QAA Scotland/Scottish Government seminar on Recognition of Prior Learning: Sharing European principles and practices, Brussels, 17 February 2010

Preface

There is widespread acknowledgment across the Bologna signatory countries of the importance of lifelong learning, particularly in higher education, and its role in supporting economic, social and cultural success. Recognising prior learning is key to this agenda in terms of widening participation of learners who have gained qualifications, expertise and/or entry to programmes using skills and experience gained informally and experientially – in the workplace for example.

Emphasised in the Leuven/Louvain-la-Neuve Communiqué as an area for further development, this conference explored the multiple issues that transect the area of recognition of prior learning such as: access to higher education; flexible learning paths; engaging employers and workforce development; processes and procedures and innovative ways of developing RPL; and student experiences of RPL across the Bologna landscape.

With participants from over 27 European countries, providing case study examples and posing stimulating questions, this productive conference emphasised the importance of RPL as an integral way of facilitating and responding to the changes in higher education in Europe.

Best Wishes

Sue Scott
Chair
Pro Vice-Chancellor, Learning Innovation, Glasgow Caledonian University

Foreword

Following recommendations in the Leuven/Louvain-la-Neuve Ministerial Communiqué of April 2009, which identified the recognition of prior learning (RPL) as an area for development within Higher Education in Europe as part of the Bologna process, QAA Scotland, in collaboration with the Scottish Government, Ireland and the Netherlands, hosted this seminar on 17 February 2010, in Brussels to present and share practice in the area of Recognition of Prior Learning.

Following the advance notice of the conference, all Bologna Follow Up Group members were invited in November 2009 to identify colleagues who might wish to contribute by running workshops. Members were sent a copy of a call for workshops and encouraged to distribute it. In particular, workshop presentations were sought which related to the following themes and which draw on examples of practice from quality assured systems of RPL:

- Lifelong learning, widening participation and access
- Flexible learning paths
- Engaging employers and workforce development
- Processes and procedures – designing RPL programmes and innovative ways of developing RPL
- Student experiences of RPL across Bologna countries
- Building assessment capacity and capability for RPL

The conference opened with a plenary session, with presentations covering: RPL in Scotland: cycle of development within the context of a national credit and qualifications framework; Reflections on RPL in higher education (in the Hogeschool van Amsterdam); and A student view of recognition of prior learning.
9 proposals were received and accepted to present the following workshops:

- Credit-ratability and in-house learning: helping employers in the NHS in Scotland to enhance the recognition of the non-formal learning programmes they provide – Karen Adams (NHS Education for Scotland)
- The QAA Guidelines on the Accreditation of Prior Learning – Development and Application - Tim Burton (QAA UK)
- RPL, Workforce Development and Engaging Employers: the Scottish context – Ruth Whittaker and Anne McGillivray (GCU and UWS)
- Reflections on RPL in higher education – Antoinette van Berkel (Hogeschool van Amsterdam, The Netherlands)
- Not Teaching But What? The identification and assessment of experiential learning in higher education/ Recognising learning in different disciplines – general and specific tolls for assessment – Anita Walsh and Timo Halttunen (University of London, England and University of Turku, Finland)
- RPL challenges in social work education: overcoming the barriers – Sue Dumbleton and Jean Gordon (The Open University in Scotland)
- RPL in Ireland – a focus on practice – Margaret Linehan (Cork Institute of Technology, Ireland)
- Higher education and recognition of experiential learning – quality issues when allowing for exemptions from examinations – Frank Moe (Norwegian Centre for International Cooperation in Higher Education)
- RPL with students’ eyes: revealing opportunities and threats – Karina Ufert (Lithuanian National Union of students)

There followed three workshop sessions with five or six presentations during each session. Five of the workshops were run twice in order to maximise the sharing of practice and expertise.

The final session of the conference provided a brief oral summary of some of the emerging issues and conclusions from the conference by the Rapporteur and a discussion of the proposal to establish a Bologna RPL network, introduced by the Conference Chair.

**Introduction and background to the conference**

Recognition of prior learning was introduced officially as part of the Bologna Process in 2005 at the Bergen summit, specifically in the context of creating flexible learning paths/lifelong learning. There is not yet a shared definition and understanding of what is meant by RPL across the European Higher Education Area and this has led to some difficulties in gauging the extent of RPL practice within the EHEA. There are however, three broadly accepted main functions of RPL: entry to HE; credit or exemption towards a qualification; and award of a qualification. In 2007, the London Communiqué referred to the importance of national qualifications frameworks in assisting HEIs to improve the recognition of qualifications and all forms of prior learning.
A first international seminar of RPL was held in December, 2008, in Amsterdam, to discuss the role of RPL in national higher education systems and in cooperation between Higher Education Institutions and Businesses. The seminar showed also that there is not yet a shared definition and understanding of what is meant by RPL across the European Higher Education Area. This has led to some difficulties in gauging the extent of RPL practice.

The evidence of the various reports prepared for the 2009 Ministerial Conference held in Leuven/Louvain-la-Neuve showed that some progress has been made regarding RPL since 2007, but not a great deal. Evidence suggests that RPL exists significantly more widely in policy and in theory than it does in practice. It also shows that many individual HEIs are quite dynamic in their approach and their commitment to RPL and that there is significantly more practice in vocationally-oriented higher education institutions than in the more traditional or academically-oriented universities. This was also reflected in the workshops at the seminar in Brussels.

The 2009 reports stressed the importance of national qualifications frameworks and of the learning outcomes approach to higher education. They demonstrated that RPL practice is indeed patchy on the ground and that overall, the evidence presented regarding RPL is generally mixed and somewhat confusing. The challenge for the next few years of the Bologna Process in relation to RPL will be to develop its use beyond the geographical and mission related confines of existing practice and to seek to disseminate and promulgate practice to countries, systems and HEIs which do not currently practice RPL, or who do so in a very limited way.

It is against this background that this seminar was held. Its primary aim was to share experience and practice and to encourage discussion about how more collaboration at European level might lead to greater and more consistent use of RPL across the EHEA.

The following section of the report gives an overview of the discussions at the seminar, arranged by each of the 'key areas' identified for the seminar.

**Lifelong learning, widening participation, wider access**

At European policy level, RPL is often seen primarily in the context of widening participation in higher education. It is clear that RPL is a very significant tool/approach in enabling access to HE for learners following 'non-traditional' paths. There is broad agreement that RPL has much to contribute to the development of lifelong learning, whether in the sense of widening access or in workforce development. Increasingly, lifelong learning (however it is defined) is seen as part of the mission of universities, as seen in the European Universities’ Charter for Lifelong Learning and in successive Bologna Ministerial Communiqués, which have linked lifelong learning to both the wider access and workforce development agendas.

The seminar heard of practical examples of RPL being used to support the recognition of the qualifications of refugees and migrant workers in Scotland. It also heard that RPL was being used to recognise work and other learning experiences of hundreds of thousands of workers in post-apartheid South Africa. The potential for RPL to support single parents, immigrants, the ‘self-taught’ and adult returners was championed by ESU.

The importance of RPL within lifelong learning strategies was emphasised by many contributors.
Flexible learning paths

Several presentations offered examples of how RPL can help higher education institutions offer more flexible learning paths, ranging from offering partial exemptions through to individual learning routes. Delegates heard of examples from the Hogeschool van Amsterdam of employees gaining Bachelor and Master Degrees through RPL and part-time attendance and of a student who had left his degree course after two years because he couldn’t fit it in with work, returning to finish his degree by a flexible route.

It was acknowledged that the concept of flexible learning in higher education institutions remains controversial in some countries and that current HE funding mechanisms generally do not support flexible learning paths. A collaborative project at the Scottish Police College provided an example of how flexible learning can provide real opportunities for workers to gain qualifications and develop their skills and practice, meeting skills gaps and making the police service more responsive and improving relations and partnership with other agencies.

Engagement with employers and workforce development

There are many examples of RPL being driven by the need for workforce development or by pressure from professional bodies. Delegates heard that in Scotland, the national qualifications framework, the SCQF, is an important resource as well as a driver for change, along with a strong workforce development agenda. Some interesting practical examples of significant sectoral-based initiatives in Scotland were discussed. These included: Workshop A, which covered developments in credit-rating in-house learning and work-based learning in the National Health Service Scotland, Workshop C, which outlined a project to integrate RPL within existing systems of workforce development in the Social Services sector and a collaborative project to develop an undergraduate programme for employees of the Scottish Police Service, including RPL; and Workshop F, another collaborative project, aimed at securing recognition by universities of both formal learning in the vocational sector and RPL for workers in the Social Work sector.

Speakers from the Hogeschool van Amsterdam reported on its strong links and RPL arrangements with several companies and the need to meet the diverse needs of employers. They indicated that the development of RPL processes across the university has been a long learning process and that employers have also been challenged, in terms of motivating their staff to learn, but also in relation to retaining employees once they have achieved their degrees.

Ireland provided another example of how RPL can help to meet national employment and educational objectives. The Education in Employment project, funded under the Higher Education Authority's Strategic Innovation Fund is run by a consortium of seven Institutes of Technology and two universities. It focuses on the learning needs of people already in the workforce and aims to standardise RPL policies and procedures in line with international best practice. The project members have organised training and development workshops for more than 205 academics and administrative staff members in Irish third-level education institutions. A report Recognition of Prior Learning: A Focus on Practice (2009) has also been published. The report provides RPL guidelines for students, mentors and RPL assessors and aims to integrate RPL into institutional systems for admissions, accreditation and examination procedures.

RPL processes and procedures – designing RPL programmes and innovative developments

One of the challenges mentioned by more than one speaker is the need to streamline and diversify procedures for RPL, while maintaining the rigour and quality of the process. The crucial importance of robust quality assurance procedures and the importance of ensuring that RPL procedures have the same standards as those used for traditional academic learning were emphasised throughout the day.
All the projects showed evidence of the development of a range of approaches to the assessment of prior learning, in addition to the traditional portfolio approach. The Hogeschool van Amsterdam process involves an online ‘quickscan’ followed by a brief interview, then the preparation of a portfolio, and an assessment interview. There were several examples of tools or resource packs developed in a specific project or discipline being used or developed for use in other sectors or contexts.

In Finland, RPL is linked to Personal Study Plans. The learner begins the RPL process by comparing their experiential learning with the course learning outcomes, they make the application, and their teacher or study administrator makes the decision. There is also scope for the learner to appeal the decision.

In Scotland, the existence of a comprehensive lifelong learning framework, in which all mainstream learning is expressed in terms of learning outcomes and carries credits, makes it much easier to make fair comparisons of learning from different contexts.

Many of the projects presented had strong elements of training and support for academic staff as a key means of ensuring consistency and high standards.

It was reported that in Scotland, HEIs are beginning to track students, to produce data on learning paths and on successful learning journeys.

Several of the projects involved collaborative approaches with a range of partners and stakeholders. Experience to date suggests that this is helpful both in ensuring the success of the RPL itself but also the acceptance of the approach and results by stakeholders.

A Norwegian case study characterised the necessary evidence for RPL as reliable, sufficient, authentic and current.

One of the workshops concluded that quality in supervision leads to quality in the portfolio – also that a variety of assessment methods helps to build a rich and motivational learning environment. It was also suggested that academics need to consider why they are assessing learning – is it to control, to make learning visible, to help learners to learn more? The purpose of the assessment should inform and affect the methods of assessment. The variety of approaches within and between systems and within and between disciplines strongly suggests that there is no single, uniform approach or model for RPL. This view was supported by the experience of some of the speakers in other workshops also.

The issue of certification/documentation of RPL (i.e. should Diploma Supplements identify credits/modules etc where RPL was used?) was raised, without consensus being reached.

**Student experiences of RPL across Bologna countries**

The European Students’ Union works hard to gain a picture of the experience of students regarding RPL but reported that it is not always easy to get a full or clear picture of students’ experience, partly due to differing understanding or perception of the concept and partly due to overly optimistic assessments in some government and stocktaking reports regarding the extent of actual RPL practice and activities ‘on the ground’.
Student representatives gave a plenary presentation and a workshop at the seminar. The plenary presentation was challenging in more than one respect. Firstly, the extent of the impact of RPL was reported as disappointing and geographically limited. ESU reported that in practice, significant use of RPL is limited mostly to countries in North-West Europe. While RPL is an important and useful tool in the context of lifelong learning and widening participation in HE, delegates were challenged to consider how it could also be offered to ‘mainstream’ students and not just to mature or access students. ESU’s view supports the experience of many contributors, that the development and use of national qualifications frameworks based on learning outcomes has been very helpful in encouraging and supporting the recognition of prior learning.

Student representatives reported that developments such as learning outcomes and flexible learning are still controversial in some parts of the EHEA. They stressed the importance of such developments in breaking down barriers and sometimes negative attitudes which, they argued, still exist within many HEIs, towards learning undertaken outwith HE institutions. Learning outcomes, which are independent of the context of the learning and which are effectively neutral regarding different types and contexts of learning make it easier to make evidence-based and fair recognition decisions. It was stressed that ‘universities don’t have a monopoly on learning’. It was argued that the recognition of prior learning encourages a wider concept of learning and encourages people to go beyond formal learning and reward wider experience. HEIs were encouraged to look at an even wider variety of experiential learning, by all learners, such as extra-curricular activities in school or other contexts, voluntary activities and also self-taught learning.

Building assessment capacity and capability for RPL

Several examples of projects building capacity and capability for RPL were presented and discussed at workshops (copies of the presentations can be found in the annexes to this report). They ranged from projects funded under national initiatives such as Ireland’s Strategic Innovation Fund, Scotland’s Quality Enhancement Themes and the Netherlands’ national RPL funding initiative, to national sector-specific projects such as those relating to the Health, Police and Social Services sectors in Scotland and single projects such as the institution-wide initiative at Hogeschool van Amsterdam.

Although some of the projects stressed that there is no single approach or model which can be used across institutions, sectors or disciplines, there were several examples of projects and their outcomes being used, adapted or ‘rolled out’ to other contexts or sectors. Some projects developed tools or resource packs which are of generic interest and others which have been adapted and made fit for purpose in other disciplines or contexts.

Many delegates, in plenary and workshop sessions, suggested that there is scope for sharing of practice and experience in RPL. This complements the views of student representatives and some of the national representatives that there is great potential and need for more sharing of practice and for general capacity building in RPL.

An equally important strand of the discussions related to awareness raising and even basic understanding of what RPL is, what it is for, and how many and varied are the benefits which RPL can bring, not just to learners, but to institutions, to national HE systems and even economies. Much of the evidence from projects shows that the numbers of learners benefiting from RPL remain a tiny proportion of overall student numbers. Additionally, by far the biggest proportion of learners currently benefiting from RPL benefit in terms of entry to courses, rather than for exemptions. The evidence presented in plenary and workshop sessions strongly suggests that there is a huge mismatch between the extent of current provision of RPL and the potential demand.

Against the background of this discussion and these emerging conclusions, there was strong support for the proposal to set up a European RPL network, to help to address these issues and to try to develop capacity, awareness and to inform wider Bologna discussions and developments.
Other issues/barriers/questions

One of the largest challenges for the future of RPL within the European Higher Education Area is to ensure that the practice of RPL breaks out of the current confines within which it is currently practiced, whether these are geographical, cultural, financial or other confines. There was much discussion about how existing practice and experience of RPL can be shared and used to encourage its more widespread use.

The costs, funding and incentives for RPL were discussed in a number of workshops. In most cases, it was stressed that the projects and initiatives presented would not have happened without funding, although they also provided evidence of projects and processes being embedded within institutional practice. There was also evidence that funding mechanisms for higher education institutions are not flexible enough to support more flexible learning paths or encourage and support the recognition of prior learning.

Despite the fact that RPL is now an official part of the EHEA, many contributors stressed that in many cultures and contexts there remains a resistance to RPL and an unwillingness to accept the validity of RPL. In this context, a common theme was the importance of clarifying and demonstrating that procedures for RPL are as robust as those for mainstream HE provision, including quality assurance procedures, and that standards for learning recognised via RPL are the same as those expected for mainstream HE learning.

There was also a great deal of discussion about the way in which RPL is often viewed. It is most often seen as part of the equality or widening participation agenda and as a tool for lifelong learning. However, the presentations in the plenary sessions and workshops bore witness to the huge potential for RPL to address a variety of goals and agendas. It was argued that the benefits of RPL should be articulated in ways which bring together the skills, employability, lifelong learning and equality agendas. The workshops in particular provided real examples of RPL leading to greater efficiency and effectiveness of employees, to better and deeper learning and understanding by learners of what and how they have learned. Other examples of the wider impact of RPL include better partnership working, improved links with professional and employer bodies as well as building partnerships between students and universities, where students are involved in developing and agreeing procedures and processes for RPL.

Given the broad consensus regarding the geographical reach of RPL, there was some discussion about the national contexts where significant RPL practice exists. In most cases the national context showed that national policy priorities and drivers have been very significant in the development of RPL. Specifically, several contributors spoke of the importance of national qualifications frameworks based on learning outcomes, in terms of supporting practice in and also demand for, RPL.
Conclusions

General

- While there is a good deal of RPL practice, it remains too concentrated in a small number of systems and HEIs and even where it is most established, it is not developed across the whole sector.
- There is no uniform approach or single model of RPL which fits all qualifications or situations. There are however some generic tools which can help and which can be adapted for different contexts.
- RPL can help with and should be considered in the context of, skills, employability and equality/widening participation agendas.
- The national context seems to be crucial in providing a policy drive or impetus for the development of RPL. This is clear from the Irish and Scottish contexts in particular, but also in the context of the Netherlands. Although the French situation was not represented, it is the case that in France, it is possible to award degrees entirely on the basis of RPL, a development which was driven by national policy concerns and context.
- It is important to achieve a good balance, between regulations/guidelines and institutional autonomy, between generic and discipline-specific practices and between national and European infrastructure and contexts.
- RPL fits with and needs the other elements of the EHEA infrastructure and recognition 'tools'.
- The learning outcomes approach and the use of national qualifications frameworks are helpful to institutions both in driving and enabling efficient and effective approaches to RPL – indeed ESU argued that they are pre-requisites.

Lifelong learning, widening participation, wider access

- RPL can break down barriers and expand horizons of learners and institutions alike.

Flexible learning paths

- RPL is a useful tool in helping to develop more flexible and varied learning paths, as evidenced by several projects presented at the seminar.

Engagement with employers and workforce development

- RPL can lead to greater efficiency (workers spend less time out of workforce) and greater effectiveness (c.f. Scottish Police College initiative).
- Dialogue with stakeholders, including learners and employer/professional bodies can play a crucial role in the development of and the acceptance of RPL.

RPL processes and procedures – designing RPL programmes and innovative developments

- It is important for higher education institutions to have RPL policies and procedures which are transparent and consistent.
- Streamlined and more diverse procedures for RPL are helpful both for widening its application and can be beneficial in terms of improving professional practice of teachers and knowledge and learning strategies of learners.
- If RPL is to become more widely practiced and to be more widely accepted, it will be important to emphasise and demonstrate that the same standards and equally robust quality assurance arrangements exist for RPL as exist for traditional undergraduate and graduate provision.
- Dialogue with stakeholders, including learners and employer/professional bodies can play a crucial role in the development of and the acceptance of RPL.

Student experiences of RPL across Bologna countries

- Concerns expressed at the lack of penetration of RPL within the EHEA in plenary were reinforced by student representatives, who reported that the perceptions of students indicated that the practice of RPL was limited to a small number of countries. In this
context, the importance of engaging students in dialogue regarding the development and use of RPL at all levels, was endorsed.

**Building assessment capacity and capability for RPL**
- Given the current mismatch between policy and practice, between lofty ambitions and the current reality, it might be helpful for the next two years to concentrate on 'big wins' to ramp up capacity and thereby awareness and demand

**Proposed RPL Network**
- It would be helpful to have an agreed definition of what is meant by RPL in the context of the proposed network, and for that definition to be inclusive
- It would be helpful if the scope and purposes of RPL could be articulated in such a way as to bring together skills, employability, lifelong learning and quality agendas
- There was broad support from participants for the proposed European RPL network and that it should, at least initially, be led by Scotland, Ireland and the Netherlands.
- It was agreed that there was a need to share and disseminate more widely existing experience of RPL processes and practice, but also further to undertake research into the use and impact of RPL.
- It was agreed that there should be some scoping of the role of the network, particularly including learners, but also considering whether or not the network would focus on HE only, or would also cover other aspects of RPL developments, such as the EQF for lifelong learning. Areas of activity which could be tested in the scoping exercise might include:
  - Capacity building; the role of NQFs in supporting RPL in different contexts; collaborative partnerships; impact of RPL on learner; impact on HEIs/pedagogy/assessment; impact on workplace; role of RPL in supporting mobility/transitions between different learning contexts.

**Recommendation to the Bologna Follow Up Group**
That BFUG agrees the establishment of a European RPL network for sharing and developing practice in RPL and to advise the BFUG as required and that the network should, at least initially, be led by Scotland, Ireland and the Netherlands.

**Recommendation to higher education institutions and national rectors’ conferences**
That HEIs and NRCs incorporate RPL within the development of their approaches to lifelong learning and specifically within their implementation of the European Universities' Charter on Lifelong Learning.

That HEIs and NRCs involve student representatives in the development of their RPL processes and procedures.

**Recommendation to quality agencies**
That national and European quality agencies incorporate appropriate reference to RPL procedures and processes within their own guidelines, procedures and regulations.
Glossary
A'dam – Amsterdam
APEL – accreditation of prior learning
BFUG – Bologna Follow Up Group
BWSE – Bologna with Student Eyes
CPD – continuing professional development
CARA - a study of parents and children negotiating risk (GCU project, funded by ESRC)
DEL – Department of Employment and Learning (Northern Ireland)
ECTS – European Credit Transfer and Accumulation Scheme
EHEA – European Higher Education Area
EQF (LLL) – European Qualifications Framework for Lifelong Learning
ESRC – Economic and Social Research Council (UK)
ESF – European Social Fund
ESU – European Students' Union
Erkennen van Verworven Competenties EVC = RPL (Dutch)
GCU – Glasgow Caledonian University
HE – higher education
HEA – Higher Education Authority (Ireland)
HEAR – Higher Education Achievement Report (UK)
HEI(s) – higher education institution(s)
HNC – Higher National Certificate (Scotland)
HvA – Hogeschool van Amsterdam
LLL – lifelong learning
LOs – learning outcomes
LSS – Lithuanian National Union of Students
NES – NHS Education for Scotland
NHSS – National Health Service Scotland
NQF – national qualifications framework
NRC – national rectors’ conference
OECD – Organisation for Economic Cooperation and Development
OU – Open University (UK)
PL – placement learning
PLIRC – Prior Learning International Research Centre
QA – quality assurance
QAA – Quality Assurance Agency (UK)
QET(s) – quality enhancement themes (Scotland)
RPL – Recognition of Prior Learning
SCQF – Scottish Credit and Qualifications Framework
SCQFP – Scottish Credit and Qualifications Framework Partnership
SEEC – South East England Consortium for Credit Accumulation and Transfer
SME – small and medium-sized enterprises (UK)
SQA – Scottish Qualifications Authority
SSSC – Scottish Social Services Council
SVQ – Scottish Vocational Qualification
UWS – University of the West of Scotland
VALEX – Valuing Learning from Experience
VET – Vocational Education and Training
WBL – work-based learning
Further Information
Alliance of Sector Skills Councils - http://www.sscalliance.org/
Department of Employment and Learning Northern Ireland - http://www.delni.gov.uk/
www.enhancementthemes.ac.uk
www.euroguideval.org
Foundation Degree Forward - http://www.fdf.ac.uk/
Hogeschool van Amsterdam Erkennen van Verworven Competenties (EVC/RPL)
www.evc.hva.nl/assessoren.htm (site in Dutch language)
www.nes.scot.nhs.uk/educationaldevelopment
www.nes.scot.nhs.uk/lifelonglearning
http://www.openuniversity.co.uk/collegeroles
Organised credit transfer arrangements http://www3.open.ac.uk/credit-transfer/index.shtm
http://www.qaa.ac.uk/academicinfrastructure/evaluation09/default.asp
PLIRC: http://www.tru.ca/distance/plirc.html
Publications/Documents/Burgess_final.pdf
QAA Evaluation of the Academic Infrastructure: http://www.hefce.ac.uk/learning/qual/future/
Quality Enhancement Themes: http://www.enhancementthemes.ac.uk/
SCQF: www.scqf.org.uk
Scottish Social Services Council: www.sssc.uk.com
www.rplo.eu
Testing for the Best (www.test4best.scot.nhs.uk)
VALEX project: http://www.valex-apel.com/
Work based, employer sponsored
http://www3.open.ac.uk/study/undergraduate/qualification/b41.htm