
10. An EU national will generally be eligible for a Tuition Fee Loan to cover the cost of tuition fees. The fees will be set at the “home” fee rate; rather than the “international” rate that institutions can charge international students which are usually higher.

11. If an EU national has lived in the UK for at least three years they can also apply for living cost support for full-time higher education on the same basis as UK nationals. The living cost and supplementary allowances and grants available are described above.

Policy proposals

12. The Government review of the residency requirement for EU nationals, who are not workers or family members of workers, is into whether it should be extended from three years to five years in the UK and Islands in order for them to be able to apply for living cost support. Living cost support for new students from 16/17 includes maintenance loans and other supplementary allowances and grants such as the disabled students' allowance.
13. This residency change would bring us more into line with other EU countries who also have high levels of EU students such as Austria, Belgium, Denmark, Finland, France, Germany, Netherlands and Sweden.
14. EU students make a positive contribution to our economy¹. But we are facing a significant financial burden arising because of the increasing number of applications from EU nationals wanting to study in England; and particularly the proportion of those that are applying for living costs support. Our higher education system may be particularly attractive to EU students as the majority of other EU countries do not offer any maintenance support. This is placing pressure on the student support budget and has consequences for the overall level of assistance granted by the UK to students. In addition it is more difficult to recover loan repayments from EU students which place additional pressure on the student finance budget.
15. HE is a devolved matter in Scotland, Wales and Northern Ireland so all references to HE in this document refer to England only.

¹ For example see The economic costs and benefits of international students, Oxford Economics, 2013, https://www.sheffield.ac.uk/polopoly_fs/1.2590521/file/sheffield-internati https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/240407/bis-13-1172-the-wider-benefits-of-international-higher-education-in-the-uk.pdf onal-students-report.pdf and The wider benefits of international higher education in the UK, BIS, 2013.

The Evidence Base

Introduction

16. Higher Education Statistics Agency student record data (shown in Annex 1) points overall to diminishing inequalities in Higher Education and higher representation from some previously under-represented groups. Evidence about participation in higher education does seem to indicate that there is good representation from protected and disadvantaged groups such as women and minority ethnic communities; the proportion of students declaring a disability has increased; and the proportion of young people living in the most disadvantaged areas who enter higher education has increased. These groups have traditionally been under-represented in Higher Education.
17. The specific group that will be affected by the policy proposal are those EU nationals with three or more years of residency in the UK, but less than 5 years who, under the current arrangements, would have been eligible for living cost support in HE. No information is currently available to accurately identify the size of this affected group and their characteristics. Under these circumstances we have used the available data on students who are EU nationals and wider research on HE participation to provide insights into whether there is a risk that some protected groups and people from disadvantaged backgrounds will be affected more by the policy change.
18. To assess this specific policy proposal the following approach is used:
 - a. Student Loans Company (SLC) data is presented on the number of EU nationals claiming living cost support;
 - b. An estimation of the number and the characteristics of the young students that would be affected by the change in residency requirement using the National Pupil Database Higher Education Statistics Agency (NPD-HESA) data;
 - c. Due to limitations with the NPD-HESA data we also consider the characteristics of current student support applicants using data available from the SLC²;
 - d. We start by assessing the 'baseline' group of all students awarded at least one student maintenance support product such as maintenance loans, grants and other forms of targeted support. While more recent characteristics data is available, this analysis draws on an earlier bespoke and comprehensive data commission and internal analysis of 2012/13 data;
 - e. We then consider the characteristics of the EU nationals sub-group who satisfy the current 3 year residency requirement and are awarded student

² SLC awards data (2012/13)

support, the group in which some students (those with less than 5 years residency) would be affected by the change;

- f. A comparison of the student characteristics is made with the baseline group to assess whether some groups who share a protected characteristic are more likely to be affected by the policy proposal.

19. In our impact analysis, we also draw on evidence around the influence of financial factors on higher education participation decisions and outcomes. These data sources allow us to examine the impact of the policy changes on groups with the following protected characteristics: age, disability, ethnicity (including nationality), and gender. We do not have specific evidence relating to gender reassignment, pregnancy and maternity, sexual orientation and religion or belief, as data has not been collected on these groups previously. As disadvantage for those accessing higher education remains evident in higher education for those from low income households, this analysis also considers the impact of policy changes on students from less advantaged backgrounds. Furthermore, we also consider the impact of the policy to families, as part of the Family Test.

Trends in student support

20. In 2014/15 academic year (AY) there were about 1 million full-time applicants for student finance who were awarded some form of support. Total support awarded was £12.63 billion³. This has increased steadily from £7.1 billion in 2010/11.

Tuition fee loans

21. The trend is for an increasing number of EU domiciled students to receive tuition fee loans. According to the SLC, 8,200 full-time EU domiciled entrants received tuition fee loans for in the 2006/07 AY. This compares with 14,800 full-time EU domiciled entrants receiving tuition fee loans in AY 2014/15. This continuing increase in EU domiciled students coming to England to study has led to a total of 37,200 students (entrants and continuing students) receiving tuition fee support in AY 2014/15 up from 31,700 in 2011/12.

Living cost support

22. The number of EU nationals claiming living cost support has increased in recent years and has placed pressure on the student support budget. In 2009/10 AY there were around 11,600 EU nationals who received living cost support at a cost of £75m. This had risen to around 31,500 awards in 2014/15 AY amounting to £240m – an increase of 220%. Of the £240m paid in 2014/15, maintenance loans are by far the biggest component at £143m. A further £82m was awarded in maintenance grants whilst approximately £16m of other targeted support grants were awarded. Neither of these grants are repaid and represent approximately

³ This is not yet final; it will be revised in the 2016 publication. The following data in this section is based on BIS analysis of SLC data and the December SFR available at <http://www.slc.co.uk/media/6669/slcsfr052015.pdf>

46% of the funding awarded to these students.

23. These figures exclude students who are EEA migrant workers, who are settled in the United Kingdom, refugees, granted humanitarian protection and children of Swiss nationals and Turkish workers.
24. Analysis of SLC data for student support awards in 2012/13 showed that the average maintenance loan⁴ (at £4,500) and the average maintenance grant (at £2,280) paid to EU nationals are higher than those paid to UK nationals. This will in part reflect the fact that around 43.3% of EU nationals accessing student support are older students, that is they are aged 25 and over (for the overall population, the proportion is 13.5%). They are therefore much more likely to be assessed as independent and therefore will not have parental household income taken into account in any means testing. If a student has been living here for 3 years and is under the age of 25 parental income is taken into account even if the parent is in another EU country.

EU Student Loan Repayments

25. Collecting loan repayments from graduates is straightforward when they are on the existing PAYE or SA tax systems in the UK. Here the employer can make the deductions and these are then passed to HMRC. We do not have data available on the percentage of EU nationals eligible for student living support that have fully repaid or remain in the UK tax system. However, considering EU tuition fee loan borrowers, we estimate that around 56% of all loan borrowers have either fully repaid or remain in the UK after completing their studies. This compares with 93% for the overall English and EU domiciled student population. This difference continues to be apparent when looking solely at the 2013 repayment cohort (55% compared to 92%).
26. Of the 9,900 EU domiciled tuition fee loan borrowers who should have started repaying their loans in 2013, 29% had either fully repaid or were over the earnings threshold and had made a repayment towards their loans. This is compared with 50% across all domiciles. EU domiciled borrowers are more likely to have failed to supply details of their income and are more likely to have been placed in arrears than English borrowers.⁵
27. For graduates who move or return to other countries recovery of loans is inevitably more challenging because of the difficulty of tracing students, identifying repayment levels and the difficulty of taking enforcement action to ensure repayments or seize assets. This becomes increasingly important owing to the increasing value of outstanding loans, the difficulty of pursuing overdue repayments from those living overseas and the large number of those with no

⁴ Analysis of the bespoke data commission from the SLC using 2012/13 awards data.

⁵ Data taken from SLC's Student Loans Debt and Repayment Statistical First Release, June 2014
<http://www.slc.co.uk/official-statistics/student-loans-debt-and-repayment/england.aspx>

There are only a relatively small number of the 2013 cohort who are overseas currently (or at least known to be overseas by the SLC) approximately 10,000 borrowers

current UK employment record. This was described by the National Audit Office in its report on Student Loan Repayments (November 2013)⁶.

Student support in other EU countries

28. Different student support arrangements operate across the EU/ European Economic Area (EEA) reflecting individual countries' higher education systems. Of the 31 EU/EEA countries, 12 do not offer any living cost support and a further 3 countries only offer living cost support where there are shared bilateral agreements in place. In addition the amount of maintenance support is frequently a relatively small amount. The table in Annex 2 provides more information.
29. Only around half of all EU countries offer any form of maintenance support. The other eight countries which do specify a residency requirement for living cost support are those which are net importers of EU nationals for higher education study. All of these eight countries (Austria, Belgium, Denmark, Finland, France, Germany, the Netherlands and Sweden) require five years residency in the home country before students become eligible for living cost support. Some EEA countries also have a residency requirement for living cost support: Iceland (5 years), Liechtenstein (3 years) and Norway (5 years).
30. A three year residency requirement and the provision of living cost support means that at present England is more generous when compared with these other EU countries. A change to a five year residency requirement would bring us in line with these countries. In addition the majority of EU countries have longer residency requirements for EU students than for their home nationals. For example we understand that while Austria, Belgium, Denmark, Finland, France, Germany, Sweden, Netherlands and Norway have a five year residency requirement for EU students there is no residency requirement for home nationals. Liechtenstein has a 3 year residency requirement and Iceland has a 5 year residency requirement for both home and EU students.

Potential savings from increasing the residency requirement

31. It is difficult to estimate the precise effect of increasing the residency requirement by two years on prospective EU nationals studying in the UK. The SLC assesses whether the student meets the minimum residency criteria as part of the application process; however, it does not collect data on the overall length of residency of applicants for student finance.
32. For those potential students who do not meet this new test a consequence could be that some students delay rather than forgo entering HE in England. Where a student delays entry there will be short term cash savings but no long-term savings. However, for every 1,000 individuals that forgo entry into HE there would be a combined tuition and living costs loan savings of around £15m per year (cash outlay). Alternatively, for every 1,000 individuals who continue in HE but without student support for living costs there would be cash outlay savings of around £7m

⁶ <https://www.nao.org.uk/report/student-loan-repayments-3/>

per year. Should significant numbers of students make these choices the overall effect would be to reduce the burden on the state in the long run.

Characteristics of students potentially affected by the policy proposal

33. Identifying the group of students that would be directly affected by the change in residency requirement and assessing the impact on individuals with protected characteristics is difficult due to the lack of residency data in all cases. We looked at information from the National Pupil Database and Higher Education Statistics Agency (NPD-HESA) data to draw conclusions on the number and type of young students that would be affected by the change in residency requirement. It should be noted that this is an estimate based on the best available data.
34. In addition, we also observed the EU national population (and other groups) who have been awarded student support to explore the types of students that are likely to be affected by the residency change, and compared this with the baseline group of the whole student support population.

NPD-HESA analysis

35. To try and identify the number of young students that would be potentially affected by the change in residency requirement we analysed the NPD-HESA dataset which tracks students as they progress through the educational stages⁷. We approximate the time spent in the UK by observing whether a student has taken Key Stage 3 or Key Stage 4 tests⁸.
36. It is important first however to note that the findings using NPD-HESA should be heavily caveated, as it does not take into account students studying at all independent schools, includes UK nationals (who would not be affected by the change in residency requirement), and does not accurately account for students who move between other countries in the UK. Moreover, the estimate only considers students who would enter HE aged 18, and does not consider mature entrants, which make up a large proportion of EU nationals.
37. The analysis suggests that around 46,000 HE students were recorded in the NPD as attending English state maintained schools at Key Stage 4 but not in Key Stage 3. This group are potentially those young people that have changed to English residency between the ages of 14 and 16 and we assume students within this group would be those potentially affected by the change in residency requirement. This is likely to be a significant over estimate of the numbers affected as due to data limitations we are unable to estimate the nationality of students, and are therefore unable to estimate how many of the 46,000 would be EU nationals.

In terms of protected characteristics, the analysis shows:

⁷ The National Pupil Database (NPD) is a longitudinal database linking pupil characteristics (e.g. age, gender, and ethnicity) to school and college learning aims and attainment information for children in schools and colleges in England.

⁸ Key stage 3 and 4 tests are taken at ages 13/14 and 15/16 respectively.

- A greater proportion of HE students who attended English state maintained schools at Key Stage 4 but not in Key Stage 3 are male compared to the broader population of HE students in attendance at both Key Stage 3 and Key Stage 4.
- A greater proportion of these students also report having a disability compared to the broader population.
- The proportion of these students of an ethnic minority background is broadly similar to the broader student population.
- Poor coverage of the disadvantage measure in the NPD (free school meals) means we cannot draw any conclusions about the representation of disadvantaged pupils in the group that will be potentially affected⁹.

The NPD-HESA analysis is shown in the Table 1 below:

Table 1: Potential group of students affected by the change in residency, broken down by Gender, Disability and Ethnicity

	Students in KS3, KS4 and enter HE	Group affected by residency change: Students not in KS3, in KS4 and enter HE
Number of students	344,475	46,155
% Female	55%	51%
% Known to have a disability*	7%	13%
BME	21%	23%
White	75%	72%
Ethnicity not known	4%	5%

*Disability information covers 96% of students who are in KS3 and KS4 and enter HE, and 97% of students not in KS3, in KS4 and enter HE.

Source: Matched data from the DfE National Pupil Database, HESA Student Record and SFA ILR for students entering HE by age 19 in 2010/11

⁹ Reliable information on Free School Meal status was not available for students who were not in schools in England in Key Stage 3 but were present in Key Stage 4. Possible reasons for the poor coverage are that some students were not yet in KS4 at the time of the Spring School Census, and some students entered KS4 in independent schools with no census information collected.

Analysis of SLC data

Overall Student support population

38. Analysis of SLC data for academic year 2012/13 shows that around 1,030,000 English domiciled students were approved for any one form of student living cost support (excluding tuition fee support). Table 2 shows that of this number:
- a. 54.4% are women
 - b. The majority of students approved for support are aged 21 and under (60.8%)
 - c. 5.4% of all students approved qualified for the disabled student allowance (DSA). We use the number of students qualifying for DSA as a proxy for the number of disabled students¹⁰.
 - d. Around 39.8% of students approved qualified for the full maintenance grant. We use this as a proxy for those considered to be disadvantaged.
 - e. Around 3.6% of student support claimants approved qualified for the Parents' Learning allowance and 1.4% for the Childcare Grant. We use these as proxy measures for students with children.
39. It is not mandatory for student support claimants to provide their ethnicity when applying for student support, with ethnicity data only available for 30% of claimants. This makes any inferences on the ethnic composition of claimants under the different domicile statuses much less robust compared with gender and age. The share by ethnicity is shown in Table 2.

EU nationals receiving student living cost support

40. We compare the baseline of all students who were approved any form of student living support to the sub-group of EU national students who would be affected by the change in residency requirement.
41. In 2012/13 around 25,000 EU nationals were approved for student living cost support having achieved at least 3 years residency in the UK¹¹. Increasing the residency requirement would impact future students who would fall within this category, but we are unable to determine the exact number that are likely to be impacted based on current data, as some of these students may have had more than 3 (or 5) years residency. The data shows that:
- a. Female students make up a slightly greater proportion of the EU students approved support for living costs than of the overall student support population (56.3% compared with 54.4%).
 - b. EU national students are more likely to be mature, with 68.2% of students aged 21 and over, compared with 39.2% for the overall student support population (see table 2 for full breakdown).
 - c. Ethnicity information is only available for 27% of EU national student support claimants. This information suggests that Black African students make a

¹⁰ Not all disabled students will apply for DSA

¹¹ The number approved for living cost support is lower than the number that goes on to received payments.

- substantially larger proportion of EU students awarded student support than the overall population (around 13.3% compared to around 5.4%)
- d. Nationality information provided from the SLC shows that 86% of all Romanian nationals claiming student support are EU national students and could potentially be affected by the change in residency requirement (remaining 14% belong to other groups not affected by the residency requirement change, such as those with Settled Status). A high proportion of students that have Hungarian, Portuguese, or French nationality could also be potentially affected by the change in residency requirement (82%, 81%, 78% are EU national students respectively).
 - e. The student support data shows that EU students are less likely to be awarded DSA with 2.7% receiving support compared with 5.4% for the overall student support population. This contrasts with the NPD-HESA analysis which suggested that the residency change is more likely to fall on disabled students. As the disability measure is self-reported in the NPD-HESA analysis, whereas the DSA allocation in the student awards data is based on assessment, we believe the SLC data provides a more accurate reflection of whether disabled students are likely to be affected.
 - f. 62.7% of EU nationals awarded student support for living costs students are from low income backgrounds, as identified by those who receive the full maintenance grant. This compares with 39.8% for the overall student support population.
 - g. Data on students who receive Parents' Learning Allowance suggests that students with children are more likely to be affected by the change in residency requirement than the overall population. 8.9% of EU national students are awarded Parents' Learning allowance, a significantly greater proportion than the overall population (3.6%). Similarly, 2.7% of EU national students are awarded Childcare grants, compared with 1.4% for the overall population.

Table 2: Breakdown of student living costs support claimants by gender, age, ethnicity, disability, disadvantage and Parents' Learning Allowance: Full-time England domiciled applicants studying at a HEI in England 2012/13.

Gender	Overall student support claimant population	EU nationals claiming student living support
Male	45.6%	43.7%
Female	54.4%	56.3%
All	100%	100%

Age	Overall student support claimant population	EU nationals claiming student living support
Under 21	60.8%	31.9%
21 – 24	25.7%	24.9%
25 and over	13.5%	43.3%
All	100%	100%

Disabled students	Overall student support claimant population	EU nationals claiming student living support
DSA claimants	5.4%	2.7%
Non DSA claimants	94.6%	97.3%
All	100%	100%

Disadvantaged students	Overall student support claimant population	EU nationals claiming student living support
Full Grant	39.8%	62.7%
Partial or no grant	60.2%	37.3%
All	100%	100%

Ethnicity		Overall student support claimant population	EU nationals claiming student living support
White	British	73.3%	1.4%
	Irish	0.5%	3.6%
	Other White	3.5%	61.4%

Ethnicity		Overall student support claimant population	EU nationals claiming student living support
Black	Caribbean	1.8%	0.6%
	African	5.4%	13.3%
	Other Black	0.4%	2.7%
Asian	Indian	4.0%	1.1%
	Pakistani	3.0%	1.8%
	Bangladeshi	1.3%	0.3%
	Chinese	0.8%	0.4%
	Other Asian	1.9%	4.9%
Mixed/ Other	White and Black Caribbean	1.1%	0.5%
	White and Black African	0.5%	3.4%
	White and Asian	1.0%	0.8%
	Other Mixed	1.2%	3.1%
	Other Ethnicity	0.4%	0.8%
All		100%	100%

Note: Ethnicity data based on 30% of overall student claimants only, and 27% of EU nationals

Parents' Learning Allowance	Overall student support claimant population	EU nationals claiming student living support
In receipt	3.6%	8.9%
Not in receipt	96.4%	91.1%
All	100%	100%

Childcare Grants	Overall student support claimant population	EU nationals claiming student living support
In receipt	1.4%	2.7%
Not in receipt	98.6%	97.3%
All	100%	100%

Source: SLC student support awards data, 2012/13. Data may not sum to 100% due to rounding.

Note: The data covers those students who applied for at least one student maintenance support product (maintenance loans and grants and other forms of targeted support) and were approved for payment.

Average student support awards

42. Table 3 below shows the average amount of student support that was approved for payment in 2012/13 according to gender, age and ethnicity. Note the amounts differ to actual payments received.¹²
43. The data shows that the average amount approved for payment for English domiciled EU nationals is £1,120 (20%) higher than the average amount for the overall English domiciled population.
44. EU national students that are Male are approved for a higher amount in student support than the EU national average. Similarly, EU national students who are aged 25 and over and those with Black ethnic backgrounds and White and Black African background are approved for more student support than on average.

¹² SLC data on actual payments received is not available by student characteristics. Instead we rely on payments that were approved to allow comparisons by different groups.

Table 3: Breakdown of student support awards by gender, age and ethnicity

Gender	Overall student support claimant population	EU nationals claiming student living support
Male	£5,400	£6,630
Female	£5,280	£6,240
All	£5,340	£6,460

Age	Overall student support claimant population	EU nationals claiming student living support
Under 21	£5,050	£5,780
21 – 24	£5,100	£5,780
25 and over	£7,150	£7,360
All	£5,340	£6,460

Ethnicity		Overall student support claimant population	EU nationals claiming student living support
White	British	£4,900	£5,420
	Irish	£5,140	£6,030
	Other White	£5,910	£6,350
Black	Caribbean	£6,700	£7,580
	African	£6,710	£7,090
	Other Black	£6,690	£7,170
Asian	Indian	£4,880	£6,020
	Pakistani	£5,530	£5,920
	Bangladeshi	£5,790	£5,840

Ethnicity		Overall student support claimant population	EU nationals claiming student living support
	Chinese	£5,360	£5,620
	Other Asian	£5,620	£6,160
Mixed/ Other	White and Black Caribbean	£6,010	£6,470
	White and Black African	£6,270	£7,370
	White and Asian	£5,030	£5,510
	Other Mixed	£5,710	£6,510
	Other Ethnicity	£5,710	£6,660
All		£5,340	£6,460

Source: SLC student support awards data, 2012/13. Data may not sum to 100% due to rounding.

Note: Ethnicity data based on 30% of overall student claimants only, and 27% of EU nationals. The data covers those students who applied for at least one student maintenance support product (maintenance loans and grants and other forms of targeted support) and were approved for payment.

45. There are differences between the average amounts awarded to specific protected and disadvantaged groups who are EU nationals and to those groups more generally in the overall student support claimant population. Male and Female EU nationals are awarded on average 23% and 18% more respectively than the average amount for all Male claimants and all Females . Considering the breakdown by age, EU nationals aged under 21 and 21-24 on average are awarded around 14% more than all students aged under 21 and 21-24. In comparison, EU students aged 25 and over are awarded 2.9% more than the overall claimant population aged 25 and over.
46. There is greater variation amongst ethnic groups. EU nationals with Indian, White and Black African, and Irish ethnicity are awarded on average around 17-23% more in support than students with the same ethnic backgrounds for the overall student support claimant population. In comparison, EU nationals with Chinese and Black African ethnicity are awarded on average only around 5-6% more than students with the same ethnic backgrounds for the overall student support population.

Consideration of impacts on participation in higher education

47. We do not have specific data for the particular group of EU students who will be affected by the potential policy change but have used available evidence to assess what the behavioural impacts could potentially be. In this section we look at the evidence around the influence of student support and debt aversion on students' choices regarding whether or not to progress to higher education and where they study. We also consider evidence on the impact of working whilst studying.

The role of student support and debt aversion

48. When making decisions about going to Higher Education, evidence suggests that financial concerns are not the most important; these tend to be outweighed by aspirations and future employment goals¹³. Furthermore, research has shown that although cost concerns do exist, they are not key factors determining non-participation¹⁴.

49. However, the Government's student support provides students with access to funds to cover their tuition and maintenance costs during their period of study. Without the provision of government finance some students may not be able to afford University, with imperfect capital markets and insufficient personal savings and/or family resources unable to fill the gap. Research by the Institute for Fiscal Studies showed that student support has positive impact on participation, suggesting its removal could reduce participation rates amongst those affected¹⁵. It should be noted that under the policy proposal tuition fee loans will still be available for all EU students, ensuring that higher education remains free at the point of access, an important factor noted in research by the IFS.

50. BIS research (forthcoming¹⁶) found that when faced with a hypothetical question regarding the absence of finance, some student responses suggested a willingness to still participate in higher education, either through alternative modes of study or funding through part-time work.

51. Those students who do not meet the proposed new residency requirement and are not an EEA migrant worker or the family of an EEA migrant worker may look to alternative sources of finance in order to support themselves whilst they study. However this is unlikely to be an option for all students as research suggests that attitudes to debt are not uniform across the student population. Students from lower social classes and mature students are more debt averse and more concerned about the costs of HE and this (alongside other factors) can play into decisions about participation in HE. Furthermore, students are more likely to be averse to commercial debt than to student loans from the Government due to the repayment protection available for low earning graduates. As BME students are

¹³ The Role of Finance in the Decision-making of Higher Education Applicants and Students, BIS 2010

¹⁴ Who is Heading for HE? Young People's Perceptions of and Decisions About, Higher Education

¹⁵ The Impact of Higher Education Finance on University Participation in the UK, Dearden et al, BIS 2010.

¹⁶ Influence of finance on HE decision-making", Youthsight, BIS research paper (forthcoming)

more likely to be from low income backgrounds, they are therefore as a group more likely to be debt averse¹⁷.

Institution choice

52. The research prior to 2012 has shown that while financial factors may not significantly impact on students' aspirations for HE they can affect the students' decisions regarding where to study, in particular choosing to study locally in order to live at home and reduce costs¹⁸. One study showed that fear of debt constrained the choices of lower socio-economic groups and significantly influenced decisions (i) to apply to university with a low cost of living and (ii) to apply to a university located in an area with good employment opportunities for term time work. The alternative to the traditional model of HE such as part-time and studying close to home were more likely to be favoured by those who were the most debt averse and those from less advantaged backgrounds¹⁹.
53. Whilst financial concerns are influential it is not clear whether they are the most significant factor influencing students' decision to live at home whilst studying. Statistical modelling has shown that a range of other factors are significantly associated with staying at home. There are also cultural factors at play. Notably Asian and Asian British students are much more likely than white students to be living at home with their parents/family (61 per cent compared to 19 per cent²⁰).
54. This evidence suggests that for students affected by the policy proposal who choose not to delay their participation there could be differential impacts. Students who are more debt averse, particularly those from low income backgrounds and mature students, and those who have limited funds to draw upon for living costs would be more likely to choose an institution that is closer to home (thereby also limiting their course choice) in order to minimise participation and living costs. Their educational outcomes, including their employment outcomes may also be affected.

The role of paid employment

55. Many students expect to work whilst studying and commonly undertake some paid work during the academic year. Whilst this is primarily for financial reasons students recognise there are benefits for longer-term employability and graduate opportunities²¹. The 2012 Student Income and Expenditure Survey reported that 52 per cent of all full time HE students²² undertook some paid work during the

¹⁷ For example, DWP – Households below average income publication https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/437246/households-below-average-income-1994-95-to-2013-14.pdf

¹⁸ "The role of finance in the decision making of Higher Education applicants and students", IES, BIS research paper no.9 January 2010.

¹⁹ The role of finance in the decision making of HE applicants: findings from the Going into HE study, BIS RP9, Jan 2010, BIS <http://dera.ioe.ac.uk/489/> C. Callender and J. Jackson, (2008), "Does the fear of debt constrain choice of university and subject of study?" Studies in Higher Education, Vol 33, No 4.

²⁰ Pollard et al Student Income and Expenditure Survey 2011/12 (BIS Research Paper No 115).

²¹ Working while Studying: a follow-up to the Student Income and Expenditure Survey, 2011/12. BIS Research No 142.

²² Unweighted sample size for all full-time students – n=2982.

academic year earning on average £3,200. Working was most common among female students, those married or living with a partner, those living with their parents during term-time, and students of independent status. Women were significantly more likely than men to undertake paid work during the academic year (55 per cent compared with 49 per cent). There were no differences in socio economic groups in the propensity to undertake paid work during the academic year. In addition evidence from SIES²³ shows that disabled students are less likely to work than other students.

56. While the evidence on the impact of part-time working on student outcomes is mixed it would seem to suggest that some level of part-time employment can be beneficial, but beyond a certain level it can have a detrimental effect on student outcomes. In the case of this particular policy proposal, if students chose not to delay their participation and make up a financial shortfall with excessive amounts of paid work during term time this could have a detrimental effect on outcomes, as it will require them to spend a lot of time working.

Impact Analysis

Are some groups with protected characteristics more likely to be affected by the proposed change to the residency requirement?

57. All EU nationals aspiring to enter HE in England who would not meet the proposed new residency requirement would be directly affected by the policy change. To assess whether the proposed changes are more likely to affect some protected groups than others we compare the proportion of English domiciled EU nationals claiming student support for living costs that share a specific protected characteristic to the proportion for all English domiciled students claiming student support for living costs.
58. Analysis of the available data suggests that the proportion of female students is slightly higher for the EU nationals' subgroup than for the overall student support claimant population. However, as the percentage point difference is relatively small (both absolutely and proportionally) we conclude that neither gender is more likely to be affected by the policy change.
59. Considering students by their age, the data shows that mature students (aged 21 and over) make up a greater proportion of EU national students than of the overall population. This suggests that mature students are more likely to be affected by the proposed policy change.
60. The available data on ethnicity and nationality suggests that the policy is more likely to affect those with Black African ethnicity, and Romanian, Hungarian, Portuguese or French nationality.

²³ Student Income and Expenditure Survey, 2011/12.

61. Data on DSA claimants suggests that disabled students are no more likely than non-disabled students to be affected by the policy change. However disabled students are likely to face a greater impact, from the policy change, which will be discussed in the next section.
62. A greater proportion of EU national students are awarded maintenance grants (which are also higher on average) than students from the overall population. This suggests students from low income households are more likely to be affected by the policy change than students from more affluent households. The available evidence²⁴ suggests that low income students are more likely to be from ethnic minority backgrounds, so this supports the conclusions from the SLC data on ethnicity.
63. In addition, the data suggests that the policy is also more likely to affect parents. The proportion of EU national parents approved for Parents' Learning Allowance is around 150% higher than that of the overall population; with the proportion for the Childcare grant around 100% higher.

Likely nature and magnitude of the impact on the relevant protected groups

64. The direct impact of this policy for those affected is that they would no longer be eligible for student support to cover living costs.

These students may decide to:

- Delay entry to HE by two years in order to meet the residency requirement for living cost support
- Become an EEA migrant worker and continue to HE
- Continue to HE and forgo student living cost support
- Forgo studying in England
- Forgo HE altogether

65. We do not think a substantial proportion of students will decide to no longer undertake HE as a result of being ineligible for student support, as aspirations around employment goals are a primary driver of HE decisions for many people and conversely the decision to not undertake HE is based on many different key factors other than finance.²⁵ However, it is difficult to predict what behavioural responses will be and it is a possibility that by putting off going to university for two years, a student may not end up participating in higher education at all. Students are likely to undertake different decisions based on their circumstances.

²⁴ See footnote 15

²⁵ The Role of Finance in the Decision-making of Higher Education Applicants and Students, BIS 2010

66. The analysis of SLC data shows that some protected groups are currently awarded a higher than average amount of student support. This suggests that these groups may be more likely to delay entry to HE and be less able to continue without student support, facing a greater adverse impact than other students. These potentially differential impacts are discussed further below.

Ethnicity

67. As shown in Table 3, EU nationals with Black ethnic backgrounds and White and Black African backgrounds are on average awarded higher amounts of student support than the overall student support claimant population. This suggests that these groups could potentially be more likely to delay entry to HE as a result of the change in residency requirement.

68. Additionally, black and ethnic minority students are in general more likely to be debt averse than their white peers. This could lead to an impact amongst students who decide to continue to HE and forgo student living cost support. Increased debt aversion could mean that these students take up high levels of part-time work in order to fund their living costs or possibly choose limit their choice of institution to one that is closer to home. Evidence suggests that high levels of part-time work can have a negative effect on outcomes.

Age

69. As shown in Table 3 EU nationals that are aged 25 and over are on average awarded a larger amount of student support compared to the younger groups. This suggests that older students could be potentially more likely than younger students to delay entry to HE as a result of the change in residency requirement.

70. There is also evidence which suggests that older students are more likely to be debt averse and more concerned about the costs of HE than their younger counterparts. As a result of this, older students who choose not to delay their participation in HE may not be willing or able to take out commercial loans and are more likely to finance their living costs through substantial part-time working. Evidence shows that this can have a negative impact on student outcomes.

71. While the evidence suggests that the young student group could be less likely than mature students to be affected by the policy change, young students not meeting the new residency criteria could now decide to delay entering HE in the absence of student living cost support (although they would still be eligible for tuition fee loans). This delay could mean a potential adverse impact for some young students whose aspiration was to enter HE at the same time as their educational peer group. In addition as a result of this delay these students would potentially lose out on two years of graduate income compared to their peer group. It is unlikely that these students could earn enough during their two year hiatus to match the graduate income they will miss out on by delaying participation in HE²⁶.

Disability

²⁶ The average (median) salary for young graduates is £7,000 more than young Non-graduates. Data taken from Graduate Labour Market Statistics, April – June 2015.

72. Although the analysis in the preceding section suggests that disabled students are no more likely than non-disabled students to be affected by the policy change, the evidence does suggest that disabled students that will be affected may face a greater adverse impact than other students. A consultation response suggested disabled students would be more likely to be impacted by the residency change as they would be less able to work prior to studying and therefore satisfy being an EEA migrant. Data from the Annual Population Survey shows that in 2012 the employment rate for disabled people was 49%, compared with 76% for non-disabled people.²⁷
73. Furthermore, this data also suggest that some disabled students would also be less able to rely on income from work to fund their living costs in the absence of student support compared with other students. In addition the Student Income and Expenditure Survey reports that 42% of students who were in receipt of (or expected to receive) DSA undertook some paid work during the academic year.²⁸ The proportion of all other students undertaking some form of paid work was 53%.
74. For those actually in receipt of DSAs at the time of the Student Income and Expenditure survey, splitting them into amounts received up to and including £1,000 and those receiving larger amounts, i.e. more than £1,000 shows that:
- a. 47% of those receiving amounts up to (and including) £1,000 undertook some form of paid work during the academic year and 53% reported doing none during this period.
 - b. 32% of those receiving amounts of more than £1,000 undertook some form of paid work during the academic year and 68% reported doing none during this period.
75. The evidence therefore does suggest that some disabled students, particularly those who would have qualified for high levels of DSA support, could be more impacted by the residency change as they would face additional participation costs and would be less likely to be in a position to self-fund and therefore be more likely to delay entering HE without student support than other students.

Disadvantage / low income

76. Disadvantaged students, identified by those who are awarded the full maintenance grant, are potentially more likely to be adversely impacted by the potential change of policy. We assume students from low income backgrounds have access to lower levels of savings or family support than more advantaged students, and therefore would be in a position where they are less able to study without student living cost support. Furthermore, the policy change is more likely to fall on students from low income backgrounds; with 62.7% a considerably higher

²⁷ Based on Annual Population Survey covering the period January 2012 to December 2012. Employment rate is of those aged 16-64 living in the UK.

²⁸ Note the statistics from the Student Income and Expenditure survey should be treated with some caution. The survey was representative of English domiciled full-time undergraduate students but the design of the survey (and weighting) was not specifically representative of disabled students, with sample sizes for disabled students are relatively small.

proportion of EU national students are awarded the full maintenance grant, than in the overall student support claimant population. Whilst the higher proportion is potentially explained in part by EU nationals being older (as mature students are more likely to receive maintenance grants being judged on individual rather than household incomes), across the age groups EU national students are on average awarded higher amounts of maintenance grant. Students from the general population baseline aged less than 21, 21 to 24 and 25 and above were awarded on average £1,330, £1,420 and £2,100 respectively. For EU nationals, the corresponding average amounts were higher at £2,050, £1870 and £2,200.

Students with Children

77. Students with children, who are eligible for additional support in the form of Parents' Learning Allowance and Childcare grants may also be discouraged from entering HE without student support, and may be more likely to delay entering HE.

Consideration of the Family Test

78. The Family Test was introduced on 31 October 2014. The objective of the test is to introduce an explicit family perspective to the policy making process, and ensure that potential impacts on family relationships and functioning are made explicit and recognised in the process of developing new policy.
79. Money should not be a barrier for people who get offered a place at a Higher Education institution to take-up study in the UK. Consequently the English government offers a package of financial support for home students which include annually determined student loans and non-repayable grants and bursaries depending on individual circumstances. This financial support covers tuition fees and living costs and is available to all eligible students regardless of any protected characteristic. We want to support families to enable their children to attend Higher Education as well as parents who may be studying in their own right. We recognise that poverty and financial hardship can be a significant risk factor for relationship instability and poor family functioning.
80. EU law states that EU Nationals and their families should have the same access to Higher Education as students from the host member state. In the case of England, EU students are able to apply for the tuition fee loan and be charged the “home” rate of fees so they can access HE. EU Nationals who have been resident in the UK and Islands for 3 years can also apply for living cost support and the policy change proposes to extend this to 5 years.
81. Information about the financial support available and the demands of the course also enables individual students to make informed decisions on the best type of study for them given their particular circumstances. For example, a part-time course can enable students to combine studying and working.
82. The evidence suggests there is a correlation between parents’ educational achievements and the formation of stable relationships. To the extent that the policy changes may influence the decision to undertake Higher Education, and an individual’s outcome, there is a potential route to influence future family formation. However, we do not think that many students will forgo HE altogether as a result of this policy change. We have identified that a potential impact of this policy is to delay participation in higher education by two years. Delaying participation and therefore delaying the earning of a graduate level income could result in individuals delaying decisions regarding marriage and having children.
83. Students with children are more likely to be affected by the change in residency as they make-up a greater proportion of EU National students than for the whole student support claimant population. Students with children may also have less of an option to choose between continuing without student living support and delaying in order to meet the residency requirement. This is because the opportunity cost of studying without student support is higher for student parents as they may miss out on childcare grants and parents’ learner allowance compared with other students.

84. There may also be an impact on family life if a student decides to fund living costs through part-time work rather than deciding to delay their entry into study as they may have less time to spend with their family because of the combined demands of studying and working.
85. The policy change may delay by two years the EU National student's access to student living cost support. Once they are eligible the range of student support available enables different and disadvantaged family circumstances to be taken into account and is targeted at families with low and middle incomes. Specific grants are available for those students who are parents and those with childcare and adult dependent responsibilities. There are also safeguards in place should a family household income fall.

Conclusions

86. We have had due regard to the public sector equality duty in relation to the proposed policy changes. We have assessed the impact of the changes on protected and disadvantaged groups, where information was available.
87. We have considered the public sector equality duty to have due regard to the need to 'eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act' in relation to the intended outcomes of these programme changes.
88. We have considered the impact of these policies on the need to advance equality of opportunity between people who share a protected characteristic and those who do not in relation to the proposed changes.

We have looked in particular at the need to:

- a. remove or minimise disadvantages suffered by those who share a protected characteristic,
 - b. take steps to meet the needs of persons who share a protected characteristic to the extent those needs are different, and
 - c. encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
89. EU Nationals will continue to receive tuition fee support. They will be able to access the full living cost support package when they satisfy the new residency requirement which because of this policy change may be delayed by two years. EU National students could continue to be eligible for student support for both tuition fee and living cost support if they are assessed as EEA migrant workers
90. Our analysis has indicated that students from low income backgrounds, older students, students with Black African ethnicity, and Romanian, Hungarian, Portuguese or French nationality students are over represented in the group of students likely to be affected by the policy change, i.e. EU nationals claiming student support for living costs. This suggests that these characteristic groups would be more likely to lose eligibility for student support for living costs under the proposed policy compared to the overall student support population
91. Primarily, we think the behavioural response to this policy will be for EU nationals (who do not satisfy the new proposed residency criteria) to delay their HE entry by two years. Some may choose to become an EEA migrant worker and continue to HE in England, others may forgo studying in England but continue to HE in another country, but we do not think that many students will forgo HE altogether. This is based on the evidence showing that factors such as aspirations and future job outcomes are more precedent for applicants than financial concerns, whilst there is still the opportunity for students to continue onto HE without student support or to delay their participation.

92. Our assessment is that the behaviour response could, however, differ across disadvantaged and protected groups. Our analysis shows that male students, students aged 25 or over, students from Black ethnic backgrounds, students from mixed black/white backgrounds and students from low income backgrounds on average receive larger amounts of student support when compared to the average for the overall student support claimant population. This suggests that students from these groups would lose eligibility to higher amounts of living costs support and could therefore be more likely to delay their participation in HE by two years.
93. There may be an adverse impact for some younger students who attach significant importance to progressing to HE alongside their educational peer group and who, as a result of this policy change, have to delay their participation. Young people who delay participation could also potentially have to forgo some graduate level income due to the delay, compared to their counterparts not affected by the policy.
94. We have also identified potential negative impacts for students who may decide to continue onto HE whilst forgoing student support for living costs. These impacts include students experiencing lower outcomes than otherwise expected due to either sub-optimal institution / course choice or having to take up large quantities of part-time employment while studying. Again there could be differential impacts. The evidence suggests that BME students, students from disadvantaged backgrounds and older students are more likely to have cost concerns relating to HE and be debt averse. As a result these students would be unlikely to be able to take on commercial debt to finance their living costs and could be more inclined to take on higher levels of part-time employment and perhaps suffer adverse impacts on outcomes as a result.
95. Additionally, the evidence suggests that some disabled students, particularly those who would have qualified for high levels of DSA support, could be more impacted by the residency change as they would face additional participation costs and would be unable to take up part-time work as readily as other students. As a result they would be less likely to be in a position to self-fund and could therefore be more likely to delay entering HE than other students. If they do choose to take up HE without student support it is possible that they could experience financial hardship while studying.

Mitigation

96. EU National students could continue to be eligible for student support for both tuition fee and living cost support if they are assessed as EEA migrant workers. The evidence shows that younger students are slightly underrepresented in the EEA student population compared with the EU national population. 26.5% of EEA students are aged 21 and under compared with 31.9% for the EU national population²⁹. Although slightly underrepresented, this evidence in itself does not suggest younger student face barriers in being classed as EEA migrants.

²⁹ Analysis of SLC student support claimant data.

Monitoring and Review

97. We will look for suitable opportunities, including through existing stakeholder forums, to monitor developments and feedback. We shall continue to monitor HESA data and SLC data to determine the participation, retention and outcomes for EU national students, particularly in relation to the following sub-groups:

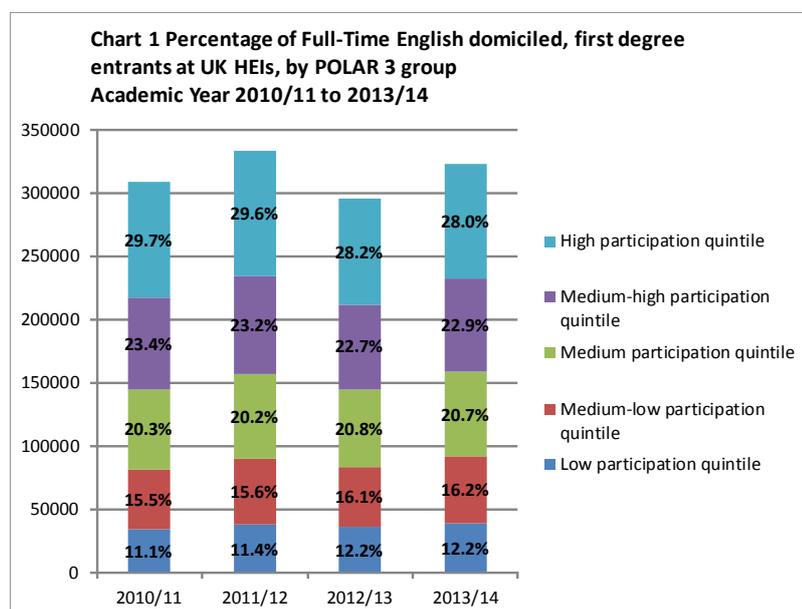
- a. Mature students
- b. From an ethnic minority background
- c. Disadvantaged students
- d. Disabled students
- e. Students with childcare responsibilities

Annex 1

Entrants: the profile of the 2013/14 new system full time first degree population at English HEIs

Entrants from disadvantaged backgrounds

For those English domiciled full time first degree entrants at UK HEIs from the lowest participation quintile, their percentage share has increased by 1.1 percentage points since 2010/11. Conversely, the proportion from the highest participation quintile has decreased by 1.7 percentage points.



Source: HESA student record

HESA Widening Participation Indicators

Population

- Young
- Full-Time
- First Degree
- Entrants

Table A2 shows the **HESA Widening Participation Indicators** on the proportion of young, full-time first degree entrants from state schools, lower socio economic and lower participation groups. These figures are shown for **UK domiciled students** in **UK Higher Education Institutions**.

Since 2010/11, the proportion has risen year on year for students from state schools and lower socio-economic groups. The indicator on low participation neighbourhoods also showed a consecutive increase until 2013/14 when the percentage rate stayed at 10.9 per cent.

Table A2: Proportion of under-represented groups amongst UK-domiciled young, full-time first degree entrants at UK HEIs

	2010/11	2011/12	2012/13	2013/14
State school pupils	88.7%	88.9%	89.3%	89.7%
Lower socio-economic groups (NS-SEC classes 4,5,6 and 7)	30.6%	30.7%	32.3%	32.6%
Low participation neighbourhoods (POLAR3 quintile 1)	10.0%	10.2%	10.9%	10.9%

Source: HESA, Widening Participation table T1a

There was also a 1 percentage point improvement in the proportion of mature full time first degree entrants who had no previous HE qualifications and were from low participation neighbourhoods from 10.9 per cent in 2010/11 to 11.9 per cent in 2013/14 (Table A3).

Table A3: Proportion of under-represented groups amongst UK-domiciled mature, full-time first degree entrants at UK HEIs

Academic Year 2010/11 to 2013/14

	2010/11	2011/12	2012/13	2013/14
No previous HE and from low participation neighbourhoods (POLAR3 quintile 1)	10.9%	10.9%	11.6%	11.9%

Source: HESA Summary of UK performance indicators 2013/14

Other measures of widening participation

BIS also produce its own measures of widening participation in their annual July report entitled “**Widening Participation in HE 2015**”³⁰. Similar to the HESA measures, they are to inform our understanding of widening participation by measuring participation in HE and the most selective universities tariff score. The measures describe:-

- the percentage of free school meal students aged 15 from state schools who progress to Higher Education by age 19; and
- the proportion of A level students who progress to selective HE institutions from state schools and compares this to the access rate achieved by their independent school peers.

The percentage of free school meal students entering HE by age 19

The percentage has increased from 20 per cent in 2010/11 to 23 per cent in 2012/13. This has coincided in a 1pp fall in the gap between –FSM and non-FSM pupils from 18pp to 17pp.

Table A4: Estimated percentage of 15 year old pupils from state-funded English schools by Free School Meal status who entered HE by age 19 in UK HEIs and English Further Education Colleges

Entered HE by age 19 in academic year	Estimated percentage who entered HE			
	FSM[1]	Non-FSM[1]	All	Gap[2] (pp)
2010/11	20	38	35	18
2011/12	21	39	36	18
2012/13	23	40	37	17

(pp percentage point)

[1] FSM and Non-FSM refer to whether pupils were receiving Free School Meals at age 15 or not.

[2] Gap is the difference between FSM and non-FSM expressed in percentage points. Percentage figures are rounded; gap figures are calculated from un-rounded data and therefore may not correspond to the gap between rounded percentages.

³⁰ <https://www.gov.uk/government/statistics/widening-participation-in-higher-education-2015>

Progression rates to the most selective HEIs

Table A5 shows a smaller percentage of A level students from State schools (23 per cent) progress to the most selective institutions compared to students from the Independent sector (63 per cent) – a 40pp gap that has remained broadly unchanged since the 2010/11 academic year. A level students from Selective State schools fare much better with 3 in 5 A level students from this type of school progressing to selective institutions by age 19.

Table A5: Estimated number and percentage of A level students by age 19 in English schools who progressed to the most selective HE Institutions by school type

School College Type	2010/11	2011/12	2012/13
Independent	64	62	63
Selective	58	59	60
Other	20	19	19
Total State	24	23	23
All	28	27	26
Independent / State Gap	40	39	40

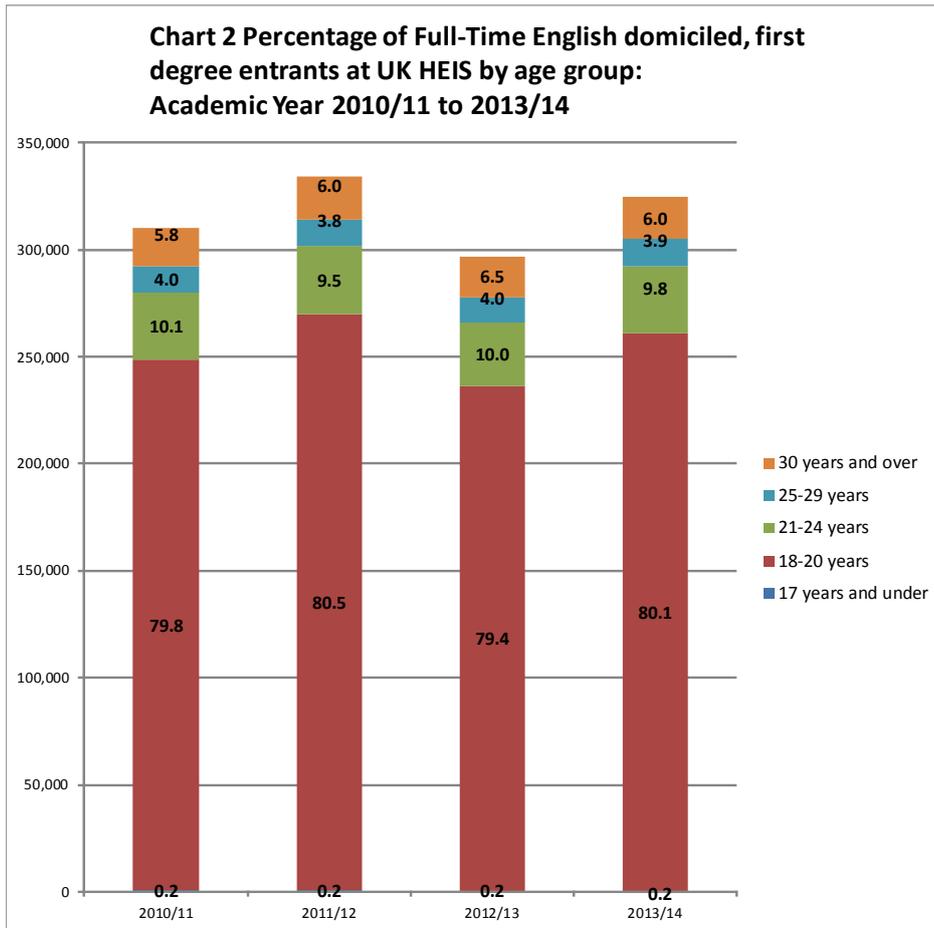
The measures reported in Table A4 and A5 do not account for Prior attainment. Many pupils will not continue their education; therefore may not hold the qualifications to progress to Higher Education.

HESA Equality characteristics data

Charts 2 to 4 show the percentage of full-time first degree English entrants in UK HEIs by age, ethnicity, gender and disability derived from the HESA student records.

Age group

The number of entrants to full time first degrees in every age group fell in 2013/14 except the 18-20 age group who saw their share rise from 79.4 per cent to 80.1 per cent (Chart 2).



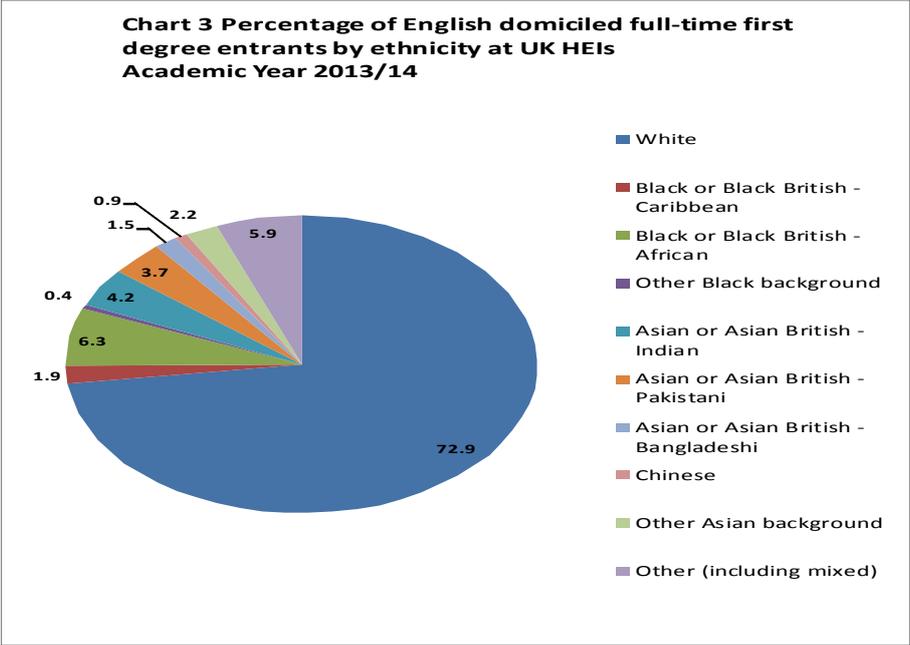
Source: HESA student record

Ethnicity

Over the past decade, the proportion of UK-domiciled students who are from ethnic minority backgrounds has risen gradually³¹. In English HEIs, the proportion of ethnic minority entrants to full time first degrees increased following the reforms. This reflects a trend of rising participation by ethnic minority groups, with Black 18 year olds showing the largest increase in entry rates. Consequently, all ethnic minorities have a higher HE entry rate than White 18 year olds³² (see Chart 3).

³¹ Equality Challenge Unit, Equality in higher education: statistical report 2013, p. 60

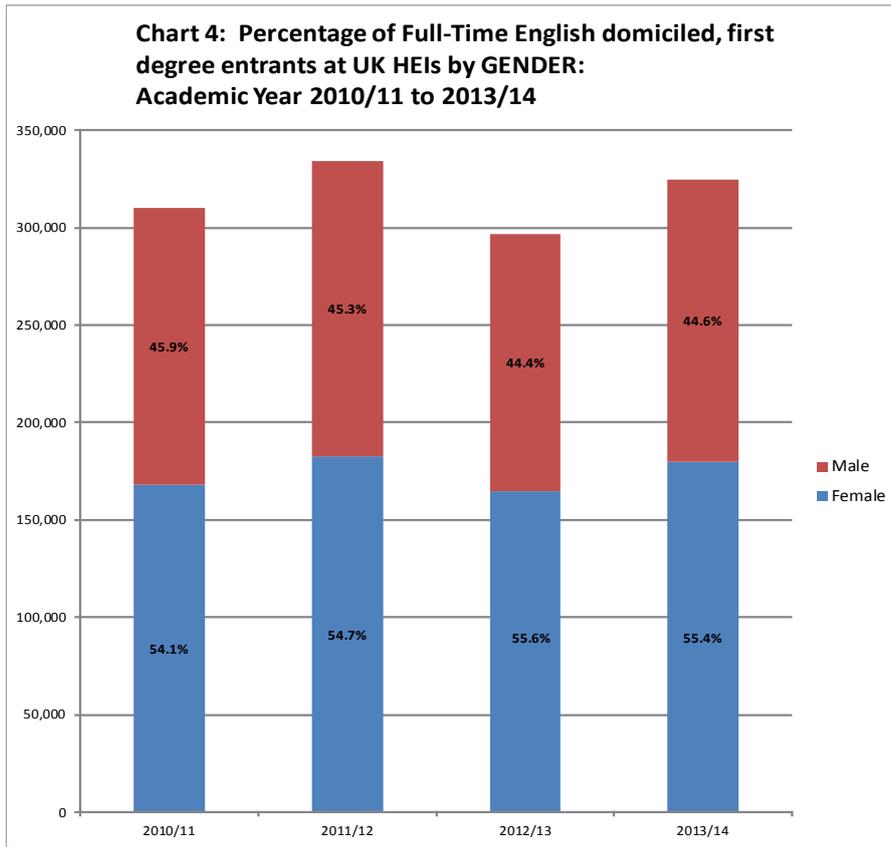
³² As reported in UCAS, End of cycle report (2013), figure 69. The ethnic minority groupings are Asian, Black, Mixed, Chinese and Any Other



Source: HESA student record

Gender

Over the past decade there were consistently more female students than male students at UK universities. In 2013/14 the proportion of female entrants to full time first degrees at UK HEIs rose slightly (see Chart 4).

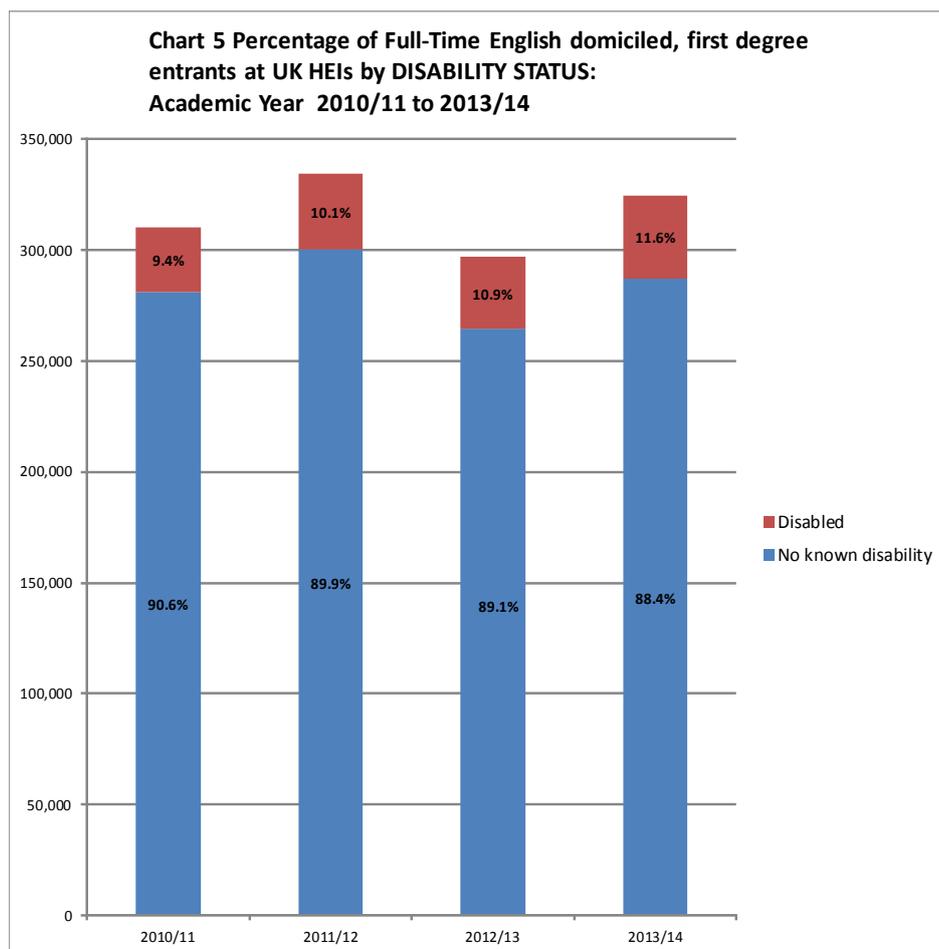


Source: HESA student record

Disability

The proportion of disabled students in the overall student population has risen gradually over the past ten years³³. It increased again in 2013/14 (see Chart 5), suggesting the reforms did not disproportionately impact disabled students.

³³ Equality Challenge Unit, Equality in higher education: statistical report 2013, p. 98



Source: HESA student record

One of HESA's Widening Participation Performance Indicators is on the participation of disabled students as measured by the proportion of Disabled Students' Allowance recipients. The PI confirms the trend found above: a gradual improvement in the representation of disabled students over recent years which has continued into the first year of the HE reforms.

Table A6: Proportion of Disabled Students' Allowance recipients amongst UK-domiciled, full-time first degree students in UK HEIs

	2010/11	2011/12	2012/13	2013/14
DSA recipients	5.3%	5.9%	6.5%	6.9%

Source: HESA, Widening Participation table T7

Annex 2

Table of Living Cost Support in EEA Countries

EU/EEA Countries	Residency Requirement for EU nationals	Other relevant information
Austria	5 Years	Upper age limit applies (30)
Belgium Flemish Community	5 Years	
Belgium French Community	No living cost support	
Bulgaria	No living cost support	
Croatia	No living cost support	
Cyprus	No living cost support	
Czech Republic	Support to specific countries only	
Denmark	5 Years	
Estonia	Support to specific countries only	
Finland	5 Years	
France	5 Years	Support limited to housing grant rebate of approx. €200 per month, average rent €520
Germany	5 Years	Upper age limit applies (30)
Greece	No living cost support	

EU/EEA Countries	Residency Requirement for EU nationals	Other relevant information
Hungary	No living cost support	
Iceland (EEA Only)	5 Years	
Ireland	3 out of the previous 5 years	
Italy	No residency requirement	No automatic right, support is merit based then means tested and differs from region to region
Latvia	Support to specific countries only	
Liechtenstein (EEA Only)	3 Years	
Lithuania	No residency requirement	Scholarships paid vary from institution to institution. Merit based and vary by study level
Luxembourg	No residency requirement	Loans must be paid back within 10 years (5 if you are over 35) and repayments are not income contingent
Malta	No living cost support	
Netherlands	5 Years	Upper age limit applies (30)
Norway (EEA Only)	5 Years	
Poland	No living cost support	
Portugal	No living cost support	

EU/EEA Countries	Residency Requirement for EU nationals	Other relevant information
Romania	No living cost support	
Slovakia	Support to specific countries only	
Slovenia	No living cost support	
Spain	No living cost support	
Sweden	5 Years	



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