



HOUSE OF COMMONS  
LIBRARY

## BRIEFING PAPER

CBP 7966, 20 January 2020

# Part-time undergraduate students in England

By Sue Hubble and Paul Bolton

### Contents:

1. Background
2. Part-time students
3. Decline in part-time students
4. Provision of courses
5. Support for part-time students
6. Reasons for the decline in part-time study
7. Impact of the decline in part-time students
8. Part-time students across the UK regions
9. Reference table



# Contents

<b>Summary</b>	<b>3</b>
<b>1. Background</b>	<b>4</b>
<b>2. Part-time students</b>	<b>6</b>
2.1 Snapshot	6
2.2 Characteristics of part-time students	6
2.3 Reasons for students studying part-time	8
<b>3. Decline in part-time students</b>	<b>9</b>
<b>4. Provision of courses</b>	<b>10</b>
4.1 Fees for part-time courses	11
4.2 Distance learning	11
<b>5. Support for part-time students</b>	<b>12</b>
5.1 Pre 2012	12
5.2 Post 2012	12
Fee loans from 2017-18 academic year	14
5.3 Maintenance loans for part-time students	14
<b>6. Reasons for the decline in part-time study</b>	<b>16</b>
6.1 Fee levels and support for part-time students	16
6.2 ELQ policy	17
6.3 Debt aversion among older students	17
6.4 Returns of part-time study	18
6.5 Economic downturn	19
6.6 Decline in leisure learning	19
<b>7. Impact of the decline in part-time students</b>	<b>20</b>
7.1 Reskilling and life-long learning	20
7.2 Widening participation	21
7.3 Impact on higher education institutions	22
Effect on specialist part-time institutions	22
<b>8. Part-time students across the UK regions</b>	<b>24</b>
8.1 Support for part-time students	24
Northern Ireland	24
8.2 Decline in part-time students across the regions	25
<b>9. Reference table</b>	<b>26</b>

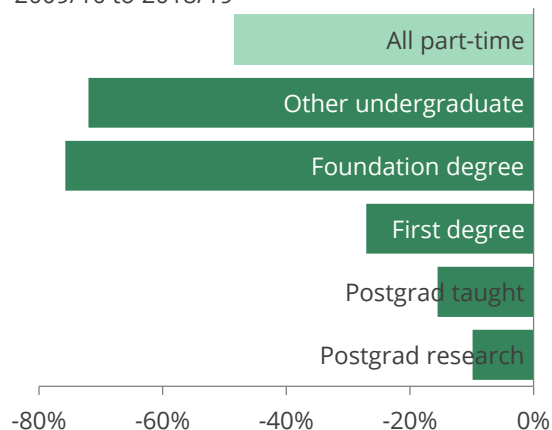
## Summary

Up until 2006/07 the number of part-time undergraduate students in England had been rising annually. This steady rise in numbers changed to a fall in 2008/09 and this decline became precipitous from 2011/12.

From a peak of almost 590,000 in 2008/09 part-time undergraduate student numbers fell to 270,000 in 2018/19; a fall of 53%.

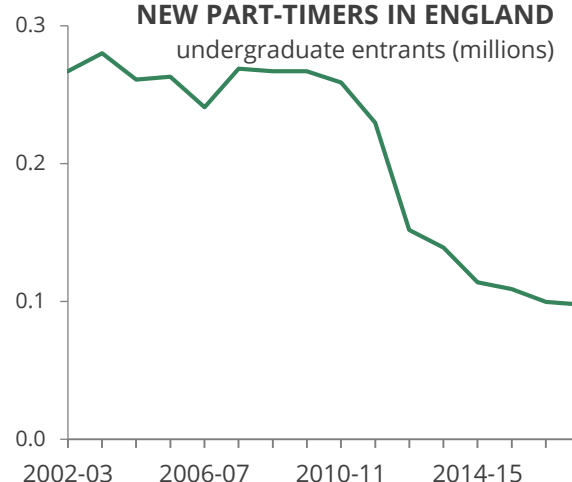
### DROP IN ENTRANTS BY COURSE TYPE

2009/10 to 2018/19



### NEW PART-TIMERS IN ENGLAND

undergraduate entrants (millions)



The cause of the collapse in part-time student numbers is complex. The fall in numbers has been attributed to a number of factors: the policy of removing funding for equivalent or lower level qualifications (ELQs), the economic downturn and the 2012 higher education funding reforms which led to an increase in tuition fees.

Part-time students are a very different group demographically to full-time undergraduate students and are less homogenous. Part-time students tend to be older than full-time students and high numbers are female. They are more likely to be in work and have caring responsibilities. Understanding the motivations and behaviours of part-time students could be key to reversing the downward trend in numbers.

The decline in part-time students is more than a concern for individual students. Individuals tend to undertake part-time studies to improve their skills, or to reskill for employment purposes. Part-time higher education can therefore create a more highly skilled workforce which benefits the whole economy and is essential to increase national productivity.

There are also equality issues around part-time education as a high proportion of part-time students come from disadvantaged backgrounds or have disabilities. Part-time higher education is therefore an important part of the widening participation agenda and is a driver of social mobility.

The state of part-time higher education therefore has a far reaching impact and reversing the decline in part-time students could have potentially wide ranging benefits for individuals, society and the economy.

# 1. Background

Most of the recent debate surrounding higher education has focused on the regulation of the higher education sector and arrangements for full-time undergraduate students. Very little attention has been paid to the pressing issue of part-time undergraduate students.

In 2018/19 15% of all undergraduate students studied part-time.<sup>1</sup>

The number of students taking undergraduate part-time courses has been declining for a number of years, but since the higher education funding reforms in 2012 the downturn in numbers has been sharp.

Before 1 September 2012 part-time students were not subject to regulated fees and there was limited student support for part-time students. The 2012 higher education reforms brought in regulated fees for many part-time courses and extended tuition fee loans to cover these fees. As a result of these changes fees for part-time courses rose at many providers. Maintenance loans for part-time students were introduced for new entrants from 1 August 2018.

It has been suggested that the decline in part-time students has been caused by a combination of factors such as the equivalent or lower level qualification policy (ELQ) introduced in 2008 which abolished institutional funding for students taking second undergraduate qualifications and the 2012 funding reforms. However the decline could also be a consequence of a long standing lack of awareness of the needs and motivations of part-time students.

An estimated 198,000 students started part-time undergraduate courses at English providers in 2017-18, which was a fall of 1.8 per cent on the previous year and an overall decline of 63 per cent since 2009/10.<sup>2</sup>

“The collapse in part-time study is arguably the single biggest problem facing higher education at the moment”.

Nick Hillman, Director  
Higher Education Policy  
Institute 2015

<sup>1</sup> HESA, [Higher Education Student Statistics: UK, 2018/19](#);

<sup>2</sup> Office for Students, HESES17 and HEIFES17 summary data; HEFCE, [Undergraduate education Part-time](#), 2 March 2017

The *Higher Education and Research Act 2017* will arguably do little to improve the current situation. However opening up the market to a wider range of providers may lead to more innovative modes of course delivery which could potentially benefit part-time students.

### **Box 1: Policies affecting part-time undergraduate study**

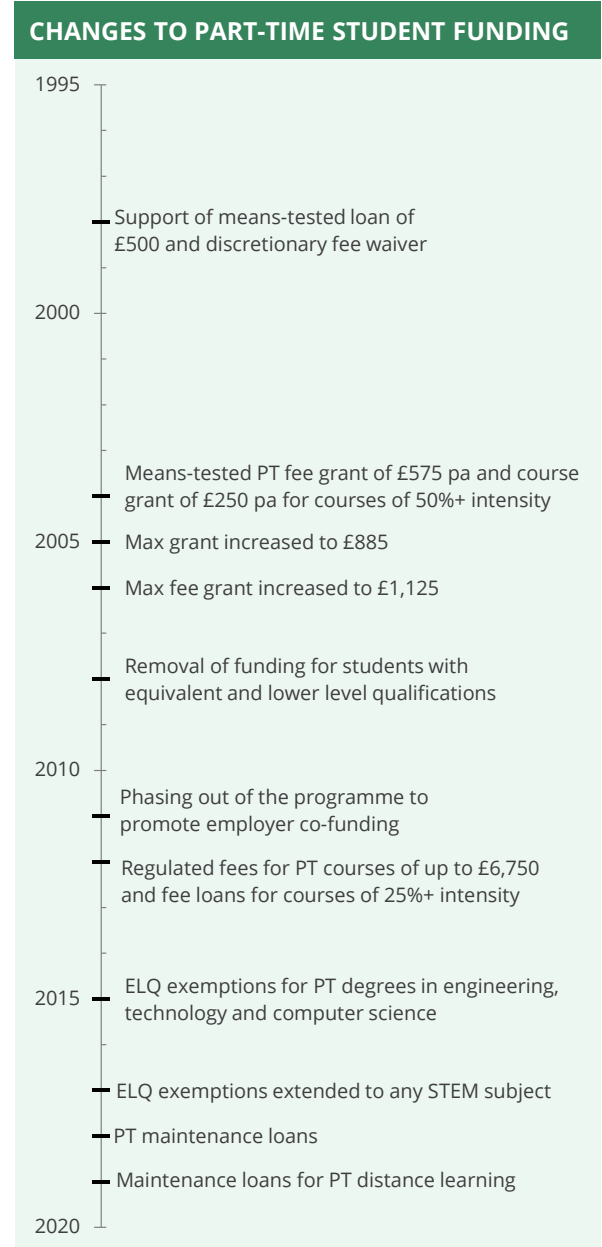
#### **Equivalent or lower level qualifications (ELQs)**

In 2008 the Labour Government introduced a policy which abolished institutional funding for most students taking degrees of an equivalent or lower level (ELQ) to one that they already held. Information on this policy is available on the [Higher Education Funding Council for England](#) website. There were exceptions to this policy, but most humanities and arts courses were affected by this change. The Coalition Government and the following Conservative Government extended ELQ course exemptions for specific STEM courses, but arts and humanities courses are still included.

#### **Regulated fees and fee loans for part-time courses**

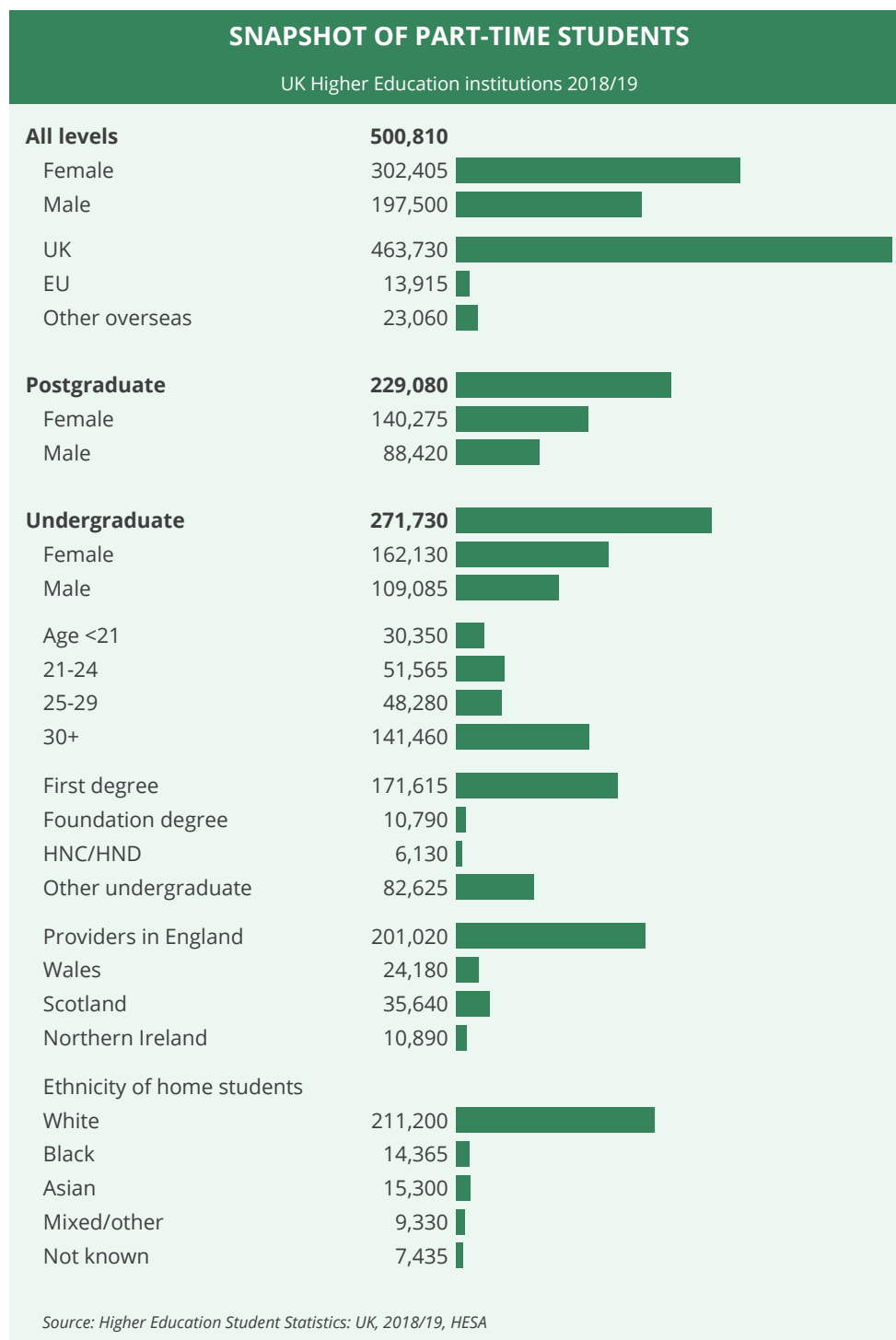
The 2012 higher education funding reforms brought in regulated fees for many part-time courses and extended income-contingent tuition fee loans to cover these fees. Fees for new entrants to part-time courses in the academic year 2012/13 at public higher education institutions (HEIs) were capped at £6,750 per year and £4,500 at private HEIs.

This briefing paper focuses on issues affecting part-time undergraduates as the decline in part-time postgraduate numbers has been less pronounced.



## 2. Part-time students

### 2.1 Snapshot



### 2.2 Characteristics of part-time students

Part-time students are a diverse group and the demographic of the part-time student population is very different to full-time students.

Part-time students tend to be older than full-time students and a larger proportion are female. In 2018/19 7% of new part-time students were

aged 20 or under compared to 52% of full-time students. 60% of part-timers were aged 30 and over compared to 9% of full-timers. There is also a higher proportion of women among part-time home students; 64% compared to 57% of the full-time population.<sup>3</sup>

Part-time students often have caring responsibilities and are often first time participants in higher education.<sup>4</sup> A survey from 2011/12 found that 46% of part-timers had children compared to 7% of full-time students.<sup>5</sup> These students often have more family and financial responsibilities than full-time students and this tends to make these students particularly sensitive to fee increases, higher levels of debt and the perceived risks of undertaking part-time study.

Research in 2013 suggested that 82 per cent of part-time students were employed.<sup>6</sup>

Part-time students also tend to be less geographically mobile than full-time students due to their work and family commitments; these students are therefore more likely to study locally than full-time students.<sup>7</sup> This lack of mobility makes part-time students particularly vulnerable to changes in provision of part-time courses.

A report by the Department for Business, Innovation and Skills in 2012 contains a detailed profile of part-time students in Chapter 7.<sup>8</sup>

## Mature students

The majority of part-time students are mature students ie aged over 21.<sup>9</sup> Mature students are funded through the student finance system in the same way as younger students – there is no extra funding for mature students.

A report by Universities UK in 2013, [The power of part-time Review of part-time and mature education](#), stated that mature students are more likely to enter higher education through further education routes, short higher education courses, access and foundation degrees and employers.<sup>10</sup>

The Higher Education Funding Council for England (HEFCE) and the Office for Fair Access (OFFA) include mature learners as a core widening participation group as mature learners are more likely than younger learners to have characteristics associated with disadvantage and to be under-representation in higher education. Higher education institutions

---

<sup>3</sup> HESA, [Higher Education Student Statistics: UK, 2018/19](#);

<sup>4</sup> Higher Education Academy, [‘Shoe-horned and side-lined’? Challenges for part-time learners in the new HE landscape](#), 2015 p6

<sup>5</sup> Department for Business Innovation and Skills, BIS Research Paper No 115, [Student Income and Expenditure Survey 2011/12](#), June 2013 p235

<sup>6</sup> HEFCE 2014/08d, [Pressure from all sides Economic and policy influences on part-time higher education](#), April 2014 para 42

<sup>7</sup> *Ibid* p22

<sup>8</sup> Department for Business, Innovation and Skills, BIS Research Paper 68, [Expanding and Improving Part-time Higher Education](#), June 2012 p115

<sup>9</sup> The [Higher Education Statistics Agency](#) and the [Office for Fair Access](#) use over age 21 as a definition of a mature student– different bodies may use different ages

<sup>10</sup> Universities UK, [The power of part-time Review of part-time and mature education](#), p25

are required as part of their access agreements to have strategies in place to attract and support mature students.

## 2.3 Reasons for students studying part-time

The 2013 Universities UK publication, *[The power of part-time](#)*, stated that part-time students study for a variety of reasons but suggested that students could be put into four groups:

**Career enhancers:** people in work who want to enhance their existing career by acquiring additional skills and qualifications – probably the biggest group

**Career changers:** people generally in work who want to change their career by acquiring new qualifications in a different field

**Non-career learners:** leisure learners who may already be qualified at degree level but who are interested in continuing or developing their education

**Career entrants:** those interested in part-time education to assist their career entry, for example young people who are choosing to study part-time or those who want to start a career later in life – probably the smallest group.<sup>11</sup>

---

<sup>11</sup> Universities UK, *[The power of part-time Review of part-time and mature education](#)*  
p10



### 3. Decline in part-time students

In 2003/04 there were 840,000 part-time students at universities across the UK including postgraduates and overseas students. They made up 38% of the total student population. By 2016/17 their number had fallen to just under 500,000 or 21% of the student population.

Part-time student numbers increased in the early part of the last decade, but started to decline towards the end, as shown opposite. Total numbers fell at their fastest rate in 2011/12, 2012/13 and 2013/14.

The chart opposite shows that the drop in part-time undergraduates was particularly large. **Their numbers fell from a peak of almost 590,000 in 2008/09 to 271,000 in 2017/18; a fall of 53%.** There was a small increase in 2018/19. In contrast full-time undergraduate numbers increased by more than 200,000 over the same period. The underlying data is given in the reference table at the end of this paper.

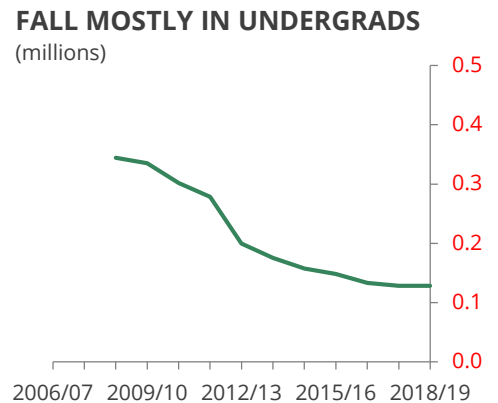
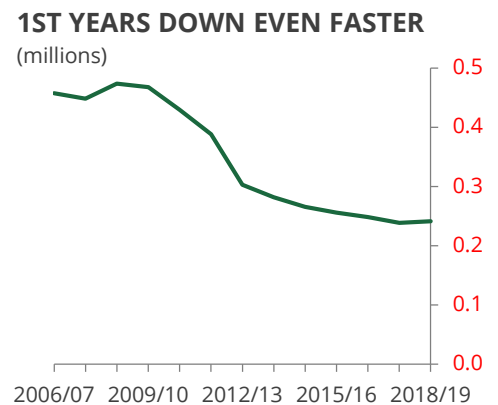
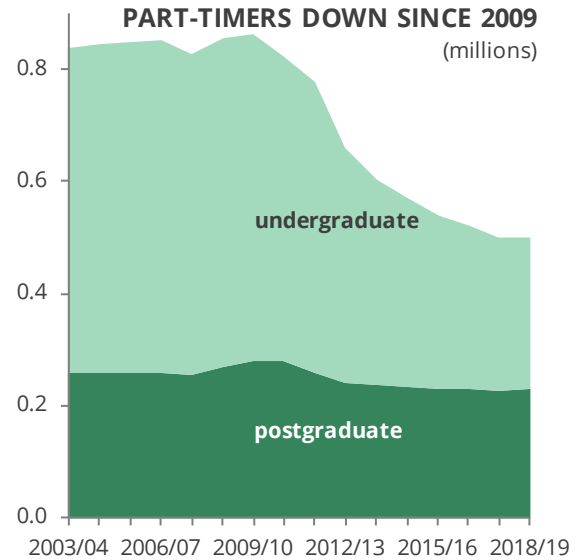
The data on the stock of part-time students across all years is less volatile than the data on flows (here the number of first years), because it takes some time for changes to feed through to the stock.

Changes in part-time undergraduate entrants at all levels are given opposite. The number fell from more than 470,000 in 2008/09 to just below 240,000 in 2017/18; a fall of 49%. Again this was driven by the decline in **undergraduate study where the fall in entrants since 2008/09 was 63%** (chart below/ opposite). There was a small increase in part-time entrants in 2018/19, the first for a decade. This was driven by postgraduates as the number of undergraduate entrants fell by a small amount.

There was a drop in part-timers across all broad types of courses, but it was largest in courses other than first degrees. Section 4 looks at types of courses in more detail.

As the large majority of part-time students are from the UK the decline in home part-timers has been just as large as the overall drop. **There were just over 320,000 home part-time undergraduate entrants in 2008/09 and fewer than 120,000 in 2018/19; a fall of 63%.** This data is also given in the table at the end of this paper.

The rate of decline in part-time study has slowed somewhat in recent years. 2018/19 data shows an increase in postgraduate entrants and only a small decline in undergraduate starters.



## 4. Provision of courses

The majority of part-time undergraduate entrants are studying on courses below first degree level, such as foundation degrees, HNDs and HNCs. Students on these courses made up almost 60% of part-time undergraduate entrants in 2018/19. The longer duration of first degree courses means that the majority of part-time undergraduates (across all years) are on first degree courses.

The number of entrants to part-time first degrees has not fallen as sharply as those to other undergraduate programmes and increased in 2017/18 and 2018/19. However the 2018/19 figure was still 27% lower than 2009/10.<sup>12</sup> The decline has been most severe among older students and those studying at lower levels of intensity.<sup>13</sup>

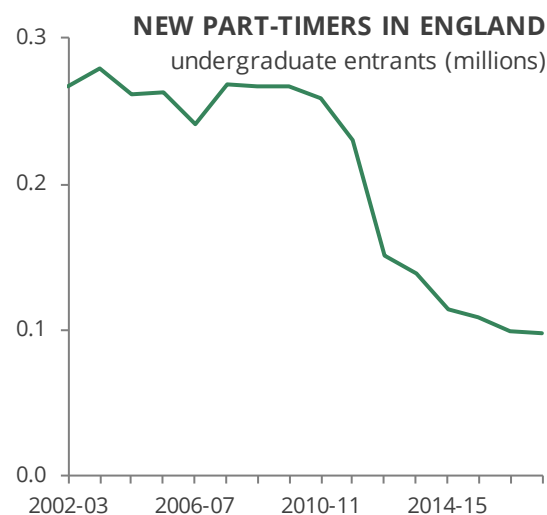
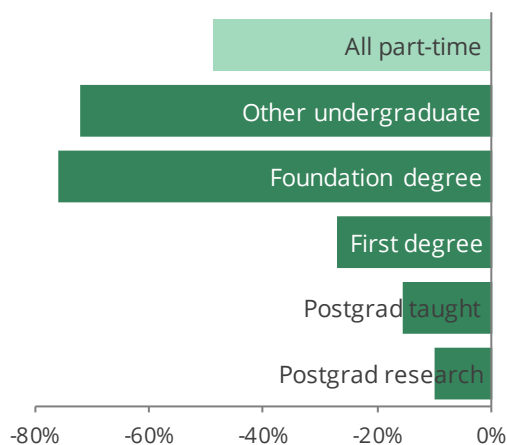
Changes in entrants by type of course (opposite) clearly show the decline over this period has been greater for undergraduate courses and, within this, larger still for courses other than first degrees. A report by the former funding council suggested that higher education institutions appeared to be exiting the market for study below degree level and focusing their undergraduate provision around degree courses.<sup>14</sup>

Data from the Office for Students covers home and EU students at English institutions (higher and further education).<sup>15</sup> The latest data on this basis is for 2017/18 so is less up-to-date than the numbers from the Higher Education Statistics Agency. It focuses on the potential impact of policies which only affect these students, such as higher fees and changes in student support. As English students form such a large proportion of the UK total, trends in their number are not obviously different to the UK-wide figures (opposite).

**The estimated 100,000 home and EU students who started part-time undergraduate courses in England in 2017/18 was 63% below the 2009/10 level.** Early data for 23018/19 is expected to be published at the start of February

Part-time entrants to taught postgraduate courses were actually up in 2015/16 and 2016/17 and fell slightly in 2017/18. This came after earlier sharp drops since 2010/11. HEFCE says “The increases in entrants are likely to be attributable to the introduction of postgraduate loans.”<sup>16</sup>

**DROP IN ENTRANTS BY COURSE TYPE**  
2009/10 to 2018/19



<sup>12</sup> HESA, [Higher Education Student Statistics: UK, 2018/19](#);

<sup>13</sup> HEFCE [Undergraduate education Part-time](#) March 2017

<sup>14</sup> *ibid.*

<sup>15</sup> Office for Students, HESES17 and HEIFES17 summary data; HEFCE [Undergraduate education Part-time](#) March 2017

<sup>16</sup> HEFCE [Postgraduate education taught programmes](#) March 2017

The most popular part-time subjects are – subjects allied to medicine, business and administration and education.<sup>17</sup>

Under the *Higher Education and Research Act 2017* the new Office for Students will have a duty to promote greater choice and opportunity for students in the provision of higher education and this duty will include the provision of part-time education.<sup>18</sup>

## 4.1 Fees for part-time courses

Fees for part-time courses have increased significantly since 2008.

The ELQ policy which was brought in in 2008 reduced the funding received by higher education providers and it has been suggested that this policy led to a fee rise of 27 % between 2007-08 and 2010-11.<sup>19</sup>

The tuition fees reforms in 2012 caused part-time fees to rise further and has increased variability in fees for part-time courses.<sup>20</sup>

All GuildHE institutions, all alternative providers and nearly all FE colleges which responded to a Universities UK survey in October 2013 reported fee increases.<sup>21</sup> In 2012 fees for undergraduate degrees at the Open University more than tripled from £700 to £2,500.<sup>22</sup>

## 4.2 Distance learning

A report by the Higher Education Academy and the Open University found that many part-time students chose to study part-time because they needed flexible study modes. Many students however stated in the report that they found traditional part-time study was not sufficiently flexible.<sup>23</sup>

Many part-time students study through distance learning and the Open University (which offers only distance learning courses) delivers provision for over 25% of UK registered part-time students.

From 2019/20 the new part-time maintenance loans (see Section 5.3 p13) will be extended to cover part-time distance learning courses.

### 'Cold spots' in higher education provision

In some areas of the UK students are unable to easily access higher education provision – these areas are known as 'cold spots'.<sup>24</sup> Part-time higher education and distance learning are well suited to addressing the issue of cold spots. Maintaining delivery of part-time education in these areas is therefore particularly important.

---

<sup>17</sup> Universities UK, [The power of part-time Review of part-time and mature education](#), October 2013 p13

<sup>18</sup> Higher Education and Research Act 2017 s2 (1)(b) and 2(2)(c)

<sup>19</sup> HEFCE blog, [Does the collapse in part-time study matter?](#) 21 March 2016

<sup>20</sup> *ibid*

<sup>21</sup> Universities UK, [The power of part-time Review of part-time and mature education](#), p24

<sup>22</sup> ["Save part-time students, the Open University's new leader urges MPs"](#), *The Guardian*, 25 June 2015

<sup>23</sup> Higher Education Academy and the Open University, ["Shoe-horned and side-lined? Challenges for part-time learners in the new HE landscape"](#), 2015 p7

<sup>24</sup> ["Warning of university 'cold spots'"](#), *BBC News*, 1 October 2014

## 5. Support for part-time students

Eligibility for part-time student support is based on the intensity of study undertaken by the student. Students undertaking small units of study will not be eligible for funding. The intensity of study is calculated based on the proportion of full-time equivalent (FTE) study. The highest rates of support are available for students studying the highest FTE.

### 5.1 Pre 2012

Historically support for part-time students was limited. This was partly due to the assumption that many part-time students were either funded by employers, or were able to work while they studied.

In 1998-99 support for part-time students was introduced in form of a **means-tested loan of £500** and **discretionary fee waivers**.

In 2004-05 the *Higher Education Act 2004* abolished the system of fee waivers and loans and introduced a means-tested non-repayable **Fee Grant** of £575 per year to help with tuition fee costs and a **Course Grant** of £250 per year to help with study costs, such as books, materials and travel. The fee grant was linked to the intensity of study and students studying less than 50% FTE were ineligible for a fee grant. The maximum fee grant was increased over time.

In 2011/12 the fee grant and course grant were:

- Fee Grant up to £1,230 for 75% or more of the FTE course
- Course Grant up to £265 depending on household income.<sup>25</sup>

However only a small proportion of part-time students received any kind of support. In 2010 a Department for Business, Innovation and Skills report stated that only 15% of part-time students received a grant and that the average fee grant was £700 per year.<sup>26</sup>

### 5.2 Post 2012

In 2012 higher education funding and student finance were reformed and part-time students became eligible for **income contingent tuition fee loans** to cover the cost of fees. Students may now apply for a non-means tested loan of up to £6,750 where the course is provided by, or on behalf of, a publicly funded institution. The tuition charged for these courses cannot exceed £6,750, so the student will be able to access a loan to cover the full tuition amount.

Students taking courses at private institutions may apply for a maximum tuition loan available of £4,500. Tuition charges for courses at private institutions are not capped and the student may therefore have to self-fund any tuition charge that exceeds the maximum loan available.

---

<sup>25</sup> Student Finance England, [A guide to financial support for part-time students in higher education 2011/2012](#)

<sup>26</sup> Department for Business, Innovation and Skills, [Interim Equality Impact Assessment: Urgent reforms to higher education funding and student finance](#), November 2010 p17-18

The Department for Business, Innovation and Skills Interim Equality Impact Assessment report in November 2010 on the funding reforms, estimated that around 30% of part-time students would be eligible for a loan.<sup>27</sup>

## Eligibility for loans

Students must meet the following criteria to be eligible for a loan:

- intensity of study must be at least 25% of a full-time equivalent course in each year of the course and over the whole duration of the course. (but the amount of part-time tuition loan available is not linked to the intensity of study).<sup>28</sup>
- students must also follow a full course for a specified qualification aim – students studying individual modules are ineligible for loans.
- students must not already have a higher education qualification

Payment of part-time tuition loans is made directly to the HEI.

## Extension of ELQ exemptions

In 2015/16 the Government extended ELQ exemptions to cover part-time students taking certain specified STEM subjects – the list of STEM subjects covered by the exemption was further extended in 2017/18. The policy change was set out in a PQ in January 2017:

**[Higher Education: Part-time Education](#)**: Written question - 60225

Asked by **Gordon Marsden**: 17 January 2017

To ask the Secretary of State for Education, what steps she is taking to address the continued decline in enrolments of all part-time students in higher education as indicated in higher education student enrolments and qualifications obtained at higher education providers in the UK in 2015-16.

Answered by **Joseph Johnson** : 20 January 2017

The Government believes that studying part-time can bring enormous benefits for individuals, the economy and employers, and is committed to helping part-time learners.

Up-front fee loans for eligible part-time students were introduced in 2012/13 and we are further enhancing the student finance package for part-time students by introducing full-time equivalent maintenance loans in 2018/19.

Since 2015/16, students who already hold an honours degree qualification and wish to study part-time on a second honours degree course in engineering, technology or computer science, have qualified for fee loans for their course. This is being extended for 2017/18 to graduates starting a second part-time honours degree course in any science, technology, engineering and mathematics (STEM) subject.

---

<sup>27</sup> Department for Business, Innovation and Skills, [Interim Equality Impact Assessment: Urgent reforms to higher education funding and student finance](#), November 2010, p18

<sup>28</sup> Student Finance England, [2015/16 HE Student Finance Support for Part-time Students](#), February 2015

## 14 Part-time undergraduate students in England

In our February 2016 guidance, we asked the Director of Fair Access to provide a renewed focus on part-time study.<sup>29</sup>

### Fee loans from 2017-18 academic year

Part-time students in 2017-18 were eligible for tuition fee loans of £6,935 in public HEIs and £4,625 at private providers. This has been frozen in subsequent years and this level will still apply in 2020/21

## 5.3 Maintenance loans for part-time students

In the Spending Review Autumn 2015 George Osborne announced new maintenance loans for part-time students:

Following a sharp decline in part-time students since 2008, the government will introduce new part-time maintenance loans from 2018-19 to support the cost of living while studying. The government expects 150,000 part-time students could benefit each year by the end of the Parliament.<sup>30</sup>

In November 2016 the Department for Education launched a [consultation on part-time maintenance loans](#).<sup>31</sup>

The consultation document set out the rationale behind introducing loans for part-time students:

The Government's objectives of introducing part-time loans are to:

- Promote parity between full-time and part-time undergraduate courses by reducing the differences in financial support available to part-time and full-time students.
- Support increased take-up of part-time study by providing greater access to finance to meet living costs for those who opt for this form of Higher Education.
- Widen participation in Higher Education by supporting those from less well represented backgrounds to study part-time, including Black, Asian and Minority Ethnic (BAME) individuals and those from disadvantaged backgrounds.
- Benefit employers and the economy by enabling more people to develop their skills and/ or change career paths and therefore increasing the supply of workers with the high level skills needed to stimulate an innovation-led economy (p5)

An [analysis](#) of consultation responses was published in March 2017<sup>32</sup> alongside the [Government response](#).<sup>33</sup>

The Government response stated that part-time maintenance loans would be introduced in academic year 2018/19 for students aged under

---

<sup>29</sup> PQ 60225 [[Higher Education: Part-time Education](#)] 17 January 2017

<sup>30</sup> HM Treasury, SPENDING REVIEW AND AUTUMN STATEMENT 2015, November 2015, HC 9162 p47

<sup>31</sup> Department for Education, [Consultation on part-time maintenance loans](#) *Government consultation*, 4 November 2016

<sup>32</sup> Department for Education, [Undergraduate part-time maintenance loans](#) *Consultation analysis – final report*, March 2017

<sup>33</sup> Department for Education, [Part-time Maintenance Loans Government consultation response](#), March 2017

60 on degree level courses. Loan amounts would be based on course intensity and the study intensity would be categorised into five fractional bands. Maintenance loans would be extended to part-time distance learning courses from academic year 2019/20. Part-time loans will be means-tested in the same way as full-time loans.

Details of the system are given in Annex B of the Government response.

### **2018/19 and later years**

Part-time maintenance loans were introduced for new students starting courses after 1 August 2018. Information on the eligibility requirements and loan amounts are set out in on the Student Finance England webpage: [Part-time Maintenance Loan](#).

The loan amounts are tiered depending on the intensity of study – the lowest loan amount is available to students studying at 25%-33% intensity, these students are eligible to apply for a loan of up to £1,831 if they live at home, £2,838 if they live away from home and in London and £2,175 if they live away from home and study outside London. Only those on household incomes of £25,000 or below can claim the maximum. Loan amounts are reduced from this at higher incomes.

Rates have been increased in subsequent years and the maximum amounts in 2020/21 will be £1,937 if they live at home, £3,003 if they live away from home and in London and £2,301 if they live away from home and study outside London.<sup>34</sup>

---

<sup>34</sup> [Student Finance Memorandum for the 2020/21 Academic Year](#), SLC

## 6. Reasons for the decline in part-time study

The decline in part-time student numbers cannot be attributed to a single factor. A range of policy changes and social and economic factors have created a 'perfect storm'<sup>35</sup> which has led to the sharp downturn in student numbers.

HEFCE suggested the following reasons for the fall in part-time study:<sup>36</sup>

- Cuts in funding for equivalent and lower qualifications from 2008/09
- Phasing out of the programme to promote employer co-sponsored courses after 2011/12
- The 2012 funding reforms, specifically the loss of most direct funding for teaching, the impact on fees, possible confusion around the operation of loans, reluctance among mature students to take out loans and the fact that loans are not available for courses with an intensity of less than 25%
- The impact of the recession and continued 'challenging' economic conditions on individuals to fund their own part-time courses and employers to directly fund courses for their employees.
- Austerity measures within the public sector which have reduced public sector employment and led to cuts in training budgets.
- Reduction in support from (public sector) employers to fund part-time postgraduate study in the subject of education

HEFCE said in 2014 that the overall decline in part-time entrants may "...have a detrimental impact on widening access overall". This is because part-time higher education tends to have a higher share of students with characteristics linked to lower levels of participation - more mature students and those from 'non-traditional backgrounds' including disadvantaged, students with low prior qualifications or caring responsibilities.

### 6.1 Fee levels and support for part-time students

The support system for part-time students and the levels of fees have been cited as reasons for low student numbers.

Loans for tuition fees for part-time courses were brought in in 2012 to address the decline in student numbers and in 2012-13 30,500 part-time entrants received a fee loan.<sup>37</sup> However it has been estimated that around two-thirds of would-be part-time students do not qualify for fee loans – mostly because they already have a higher qualification.<sup>38</sup>

<sup>35</sup> "[Number of part-time students plummets after 'perfect storm'](#)", *The Guardian*, 16 October 2013

<sup>36</sup> [Higher education in England: Impact of the 2012 reforms](#) (March 2013); [Higher education in England 2014 Analysis of latest shifts and trends](#) (April 2014); [Pressure from all sides: Economic and policy influences on part-time higher education](#) (April 2014)

<sup>37</sup> HEFCE 2014/08d, [Pressure from all sides Economic and policy influences on part-time higher education](#), April 2014 para 23

<sup>38</sup> Higher Education Policy Institute, [It's the finance stupid, The decline of part-time higher education and what to do about it](#), November 2015 p19



Fees for part-time courses rose in 2012 and as stated many prospective students are liable for financing the upfront costs of these fees themselves.

A report by the [Independent Commission on Fees](#) in July 2015 stated that the new fee regime in 2012 had 'taken a toll' on enrolments and was a 'major contributory factor' in the decline of part-time students:

Of course it is not possible to assign full independent causality to the fees regime when it is part of a complex set of variables driving these changes in demand. There seem to be factors other than tuition fees affecting part-time demand, just as there are factors other than fees affecting the resilient appetite for full time degrees for school leavers.

But the comparative data between the home countries of the United Kingdom does not support any strong concern about the school leaver market, whereas it does point to an exacerbation of the issue for part time and mature students. The quite marked differences between the fee arrangements in the four countries of the United Kingdom should provide good evidence for the probable impact of fee arrangements.<sup>39</sup>

The introduction of maintenance loans for part-time students from 2018/19 may potentially have some impact on part-time numbers; however a Sutton Trust report which analysed the decline in part-time student numbers was sceptical about degree of impact of this measure:

No doubt, maintenance loans will enable some to take up part-time studies, but it seems unlikely that this measure alone will lead to a significant increase in numbers of entrants.<sup>40</sup>

## 6.2 ELQ policy

The removal of funding for ELQs in 2008/9 made the provision of part-time courses more expensive for providers and students. This policy led to some institutions withdrawing part-time courses and raising fees on others. The high point in undergraduate part-time student numbers was in 2008 which suggests that the ELQ policy has had a long-term detrimental impact on part-time provision and take-up.

## 6.3 Debt aversion among older students

As previously stated the demographic of part-time students is different to full-time students. These students tend to be older and more come from disadvantaged and low-income backgrounds. These students tend to be more debt averse than other students and exhibit greater sensitivity to the price of courses.<sup>41</sup>

Professor Claire Callender has suggested that part-time students need a different funding approach:

To achieve these goals, policy instruments have to be tailored to the needs and realities of potential part-time students. A one-size-fits-all policy approach does not work. Currently, student loan policies are not devised for older, employed and experienced part-

"Approximately 40% of this decline is attributable to the fee changes"

Sutton Trust report, [The Lost Part-Timers](#), March 2018

<sup>39</sup> [Independent Commission on Fees 2015 Final Report](#), July 2015 p3

<sup>40</sup> Sutton Trust report, [The Lost Part-Timers](#), March 2018, p57

<sup>41</sup> *Ibid* p35

time students with ongoing financial commitments and limited disposable incomes.<sup>42</sup>

The provision of additional funding in the form of loans will not necessarily therefore halt the decline in part-time student numbers among debt averse students.

In 2016/17 the Government removed non-repayable NHS bursaries for full-time healthcare students and replaced them with increased funding in the form of loans. This change resulted in a steep drop in nursing applicants.<sup>43</sup> Nursing students also tend to be older and this decline suggests that it is not just the availability of finance that matters to mature students, but the form of that finance and the associated financial benefits of the study undertaken.

### 6.4 Returns of part-time study

It has been suggested that the economic returns to part-time study are less than for full-time study.<sup>44</sup> Professor Callender has said that students are reluctant to take out loans for study when the returns are uncertain:

However, research shows that while the non-financial and public benefits of part-time undergraduate education are high, the financial returns tend to be lower than those experienced by younger graduates of full-time study in terms of earnings growth and employment opportunities.

Prospective students' concerns about loans, therefore, may be well founded. The unwillingness of would-be part-time students to pay high tuition fees or to take out a loan for an uncertain return is unsurprising.<sup>45</sup>

However a report by the UK Commission for Employment Skills in September 2011 stated that students benefited financially from skills gained through part-time study:

There were significant employment advantages to those who improve their skills by upgrading their current qualifications from below a Level 3 through part-time study relative to full-time study. This was also true for those who obtain new skills but without a qualification upgrade.

Individuals benefit financially from the skills acquired through part-time and full-time higher education study. The skills they acquire also benefit employers and the wider economy.

The contribution of graduates from part-time study to economic prosperity, particularly in relation to earnings, exceeds that of graduates from full-time study in the relatively short period of time under consideration – up to three and a half years after students graduated.<sup>46</sup>

---

<sup>42</sup> HEPI [It's the finance stupid! The decline of part-time higher education and what to do about it](#), November 2015 p22

<sup>43</sup> UCAS, [Applicants for UK higher education down: 5% for UK students and 7% for EU students](#), 1 February 2017

<sup>44</sup> HEPI [It's the finance stupid! The decline of part-time higher education and what to do about it](#), November 2015 p23

<sup>45</sup> *Ibid* p20

<sup>46</sup> UK Commission for Employment Skills, [The impact of higher education for part-time students](#), Evidence Report 36, September 2011

## 6.5 Economic downturn

A report by HEFCE in 2014, [Pressure from all sides Economic and policy influences on part-time higher education](#), outlined the influence of the economic recession on part-time students. The report discussed the connection between employment and part-time study:

Entry to part-time study appears to be pro-cyclical: increasing in good economic times and reducing during and after a recession. Figure 13 shows public sector employment and part-time higher education study tracking each other in recent years. A partial explanation may be that decreasing employment in the public sector leads to fewer people able to access employer funding for study, as well as reduction in employers' training budgets.<sup>47</sup>

### Fall in employer support

The numbers of UK and EU entrants with direct financial backing from their employers for undergraduate part-time study fell by almost half in 2012-13 compared with the previous year, from 40,000 to 23,000.<sup>48</sup>

## 6.6 Decline in leisure learning

A HEFCE blog in 2016 suggested that a third of the decline in part-time students could be accounted for by the drop in students studying for self-improvement purposes or leisure.<sup>49</sup> The blog stated that these students tended to study single modules and were particularly sensitive to fee increases. This drop was seen in the steep decline in the number of students taking combined studies courses:

Notably, three subjects account for almost half the fall. By far the biggest contributor is 'combined studies', which has seen an 85 per cent reduction in entrants since 2008-09 and accounts for over a third of the total fall in part-time numbers. Students of combined studies have a distinctive profile: in 2008-09, 85 per cent were studying towards a certificate or diploma, 64 per cent were distance learners and 77 per cent were mature students.

[...]

Some enrichment learners may have switched to courses that do not lead to a qualification rather than withdrawing from study entirely: these courses tend to be cheaper than the credit-bearing courses. Between 2008-2012, there was a 33 per cent increase in English HEIs' income from non-credit-bearing courses, which may have been partly caused by enrichment learners switching across.<sup>50</sup>

---

<sup>47</sup> HEFCE 2014/08d, [Pressure from all sides Economic and policy influences on part-time higher education](#), April 2014 para 46

<sup>48</sup> HEFCE 2014/08d, [Pressure from all sides Economic and policy influences on part-time higher education](#), April 2014 para 21

<sup>49</sup> HEFCE blog, [Does the collapse in part-time study matter?](#) 21 March 2016

<sup>50</sup> *ibid*

## 7. Impact of the decline in part-time students

### 7.1 Reskilling and life-long learning

The [Leitch Report](#) in 2006 and the economic crisis in 2008 led to calls to improve the skills of the workforce to address skills gaps and to increase UK productivity.

The Leitch Review stated that ‘the powerhouse for the new skills base is among people already in employment’. Re-skilling people in employment requires access to work-based learning, part-time courses and flexible learning opportunities.

The HEFCE report [Pressure from all sides Economic and policy influences on part-time higher education](#) stated that the largest fall in part-time students had been in students studying at low intensity (less than 25 per cent). Numbers of such entrants fell by 42 per cent between 2010-11 and 2012-13.<sup>51</sup> These short courses, or modules are often the type of courses which are most useful to employees wishing to upgrade their skills for work.

A report by Universities UK, [The power of part-time: review of part-time and mature higher education](#), gave an overview of the important role of part-time education in skilling the workforce:

Part-time education plays a vital role in up-skilling and re-skilling people of working age, as well as providing a second chance to those who missed out on higher education when younger. It helps to provide the UK with the graduates it needs in order to support economic growth.<sup>52</sup>

A HEFCE blog also highlighted the importance of part-time learning for re-skilling:

That is a particular concern when the hollowing out of the labour market may lead to some skills becoming rapidly obsolete. If adults are choosing not to retrain in the face of falling relative wages, that could lead to long-term, structural unemployment in vulnerable sectors

The decline in access to part-time learning deprives individual workers of the chance to improve their skills and increase their earnings capacity and it deprives employers of a highly skilled workforce. This point was made by Ruth Spellman of the Workers’ Educational Association:

It is clear that to address the productivity gap the UK will be increasingly reliant on opportunities for retraining and reskilling as technological change further disrupts old industries and economic models. In addition, many economists predict a further decline in jobs for low-skilled or unskilled people as robotics and automated processes continue displacing traditional assembly and service roles. Furthermore, research from Deloitte highlights that the

“If the government is committed to up-skilling the workforce, it must take some radical action to arrest the decline of part-time study before it becomes terminal.”

Professor Claire Callender, “[The demise of part-time study – who cares?](#)” Birkbeck Comments

<sup>51</sup> HEFCE 2014/08d, [Pressure from all sides Economic and policy influences on part-time higher education](#), April 2014 para 24

<sup>52</sup> Universities UK, [The power of part-time: review of part-time and mature higher education](#), p5

'UK's continued success will rest on the ability of businesses and organisations, educators and government to anticipate correctly future skill requirements and provide the right education and training.'<sup>53</sup>

## 7.2 Widening participation

Part-time students are more likely to come from under-represented groups and non-traditional backgrounds, so the decline in part-time students has serious implications for widening participation in higher education and social mobility.

The importance of access to part-time study for disadvantaged students was highlighted in a speech by the Vice-Chancellor of the Open University in 2016:

For many people in Britain, part-time study is the *only* way to access higher education.

Whether it's because they are working, have children, come from a low income background, have physical disabilities or mental health issues: for many people full-time just isn't an option. So if they can't study part-time, they don't study at all.<sup>54</sup>

The report by the [Independent Commission on Fees](#) in July 2015 also stated concern about the detrimental impact of increased fees on part-time students and the negative effect on social mobility:

But there is a far more severe issue in the part time and mature market, where a precipitous fall in demand has been seen, with further relapses this year. This must be a major concern, especially from the perspective of social mobility, since the part time market has traditionally been a 'second chance' route for those without the automatic assumption of university progression.<sup>55</sup>

In January 2015 Professor Les Ebdon the Director of the Office for Fair Access (OFFA) said that "addressing the decline in part-time study must be a priority".<sup>56</sup> Subsequently in March 2017 he welcomed the introduction of maintenance loans for part-time students and said that they would help disadvantaged students by making study more accessible:

Commenting on the Budget statement by Chancellor of the Exchequer Philip Hammond, Professor Les Ebdon, Director of Fair Access to Higher Education, said

"I welcome the Government's introduction of maintenance loans for part-time students in today's Budget. With part-time students more likely to be from under-represented groups, this is an important step in making higher education more accessible, and I hope it will help reverse the troubling decline in part-time student numbers we have seen in recent years [note 1]. I also encourage universities and colleges to continue to think about how they can attract and support part-time learners, for example through

"The decline in part-time numbers disproportionately impacts on students from the lowest socio-economic groups."

[Shoe horned and sidelined](#), Open University and Higher Education Academy report 2015

<sup>53</sup> HEPI [It's the finance stupid! The decline of part-time higher education and what to do about it](#), November 2015 p26

<sup>54</sup> Speech by Vice-Chancellor of the Open University, *The Role of Part-Time Students in Widening Access*, 4 February 2016

<sup>55</sup> Sutton Trust, [Independent Commission on Fees](#), July 2015 p3

<sup>56</sup> OFFA, "Action on part-time decline must be a priority – OFFA", 15 January 2015

flexible study options that meet the needs of students from a range of backgrounds.”<sup>57</sup>

### 7.3 Impact on higher education institutions

There is less part-time provision in research-focused universities, most part-time provision tends to be concentrated in post-1992 institutions. A report by the Department for Business Innovation and Skills in 2012<sup>58</sup> gave information on the number of providers in England with high percentages of part-time students:

In addition to the OU and Birkbeck College with 100 per cent part-time provision, English institutions with a relatively large percentage of undergraduate part-time students within their student body are: Teesside University (65 per cent), University of Bolton (49 per cent), University of Sunderland (48 per cent), Thames Valley University (47 per cent), London South Bank University (45 per cent), Edge Hill University (43 per cent), University of Warwick (42 per cent), University of Cumbria (42 per cent), Anglia Ruskin University (42 per cent), Staffordshire University (42 per cent), University of Hull (40 per cent) and Buckinghamshire New University (40 per cent). P56

The decline in part-time students will have had the most impact on these providers.

#### Effect on specialist part-time institutions

There are only two majority part-time HEIs in the UK – the Open University (OU) and Birkbeck, University of London. These institutions are highly respected and they have unique missions in the higher education sector. They recruit students from diverse social and educational backgrounds and perform well on widening participation measures. Both of these institutions are now taking an increasing number of younger students.

In October 2015 the OU and Birkbeck made a [joint submission](#) to the Department for Business, Innovation and Skills asking the government to make changes to higher education policy in England to help stimulate part-time study.

#### Open University

The OU is the largest single provider of part-time undergraduate studies and teaches over a third of UK and other EU part-time students in England. It offers flexible courses through distance learning. In 2015/16 almost one in five of all new OU undergraduate students came from the most deprived 20% of neighbourhoods across the UK.<sup>59</sup> The OU is also the largest provider of higher education for disabled learners in the UK.<sup>60</sup>

---

<sup>57</sup> OFFA, “[OFFA comment on the introduction of part-time maintenance loans](#)”, 8 March 2017

<sup>58</sup> Department for Business, Innovation and Skills, BIS Research Paper 68, [Expanding and Improving Part-time Higher Education](#), June 2012

<sup>59</sup> Information supplied by the OU

<sup>60</sup> Open University, [Access Agreement 2016/17](#), para 3

The number of learners at the OU fell by 30% between 2010-11 and 2015-16.<sup>61</sup> The position of the OU was discussed in an article in the *Times Higher Education*, [Open University's numbers dive 28% as pool of part-timers dries up](#), 19 February 2015:

The total number of students at the OU fell from more than 260,000 in 2009-10 to just over 187,000 in 2013-14. In terms of full-time equivalent enrolment, the decline was 10,000 over the five years to about 73,500 last year.

The number of FTE students fell by more than 6,000 in the 12 months to July 2014 alone – a year in which the institution also posted a deficit of £16.9 million, equating to 4.2 per cent of its £404.2 million income.<sup>62</sup>

A spokesperson for the OU also said in the article that the performance of the OU remained strong and “that 60 per cent of part-time undergraduates taking their first degree in England do so with the OU”.<sup>63</sup>

### **Birkbeck University of London**

Birkbeck University has a long history and is unique among higher education providers in offering courses which can be studied in the evening. Birkbeck attracts a high proportion of students from low income backgrounds, with 40% of its part-time students eligible for Birkbeck financial support in 2014/15.<sup>64</sup>

Jonathan Woodhead Policy Advisor at Birkbeck gave the following figures on the impact of changes in part-time students on the university:

‘Birkbeck is one of only two majority part-time Higher Education providers in the UK and as such has been affected by the fall in part-time numbers for the seventh consecutive year. In 2016/17 there was an 8.3% fall in part time undergraduate entrants with the decline being most acute in older students and those studying at a lower intensity.

‘Birkbeck’s part-time numbers have fallen from a peak of almost 15,000 in 2008/09 (the final year before the ELQ changes) to 8,600 in 2015/16. The decline here has been felt mainly in the 30+ age group, which was over 9,000 in 2009/10 but now stands at 4,000.’

Birkbeck now has more full-time undergraduate students than part-time students.<sup>65</sup>

---

<sup>61</sup> [“Part-time student numbers collapse by 56% in five years”](#), *The Guardian*, 2 May 2017

<sup>62</sup> *Times Higher Education*, [Open University's numbers dive 28% as pool of part-timers dries up](#), 19 February 2015

<sup>63</sup> *ibid*

<sup>64</sup> Birkbeck University of London, [Access Agreement 2016/17](#) p4 para 3.1.1

<sup>65</sup> Birkbeck University of London, [Access Agreement 2016/17](#), p4 para 3.1

## 8. Part-time students across the UK regions

Higher education is a devolved issue and the arrangements for student funding and courses varies across the UK. The various regions provide different amounts of funding for part-time students and the health of the part-time student sector is variable across the regions.

### 8.1 Support for part-time students

#### Scotland

Information on support for part-time students in Scotland is given in on the Student Awards Agency Scotland website at [Part-time student](#). Students may be eligible for a **fee grant** of variable amount depending on the course studied:

##### **Part-time fee grant**

The part-time fee grant gives help each year towards the cost of your tuition fees.

The level of tuition fee we can pay will depend on the number of credits you do and the qualification you are studying.

The maximum fee grant we can award is:

- £1,805 for publicly funded degree level courses,
- £1,820 for eligible 120 credit university courses which are not campus based,
- £1,274 for publicly funded Higher National awards (HNC, HND),
- £1,195 for all courses at private providers

#### Wales

Information on support for part-time students in Wales is given in a Student Finance Wales factsheet, [Student finance – part-time loans 2017/18](#). Welsh students starting part-time higher education courses in Wales in 2017 can apply for a **tuition fee loan of £2,625**. Students can also apply for a **course grant** of up to £1,155 depending on their household income.

Students studying elsewhere in the UK can apply for a tuition fee loan of up to £6,935 if they're studying at a publicly-funded university or college. Students studying at a privately-funded university or college elsewhere in the UK can borrow up to £4,625.

#### Northern Ireland

Information on support for part-time students in Northern Ireland is given on the Student Finance NI website at [Part-time students in academic year 2016/17](#). Students from Northern Ireland taking part-time courses may be eligible for a fee grant of up to £1,230 if they study 50% of a FTE and a course grant of up to £265.



## 8.2 Decline in part-time students across the regions

A report by the Higher Education Academy and the Open University in 2015 looked at regional differences in part-time student populations across the UK. The report showed that there was a decline in part-time student numbers across the UK but the decline was greatest in England:

Taking a snap shot of part-time higher education across the four nations is also opportune, because the divergence in policies is to some extent reflected in different narratives. In Wales, where the Assembly (Welsh Government, 2013) has made a firm commitment to part-time higher education as making a vital contribution to widening access and employability for those with 'protected characteristics' (HEFCW, 2014), part-time numbers have also dropped over the five-year period, but by less (a 24% drop) than in England.

In Scotland, which has also had a more positive and explicit government discourse around the benefits of part-time higher education, the decrease was 7% between 2012/13 and 2013/14, but concentrated mainly in the college sector (HE in FE). In Northern Ireland, numbers involved in part-time higher education have always been small, but a 5% decrease has been recorded from 2012/13 to 2013/14.<sup>66</sup>

---

<sup>66</sup> Higher Education Academy and the Open University, '[\*Shoe-horned and side-lined?\*](#) [\*Challenges for part-time learners in the new HE landscape\*](#), 2015 p5

## 9. Reference table

<b>SUMMARY OF PART-TIME STUDENT NUMBERS. UK HIGHER EDUCATION INSTITUTIONS</b>									
All home and overseas students									
	All enrolments			First years only					
	Under-graduate	Post-graduate	Total	Undergraduate			All under-graduate	Post-graduate	All first year
				First degree	Foundation degree	Other			
2003/04	580,835	257,100	<b>837,935</b>	..	..	..	..	..	..
2004/05	588,490	256,280	<b>844,765</b>	..	..	..	..	..	..
2005/06	589,780	258,415	<b>848,200</b>	..	..	..	..	..	..
2006/07	593,310	259,675	<b>852,985</b>	..	..	..	..	..	<b>457,245</b>
2007/08	572,965	252,755	<b>825,720</b>	..	..	..	..	..	<b>448,275</b>
2008/09	587,205	268,815	<b>856,020</b>	..	..	..	<b>344,475</b>	128,945	<b>473,420</b>
2009/10	580,810	280,450	<b>861,260</b>	72,190	18,595	244,270	<b>335,055</b>	132,745	<b>467,795</b>
2010/11	545,250	278,705	<b>823,955</b>	70,680	16,370	214,435	<b>301,485</b>	127,925	<b>429,415</b>
2011/12	516,120	259,080	<b>775,195</b>	77,905	15,595	185,030	<b>278,530</b>	109,540	<b>388,065</b>
2012/13	418,405	240,900	<b>659,310</b>	62,195	9,630	128,120	<b>199,945</b>	102,890	<b>302,830</b>
2013/14	368,335	234,995	<b>603,325</b>	54,130	8,835	112,415	<b>175,380</b>	106,260	<b>281,635</b>
2014/15	336,185	232,735	<b>568,930</b>	46,385	7,260	104,190	<b>157,835</b>	107,950	<b>265,785</b>
2015/16	312,435	227,850	<b>540,285</b>	47,310	6,490	94,770	<b>148,570</b>	107,120	<b>255,690</b>
2016/17	289,445	289,445	<b>519,825</b>	44,590	5,275	83,655	<b>133,520</b>	114,025	<b>248,000</b>
2017/18	271,475	271,475	<b>498,545</b>	48,590	4,095	75,710	<b>128,395</b>	109,810	<b>238,545</b>
2018/19	271,730	271,730	<b>500,810</b>	52,640	4,510	71,085	<b>128,235</b>	112,540	<b>241,075</b>

Source: Students in higher education institutions, various years, HESA

### About the Library

The House of Commons Library research service provides MPs and their staff with the impartial briefing and evidence base they need to do their work in scrutinising Government, proposing legislation, and supporting constituents.

As well as providing MPs with a confidential service we publish open briefing papers, which are available on the Parliament website.

Every effort is made to ensure that the information contained in these publicly available research briefings is correct at the time of publication. Readers should be aware however that briefings are not necessarily updated or otherwise amended to reflect subsequent changes.

If you have any comments on our briefings please email [papers@parliament.uk](mailto:papers@parliament.uk). Authors are available to discuss the content of this briefing only with Members and their staff.

If you have any general questions about the work of the House of Commons you can email [hcenquiries@parliament.uk](mailto:hcenquiries@parliament.uk).

### Disclaimer

This information is provided to Members of Parliament in support of their parliamentary duties. It is a general briefing only and should not be relied on as a substitute for specific advice. The House of Commons or the author(s) shall not be liable for any errors or omissions, or for any loss or damage of any kind arising from its use, and may remove, vary or amend any information at any time without prior notice.

The House of Commons accepts no responsibility for any references or links to, or the content of, information maintained by third parties. This information is provided subject to the [conditions of the Open Parliament Licence](#).