

## **SPICe Briefing**

# Barriers to Widening Access to Higher Education

**19 February 2010** 

10/07

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This paper provides an overview of the literature on widening access to higher education, and outlines the various barriers faced by students wishing to participate in higher education courses. Further papers on HE participation statistics and widening access policy are also available.



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#### **EXECUTIVE SUMMARY**

- Higher education (HE) is a term used to describe education at SCQF level 7 and beyond (above higher grade level and equivalents, such as A levels), and includes sub-degrees, undergraduate degrees and post-graduate qualifications. Courses of higher education are mainly delivered by higher education colleges, Higher Education Institutions (HEIs) and some further education (FE) colleges. There are 43 colleges and 20 HEIs in Scotland
- In 2007/08 there were 272,625 students on HE courses in Scottish HEIs and colleges. Of these, 82.5% studied at HEIs and the remaining 17.5% studied HE courses at colleges.
- There is a wide variety of literature available on participation in HE, and the barriers to access. Academic journals and professional opinion suggests that the barriers to participation in HE can generally be divided into 'first chance' and 'second chance' barriers. 'First chance' barriers are those that affect young people's initial decisions to enter higher education whilst in compulsory education. 'Second chance' barriers are those faced by individuals who may wish to return to higher education at a later date in life, or who wish to enter higher education via an alternative learning route.
- The barriers to participation in higher education are wide ranging and are not mutually
  exclusive. Factors such as socio-economic background, age, gender, income, family
  circumstances and geography all appear to affect an individual's choice to participate in
  HE. The value an individual places on achievement in higher education, in terms of their
  future employment and earnings prospects, is also a determining factor.
- As a result of changing demographics of the Scottish 'lifelong learning' population, there
  may no longer be such a thing as a 'typical learner'. , As a consequence of students'
  more diverse personal circumstances, such as working full-time, being a parent, or their
  differing learning styles, the types of learning they require is changing and will continue to
  change.
- Flexibility in HE course provision, the financial support available to study, ease of transition from one learning route to another and improving attainment, aspirations and confidence from school age are widely seen as methods to widen access to HE in the UK.
- However, without the ability to track cohorts of students over a long period of time (perhaps over 30 years – from school age to working age), it is not possible to understand fully the various lifelong learning routes individuals take and why or the outcomes of their learning choices. Without research to track these groups throughout their educational lives (and possibly their careers), it is virtually impossible to say comprehensively which policy interventions are most effective in improving access and which work less well.

#### WHAT ARE THE BARRIERS TO ACCESSING HIGHER EDUCATION?

#### INTRODUCTION

Higher education (HE) is a term used to describe education at SCQF level 7 and beyond (above higher grade level and their equivalents such as A levels), and includes sub-degrees, undergraduate degrees and post-graduate qualifications. Courses of higher education are mainly delivered by higher education colleges, Higher Education Institutions (HEIs) and some further education colleges. There are 43 colleges and 20 higher education institutions in Scotland (maps showing their locations can be found at Annexes 1 and 2).

In 2007/08 there were 272,625 students on HE courses in Scottish HEIs and colleges (Table 1). Of these, 82.5% of students studied at HEIs and the remaining 17.5% studied HE courses at colleges.

Of the 47,770 students studying HE courses in college, only 765 were studying for an HE qualification at undergraduate degree level or above. The remainder of HE students in colleges were studying at sub-degree level (13,185 studying for HNC/HND qualifications and 13,185 studying 'other HE' courses)

The vast majority of study at degree level or above takes place in HEIs. In 2007/08, of the 224,855 students studying HE courses in HEIs, 58.5% were studying at undergraduate level (131,645), 23% were studying at post-graduate level (51,730) and the remaining 18.5% were studying at sub-degree level (41,480)

Table 1 - Students in higher education at Scottish HEIs & colleges by institution type and level of study: 2007-08 (Scottish Government, 2009a)

			Leve	l of Study		
	All Levels	Postgra	aduate	First Degree	Sub	-degree
		Research	Taught	First	HNC/ HND	Other Higher
_		Postgraduate	Postgraduate	Degree	חוזכ/ חוזט	Education
Total	272,625	9,615	42,265	132,260	38,755	49,580
HEIs	224,855	9,615	42,115	131,645	5,085	36,395
Colleges	47,770	0	150	615	33,670	13,185

Table 1 above clearly illustrates the differences in qualifications studied for in HEIs and colleges. The next section of this briefing outlines the barriers faced by students wishing to enter, or continue on, courses of higher education. Although there are a substantial number of students studying HE in colleges, the majority of provision, particularly for first-degree level and above, takes place within HEIs. This rest of this paper, therefore, concentrates on participation in HE at HEIs. It should be noted however that the barriers to accessing higher education can also apply to studying HE in colleges, but the extent to which these barriers exist for students will differ.

For further analysis of the statistics available on participation in HE, please see SPICe briefing SB 10-08.

#### PARTICIPATION IN HIGHER EDUCATION

There is a wide range of literature on participation in higher education, and on the barriers to accessing HE. The following section, therefore, attempts to summarise what are considered by education professionals, to be the main barriers to accessing higher education.

Academic journals and professional opinion suggests that the barriers to participation in HE can generally be divided into 'first chance' and 'second chance' barriers. 'First chance' barriers are those that affect young people's initial decisions to enter higher education whilst in compulsory education. 'Second chance' barriers are those faced by individuals who may wish to return to higher education at a later date in life, or who wish to enter higher education via an alternative learning route. However, it should be noted here that, often, individuals face these barriers for different reasons; the factors involved tend not to be mutually exclusive.

#### 'FIRST CHANCE' BARRIERS

The likelihood of participation in higher education is influenced from an early age by numerous socio-economic characteristics. Factors such as parents' occupations, incomes, and social backgrounds, as well as the socio-economic environment of the society in which a child is raised are all considered to have impacts on the aspirations of young people, and therefore their longer term choices.

Policies aimed at raising the aspirations of young people from an early age, reducing or removing regional and socio-economic disparities across society, improving attainment in schools and increasing or improving the career prospects and returns to higher education for individuals (the state of the labour market) are all considered to have a positive long-term impact on participation in higher education. As discussed later in this paper, whilst these policies may improve long-term participation in HE, as we move towards a more 'knowledge and skills-based' society, measuring the impact of any of these policies is fraught with difficulties. This is a result of the huge time-lag between policy intervention and individuals' long-term educational and career choices. In addition, due to the nature of the barriers involved, it is also exceptionally difficult to determine a direct causal effect from widening access policies. Whilst certain policies may be considered the most effective way of improving access to HE, without tracking individuals' lifelong learning choices and capturing reasons for their choices, it is difficult to say with any degree of certainty if the policy intervention has had a direct positive impact.

#### **'SECOND CHANCE' BARRIERS**

As society moves increasingly towards becoming a 'knowledge based economy', and the demographics of the working age population change, the types of people wishing to access higher education is changing, as is the way that individuals wish to participate in HE. 'Second chance learners' could be described as those who wish to enter or re-enter higher education, either via a non-traditional transitition route at a young age, or those who are returning to education after a gap in their lifelong learning path.

Barriers faced by these groups are often related to the practicalities involved with entering higher education. For example, family commitments and responsibilities, the types of courses available, HE recruitment or selection practices, awareness of learning opportunities and the financial and socio-economic returns to these learning opportunities (such as graduate careers and earnings) and the support available for learners. Many of these barriers are also relevant to 'first chance' learners and again are not mutually exclusive.

#### FACTORS AFFECTING PARTICIPATION IN HIGHER EDUCATION

The main perceived barriers to HE are summarised below. As previously noted, people's choices to participate in HE can be constrained or affected by more than one of these barriers.

#### Geographical

Participation in HE can be affected by where an individual lives, as well as their ability or desire to learn. Statistical and anecdotal evidence, such as the Scottish Funding Council's widening access strategy 'Learning for All' (SFC, 2005, discussed in SPICe briefing SB 10-09), suggests that there are considerable regional disparities in HE participation rates. The reasons for this are complex, as regional disparities may be due to socio-economic factors as well as geography. However, access to HE in terms of travel distance can be a very real issue for some, particularly those who live in remote or rural areas. For example, individuals from remote areas in Scotland may wish to study at University whilst living at home. In terms of distance to travel, this may not be a practical option and may therefore affect their choice to participate in HE.

#### Social

As previously mentioned, socio-economic background and status can have a huge bearing upon the decision to participate in higher education. Statistical evidence suggests that there is distinct under-representation of certain social groups in higher education. For example, individuals from areas of deprivation, certain ethnic groups, occupational backgrounds, or those on lower incomes are less likely to participate in higher education. Social barriers to accessing higher education affect both 'first chance' and 'second chance' potential entrants. Social factors influence the confidence and aspirations of individuals, as well as future education or career choices (see below)

### **Family Commitments and Responsibilities**

The number of 'mature students' is rising and, as a consequence, the number of potential entrants to HE with children or care responsibilities is also rising. Two of the key barriers for potential entrants from these groups are the way in which courses are provided, and the financial support available to allow them to study. For example, individuals with children may only be able to study part-time, or may have greater student support needs in terms of childcare (both are discussed below). In recent years, childcare and discretionary funds have been under a great deal of pressure in both colleges and HEIs, partly due to an ever-growing demand for financial support for childcare.

#### **Course Provision**

As mentioned above, as a result of changing population demographics, and therefore of the 'lifelong learning' population, it may no longer be appropriate to talk about a 'typical learner'. As a consequence of students' more diverse personal circumstances, such as working full-time, being a parent, or their differing learning styles, the types of learning they require is changing and will continue to change.

The ways in which higher education courses are delivered, therefore, could be seen as barriers to higher education. Some potential entrants to higher education may struggle to participate in 'traditional' HE courses, such as studying full-time at University, whilst living away from home. HE institutions therefore face the challenge of meeting a variety of learner needs by providing their courses in flexible and creative ways. For example, an increase in the provision of part-time courses, work-based or distance learning courses could all help to widen access to higher

education, in particular, perhaps, for 'second chance' learners. Providing people with the kind of learning environments and opportunities which suit their social and domestic needs, and which recognise geographical barriers, will help to empower them to make meaningful educational choices and increase their chances of academic and career success.

#### **Financial**

Income and access to student support whilst studying is seen by some as a very important factor in the decision to participate in HE. In recent years, the cost of studying and the debt associated with participating in HE has been fiercely debated. Several studies (Scottish Government, 2009b) suggest that the financial concerns of students are two-fold. First, the financial cost of day-to day living as a student can act as a barrier to potential entrants, particularly if they have no income stream other than any student support for which they are eligible. Affordability can affect an individual's choice to enter into higher education, but can also have an effect upon whether that individual is able to complete their HE course. Lack of finance is often given as a reason for dropping out of HE (It should however be noted that the statistics in this area are not particularly robust – see SPICe briefing SB 10-08).

Secondly, the level of debt associated with studying at University is cited by certain studies (such as the Joseph Rowntree Foundation, and the Scottish Government Income, Expenditure and Debt Survey) as being a potential barrier to entry, particularly to those from certain socio-economic backgrounds. For example, those who have been brought up in a culture where debt is not regarded as socially acceptable may decide that the longer term financial rewards associated with achieving higher education qualifications will be insufficient to offset the shorter term costs of studying at HE level.

It should also be noted here that these financial barriers not only act as a disincentive to entering HE for some, but may also influence the choice of course or institution among those who do participate. This could be a real barrier for those from poorer socio-economic backgrounds and indicates a lack of equity in choices. Choices of education are, in this instance, made on ability to finance education, rather than on academic ability or interests.

#### **Enrolment and Admissions practices**

The admissions practices of some HE institutions are considered by some to be a barrier to access for certain groups. Although the proportion of students from the most deprived areas is rising, albeit slowly, in all types of HEI, students from deprived areas are particularly unlikely to attend some of the most highly sought after courses at HEIs (such as medicine or law, which tend to be concentrated in the older universities). This argument is supported by the statistics available on participation in HE by institution type (See SPICe briefing SB 10-08 for further detail). There is also evidence to show that graduates from these types of courses and institutions go on to become amongst the highest earners.

The 'Learning for All' report (SFC, 2005) states that the admissions processes of HEIs are likely to have a fairly minor influence on widening participation, and that the HE system is mainly open to anyone who achieves a certain level of educational attainment. However, the **perception alone** that admissions processes and recruitment practices at certain institutions are not equitable, may be a disincentive to apply to those from deprived areas.

HEIs tend to rely heavily on prior educational attainment to select students, as it is seen as the best available indicator of potential to achieve in HE. This approach fails to recognise, however, the learning potential of some people, such as those from low attainment rated schools and state schools, or other crucial skills and characteristics necessary to become successful. This

suggests that the ability to determine a learner's true potential needs to be improved by those delivering HE, to enable that potential to be tapped.

'Contextualised Admissions', as part of an informed access strategy, helps to alleviate this problem and is seen as a tool to widening access to HE. Contextualised admissions refer to the ability of HEIs admissions processes to recognise an individual's achievements and potential, with reference to the type of school at which that individual's compulsory education was undertaken.

The <u>'Supporting Professionalism in Admissions'</u>, or SPA programme was set up in 2006 as a result of recommendations in the 'Admissions to Higher Education' Steering Group report <u>Fair Admissions to Higher Education</u>: <u>Recommendations for Good Practice</u> (2004). The SPA works with stakeholders in the UK higher education sector to share good practice, and continually develop fair admissions and recruitment processes, in order to widen access to HE.

#### **Articulation and Transition**

In an increasingly diverse learning environment with numerous potential lifelong learning paths, it is important to be able to make the transition from one learning route to another easily. As selection into HEIs currently tends to rely heavily on prior educational attainment, it is crucial that the range of qualifications available to learners are understood and formally recognised as routes to the next level of educational progression. This is an important point for 'second chance' learners who may enter HE via non-traditional' routes, such as using access courses. These non-traditional routes are disproportionately used by second chance learners.

The SFC 'Learning for All' Strategy states that all learners at all transition points require support. Transition from one type of learning to another can be particularly challenging for those from under-represented groups, such as those with a disability or additional support needs, or from lower socio-economic groups. The types of support available to improve this transition can include tutorial support, study skills initiatives, induction sessions and bridging course, all of which are considered to improve retention and attainment (SFC, 2005)

It appears, however, that there has been considerable progress in this area. The <u>Scottish Credit and Qualifications Framework</u> maps out the variety of Scottish qualifications, such as HNDs, highers, degrees and SVQs, in terms of the 'level' of qualification and the number of 'credit points' each qualification is worth. This allows all qualifications to be recognised and enables progression routes to be more easily identified. The SCQF is attached at Annexe 3.

The SCQF is also working to establish the framework in a European context. This will allow learners across Europe to be able to have their qualifications formally recognised, which could improve the mobility of potential European learners, as well as the European labour market. Please see box 1 below for further detail.

In addition, substantial work in the area of articulation is being taken forward, with particular emphasis being placed on 'articulation with advanced standing'. This is where individuals studying at a certain level are able to seamlessly progress to the next level, avoiding the need for any repetition of study. An example of this would be where an individual is able to transfer directly into years 2 or 3 of a degree programme at an HEI from their HNC/D programme at college. This is a significant step, in particular, for 'second chancers' or those wishing to enter degree programmes via a non-traditional route.

#### **Box 1: The European Qualifications Framework:**

In 2006, The European Commission adopted a proposal for the establishment of the European Qualifications Framework for lifelong learning (EQF). The EQF aims to support the movement of learners across Europe by providing a reference point for comparing qualifications across different education and training systems and to strengthen co-operation and mutual trust between the relevant stakeholders (Mullen, 2007).

As an instrument for the promotion of lifelong learning, the EQF encompasses general and adult education, vocational education and training, as well as higher education. It applies to all types of qualifications from those achieved at the end of compulsory education to those awarded at the highest level of academic and professional or vocational education and training.

The SCQF is working in partnership with other United Kingdom frameworks to relate them to the EQF through participation in the UK EQF Coordination Group. (Source: SCQF, 2009)

#### **HE funding methods**

A perhaps controversial point to consider when examining the barriers to access to HE is the capping and allocation of funded student places at HEIs.

A key question in the long-standing debate in higher education is "What is the optimal level of participation in higher education?" A system in which there is a limited number of funded places at universities i.e. a finite capacity, logically suggests that HEIs are unable to increase significantly the number of funded places at their institutions. Therefore, in order to 'widen access', they would need to increase the number of HEI entrants from disadvantaged or underrepresented backgrounds, which would imply, all things being equal, a decrease in the numbers of students from other backgrounds.

This is, of course, a very simplified argument, but an important one nonetheless. Conversly, HE statistics show a reduction over recent years in overall participation levels in HE which, it could be argued, indicates spare capacity within HEIs to expand participation. HEIs are autonomous institutions which are able to allocate places on courses with a degree of flexibility. They therefore have some capacity to increase the number of students at their institutions by being creative in the way in which they allocate their funding through, for example, altering course types, levels and modes of study. However, HEIs may argue that this level of flexibility is limited, and that 'widening access' to higher education to all who have the ability to benefit from it cannot be realistically achieved without additional public investment to increase funded student places.

It is worth noting here that the SFC's funding methodologies for HEIs provide incentives for institutions to consider the demographics of their student population. For example, HEIs can apply for 'Widening Access Premiums' and 'Retention Premiums', as part of the general fund for universities (GFU). The impact of these funding methodologies upon widening access in HE are not however known, and are therefore currently under review by the SFC. This is discussed in SPICe briefing SB 10-09.

### Disabilities and Additional Support for Learning (ASL) Needs

People with disabilities or additional support needs also experience a number of barriers to entering HE, but, as these barriers differ depending on the individual's disability or ASL needs, it is difficult to generalise. However, there is major variation by institution and course type in terms of access for those with disabilities or additional support needs, which needs to be addressed. The SFC's 'Learning for All' widening access strategy 2005 stated that ethnicity and disability are two factors where there are significant participation issues, but that these are more complex,

due to the variation in level of participation amongst these groups i.e. subject choices, disparities between ethnic groups, and access and outcomes for those with disabilities being highly variable, dependent on the nature of the disability.

#### Gender

Whilst gender itself is not a 'barrier' to HE, statistical trends show that there are differences in levels of participation by men and women in both FE and HE, with men being under-represented as a proportion of the HE population.

#### Age

As mentioned previously, the age profile of those studying is changing over time, as is the working age population. As a result, mature students tend to face different family/social situations which can act as a barrier to HE. The education system needs to be able to adapt to providing suitable ways for older learners, often 'second chancers' to achieve in HE.

#### **Retention and Completion rates**

Not only do certain groups in society face barriers entering higher education, but often these individuals also face difficulties remaining in HE. Statistics (such as HESA performance indicators on 'non-continuation rates' – see SPICe briefing SB 10-09) demonstrate that retention and completion rates at HEIs for those from deprived backgrounds tend to be lower than those for the general student population.

What is harder to determine are the 'reasons' individuals do not complete HE courses. Although institutions do collect some information on this, the statistics are not completely reliable and there is often a lot of data missing. Statistics, in any case, cannot provide reasons why individuals drop out of HE study. The range of possible reasons makes it difficult to determine what policies (such as introducing retention premiums for institutions) may improve retention or completion rates.

#### **Confidence and Aspirations**

To be successful in achieving higher education level qualifications, people need to possess a number of characteristics. These include: the aspiration to improve their educational level, confidence in their ability to do so and the drive and determination to succeed in higher education. These 'soft' characteristics are often lacking in certain disdvantaged social groups and so act as a barrier to learning. Again, however, the impact of these soft characteristics, though significant, cannot be easily observed or quantified. An individual's aspirations, and their ability to realise those aspirations, are usually determined at a very early stage in their life and are not necessarily tangible qualities that can be easily measured and therefore improved. While it is important that people understand the rewards which potentially accrue from higher education, a lack of information and a lack of awareness of HE options and their rewards can be a primary barrier to accessing HE.

#### The Labour Market and Graduate Prospects/Employability/Earnings Potential

Employment prospects for graduates and the financial rewards expected from higher education qualifications will affect participation, particularly for those from disadvantaged groups. The fear of debt impacts on these groups disproportionately and it is therefore important that they understand fully how HE qualifications can improve their future employment prospects and earnings potential. The state of the economy and the labour market may also be a factor in an individual's decision to enter HE.

The extent to which lifelong learning improves an individual's earnings potential varies greatly according to the types and levels of lifelong learning undertaken. Evidence suggests that this also applies to the HE institution in which that learning takes place. In January 2009, the Panel on Fair Access to the Professions, chaired by the Rt. Hon. Alan Milburn MP, was established to examine the processes and structures that govern recruitment into the key professions, and to identify actions that employers could take to widen access.

Findings from the Panel's Phase 1 Report (April 2009) stated that

"7 in 10 of the top graduate recruiters target only 20 of the 167 UK universities"

It is therefore important that, in the face of evidence which suggests that course and institution choices impact heavily on future career and earning prospects, admissions processes at HEIs are fair and provide equal chances to all.

#### **Resources Available for Compulsory Education**

It is widely accepted that, in order to improve participation in HE, resources and policies should be targeted at school age pupils at an early age to develop aspirations and improve attainment. It is suggested by many that improving staying-on rates and attainment levels at school would have a positive impact on participation in higher education. If educational and career choices are made at school age, it could imply, for example, a need for additional resources at compulsory education level to improve attainment levels or for 'widening access' resources to be targeted at schools, rather than other institutions.

#### The Issue of 'Causality'

Without comprehensive information to track cohorts of students over a long period of time (perhaps over 30 years – from school age to working age), we are unable to comprehensively determine the various lifelong learning routes individuals take and why, or the outcome of their learning choices. Without tracking these groups of people throughout their educational life (and possibly their career paths), it is virtually impossible to say comprehensively which policy interventions are most effective at improving access and which ones work less well This is a problem particularly with targeting resources at school pupils. The time lag between policy interventions and outcomes makes it extremely difficult to measure impact on widening access to HE.

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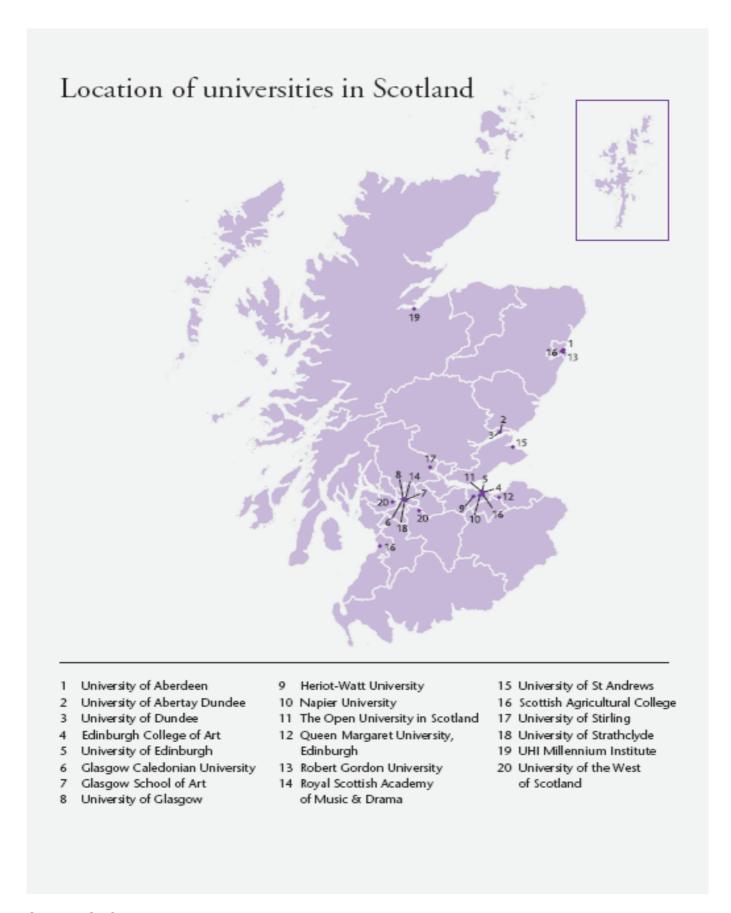
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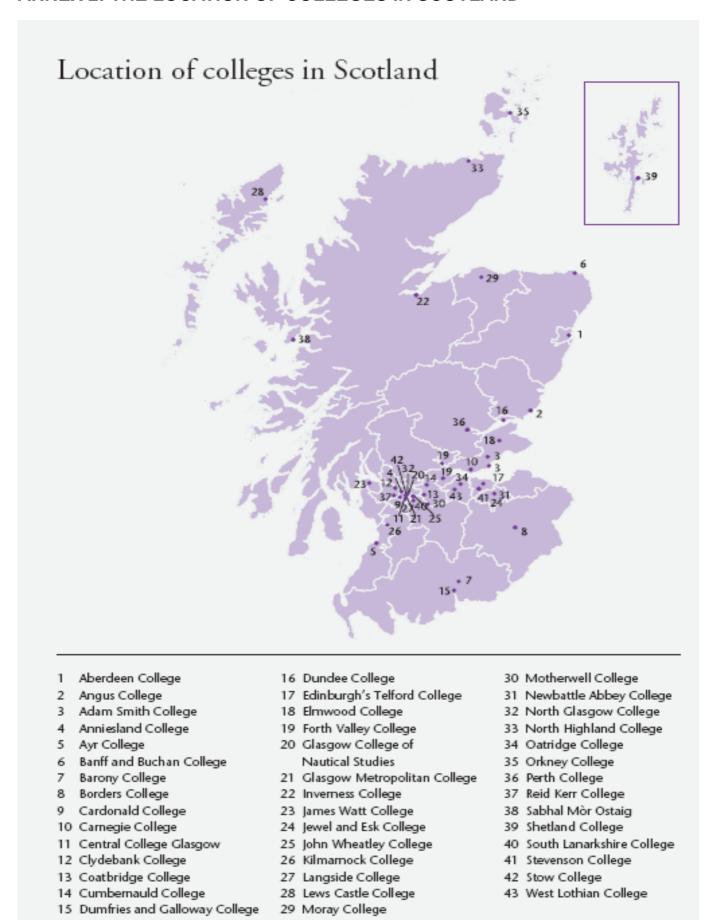
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#### **ANNEX 1: THE LOCATION OF UNIVERSITIES IN SCOTLAND**



Source: SFC 2009

#### **ANNEX 2: THE LOCATION OF COLLEGES IN SCOTLAND**



Source: SFC 2009

#### ANNEX 3: THE SCOTTISH CREDIT AND QUALIFICATIONS FRAMEWORK

#### THE SCOTTISH CREDIT AND **QUALIFICATIONS FRAMEWORK** scottish credit and scqt qualifications framework SCQF Qualifications of Higher **Scottish Vocational SQA Qualifications Education Institutions** Qualifications Levels 12 DOCTORAL DEGREE INTEGRATED MASTERS DEGREE / MASTERS DEGREE 11 POST GRADUATE DIPLOMA SVQ5 POST GRADUATE CERTIFICATE HONOURS DEGREE 10 GRADUATE DIPLOMA GRADUATE CERTIFICATE BACHELORS / ORDINARY DEGREE PROFESSIONAL 9 GRADUATE DIPLOMA DEVELOPMENT AWARD GRADUATE CERTIFICATE SVQ4 HIGHER NATIONAL DIPLOMA OF HIGHER 8 DIPLOMA EDUCATION HIGHER NATIONAL CERTIFICATE OF 7 ADVANCED HIGHER CERTIFICATE HIGHER EDUCATION SVQ3 HIGHER INTERMEDIATE 2 5 SVQ2 CREDIT STANDARD GRADE INTERMEDIATE 1 NATIONAL NATIONAL SVQ1 GENERAL STANDARD GRADE CERTIFICATE PROGRESSION AWARD ACCESS 3 3 FOUNDATION STANDARD GRADE 2 ACCESS 2 ACCESS 1 scqf | SCOTLAND'S LIFELONG LEARNING FRAMEWORK WWW.SCqf.org.uk



#### **RELATED BRIEFINGS**

SB 10-08 Participation in Higher Education: Statistics (410 KB pdf)

SB10-09 Widening Access to Higher Education: Policy in Scotland (367 KB pdf)

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