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Lifelong Learning Policies in Scotland

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Lifelong Learning 2010

Subproject 1

National Report: Scotland

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INTRODUCTION: HISTORICAL BACKGROUND TO LIFELONG LEARNING

The Scottish education system

Historically the development of education in Scotland was based on a national system of parish schooling, which reflected the influence of Calvinism and the Presbyterian church from the late 17th century. This had an impact on literacy rates in Scotland which were much higher than in England during this period. The ideals of thrift, self-denial and 'getting on in life' associated with these religious perspectives generated a culture which supported education as a means of acquiring spiritual salvation and material advancement. At the beginning of the 18th century, there were five universities in Scotland, compared to two in England, one in Ireland and none in Wales. The cost of attendance at universities was relatively cheap (compared to Oxford and Cambridge in England) and led to the popular Scottish myth that able young men (seldom women) were able to benefit from higher education The church was the main provider of education from the Middle Ages until the Education (Scotland) Act in 1872. Local authorities became responsible after the Act was passed and education was compulsory from the age of 5 to 13, later increased to 14. In 1947 the school leaving age was raised to 15 and in 1972 to 16. After the Second World War, secondary schooling was selective but during the 1960s the system changed to become non-selective comprehensive secondary education (see Bryce & Humes, 2003). Most state provision is non-denominational. The main denominational provision is Roman Catholic, providing for less than 20% of the population. The majority of pupils attend state-funded schools but there is a growing private sector, catering for around 4% of the population.

There are 13 universities, 7Higher Education Institutes and 43 Further Education colleges in Scotland. Access to higher education was restricted to a small percentage of the population but the 1960s saw the beginning of a trend of widening participation in higher education, now around 50% of the population, primarily because it is also provided in Further Education colleges which offer vocational as well as academic learning opportunities.

Adult and continuing education and its relationship to lifelong learning

Adult education in Scotland was also a product of the self-help culture noted above and took the form of autodidactic learning, and mutual improvement. The earliest organised adult education movement in Scotland had a religious impulse through Church of Scotland sponsored library schemes and the Scottish Society for the Promotion of Christian Knowledge. Early socialist experiments in communitarian living had an important impact particularly through the inspiration of Robert Owen in the 1820s. In the early 20th century the growth of the labour movement encouraged radical and social purpose versions of adult education with the emergence of the Marxist Labour Colleges and the Workers Educational Association. Local authority and university extra mural provision was very modest throughout most of the 20th century and primarily catered for a middle class constituency. However, the Alexander Report in 1975 saw the expansion of local authority provision in disadvantaged communities through the creation of Community Education

Services which combined adult education, community development and youth work into an integrated service.

Demographic changes, immigration and minorities in Scotland

Scotland has a population of around 5,000.000. Recent demographic trends indicate an increase in the population towards 5.13 million in 2019 and it is anticipated that this will fall to around 5.07 million by 2031 with a further fall to just below 5 million in 2036 (www.scotland.gov.uk, High Level Summary Statistical Trends, 2006). Linked to this is the changing age structure, with an anticipated rise by 60% in those over 75 and a decrease in children under 18 by 18% (General Register Office for Scotland, 2005). Traditionally the largest ethnic minority group in Scotland were the Irish; however, the largest numbers now come from the Asian subcontinent. Around 4.5% of Scotland's population come from ethnic minority groups. Enlargement of the EU has also led to some in-migration from Eastern European countries. Changing demographic trends has led the Scottish Executive to view immigration as a means of boosting the population, especially the working age population, with initiatives such as Fresh Talent which encourage skilled workers from overseas, particularly new European states, to work in Scotland.

Summary

In Scotland, education has a long tradition of being socially valued and is currently high on the political agenda, falling within the remit of the Scottish Parliament. Prior to devolution, Scotland had its own education legislation and pursued policies which were distinctively different from those in the rest of the UK (e.g. comprehensivisation was taken further in Scotland, with far fewer single sex, denominational and selective schools than in England). There have clearly been a number of drivers for the development of the lifelong learning agenda in Scotland, including attempts to widen access for under-represented social groups, to develop a skill-base compatible with the growth of a knowledge economy and to encourage more socially cohesive communities.

1. THEORETICAL PERSPECTIVES

What is the Learning Society?

In Scotland, there is a rich and critical literature on the learning society, drawing on US and European, as well as UK and Scottish writing and analysis. In this section we summarise key elements of social theory which have informed thinking about the learning society (see Riddell et al, 2001 for further analysis).

The rise of interest in lifelong learning must be understood in the context of the rise of global capitalism. Within this new economy, productivity and competitiveness are a product of knowledge generation and information processing. Global capitalism and the knowledge economy are dependent on, and have emerged as a result of, new information and communication technologies, allowing capital to be moved electronically around the globe almost instantaneously, with consequent implications for national, regional and local labour markets. The new economy has the tendency to generate great prosperity for some, but also to intensify the social and economic exclusion of continents, countries, regions, localities and social groups. There are fears that the global markets created by the new technology may be uncontrollable by trans-national bodies or national governments

Social commentators have described the radical changes in individual and group consciousness and life experience arising as a result of globalisation. Beck (1992), for instance, suggests that, whereas in the past an individual's life course was strongly influenced by deterministic social factors such as social class and gender, the new global economy provides new opportunities to exercise individual agency. Acquiring academic credentials is clearly one of the ways in which an individual can strive for upward mobility.

At European and national level, lifelong learning is regarded as fulfilling a number of central functions. First, lifelong learning is seen as enabling states and individuals to maintain their economic competitiveness by constantly updating their skills and competences, giving individuals a better chance of understanding and controlling information technology rather than being its servant. Secondly, it is seen as bringing people together to engage in a shared endeavour. Thus citizenship, which previously referred to rights to access welfare services, may increasingly rest on an individual's willingness to participate in lifelong learning, thus nurturing social capital and collective identity in an increasingly fragmented and individualised world. Finally, and linked to the previous point, the expectation that all citizens will participate in lifelong learning provides the state with the ability to exercise a degree of social control by promoting values of social cohesion.

Lifelong learning may be construed as the generator of human capital, social capital, personal growth and development or as a means of social control. Clearly, these are not

mutually exclusive, but it is often the case that lifelong learning policy prioritises one set of goals over another.

Adult and community education has traditionally been informed, at least in part, by a commitment to lifelong learning as the vehicle for personal growth and development. However, there has been a growing emphasis on human and social capital paradigms within this field. There have also been claims that lifelong learning is being used as a means of social control, so that workers in a number of areas such as the NHS have to engage in ongoing training in order to retain their jobs. In addition, state benefit is increasingly being tied to obligations to engage in education and training to develop employability in the absence of paid employment.

2. INFLUENCE OF CONCEPTUALISATIONS & DRIVERS ON LIFELONG LEARNING POLICY & PRACTICE

Scottish lifelong learning policy places focuses on the development of a knowledge economy (see, for example, Scottish Enterprise's focus on the growth of a **Smart Successful Scotland,** Scottish Executive, 2004b, **Skills for Scotland,** Scottish Government, 2007). In order to maintain their employability, individuals must continually update their knowledge, skills and credentials, choosing from a range of competing education and training services. Such policies may be problematic for people at the social margins, who may find it very difficult to gain academic or vocational qualifications based on the formal demonstration of skills in literacy and numeracy. At the same time, there is a strong acknowledgement of the part which a range of institutions engaged in lifelong learning have to play in the development of social capital and the traditional goals of liberal education couched in terms of personal growth and development. This use of multiple discourses is evident in the Scottish Executive's definition of lifelong learning, which is seen as:

> …the continuous development of the skills, knowledge and understanding that are essential for employability and personal fulfilment. (ELLD, 2001, p 3)

In this section, we consider a range of agencies and institutions and the extent to which their strategic objectives are couched in terms of the development of human capital, social capital or personal development.

Training and economic development is currently the responsibility of the **Scottish Enterprise Network**, which manage the work of the **Local Enterprise Companies** (LECs). Scottish Enterprise is responsible for a range of training programmes, including Get Ready for Work, the training programme for those in the 16-18 age group, and Training for Work Programmes aimed at those over 18 seeking to enhance their employment skills. Since the principal task of LECs is to promote local economic development, their programmes are informed by human capital rhetoric, in particular the development of employability.

The funding regime established by LECs has often linked payment of training providers (voluntary organisations, FE Colleges, private training organisations) to the attainment of vocational qualifications by their students. As a result, some training providers have been reluctant to gear their programmes to the needs of those furthest from the labour market, who might fail to complete the course or attain the required standard.

Careers Scotland is an agency of the Scottish Enterprise Network and its role is to provide guidance and services to individuals, and also to run a range of programmes and initiatives geared towards enhancing the lifelong learning opportunities of those at the margins. The aim of these guidance projects is ultimately to improve the employability of marginalised adults and young people making the transition between school and post-school provision.

Further education colleges have traditionally geared themselves to meeting the skills needs of local employers, thus developing programmes focused on, for example, engineering, construction or agriculture. However, as the labour market in Scotland has changed, with the decline in manufacturing and the growth of the service sector, further education colleges have increasingly offered a more diverse range of programmes. Their emphasis is still on vocational training with over 80% of enrolments on such programmes. However, they have also increased their focus on the needs of socially disadvantaged groups. Under the terms of the Further and Higher Education (Scotland) Act 1992, FE colleges have a statutory responsibility to 'have regard' to the needs of disabled students and premium funding is made available from the Scottish Executive to encourage this. However, research (Riddell et al, 2001) has suggested that FE colleges have found some of these changes in focus quite difficult and even though some disabled students are now admitted to FE colleges, they may remain on the margins, participating in 'special' rather than mainstream programmes.

Whereas FE colleges have traditionally reflected human capital understandings of lifelong learning, in **Community Education** services, there has been comparatively little emphasis on skills directly related to employment and more on personal and social skills delivered in community settings and geared towards social inclusion. Since local government reorganisation in 1996, it appears that the service has been chronically under-funded and there is a perception that community education has lost out to FE colleges, who have sometimes been quite aggressive in expanding their share of the lifelong learning market.

Recently, some funding for community education has been channelled through **Learning Connections**, the wing of Communities Scotland geared towards the development of adult literacies. Community Planning Partnerships, whose mission is community capacity building, regard the development of literacies, understood broadly, as essential to the development of both social and human capital. However, evaluations have suggested that they may have been more successful in relation to community capacity building rather than job creation.

Policy documents on **higher education** also emphasise the capacity of the sector to build human capital and social capital and to contribute to the liberal educational goals of personal growth and development. The Dearing Report (National Committee of Enquiry into Higher Education, 1997) and the associated Garrick Report, focusing on Scotland, described higher education as 'fundamental to the social, economic and cultural health of the nation' and stressed the importance to a civilised society of the 'values that characterise higher education; respect for individuals and their views; and respect for truth'. By way of contrast, the Scottish Funding Council which is responsible for funding of both higher and further education describes its vision as: 'a more dynamic, entrepreneurial and internationally competitive Scotland, whose people are amongst the most skilled and educated of any of our competitors, and whose colleges and universities are world-class contributors to economic, social and cultural development'. Scottish universities have described themselves as 'engines of the economy' and their application for funding within the 2002-03 Scottish budget was headlined 'Indeed, 40% of undergraduates in Scottish universities are studying business related programmes. On occasion, Scottish Enterprise has appeared to cast aspersions on the capacity of Scottish HEIs to boost the Scottish economy, suggesting that they should be more entrepreneurial by, for example, producing more 'spin-out' companies.

To summarise, agencies involved in providing various forms of lifelong learning in Scotland deploy an eclectic range of lifelong learning paradigms when addressing different audiences and to achieve a range of strategic goals. Broadly speaking, agencies associated with the Scottish Enterprise Network, including FE Colleges, tend to have greater adherence to human capital versions of the learning society, whereas community education is more closely associated with the development of social capital and personal development approaches. Higher education institutions draw on a range of paradigms, but funding regimes have played a part in focusing their energies on the provision of the type of education geared towards the needs of the Scottish economy.

3. UNDERSTANDINGS & OPERATIONALISATIONS OF LIFELONG LEARNING

In the recent lifelong learning policy document entitled *Life Through Learning Through Life* (Scottish Executive, 2003a), lifelong learning is seen as developing the following capacities: personal fulfilment and enterprise; employability and adaptability; active citizenship and social inclusion.

The lifelong learning strategy aims to encourage:
1. The nurturing of confident, knowledgeable and skilled people who can participate in economic, social and civic life;
2. The provision of high quality learning experiences
3. The recognition of these skills in the workplace
4. Information, guidance and support for learning
5. Opportunities for all to learn, irrespective of background or circumstances

The associated six indicators are intended to measure the success of the strategy. These are:
1. a reduction in the proportion of 16-19 year olds not in education, employment or training;
2. an increase in support to 16-19 year olds from low income families to stay on at school and/or FE college, thereby raising the participation and retention rates of this group;
3. an increase in graduates as a proportion of the workforce;
4. a reduction in the proportion of working age adults whose highest qualification is below SCQF level 5;
5. a reduction in the proportion of 18-29 year olds whose highest qualification is below SCQF level 6; and
6. an increase in the proportion of people in employment undertaking training.

The Scottish Executive suggests that lifelong learning is a vehicle to achieve both a skilled labour force and personal development. However, the indicators set to measure success of its strategy seem to have a heavy emphasis on education that is relevant to employment and work training. This is also reflected in the funding mechanism for lifelong learning. In 2003-04 the funding was just £1.7 billion, rising to £1.9 billion in 2005-06. Of this, 70% of the total spending over the three years has been allocated to supporting institutions and bodies to provide learning, 18% to individuals and 12% to programmes and schemes such as Modern Apprenticeships. In addition, the emphasis on accredited learning is seen by some as an attack on liberal adult education where education was pursued, not to gain a skill or qualification, but for its own sake (Standish, 2003).

Accreditation is believed to play a major role in the recognition of individuals' lifelong learning achievements. The Scottish Credit and Qualifications Framework (SCQF) was formally launched in December 2001. Its aims are to:
- assist people of all ages and circumstances to access appropriate education and training over their lifetime to fulfil their personal, social and economic potential.

- enable employers, learners and the general public to understand the full range of Scottish qualifications, how they relate to each other and how different types of qualifications can contribute to improving the skills of the workforce.

The framework, set out in the document *Opportunity Scotland* (Scottish Office, 1998) maps all accredited learning and assigns levels and credit to this learning. It is seen as an important player in the development of lifelong learning. The credit is based on notional study hours and each credit point equates to 10 hours of learning. Thus a 15 credit module is assumed to involve 150 hours of learning. Unlike other qualification frameworks, SCQF is based on learning hours rather than contact (teaching) hours (see Appendix B). At present community learning, employment based learning and professional qualifications are not included. (http://www.scqf.org.uk/table.htm).

A qualitative evaluation of the framework in 2005, (Scottish Office Central Research Unit, 2005) found that the greatest impact had been in HE. It suggested that its contribution towards developing seamless access to lifelong learning with easy transfer between, for example, work-based learning, FE and HE, had been limited.

Whilst accreditation of learning could be seen as a facilitator of lifelong learning if it manages to develop an effective system there are also potential dangers in such a development. One concern is that it develops a 'certificated society' rather than a learning society (Ainley, 1997, cited in Raffe, 2003: 254). Raffe develops this argument and notes learning that is currently not accredited, e.g. community learning might be affected detrimentally by having to fit into a learning outcomes based framework with strict criteria for assessment. He further adds that it may also lead to an academic ethos dominating sectors that were previously based on vocational competence. His final concern with a framework is that it becomes the tool for funding, regulation and control. Currently funded community and work based courses are not required to link to the accreditation framework; however, some providers offer learners opportunities to undertake formally accredited courses in, for example, core skill units assessed by the Scottish Qualifications Authority (SQA).

4. SIGNIFICANCE OF KEY CONCEPTS IN LIFELONG LEARNING POLICY

A. Learning citizens

The *Life Through Learning Through Life* strategy document (Scottish Executive, 2003a) and other lifelong learning policies and strategies reflect the view that learning citizens are 'created' for economic purposes. The government's approach to learning is an individualistic one. However, the motivation to learn, especially in excluded groups, is often social and not individual. The government's approach might therefore exclude certain groups of people who might be perceived as making only marginal contributions to the economy (Mills, 2002, 352).

Whilst the *Life Through Learning Through Life* document also stresses social cohesion and personal development, it could be argued that the personal development of the learning citizen is merely a by-product of the primary aim to increase human capital. The learning citizen in the current Scottish society has to be "active, self-interested and self-sufficient ….. in order to survive the 'neo-liberal welfare reform' version of lifelong learning" (Martin, 2003, 575, 577).

B. Knowledge society/Knowledge Economy

The Scottish Lifelong Learning Strategy refers to the knowledge economy and describes as an economy characterised by technological change which requires citizens to retrain and upskill to keep up with the demands of the current labour market. It is seen to denote he types of production undertaken in post-industrial societies, where the emphasis is no longer on mass production, which is done more cheaply in developing countries, but on high level 'value added' manufacturing and the delivery of complex services, for example, within the finance sector. The term occupies a central position in the strategy but the measures taken to develop the knowledge economy are characterised by a strong emphasis on the individual's responsibility for engaging with learning. This has led some to argue that the policy favours those already well educated which leads to a divided society as those highly educated reap considerable benefits whilst those with limited skills are marginalised. (Riddell et al, 2001: 202). Those in higher level jobs tend to have relatively easy access to workplace training, whilst those who are economically inactive or in entry-level jobs may be further excluded. To remedy such exclusion, it has been suggested that greater emphasis should be placed on non-vocational learning, at least as a route into learning.

C. Learning cities/regions

The idea of the learning city has been developed by the UK-wide *Learning City Network* (Learning City Network, 2006). It was seen as an innovative development that used learning to promote social cohesion and economic development. In Scotland Edinburgh participated but the initiative had limited impact.

D. Learning organisations

The Lifelong Learning strategy has a strong focus on increasing workplace learning and LECs have a remit to support employers in the development of training for employees as well as offering training opportunities for employers. Initiatives such as Investors in People was developed to encourage a focus on staff development in the workplace and its aim was to ensure that 'learning moves to the central stage and becomes the chief operational principle around which business strategy and competitive advantage can be developed' (Scottish Executive, 2003a: 50). However, the lifelong learning statistics again emphasise the divide between high skilled and low skilled employees with the former more likely to have access to training and development

5. LEGISLATION AND POLICY

Key legislative/policy items on lifelong learning

The Scottish Executive's *Life Through Learning Through Life* (Scottish Executive, 2003a) is the main document on lifelong learning and its objectives are explained in Section 3.

Key policies and strategies of Scotland's approach to lifelong learning include the following:

Community Learning and Development (CLD)

- *Working and Learning Together to Build Stronger Communities* (Scottish Executive, 2004a), set out a long term framework for the development of CLD in Scotland.

- The *Local Government (Scotland) Act 2003,* (Scottish Executive, 2003b) placed a duty on councils to work with other key agencies in the delivery of lifelong learning, training and local economic development.   The Act also established Community Planning Partnerships (CPPs), which contribute to improving the quality of life within communities through use of lifelong learning.

- The Scottish Executive's community regeneration strategy is set out in the document *Better Communities in Scotland: Closing the Gap* (Scottish Executive, 2002a).

Raising literacy and numeracy skills

- *Adult Literacy and Numeracy in Scotland (*ALNIS) sets out the strategy for adult literacy in Scotland. The Scottish Executive identified literacies in the broad sense as an area of importance for policy and it defines literacies as: "The ability to read and write and use numeracy, to handle information, to express ideas and opinions, to make decisions and solve problems, as family members, workers, citizens and lifelong learners." (Scottish Executive, 2006).
- *Adult ESOL Strategy for Scotland* (Scottish Executive, 2007) is a newly created policy which sets out the aim for the provision of English for speakers of other languages. The main guiding principles of this strategy are: inclusion, diversity, achievement, quality and progression.

Work based learning

- *A Smart Successful Scotland* (Scottish Executive, 2004b) set out several objectives aimed at fostering an environment where people can invest in their own educational achievement.

- The Green Paper *Opportunity Scotland* (Scottish Office, 1998), Scotland's first policy document on lifelong learning, emphasised the need for people at all levels to have access to work-based learning opportunities. As discussed above, maintaining Scotland's competitiveness in the global economy was a key driver.

- *Skills for Scotland, A lifelong skills strategy* (Scottish Government, 2007a) provides a strategy for developing the skills in the Scottish population. It emphasises that this essential in order to meet the demands of the global economy and the development of accredited learning is stressed.

Widening access to further and higher education.

- Following extensive consultation (Scottish Executive, 2000), legislation on the funding of higher education was passed by the Scottish Parliament in 2001. The *Education (Graduate Endowment and Student Support Act) (Scotland) Act* 2001 (Scottish Executive, 2001b) abolished the existing student fee, instead establishing that Scottish domiciled students studying in Scotland would pay into an endowment fund following graduation, which would be used to provide bursaries for future students.

- The Green Paper *Opportunities and Choices: a Consultation Paper on Post-school Provision for 16-18 year olds* (Scottish Executive, 1999) set out a framework for more integration and progression between further education and work based learning.

- The *Garrick Report* (Scottish Office, 1997) emphasised the role of HE in widening access to all learners and the need to include non-traditional learners. The report also placed strong emphasis on the development of transferable skills as demanded by employers.

Main policy areas influencing lifelong learning policy and practice

Please refer to section 7.

The European dimension in lifelong learning policy

The Lifelong Learning Strategy recognises the influence of the EU in its policy. One key area focused on is the importance of qualifications to be recognised. It speaks of a 'pan-

European area of lifelong learning'. One way of achieving this is through participation in The European Action such as:

- The LEONARDO programme (1994), which aims to "extend the development of the European dimension to all sectors of education and training" (Livingston, 2003: 967).
- The ERASMUS programme (1987), which promotes the mobility of university staff and students and the development of inter-university co-operation (Livingston, 2003, 964). This aim was stressed again in the Bologna Agreement (1999).

In Scotland, emphasis is placed on three key issues in the field of lifelong learning: the importance of the *knowledge economy; demographic changes*; and the importance of *social justice and citizenship* (Scottish Executive, 2003a, 21). These key issues relate to EU policy on lifelong learning (The Lisbon Strategy) in that they emphasise competitiveness and social inclusion.

Scotland has contributed to shaping the EU's policy on lifelong learning, for example through the promotion of the Scottish Credit and Qualifications Framework (SCQF) within Europe (Scottish Executive, 2003a: 19).

The influence of the OECD on Scottish lifelong learning policy

The Lifelong Learning strategy also notes the role of the OECD on Scottish policy development. It sees the development of comparative standards as of the greatest importance. This can be seen in the influence on national policy developments that stemmed from the International Adult Literacy Surveys (IALS) sponsored by the OECD. It was projected that 800,000 people living in Scotland were functioning at low levels and were therefore in need of help with literacy and numeracy. These results galvanised politicians to develop provision for adult literacy and local authorities in Scotland now have to include explicit targets for adult literacy in their planning strategies (Scottish Executive, 2001c).

Policy co-ordination between various government agencies

Up until May 2007, the three main departments that are responsible for the coordination of lifelong learning policies were i) Scottish Executive Enterprise, Transport and Lifelong Learning Department (ETLLD); ii) Scottish Executive Development Department (SEDD), and iii) Scottish Executive Education Department (SEED).

Scottish Executive Enterprise, Transport and Lifelong Learning Department
This department has the main responsibility for lifelong learning policy in Scotland. The following bodies come within the remit of this department:
- Further and Higher Education Institutions.

- The Scottish University for Industry (SUfI), which aims to encourage lifelong learning and enhance the skills base of Scotland's workforce. SUfI services are promoted under the brand name of Learndirect Scotland.
- Careers Scotland, which focuses on the development of employability.
- Scottish Enterprise, Scotland's main economic development agency.
- Highlands and Islands Enterprise. Its activities include the provision of business support services and provision of training and learning programmes.
- 12 Local Enterprise Companies (LECs), which have responsibility for the management and delivery of training programmes.

Scottish Executive Development Department (SEDD)
Scottish Executive Development Department (SEDD) has responsibility for social justice and tries to enhance employability and social inclusion. The following bodies come within the remit of this department:
- Communities Scotland (CS) provides support for implementation of policy in relation to CLD and is responsible for support to the field of adult literacy.
- Learning Connections. It provides policy advice to Ministers on all matters relating to CLD.

Governmental bodies: Local authorities
In Scotland there are 32 local authorities delivering a range of training programmes funded by a number of agencies. Local authorities are also responsible for school education and community planning.

Coordinating lifelong learning policies
The *Local Government (Scotland) Act 2003* (Scottish Executive, 2003b) places a duty on local authorities to develop CPPs in order to improve coordination of lifelong learning policy and practice between local authorities and communities. In addition, the document *Working and Learning Together to Build Stronger Communities* (Scottish Executive, 2004a), requires local authorities to create Community Learning and Development Partnerships to ensure a co-ordinated approach to community learning and development in their area.

Since the election of new Scottish Nationalist Party (SNP) government the responsibility for Lifelong Learning has been moved to the education department to form the Department of Education and Lifelong Learning. However, Scottish Enterprise which is responsible for supporting business, including providing training for employers and employees comes within the remit of Enterprise, Energy and Tourism. As these changes are recent it is not sure what impact they will have on the development of lifelong learning within Scotland.

The key stakeholders, social partners and NGOs involved in lifelong learning

Educational Institutions
- Further Education Colleges
- Higher Education Institutions

- Universities

Trade Unions
- Scottish Trade Union Congress (STUC)
  The STUC *Skills and Lifelong Learning Team* supports the development of learning agreements between the workforce and employers to allow access to learning, training and development by union members.

NGOs
- Workers' Education Association (WEA): a national provider of community based adult learning.
- Scottish Adult Learning Partnership (SALP): a voluntary agency which promotes annual national campaigns to reach adults who do not traditionally participate in adult learning and aims to encourage them back into learning.
- Scottish Women's Rural Institutes (SWRI): SWRI has a membership across Scotland and offers educational opportunities through encouraging participation in further education, the arts, citizenship and social welfare.

Trusts and local organisations
A large number of trusts (e.g. Carnegie Trust, the Princes Trust) provide grants and learning programmes for different types of students who want to enter education or training.

Throughout Scotland there are numerous organisations that provide adult education in various locations, including urban and rural areas (e.g. Adult Learners Forum in Edinburgh and 2nd Chance to Learn).

Partnerships
- Scottish Wider Access Programme (SWAP) is a partnership of colleges and universities throughout Scotland. Its role is to promote access to higher education for mature students with limited or no qualifications. Students over the age of 21 can access these courses without any prior formal qualifications. Students who successfully complete a one-year 'Access' course have a guaranteed place at a university linked to the college where the course took place.
- Scottish Network for Access and Participation (SNAP) aims to bring together policy makers and practitioners from FECs and HEIs to explore the social inclusion agenda and its implications for their institutions and partner agencies.

The stakeholders, social partners and NGOs mentioned, lobby and are invited to different types of meetings. They do not generally influence policy directly.

6. MAIN PATTERNS OF PROVISION & PARTICIPATION

Formal educational institutions: patterns of participation

The main providers of formal education are Further Education (FE) colleges and Higher Education (HE) Institutions; however, schools also provide for post-16 learners up to the age of 18. FE colleges offer mainly vocational and non-vocational courses but also a limited number of HE courses, the majority of these are at sub-degree level. In 2003-04 just below 90% of enrolments were for vocational courses. Enrolments for these courses increased steadily from 1994-95 (just under 200,000) to a peak in 2001-02 (just under 400,000) and dropped to around 350,000 in 2003-04. The total number of learners in FE in 2003-04 was estimated at 326,000 (lower than enrolments as students can enrol in more than one course).

Higher Education provides sub-degree, first degree and postgraduate courses. The number of students in Higher Education has increased from around 214,330 in 1995-67 to around 260,000 in 2003-04. Of these 80% studied at universities and HEIs and 20% at FE colleges in 2003-04. This represents a slight decrease of students in FE colleges studying at HE level. This is likely to be due to redesignation of a small number of colleges to HEI status.

Figure 6.1: Proportion of the population participating in education by age and gender
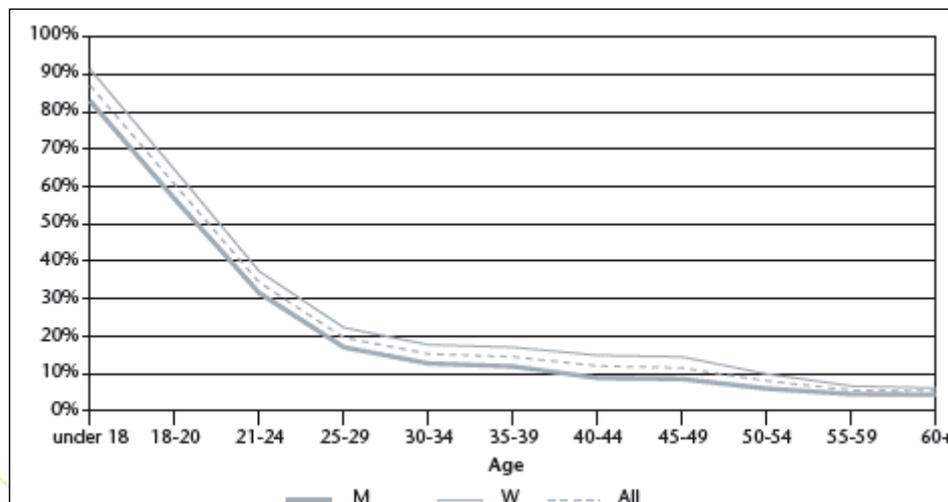
The majority of learners are below 25 years of age (see Figure 6.1). The Age Participation Index (API) is a measure used to examine change in the participation of young people under the age of 21 entering higher education. It increased from around 20% in 1987-1988 to around 50% 1999-2000 and it has stayed at just below this level since then. In 2005-06 it was 47.1% (Scottish Executive, 2007b)
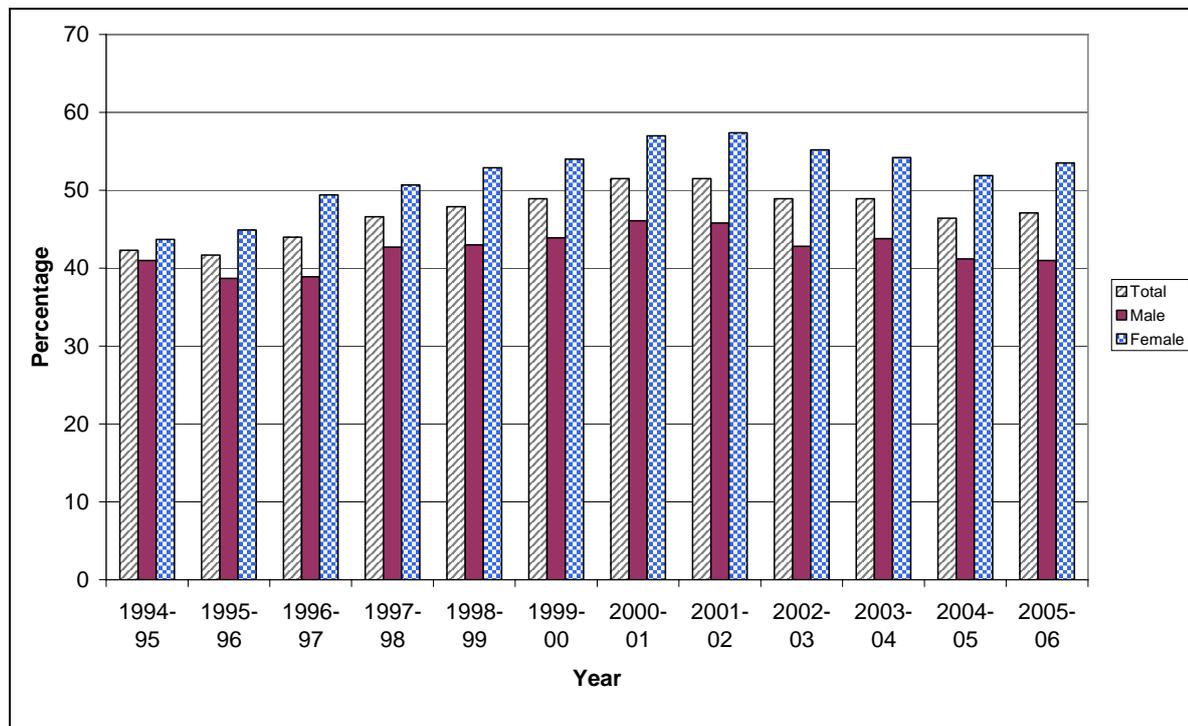
In 1993-94 the level of participation for women and men was approximately equal. Since then, API for women has increased to 54% in 2003-04 with a decrease to 44% for men. Enrolments in vocational courses in FE show a similar gender difference with almost equal numbers in 1994-95 and a gap of around 10% with a greater number of enrolments for women by 2003-04.

Over 80% of students in both further education and higher education are white British. Asian and Black Caribbean/African students account for just under 3% of the student population in these institutions with 8-9% coming from other backgrounds or not disclosing (Scottish Executive 2005a and Scottish Funding Council, 2003-04a). There is limited data on earlier years in relation to ethnicity. Overall, the proportion of Scottish domiciled students from non-white ethnic groups participating in Scottish higher and further education institutions is higher than the proportion of these groups in the Scottish population (Scottish Funding Council, 2003-04a and b). Educational institutions have been encouraged to widen participation. In HE, participation of people from the most deprived areas has increased very slowly. In 1996-97 13% of students came from the lowest quintile deprivation group; in 2003-04 this had increased to 14% (Scottish Funding Council, 2005). However, there were marked differences between institutions with regard to the proportion of students drawn from neighbourhoods with different levels of deprivation (see table below). Overall, the elite institutions continue to be highly socially

selective, drawing a disproportionate number of students from socially advantaged backgrounds.

Table 6.1: Type of institutions attended by students from different backgrounds

Deprivation quintile	Ist quintile (Least deprived)	2nd quintile	3rd quintile	4th quintile	5th quintile
FE Colleges	20%	18%	21.3%	20.5%	20.3%
New Universities	27%	20.8%	18.8%	17.5%	15.9%
Old Universities	29.9%	21.8%	20.2%	14.9%	13.1%
Ancient Universities	38.8%	22.3%	16.7%	13.1%	9%

Source: Raab and Small, Widening Access to Higher Education In Scotland; evidence for change from 1996/97 to 2000/01, updated by SFC to include 2003-04 data

There are a number of funding measures to encourage widening participation of students from disadvantaged groups. In FE the main support is in the form of bursaries, fee waivers additional needs support, Disabled Student Allowance (DSA), childcare and travel allowances. These are means tested. Students in HE also have access to means tested grants and disabled students can apply for DSA. Students on HE courses also have access to student loans. Funding has also come from the European Union Social Fund.

Funding for the institutions comes from the Scottish Funding Council which deals with funding of both colleges and universities since 2005; prior to that there were separate funding councils for the two types of institutions. Institutions also receive premium funding (additional funding) based on the number of students from disadvantaged backgrounds or in receipt of Disabled Student Allowance.

Training programmes

The enterprise networks provide a range of training programmes with the aim of supporting young people in work to learn or to provide support for those not in work to enable them to develop relevant skills to gain employment. (See appendix 1 for the main training programmes). All young people who are not in post-school education are required to participate in one of these training programmes as a condition of benefit receipt. Programmes such as Get Ready for Work account for about 20% of young people in the 16-18 group.

JobCentre Plus, an arm of the UK Department for Work and Pensions, is responsible for training programmes for people who are unemployed or economically inactive. As with younger people and in line with active labour market policies, participation in some form of training is increasingly becoming a condition of benefits receipt apart from those who are permanently ill or disabled. Government New Deal programmes have had mixed fortunes in terms of uptake and outcomes. Those aimed at lone parents and 18-24 year olds have

been judged to be relatively successful, however the New Deal for Disabled People has been less successful, with initially only 2% of people on Incapacity Benefit expressing an interest in participation. This is partly because of fears that engagement in any form of training might jeopardise future benefits status by indicating that an individual was able to work. Of those who participate in UK government training programmes, about 20% move into some sort of employment t the end of the programme. See Section 7 for further discussion of training linked to employment programmes.

Workplace learning

Data on learning in the workplace comes from two sources: the Labour Force Survey of employees and management information from employers. The Labour Force survey of learning includes both on the job and off the job training and asks respondents to indicate any training undertaken during a period of three months. In 2004, 28% stated that they had received some training, an increase from 23% in 1995. Most (48%) of the training in 2004 was of less than 1 week's duration.

The following groups are most likely to receive training:
- Younger workers
- Women, except those under 24
- Those with higher qualifications
- Those employed in the public sector. Employees in services industries, agriculture and fishing are least likely to receive training.
- Those in larger workplaces

Provision and participation in literacies programmes

Local government community services, the voluntary sector and FE colleges provide free literacy and ICT courses in Scotland. There are currently an estimated 23,400 adult literacy and numeracy learners and 85,000 adult community learners (Scottish Executive, 2005a).

In 2002, the Scottish Executive introduced Pathfinder projects in order to support innovative approaches to literacies learning. Pathfinder projects focus on developing literacies learning using radio and internet technology; training in adult literacies for adults with learning disabilities; and literacies learning for speakers of other languages, particularly asylum seekers and refugees (Communities Scotland, 2006).

With regards to ICT, the *Report on Adult Literacy and Numeracy in Scotland* (Scottish Executive, 2001c) emphasised the need to "maximise the potential of Information and Communication Technology (ICT)" in adult literacies provision in Scotland (Communities Scotland, 2006). In this context *Learning Connections* introduced a series of national workshops and activities aimed at developing technological skills and resources, including

the upskilling of tutors in the use of ICTs with their students and the provision of resources for tutors.

HM Inspectorate of Education has produced a report entitled *Changing Lives: Adult Literacy and Numeracy in Scotland* (HMIE, 2005), which reports on progress that has been made with regards to the Adult Literacy and Numeracy in Scotland (ALNIS) initiative (HMIE, 2001). The report states that across all providers, teaching, learning and most aspects of support are generally effective. However, certain findings indicate that further development of adult literacies in Scotland will require clearer direction at both national and local levels in order to improve progress and good practice (HMIe, 2005, iii).

Statistical sources

The statistical information here draws mainly on the Lifelong Learning Statistics (LLS) (Scottish Executive, 2005a (www.scotland.gov.uk), which were collated to evaluate the Lifelong Learning Strategy (see section 2). These statistics come from a range of sources but the strategy will have impacted on the type of statistics that are selected for use.

The nationally gathered statistics provide reliable data based on large samples. Data on work related training is based on both employee (through the Labour Force Survey, LSF) and employer surveys. Overall this data may not be entirely reliable as there are differing perceptions as to what counts as training. The limitations of the data sources/lack of sources are noted in the document (Lifelong Learning Statistics, 2005, p. 39) and include:
- Lack of comprehensive and robust data on community learning and development activity in LEAs
- Private sector training provision in general
- Private sector training – self-financing
- Voluntary sector training activity
- Primary market research data on participation and demand for learning (for colleges and other stakeholders)
- Secondary market data on demand for learning – UCAS and SWAS provide sound data but this is not comprehensive.

In addition, not mentioned as a limitation, there is a lack of data on ethnicity and very limited mention of non-working age (mainly post-60) learners.

7. BROADER SOCIAL POLICY AND LIFELONG LEARNING POLICY

There is a growing congruence between education, employment, benefits and health policies at Scottish, GB and UK levels. A range of training and employment support programmes are run by **JobCentre Plus**, a GB wide agency and part of the Department for Work and Pensions. A major part of the UK Government's agenda is to promote active labour market policies, so that welfare claimants are placed under an obligation to actively enhance their employability and, if at all possible, to move into the labour market and off benefits. Since coming into power in 1997, the UK Labour Government has promoted a number of New Deal Programmes aimed at 18-24 year olds, lone mothers, older workers and disabled people. There is particular concern about the proportion of people in the UK who are claiming incapacity benefits, a much higher proportion of the working age population compared with those who are unemployed. The Think Tank The Institute for Public Policy Research provided the following statistics:

Table 7:1 Number of benefits claimants by statistical group and per cent of the workin age population represented by each group in May 2003

	Number of claimants (thousands)	Per cent of working age population
All	4,591	14.1
Sick or disabled	3,052 (61.6%)	8.7
Unemployed	883 (17.8)	2.5
Lone Parents	826 (16.7%)	2.4
Others	190 (3.8%)	0.5

Parts of Scotland, especially former industrial areas, have particularly high rates of incapacity benefits claimants, particularly among older men. Thus 20.7% of men aged 16-64 living in Glasgow are claiming incapacity benefits. In Inverclyde, the proportion of working age men claiming IB is 17.4% and in North Lanarkshire the figure is 15.4%. This compares with 5% in the south east of England.

As a result of concerns about economic inactivity, there has been a major focus on re-engaging disadvantaged communities with the labour market. Programmes funded by Scottish Enterprise, local authorities and GB agencies such as JobCentre Plus have used a range of strategies, including outreach work in local communities, to draw disengaged workers back into lifelong learning and employment. The centrality of lifelong learning is indicated by the fact that most employment and training programmes count progression into an education or training programme as a 'successful' outcome.

The benefits system is also increasingly using a range of carrots and sticks to encourage disengaged workers back into training, employment and employment. It is now possible to move into employment or education for a limited period of time without sacrificing benefits status. In addition, benefit is withheld from 16 year olds who have left full-time education unless they engage in a training programme, and a new Green Paper entitled A New Deal for Welfare: Empowering People to Work (DWP, 2006) obliges people claiming incapacity benefit to attend a Work Focused Interview where Personal Advisers will explore with them

the possibility of participating in an education, training or employment programme with a view to assisting them back into employment. A possible penalty for non-attendance at such an interview would be the withdrawal of benefits, although these sanctions were rarely used in the pilot projects.

Whilst these programmes are driven in large part by human capital thinking, they are also reflected in Scotland's social justice strategy. Following devolution, the strategy was set out in the document *Social Justice: A Scotland Where Everyone Matters* (Scottish Executive, 2000). The Scottish Executive publishes annual indicators of progress, such as lifelong learning and employment participation rates of groups disadvantaged in the labour market. These include lone parents, ethnic minorities, people aged 50+ and people with a disability. Within the social justice strategy, participation in education and lifelong learning is characterised as the means of increasing employment participation, which in turn is seen as the means of reducing social exclusion.

Health policy in Scotland also makes connections with lifelong learning. Publications from the Scottish Health Department such as *Securing Health Together* (Scottish Executive, 2000) make the point that health is not just the absence of illness, but general well-being within the individual and the community. Participation in lifelong learning and employment are construed in health policy as the means of improving the health of the nation. Whilst the majority of health department resources continue to be channelled into critical and acute services, there is a growing focus on using health funding to purchase education, training and employment opportunities for groups such as people with learning difficulties and people with mental health difficulties.

Links between the UK and Scottish Governments' social justice agendas are evident in premium funding paid to FE and HE institutions to encourage them to recruit students from under-represented and socially disadvantaged groups. In HE, students from low participation neighbourhoods attract a 25% premium and disabled students also attract premium funding, intended to reflect the additional resource needed by the institution to educate such students effectively. The Higher Education Funding Council for England publishes social inclusion benchmarks for all HEIs and Scottish universities are required to provide statistics to the UK Higher Education Statistical Agency (HESA). Each institution is compared with a similar institution in relation to the proportion of students it recruits from under-represented groups, including mature students, students from lower social classes, students from low participation neighbourhoods, minority ethnic groups and disabled students. Since HEIs are autonomous institutions, they are encouraged, but not obliged, to converge on their benchmark.

8. EFFECTIVENESS OF LIFELONG LEARNING POLICIES

Scottish lifelong learning strategy has been developed in the context of social and economic developments. Two main challenges that the Scottish Executive identifies in this area are **i) relatively low economic growth and ii) low productivity and a reduction in the working age population** (Scottish Executive, 2003a, 13). In order to tackle these challenges effectively, the Scottish lifelong learning strategy is centred around five goals, which are outlined in the Scottish Executive document *Life Through Learning: Learning Through Life*. Six indicators have been identified to track progress against these three goals (see Section 3).

Key challenges identified in the Lifelong Learning Strategy and other policy documents will be listed below.

Key challenge 1: Improving economic growth and productivity

In order to improve economic growth and productivity the Scottish Executive emphasises the importance of increasing skills of those in and out of work, as well as the need to increase educational attainments. Five out of the six indicators focus on this goal.

Indicators of success and evidence for achievement (based on Scottish Executive Lifelong Learning Statistics (2005)): (LLL stats, pp. 6-10)

A reduction in the proportion of 16-19 year olds not in education, employment or training (NEET)

The Scottish Executive has conceded that little progress has been made in achieving this target, noting the following points:
- No significant changes over the years 1999 to 2004
- In 1999, around 15% of 16-19 year olds were NEET, compared to 13.2% in 2004.
- The majority of the NEET group have no or low qualifications
- The Scottish Executive has introduced Educational Maintenance Allowances (EMA) for 16-18 year olds and the *Curriculum for Excellence* (Scottish Executive, 2004c, 9), which aims to provide:
  a) Greater choice and opportunity, for young people, to help them …. close the opportunity gap by better engaging those who currently switch off from formal education too young;
  b) More skills-for-work options for young people, helping them to progress into further qualifications or work.

Increase in graduates as a proportion of the workforce
Considerable progress has been made here, with an increase from 15% in 1997 to 22% in 2004.

A reduction in the proportion of working age adults whose highest qualification is below SCQF level 5
There has been some progress in relation to this goal. The proportion of working age adults with no qualifications has decreased from 28% in 1992 to 19% in 2004.

A reduction in the proportion of 18-19 year olds whose highest qualification is below SCQF level 6
There has been some success here, with a decrease from 38% in 1997 to 31% in 2004

Increase the proportion of people in employment undertaking training
A higher proportion of people in work are undertaking some sort of training. There has been an increase from 23% in 1995 to 29% in 2005

Problems in this context include the following:
a)   Only 39% of businesses have training plans, which implies that training and skills issues are often not a priority for employers.
b)   66.3% of all working age people in employment had not received any form of training in the last three months
c)   In-work training is usually reserved for young people with high qualifications, which means that a substantial group of employees is excluded from this opportunity

Creating pathways to employment
The Scottish Executive sees Community Learning Development (CLD(as one of the means to increase people's confidence in applying for new jobs or make progress in existing ones. However, CLD initiatives do not always benefit the target group, which means that the impact in the targeted communities is often less than expected in terms of moving people into employment. Tett, who evaluated the initiatives, commented:

> It is difficult to show that CLD contributes to …. increasing sustained employment particularly for socio-economic groups that are likely to be more vulnerable to intermittent and long-term unemployment. (Tett et al, 2006, 10).

Key challenge 2: Target provision for those with the greatest needs, older people and those on the periphery of society

Indicators of success and evidence for achievement:

Increase in support to students from low income families to stay on at school and/or FE college

Tackling the class divide in access to higher education in Scotland has proved to be very difficult. The staying on rates for 16-19 year olds from low income families have remained fairly stable since 1996-97 (around 47%) (Scottish (Executive, 2005a, 6). Education Maintenance Allowances (EMAs) have been introduced across Scotland. A limited evaluation of pilot areas suggest that EMAs have had a positive effect; however, the

introduction of a new qualification structure at lower secondary has made it difficult to evaluate the effect of EMA (Croxford & Ozga, 2005)

The document *Closing the Opportunity Gap* (Scottish Executive, 2002) emphasises the importance of widening access to higher and further education for students from under-represented groups, disabled students and those facing greatest financial hardship. The Lifelong Learning Statistics (2005) states that the proportion of young entrants from low participation neighbourhoods to HE has increased since 1998-99. The intake in Scottish HEIs is 5% higher than for HEIs UK-wide. However, the proportion of mature entrants from low participation neighbourhoods dropped by 2.3% between 2001-02 and 2002-03 (Scottish Executive, 2005a, 92).

Higher Education Statistics Agency (HESA) provides information on the percentage of young full-time first degree entrants from under-represented groups by Government Office region of domicile 2003/04. In this category Scottish results are comparable to the UK average: 28.5 compared to 28.6 percent respectively (HESA, 2005).

Increasing numeracy and literacy skills

An evaluation of the Adult Literacy and Numeracy (ALN) Strategy (Scottish Executive, 2005c) mentions that it has generally been well received but that further improvement is required in the areas of (i) encouraging transfer to other learning opportunities; (ii) guidance and support; and (iii) creating a positive image of ALN learners (Scottish Executive, 2005c).

Helping lone parents, older people and ill or disabled people back into work

Responsibility for Social Security is reserved to the UK government at Westminster. The Department for Work and Pensions (DWP) published a Green Paper entitled *A New Deal for Welfare: Empowering People to Work*, which sets out a strategy with the aim of helping lone parents, older people and ill or disabled people return to the labour market.
Lone Parents

The Scottish Executive supports parents in disadvantaged groups and areas with affordable and accessible childcare, to ensure that this is not a barrier to their entering education, training or employment (DWP, 2006, 55) (Scottish Executive, *Closing the Opportunity Gap*, 2002b).

The Work-Related Activity Premium was introduced to encourage lone parents to engage in some work-related activity (e.g. work-related training) in preparation for a return to work (DWP, 2006, 57).

Older people

The employment rate for people aged between 50 and state pension age has risen by 6% since 1997 and the proportion of people in this age group receiving incapacity benefits has been decreasing in the last few years (DWP, 2006: 67).

There is a lack of for provision of training for older people. Participation in the New Deal 50 plus in-work training programme has been relatively low so far (DWP, 2006: 70). Whilst the

Scottish Executive document *A Scotland Where Everybody Matters* outlines targets with regards to older workers with a view to increasing their employment rates, home care opportunities and health, it does not mention training opportunities for this group of people.

Young age is one of the main factors that is positively associated with receipt of work-related training (see tables 4 and 5). Other statistical evidence suggests that participation rates in education decrease significantly as people get older. Only about 10% of all students are aged over 50 (Scottish Executive, LLL statistics, 2005: 2).

The voluntary organisation *Help the Aged* proposes that 'older people are seriously under-represented throughout adult education; student loans are not available to those aged 55 and over; and many government initiatives, such as Modern Apprenticeships, have an age barrier' (*Help the Aged* Policy Statement, 2004).

Ill or disabled people

The Employment and Support Allowance (ESA) will be introduced in 2008. ESA will be paid to people in return for undertaking work-related interviews and participating in some form of work-related activity (e.g. Jobcentre Plus or external training programmes) (DWP, 2006: 43). If individuals refuse to participate, their benefit will be reduced in increments. However, those with significant illnesses or disabilities are exempt from undertaking education or training.

Economic factors are still the main drivers in the availability of funding and as a result sick or disabled people are disadvantaged. They participate in lifelong learning only because they fear losing benefit and may not be encouraged to take up training when in employment.

In 2003-04 only 40% of self-identified disabled students attending an undergraduate course in Scotland received Disabled Students' Allowance (HESA, 2005).

Realisation of EU and OECD objectives on lifelong learning

The themes around which Scottish Lifelong Learning strategy is developed (knowledge economy; demography; social justice and citizenship) relate to EU policy on lifelong learning in that they emphasise both economic competitiveness and social inclusion.

Since the EU is not able to impose strict regulations in the area of lifelong learning, the Scottish Executive (as well as other national governments) has relative freedom in developing and implementing lifelong learning policy and practice. The Executive and related agencies have thus 'adapted' the Lisbon objectives to the Scottish system.

As has become clear in section 5, the OECD has had a powerful impact in relation to human and social capital discourses of lifelong learning and in particular in relation to policy on adult literacy.

Conclusion

Many of the government initiatives designed to meet key challenge 2, in effect serve the human capital agenda behind key challenge 1. Most Scottish policy strategies and funding regimes focus on providing the type of lifelong learning geared towards the needs of the Scottish economy.

However, the contribution of lifelong learning to increasing employment participation is also seen as a means of reducing social exclusion. There is thus acknowledgement of the importance of developing social capital. Relevant areas in which a significant number of initiatives have been introduced are Adult Literacy and Numeracy and Community Learning and Development.

Tensions mainly occur in areas where human and social capital policies are in conflict. In the context of lifelong learning, Scottish Executive policy strategies can be criticised in that they emphasise the importance of enhancing social capital, but in reality they mainly pursue initiatives that reflect the human capital approach. On the other hand, it could be argued that whilst a small number of people are unable to work as a result of illness, disability or caring responsibilities, people are far less likely to experience social exclusion if they are engaged with the labour market. It is known, for example, that people who are unemployed or economically inactive are much more likely to engage in self-harming activities such as drug abuse and commit suicide. They are also more likely to become embroiled in the criminal justice system and their children have much poorer outcomes in terms of health and education. It might therefore be argued that the government is right to emphasise human capital approaches to lifelong learning, whilst also recognising the importance of investing in social capital, including support for those who are highly marginalised. However, there is a danger of this approach becoming a form of social control.

The aim of widening access to training opportunities for older people has been largely unsuccessful. Although Scotland's Lifelong Learning Strategy discusses the important role of education, training and workplace learning in accommodating the needs of older workers, it lacks specificity in how such objectives should be achieved. The principal focus of most policy documents is on the economic implications of ageing and there are few explicit links with educational strategies and lifelong learning policy.

A further area where little progress has been made is in narrowing the opportunity gap between the most and least socially advantaged. Forty per cent of students at two of the most prestigious Scottish universities (Edinburgh and St Andrews) are from private schools, which cater for only 4% of the Scottish school population. This is a very difficult issue to address, since the middle class hang on to privilege with great tenacity. Like other universities, Edinburgh University has experimented with a number of positive action programmes to enhance participation from poorer students, but the balance of participation has not shifted significantly.

Overall, the findings suggest that the Scottish Lifelong Learning strategy is pro-active and quite successful in developing human capital versions of the learning society, whereas some work remains to be done in the development of social capital and personal development approaches.

9. POLICY ISSUES AND RECOMMENDATIONS

The Lifelong Learning Strategy aims to develop human capital, social capital and support personal development. It sets a number of goals; however, the main evaluation of its effectiveness so far has been through the use of statistical/hard indicators:

Younger people not in work or education
- Expand the evaluation of the impact of Educational Maintenance Allowances for 16-18 year olds. This programme was started in 2004 and a limited evaluation has suggested a positive effect; however, this evaluation did not include the whole of Scotland.
- Examine the impact of Curriculum for Excellence on this same group of pupils. This programme is also recent and aims to introduce more vocationally oriented courses for pupils in schools.
- Explore the evaluation of training programmes on this age group. Current hard indicators are limited and do not demonstrate individual outcomes. There is therefore a need for more effective indicators that examine the impact on individuals of these programmes.

Social inclusion of marginalised groups
- Continue to monitor the impact of widening access to Higher Education initiatives for all non-traditional students and identify barriers to access, especially to more prestigious institutions (where the numbers are lower)
- Examine the uptake of DSA by students from disabled students from a non-traditional backgrounds. Evidence so far suggests that the majority of students in HE with a disability are those identified as dyslexic and many of those in this group in receipt of DSA come from a more advantaged background.
- Monitor and analyse patterns of participation by ethnic minority groups including new European immigrants and asylum seekers.
- Examine the impact of accreditation of learning and the aim to include all types of learning within SCQF. What is the impact on community learning? Does the need to achieve learning outcomes (and to be assessed) deter some more vulnerable learners?
- Explore further the impact of adult literacies provision in the light of the 2005 HMIE report. This report suggests there is a need to monitor access to numeracy, to recognise prior individual learning and make effective use of learning plans.
- Investigate the impact of the UK-wide New Deal on sick and disabled people.

Training opportunities both in the workplace and out of the workplace
- Examine the impact of Scottish Enterprise training programmes (delivered through LECs and HIE) on the development of workplace learning, especially in SMEs.

Opportunities for new immigrants
- The Scottish Executive Fresh Talent initiative was launched in 2003 to encourage in-migration of younger people with relevant skills to counter current demographic trends. This initiative was launched in 2003; however, there is no mention of its impact in the Lifelong Learning Statistics. To what extent do immigrants who have recently arrived in Scotland have access to training and education?

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Glossary

CLD	Community Learning and Development
CPP	Community Planning Partnership
CS	Communities Scotland
DSA	Disabled Students' Allowance
DWP	Department for Work and Pensions
EMA	Education Maintenance Allowance
ETLLD	Scottish Executive Enterprise, Transport and Lifelong Learning Department
EU	European Union
FEC	Further Education College
HEI	Higher Education Institution
HESA	Higher Education Statistics Agency
LEC	Local Enterprise Company
LFS	Labour Force Survey
LLL	Lifelong Learning
NEET	Young People Not in Employment, Education or Training
NGO	Non Governmental Organisation
OECD	Organisation for Economic Co-operation and Development
SAAS	Students Awards Agency for Scotland
SALP	Scottish Adult Learning Partnership
SEDD	Scottish Executive Development Department
SEED	Scottish Executive Education Department
SFC	Scottish Funding Council
STUC	Scottish Trade Union Congress
SUfI	Scottish University for Industry
UK	United Kingdom
WEA	Workers' Education Association

Appendix A: Training programmes

Training programmes provide work-related training with the ones aim to help people move closer to a job or train people within their job (Scottish Executive, LLL statistics, 2005, 126). The main ones are:

- Skillseekers – aimed mainly at 16-17 year olds
- Modern apprenticeships – aimed mainly at school leaver but some provision for over 25s
- Get Ready for work – aimed at 16 – 18 year olds
- New Deal for Young people (Education Option) – 18-24 year olds
- Training for Work – mainly for 25 and over

The first two of these include an element of work as well as training if that is possible. The remainder focus on those not working. In 2000-01 there were just over 30,000 learners on these schemes, approximately equal numbers on each scheme. Overall numbers increased to just under 35,000 by 2004-05, this was due to an increase in Modern Apprenticeships. There was a decrease in those on Skillseekers mainly due to higher number of this age group staying on at school.

In recent years, the number of 16-24 year old men undertaking MAs is higher than women, reflecting the fact that more young women enter college or stay on at school. However, when considering the age group 25 and over, it is mostly females undertaking MAs (Scottish Executive, LLL statistics, 2005, 126).

The Get Ready for Work programme is designed to help young people (16-18 year olds) make the transition from school into a job, further training or college and is dominated by males (Scottish Executive, LLL statistics, 2005, 128).

The New Deal – Education Option targets young people (18-24 year olds) who have been claiming Jobseekers Allowance for at least 6 months. This programme particularly supports people who belong to certain groups, including ex-offenders, homeless people, people affected by drug addiction (Scottish Executive, LLL statistics, 2005, 129).

Appendix B

Appendix B: Table of SCQF framework showing qualifications with levels.

Table of main qualifications			
SCQF level	**SQA National Units, Courses and Group Awards**	**Higher Education**	**Scottish Vocational Qualifications**
12		Doctorates	
11		Masters	SVQ 5
10		Honours degree Graduate diploma	
9		Ordinary degree Graduate certificate	
8		Higher National Diploma Diploma in Higher Education	SVQ 4
7	Advanced Higher	Higher National Certificate Certificate in Higher Education	
6	Higher		SVQ 3
5	Intermediate 2 Credit Standard Grade		SVQ 2
4	Intermediate 1 General Standard Grade		SVQ 1
3	Access 3 Foundation Standard Grade		
2	Access 2		
1	Access 1		

GENERAL CONTEXT OF THE LLL 2010 RESEARCH PROJECT

In March 2000, the then 15 European leaders committed the European Union to become by 2010 "the most dynamic and competitive knowledge based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion, and respect for the environment". The Lisbon strategy, as it has come to be known, was a comprehensive but interdependent series of reforms, which has significant implications for a whole range of social policies, including policies for learning.

As part of the Lisbon strategy, the European Union has set the goal of raising the number of adults participating in lifelong learning to 12.5% by 2010. However, the proportion of learning adults in Europe differs widely across countries. The project **"Towards a Lifelong Learning Society in Europe: the contribution of the education system"**, which forms part of the European Commission's 6th Framework Research Program, is dedicated to identifying the reasons behind these differences and to studying the policies and practices related to adults' participation in and access to lifelong learning in a number of European countries (see project's web-page http:// LLL2010.tlu.ee).

The project involves researchers from thirteen countries and regions of Europe: Scotland, England, Ireland, Austria, Belgium, Slovenia, Czech Republic, Estonia, Lithuania, Hungary, Bulgaria, Norway and Russia.

Project objectives

The objectives of this project are to:

- Show to what extent the countries differ in terms of patterns of lifelong learning.
- Reveal how these differences depend upon specific institutions and policies of each country.
- Assess the contribution of each country's education system to the development of lifelong learning.
- Trace the ways institutional and policy prerequisites for lifelong learning have been developed in European countries.
- Identify the barriers to participation in lifelong learning in terms of policies, educational institutions, enterprises' practices and potential learners' motivation.
- Identify the best solutions and most successful practices in terms of participation in lifelong learning and to decide to what extent these would be applicable in other countries.
- Propose changes, which would enhance adult participation in lifelong learning and decrease social exclusion.

The LLL2010 research project extends over five years (commencing in September 2005), and these questions will be addressed in various ways through five sub-projects.

Potential impact

Project is expected to contribute both to competitiveness and cohesion of the EU by (a) developing and carrying out a joint agenda for a better understanding of the tensions between the knowledge-based society, lifelong learning and social inclusion in the context of enlargement of the EU and globalisation, (b) identification of best practices and suggestion of ways for implementation in order to reach the objectives for lifelong learning. The LLL2010 research project extends over five years (commencing in September 2005), and these questions will be addressed in various ways through five sub-projects.

The plan for disseminating the knowledge

The project aims to examine and report on national differences in approaching formal lifelong learning, but also to assist policymakers and practitioners in learning appropriate lessons from contrasting practice in other countries. Therefore, disseminating knowledge to relevant audiences – individuals, institutional actors and policymakers – is of the core issues within this project, and so dissemination activity will take place throughout the life of the project.

The preliminary results will be discussed in the workshops and conferences and introduced to national as well as international audiences. The results of the different research projects within LLL2010 will be presented in five comparative reports – one per subproject – and a final report, and two books will be published as a result of the project. A Conference "The Contribution of the Education System to Lifelong Learning", scheduled in the end of the project, is aimed at discussing findings, conclusions and expert opinions on a European level.

To contribute to scientific discussion and enhance comparative studies in the field, further analysis of the results of the research will take place in articles published in specialized and interdisciplinary journals. As LLL2010 will undertake a number of original studies, the data, questionnaires and codebooks, and all the other relevant materials generated in the project will be made available to the scientific community at large.

Results achieved

The present summary covers the findings of the team during the first Sub-project, 'Review of Literature and Policy Documents'; the full comparative report of the results of this Subproject will be made available on the project website by the end of 2007. The Sub-project undertook comparative research on lifelong learning policies and practices. The aim was to review how lifelong learning is being conceptualised and put into operation across a range of countries in Northern, Central and Eastern Europe.

Purpose & Methodology of Sub-project 1

The purpose of the first Sub-project was to review how lifelong learning is being conceptualised and put into operation across a range of countries in Northern, Central and Eastern Europe. The nature of the educational and lifelong learning regimes in each country, and how they are changing, were investigated. The report considers how far lifelong learning has entered the policy rhetoric in each country, and in what forms it has done so – in particular, how far it has been shaped by the European Union's thinking, or by national or other influences. It considers how far rhetoric and practice diverge in each

country. It also considers how far actions of different areas of policy and government support lifelong learning, or hinder its development.

The Sub-project applied a comparative documentary analysis of approaches to lifelong learning, through analyzing national policy documents and addressing lifelong learning in participating countries.

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2. Higher Institute for Labour Studies, Catholic University of Leuven, Belgium
3. University of Nottingham, England, United Kingdom
4. Moray House School of Education, University of Edinburgh, Scotland, United Kingdom
5. Educational Disadvantage Centre, Centre for Human Development at St. Patrick's College, Dublin City University, Ireland
6. Fafo Institute for Labour and Social Research, Oslo, Norway
7. Slovenian Institute for Adult Education, Ljubljana, Slovenia
8. TÁRKI Social Research Centre, Budapest, Hungary
9. Centre for International Relations and Studies, Mykolo Romerio University, Vilnius, Lithuania
10. Institute of Sociology, Bukarest, Bulgaria
11. St. Petersburg State University: Department of Sociology, Department of Retraining and Improvement of Professional Skills for Sociology and Social Work, Russia
12. 3s research laboratory, Vienna / Danube University, Krems, Austria
13. The National Training Fund, Prague, Czech Republic
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