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REPORT ON:

A FRAMEWORK FOR QUALIFICATIONS OF THE EUROPEAN HIGHER EDUCATION AREA

**Bologna Working Group on Qualifications Frameworks
December 2004**

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REPORT ON: A FRAMEWORK FOR QUALIFICATIONS OF THE EUROPEAN HIGHER EDUCATION AREA

Executive summary

This report concerns the elaboration of qualifications frameworks as called for by ministers in the Berlin Communiqué; it makes recommendations and proposals for an overarching **Framework for Qualifications of the European Higher Education Area** (EHEA), and offers advice on good practice in the elaboration of national qualifications frameworks for higher education qualifications.

The report includes six chapters that cover:

1. The context – higher education qualifications in Europe
2. National frameworks of qualifications in higher education
3. The framework for qualifications of the European Higher Education Area
4. Linking frameworks of qualifications in higher education
5. Frameworks for higher education and for other educational areas
6. Conclusions

Chapter one draws the lines from the Bologna declaration of 1999 to the Berlin Communiqué of 2003 in the development of describing qualifications and frameworks. It also demonstrates the impact of this development on the action lines of the Bologna Process. Finally it points to the underlying goals, priorities and assumptions of higher education, which have to be taken into account when developing qualifications frameworks, namely: preparation for the labour market, preparation for life as active citizens in a democratic society, personal development and the development and maintenance of a broad, advanced knowledge base.

Chapter two examines the nature, development and effectiveness of existing national frameworks for qualifications encompassing 'new style' higher education. It reveals a wide pattern of different experiences from which a number of good practice recommendations can be identified. Some useful aspects that can facilitate the creation of successful new national frameworks of qualifications are mentioned, including:

- the development and review process for producing good national frameworks are most effective when they involve all relevant stakeholders both within and outside higher education.
- a framework for higher education qualifications should identify a clear and nationally-agreed set of purposes. Frameworks for higher education qualifications benefit from the inclusion of cycles and /or levels, and articulation with outcome-focussed indicators and/or descriptors of qualifications. Higher education frameworks of qualifications can also benefit from being directly linked to credit accumulation and transfer systems
- frameworks for higher education qualifications should explicitly link academic standards, national and institutional quality assurance systems, and public understanding of the place and level of nationally recognised qualifications. Public confidence in academic standards requires public understanding of the achievements represented by different higher education qualifications and titles.

Chapter three explores the possibilities for formulating a framework for EHEA and recommends that:

- the framework for qualifications in the EHEA should be an overarching framework with a high level of generality, consisting of three main cycles, with additional provision for a short cycle within the first cycle.
- the framework should include cycle descriptors in the form of generic qualification descriptors that can be used as reference points.
- the Dublin Descriptors developed by the Joint Quality Initiative are proposed for adoption as the cycle descriptors for the framework for qualifications of the European Higher Education Area. They offer generic statements of typical expectations of achievements and abilities associated with awards that represent the end of each of a Bologna cycle.
- responsibility for the maintenance and development of the framework rests with the Bologna Follow-up Group and any successor executive structures established by the ministers for the furtherance of the EHEA.

Chapter three also includes guidelines for the range of ECTS typically associated with the completion of each cycle:

- Short cycle (within the first cycle) qualifications - approximately 120 ECTS credits;
- First cycle qualifications - 180-240 ECTS credits;
- Second cycle qualifications - 90-120 ECTS credits, with a minimum of 60 credits at the level of 2nd cycle;
- Third cycle qualifications do not necessarily have credits associated with them.

Chapter four discusses how national frameworks of qualifications need to articulate in a transparent way with the overarching European framework for qualifications. The process of articulation should involve the careful mapping of national qualifications (their levels, learning outcomes and descriptors) with the cycle descriptors identified for the European overarching framework.

The following criteria are proposed for the verification that national frameworks are compatible with the EHEA framework:

- The national framework for higher education qualifications and the body or bodies responsible for its development are designated by the national ministry with responsibility for higher education
- The national framework and its qualifications are demonstrably based on learning outcomes and the qualifications are linked to ECTS credits
- The procedures for inclusion of qualifications in the national framework are transparent
- The national framework, and any alignment with the European framework, is referenced in all Diploma Supplements
- There is a clear and demonstrable link between the qualifications in the national framework and the cycle qualification descriptors of the European framework
- The responsibilities of the domestic parties to the national framework are clearly determined and published

It is proposed that each country should certify the compatibility of its own framework with the overarching framework according to the following procedures

- The competent national body/bodies shall self-certify the compatibility of the national framework with the European framework

- The self-certification and the evidence supporting it shall be published
- The ENIC/NARIC network shall maintain a public listing of States that have completed the self-certification process
- The completion of the self-certification process shall be noted on Diploma Supplements issued subsequently

The frameworks of qualifications has been identified as a key tool for the realisation of the European Higher Education Area. Therefore it is recommended

- that all signatories will complete the self-certification process by 2010.

Chapter five looks at the framework and related initiatives outside of higher education. It takes into account wider European developments in lifelong learning, of which higher education is an intrinsic part, developments in the Lisbon process and the linked future objectives process, as well as development in the Copenhagen process on increased European co-operation in vocational education and training.

The change agenda being advanced through much of this work relates closely with the sorts of changes required by the Bologna process, as reflected through the introduction of national frameworks of qualifications, and an overarching framework for qualifications of the European Higher Education Area. It is proposed that:

- national frameworks should include awards that integrate recognition of non-formal and informal learning experiences.

This chapter also notes that an increasing focus on the individual learner rather than learning systems and institutions, which challenges the traditional boundaries within and between different levels of education and training, is also relevant.

The development of the plans of the European Commission towards a European Qualifications Framework is regarded as a helpful and important, and it is anticipated that the approaches developed in this report will support and be compatible with such a framework.

Chapter six provides a summary of conclusions of the report.

REPORT ON: A FRAMEWORK FOR QUALIFICATIONS OF THE EUROPEAN HIGHER EDUCATION AREA

Introduction

1. The conclusions of the Berlin conference (September 2003) of the ministers in charge of higher education included:

Degree structure: 'Ministers encourage the member states to elaborate a framework of comparable and compatible qualifications for their higher education systems, which should seek to describe qualifications in terms of workload, level, learning outcomes, competences and profile.

They also undertake to elaborate an overarching framework of qualifications for the European Higher Education Area.

This report was commissioned by the Bologna Follow Up Group (BFUG) in furtherance of these undertakings.

2. The report includes five chapters that cover:
 - The context – higher education qualifications in Europe
 - National frameworks of qualifications in higher education
 - The framework for qualifications of the European Higher Education Area
 - Linking frameworks of qualifications in higher education
 - Frameworks for higher education and for other educational areas
3. Meeting in Dublin in March 2004, the BFUG approved the establishment of a Working Group to coordinate the work on the development of an overarching framework of qualifications for the EHEA, and appointed the following to that Working Group: Mogens Berg (Denmark) as chair, the BFUG Chair (Ian McKenna (Ireland) until 1 July 2004, and Marlies Leegwater (The Netherlands) from 1st July), Jacques-Philippe Saint-Gerand (France), Éva Gonczi (Hungary), and Andrejs Rauhvargers (Latvia). The Working Group was joined by a number of experts (listed in Appendix 1 to this report).
4. The terms of reference BFUG (Appendix 2) provided for the Working Group were to:
 - identify reference points for national frameworks of qualifications (in terms of workload, level, learning outcomes, competences and profile), which may assist Member States in establishing their frameworks;
 - elaborate on an overarching framework of qualifications for the European Higher Education Area;
 - establish key principles for frameworks of qualifications, both at national and European levels.
5. The Working Group took into account other policy areas, including those within the Copenhagen Process and the wider Lisbon Agenda as articulated in "Education and training 2010" ¹. The Working Group, with its experts, met 6 times; in Dublin, Copenhagen, Edinburgh, Stockholm, Budapest and Riga. Prior to this a preparatory group was set up by Denmark, Ireland, the UK (including

¹ Title www.europa.eu.int/comm/education/policies/2010/doc/jir_council_final.pdf

Scotland), and the chairman of the Lisbon Convention Committee. This preparatory group undertook some coordinating work prior to the formal appointment of the Working Group.

6. The Working Group has drawn heavily upon work done by others, especially that of the Joint Quality Initiative² who formulated and further developed the 'Dublin Descriptors' and organised an introductory conference in London in January 2004. It has also drawn on experiences in countries that have already established qualifications framework for their national higher education systems, and conducted a comparative study of existing national frameworks.
7. The Working Group has consulted other organisations that have contributed to the discussions; these include the European University Association (EUA) (which has also acted as coordinator of the ECTS counsellors), the European Association of Institutions in Higher Education (EURASHE), the National Union of Students in Europe (ESIB), the European Network of Information Centres (ENIC) and the National Academic Recognition Information Centres (NARIC), and the European Consortium for Accreditation (ECA). The European Commission (EC) contributed both through their interests in the Bologna process and as coordinator of the Copenhagen process and of the Lisbon process as articulated in "Education and training 2010".
8. In widening input into the deliberations, the Chairman presented interim findings of the Working Group at various conferences of important European organisations and networks such as ESIB, EURASHE and the ENIC and NARIC. He also conducted a seminar in Vienna attended by Austrian officials and organisations with regard to their Bologna and EU Presidency (2006). Members of the Working Group have presented reports to Bologna seminars in Edinburgh, Santander and Riga, and attended the Closing Conference on "Tuning Educational Structures in Europe. Phase 2".
9. The report will be discussed in detail at a Bologna seminar in Copenhagen on 13-14 January 2005. The report and the conclusions and recommendations from the seminar will then be given to the BFUG, who commissioned the work. It will be available for the ministerial Bologna Conference in Bergen in May 2005.
10. The work was made possible thanks to financial support from the European Commission through the Socrates Programme. The Council of Europe has contributed to the work through the participation of the President of the Lisbon Recognition Convention.

² www.jointquality.org

1 Context – higher education qualifications in Europe

1.1 The Bologna Process, European Higher Education Area and qualifications systems

11. The identification of first and second cycle studies, within the Bologna Declaration (1999), was the first step towards developing an over-arching qualifications framework for the European Higher Education Area (EHEA). By creating this initial division between cycles the first elements of a qualifications framework were established.
12. The next steps were several national and international initiatives, including the development by the Joint Quality initiative (JQI) of the 'Dublin descriptors', the Trans-European Evaluation Project (TEEP), the Tuning project, and developments in national qualification frameworks for example Denmark, Ireland, and the United Kingdom, with separate qualifications frameworks for Scotland and the rest of the UK. Various Bologna seminars, e.g. in Helsinki, Lisbon, and Zurich, also provided additional discussion of context and detailed information. These initiatives were followed by the Danish Bologna seminar on *Qualification Structures in European Higher Education*, held in Copenhagen on 27-28th March 2003. This seminar was informed by a background report³ that explored alternative approaches for clarifying the cycles and levels in European higher education qualifications. The report and the seminar examined the issues and debates associated with concepts useful for describing qualifications. They also focussed on current European approaches to qualifications structures, alternative methodologies and their theoretical foundations for conceiving different educational levels for all higher education qualifications, including lifelong learning.
13. The 2003 Danish seminar resulted in a series of detailed recommendations to higher education stakeholders that were taken up by the ministers at their meeting in Berlin; these are summarised in Appendix 3. Their Berlin Communiqué (2003) called for the creation of an overarching framework for the European Higher Education Area. The following statements are of particular importance in this connection:

Degree structure: 'Ministers encourage the member states to elaborate a framework of comparable and compatible qualifications for their higher education systems, which should seek to describe qualifications in terms of workload, level, learning outcomes, competences and profile.'

They also undertake to elaborate an overarching framework of qualifications for the European Higher Education Area.

Within such frameworks, degrees should have different defined outcomes. First and second cycle degrees should have different orientations and various profiles in order to accommodate a diversity of individual, academic and labour market needs. First cycle degrees should give access, in the sense of the Lisbon Recognition Convention, to second cycle programmes. Second cycle degrees should give access to doctoral studies.

³ The report, *Qualifications Structures in European Higher education – Consideration of alternative approaches for clarifying cycles and levels in European higher education qualifications* can be downloaded from: <http://www.bologna.dk>

*Ministers invite the Follow-up Group to explore whether and how shorter higher education may be linked to the first cycle of a qualifications framework for the European Higher Education Area'*⁴

*Lifelong learning: 'Ministers furthermore call those working on qualifications frameworks for the European Higher Education Area to encompass the wide range of flexible learning paths, opportunities and techniques and to make appropriate use of ECTS credits.'*⁵

*Additional actions: '...Ministers consider it necessary to go beyond the present focus on two main cycles of higher education to include a doctoral level as the third cycle in the Bologna process.'*⁶

14. The challenge was thus to create a European qualifications structure that facilitates the connection between national frameworks of qualifications , in order to provide the basis for introducing more precision to the relationship between different higher education qualifications with Europe . As qualifications originate and exist within national or related systems, the framework should more properly be called a Framework for Qualifications of the EHEA.
15. An effective overarching Framework for Qualifications of the EHEA is necessary for many reasons. Primarily it should help the Bologna Process establish real transparency between existing European systems of higher education through the development of a shared basis for understanding these systems and the qualifications they contain. This should improve the recognition of foreign qualifications, enhance the mobility of citizens and make credential evaluation more accurate. The overarching framework should also provide guidance to those countries developing their national frameworks. Last, but not least, it provides a context for effective quality assurance.
16. There are significant direct and indirect connections between the full Bologna agenda and the creation of effective systems for the description and location of qualifications in Europe. The overarching framework for qualifications should play a vital role in the EHEA. The majority of the ten action lines identified in the policy documents of the Bologna Process will be affected fundamentally and positively by the development of clear, outcomes-focussed qualifications frameworks that share common methodological descriptors. The adoption of a system of easily readable and comparable degrees, that aids recognition, requires these common and clear descriptors. Links to the action lines are provided through:
 - The adoption of a system essentially based on three⁷ main cycles presupposes some agreement about the nature and role of degrees at different cycles/levels and is already the basis for such a framework.
 - The establishment of a system of credits is itself one approach to help describe and quantify qualifications and make them more transparent.
 - The promotion of mobility, of staff, students and researchers, can only be facilitated by a common understanding and the fair recognition of qualifications.

⁴ Berlin Communiqué 2003,

⁵ Berlin Communiqué 2003,

⁶ Berlin Communiqué 2003

⁷ The Bologna Declaration formulated this goal with regard to the first and second cycles; while the Berlin Communiqué added the doctoral degree as a third cycle

- The promotion of European cooperation in quality assurance requires transparent and, if possible, common European approaches to the expression of qualifications, qualification descriptors and other external reference points for quality and standards.
 - The promotion of the European dimension in higher education, especially integrated study programmes and joint degrees, can be helped by more transparency between existing courses, curricula and 'levels'.
 - Regarding lifelong learning, any consensus for describing degrees and levels must have beneficial implications for qualification structures, other higher education qualifications, alternative pathways and degrees, and thus all stages and types of learning.
 - Higher education institutions and students are paramount stakeholders who gain by the creation of effective national and European frameworks. The autonomy of higher education institutions can be strengthened through qualifications frameworks that provide for enough flexibility and are not too rigid.
 - National and European frameworks that provide various transition points, facilitate access for non-traditional learners and thus promote greater social cohesion and strengthen the social dimension.
 - Promoting the attractiveness of the European higher education area would be made easier as the transparency and comparability of European higher education degrees is made real by the development of a common framework of qualifications. Refining of ways to describe degrees and levels in higher education is fundamental to the Bologna Process.
 - A transparent and well-articulated overarching framework, supported by national frameworks, will also be of considerable importance to the recognition, in other parts of the world, of qualifications resulting from the Bologna reforms.
17. The development of conceptual approaches for describing qualifications is currently an important priority for many countries as they undertake educational reforms in the light of the Bologna process. These developments are not restricted to Europe, or indeed to higher education, and can be seen in other areas of education and training and in other parts of the world as shown by the experiences in, for example, Australia, New Zealand, and South Africa. Unfortunately, the situation is complicated by the existence of several alternative and competing approaches. Some stakeholders in the European higher education sector have been aware of the problems associated with the current situation and there are a number of ongoing national and international attempts⁸ designed to resolve these problems and move towards a more common understanding.
18. There are different ways to express and measure study programmes, including time-based (years) approaches, credit points, identification of learning outcomes and competencies, qualifications and level indicators, subject benchmarks⁹.
19. Traditional models and methods of expressing qualifications structures are giving way to systems based on explicit reference points using learning outcomes and

⁸ For example, the Joint Quality Initiative (JQI), European Network of Quality Assurance (ENQA), Tuning, etc.

⁹ Subject benchmark statements is a UK approach that provides the academic community with a means for describing the nature, standards and characteristics of programmes in a specific subject. This approach has also been adopted by the '*Tuning educational structures in Europe*' project.

competencies, levels and level indicators, subject benchmarks and qualification descriptors. These devices provide more precision and accuracy and facilitate transparency and comparison. Without these common approaches, full recognition, real transparency and thus the creation of an effective European Higher Education Area, will be more difficult to achieve.

1.2 Qualifications frameworks and the purposes of higher education

20. The elaboration of a qualifications framework, whether an overarching framework for the EHEA or a national framework, cannot be divorced from the underlying goals, priorities and assumptions of higher education. The Working Group has therefore found it both useful and necessary to briefly sketch the assumptions on which it has based its work. The issues covered in this chapter have, at least to some extent, been addressed in the Bologna Declaration, as well as the Prague and Berlin Communiqués. They have also been addressed in a number of Bologna seminars, most prominently in the Greek seminar on the social dimension of higher education (February 2003), the Danish seminar on qualifications structures (March 2003), the Czech seminar on lifelong learning (June 2003), and the Council of Europe/Portuguese seminar on recognition (April 2002)¹⁰. They were also addressed by the Council of Europe seminar on the public responsibility for higher education and research (September 2004), and were considered at the Slovenian, EUA and ESIB seminar on employability (October 2004), and at the seminar on recognition organised by the Latvian authorities and the Council of Europe in Riga in December 2004¹¹.

21. As the Bologna Declaration has been implemented, there has been debate among various stakeholders at national and European levels, particularly within the Council of Europe, and a common understanding of the multiple purposes of higher education is emerging. Broadly speaking, one may identify four main purposes of higher education:

- preparation for the labour market;
- preparation for life as active citizens in a democratic society;
- personal development;
- the development and maintenance of a broad, advanced knowledge base.

22. For the purpose of discussion, it may be convenient to separate the four elements. It should nevertheless be underlined that the distinction between the elements is not clear-cut, and the four elements are interlinked. It may also be noted that while for the first three elements, the main emphasis will most likely be on the individual earning the qualification, for the fourth element emphasis may be at the level of society, not least in relating qualifications to employability and other social objectives. Nevertheless, all four elements have individual as well as societal dimensions.

Preparation for the labour market

23. Preparation for the labour market is the dimension that has over the past generation been most dominant in public discourse on education. Employers have complained that the current education systems of many European countries provide students with insufficient preparation for the labour market, and this concern was one of the driving forces behind the Bologna Process.

¹⁰ For these seminars see http://www.bologna-berlin2003.de/en/bologna_seminars/index.htm

¹¹ For these seminars see <http://www.bologna-bergen2005.no/>

Preparation for life as active citizens in a democratic society

24. While democratic institutions and laws are indispensable to democratic societies, they can only function in societies marked by a democratic culture that is tolerant and accepts diversity and open debate. Democracy ultimately depends on the active participation of educated citizens. Education at all levels thus plays a key role in developing democratic culture. In addition to transferable (transversal) skills, the active participation of citizens requires a broad education in a variety of fields as well as the nurture of democratic attitudes and values and the ability to think critically. This aspect of higher education was referred to in the Bologna Declaration and brought much more explicitly into the Process through the Prague and Berlin Communiqués.

Personal development

25. This aspect of higher education has not been explicitly addressed so far in the policy texts of the Bologna Process. While personal development may have been a more explicit goal of education and higher education in earlier generations, it is still an underlying assumption of education in Europe. The assumption may appear to have been challenged through the development of mass education, but it should nevertheless be made explicit that whilst preparation for the labour market is an important purpose of education, the aim of personal development has far from disappeared.

The development and maintenance of a broad, advanced knowledge base

26. For society as a whole, it is important to have access to advanced knowledge in a broad range of disciplines. At the most advanced levels of knowledge, this relates to research and research training. It is, however, not limited to research, as advanced knowledge and the transmission of such knowledge play important roles in a wide range of areas and at levels below that of research. Thus, whilst knowledge of advanced skills and methods of, for example welding, as well as the ability to develop them further, may not be characterised as 'research', these skills and their transmission are likely to be of considerable importance to a modern, technologically advanced society. This aspect of higher education was addressed by the Berlin Communiqué, in the context of the synergy between the EHEA and the European Research Area and the inclusion of the doctoral degree as the third 'Bologna cycle'.

1.3 Qualifications frameworks at national and European levels and for different areas of learning

27. A qualifications framework provides a systematic description of the full range of qualifications within a given education system, as well as the ways in which learners can navigate between them. Qualifications therefore have to be described in such a way as to cover the full purpose of education, so the framework must be multi-dimensional.
28. This is true for both national frameworks and the emerging framework for the EHEA. The latter will be less detailed than national frameworks, but one of its purposes will be to provide an overarching framework that will simplify mobility, transparency and recognition between national systems. At the same time, it is important to recognise that national frameworks will reflect the respective national discussions on the purposes of higher education and different agendas in higher

education policy. To find the right balance between the diversities of national frameworks and the benefits of a close linkages between them is the main challenge for constructing an overarching framework.

29. Developing qualifications frameworks is a task not only for higher education and the Bologna process. The Copenhagen process aims to develop instruments to enhance the transparency of vocational qualifications and competences, and to increase co-operation in vocational education and training. This is to be promoted by developing reference levels, common principles for certification, and common measures, including a credit transfer system for vocational education and training.
30. Few countries have developed comprehensive frameworks covering both higher education and vocational education and training, and such a framework does not exist at the European level. The European Commission and the European Council of Education Ministers have expressed the view that the European labour market cannot function effectively and smoothly without a European Framework to stand as a common reference for the recognition of qualifications. They call for the development of such a framework within the Lisbon process¹². These questions are dealt with in chapter 5.

¹² Joint Interim Report: Education and Training 2010 (February 2004)

2 National frameworks of qualifications in higher education

2.1 Introduction

31. There are a number of concepts associated with and essential to an understanding of national frameworks of qualifications, but there is unfortunately no widespread international agreement on the accepted use of such terms as level, cycle, workload, learning outcome, qualifications framework, etc. Differences in the use of these terms makes an explanation of national frameworks and their co-ordinated development problematic. In order to overcome these difficulties the followings definitions (see box below) are employed in this chapter and throughout the whole report:

Credit: a quantified means of expressing the volume of learning based on the achievement of learning outcomes and their associated workloads.

Cycle: the three sequential levels identified by the Bologna Process (first cycle, second cycle and third cycle) within which all European higher education qualifications are located.

Europe/European: Europe/European refers to those countries that are signatories to the Bologna Declaration, whilst 'national' is used to describe the contexts within each of those countries or education systems.

Framework for Qualifications of the European Higher Education Area: an overarching framework that makes transparent the relationship between European national higher education frameworks of qualifications and the qualifications they contain. It is an articulation mechanism between national frameworks.

Learning outcomes: statements of what a learner is expected to know, understand and/or be able to do at the end of a period of learning.

Levels: represent a series of sequential steps (a developmental continuum), expressed in terms of a range of generic outcomes, against which typical qualifications can be positioned.

National framework of qualifications (higher education): the single description, at national level or level of an education system, which is internationally understood and through which all qualifications and other learning achievements in higher education may be described and related to each other in a coherent way and which defines the relationship between higher education qualifications.

Profile: either the specific (subject) field(s) of learning of a qualification or the broader aggregation of clusters of qualifications or programmes from different fields that share a common emphasis or purpose (e.g. an applied vocational as opposed to more theoretical academic studies).

Qualifications (higher education): any degree, diploma or other certificate issued by a competent authority attesting the successful completion of a recognised higher education programme of study.

Qualification descriptors: are generic statements of the outcomes of study. They provide clear points of reference that describe the main outcomes of a qualification often with reference to national levels.

Reference points: non-prescriptive indicators that support the articulation of qualifications, learning outcomes and/or other related concepts.

Workload: a quantitative measure of the learning activities that may feasibly be required for the achievement of the learning outcomes (e.g. lectures, seminars, practical work, private study, information retrieval, research, examinations).

2.2 Systems of higher education and national frameworks of higher education qualifications

32. All countries in the Bologna Process necessarily have a system of higher education that includes an understanding of the roles of higher education, of higher education institutions, and of various stakeholders, such as learners, staff in higher education institutions, and social partners. The elements of such national higher education systems are often formally defined, however there may be many aspects of higher education systems that are not precisely defined but are understood within the society in which they operate. Within higher education systems, higher education qualifications themselves are a key element and are often not clearly separated in their definition from the programmes of study leading to them.
33. In recent years, there has been an increasing national and international debate on higher education qualifications, and in particular how they are organised, recognised and related to each other on national and trans-national bases. In particular, the emerging developments within the Bologna Process have been key factors in stimulating such debates. The OECD has made some advances in this area with its project entitled *The Role of National Qualifications Systems in Promoting lifelong Learning*. Emerging from this debate has been recognition of the need to have a specific policy focus on the higher education qualifications attained by learners who have successfully participated in programmes of various types.
34. In simple terms a national framework of higher education qualifications is defined here as:

the single description, at national level or level of an education system, which is internationally understood and through which all qualifications and other learning achievements in higher education may be described and related to each other in a coherent way and which defines the relationship between higher education qualifications.

35. Such national frameworks typically have a number of elements; these are discussed in detail in this chapter, and include sets of specific framework criteria, levels of learning outcome and descriptors for qualifications. Some such frameworks encompass many areas of learning whilst others are confined to higher education. Some frameworks may have more design elements and a tighter structure than others; some may have a legal basis whereas others represent a consensus of view of social partners.

2.3 The purposes of national higher education frameworks of qualifications

36. A comprehensive restructuring of the European landscape of higher education is underway, and qualifications themselves are becoming the focus of more attention as their meaning and relevance are being considered in relation to the realities of the 21st century. Part of this process is a pronounced tendency to create more explicit systems that map and explain the purpose and relationship between different qualifications.
37. There are various forms of national qualification frameworks; some include all levels and types of qualifications whilst others, for example, specifically separate

higher education qualifications from other types of qualifications. There are thus some national systems that employ a single framework whilst others have multiple frameworks that are generally integrated in a more or less formal way. Frameworks differ greatly in the detail of their purposes and components.¹³

38. Some frameworks have a strong regulatory function based in law, whilst others are descriptions and have evolved by agreement between stakeholders.¹⁴ Modern national qualification structures invariably involve much more than a simple distinction between two cycles and commonly include a range of qualifications, intermediate qualifications and levels. The development of any over-arching European model will need to be flexible enough to encompass such variations.

39. National frameworks of qualifications in higher education can act in two distinct ways: firstly, by directly achieving certain things; and secondly, by enabling and encouraging other developments. This latter role has been shown to be important as it helps to drive change and improvement within educational systems. These different dimensions can be illustrated by separating and identifying them. National frameworks of qualifications can achieve the following; they:

- make explicit the purposes and aims of qualifications - by their clear description through the articulation of the learning outcomes, and by clarifying any rights to professional practice and recognition associated with them;
- delineate points of integration and overlap between different qualifications and qualification types - thereby positioning qualifications in relation to one another and showing routes (and barriers) for progression;
- provide a nationally agreed framework that guides and reflects the agreement of stakeholders;
- provide a context for the review, articulation and development of existing qualifications
- provide a context for the design of new qualifications.

40. National frameworks of qualifications can act as drivers of change in that they can help to:

- promote the attainment of qualifications - by indicating their role and benefits for citizens, employers and all members of society;
- nationally and internationally, raise the awareness of citizens and employers in relation to qualifications - by clarification of the various national roles and relationships between qualifications and the opportunities, recognition and mobility that are possible;
- facilitate and support learners and clarify all of the educational opportunities available to them - by encompassing all higher education qualifications and providing a comprehensive listing of all qualifications including intermediate qualifications and, where appropriate, their credit values;
- improve access and social inclusion - by creating a variety of alternative routes, with entry and exit points that acknowledge attainment;

¹³ For example, some are credit-based using the ECTS system, some use other credit systems and some use no credits at all.

¹⁴ For example, in Scotland the Scottish Credit and Qualifications Framework (SCQF) is a detailed agreement between stakeholders that entails no legislation.

- influence the reform of qualifications to reflect changing societal needs, including the introduction of new qualifications;
 - facilitate curricular change;
 - support (autonomous) higher education institutions in meeting their responsibilities to learners and other stakeholders
 - promote the attractiveness of the higher education from outside of the country.
41. There is no precise pattern to the way that national frameworks of qualifications develop. It is quite common for them to be created by bottom-up or top-down approaches or, a fusion of both. Their very development, by consultation between stakeholders (see section 2.6), is often a cathartic procedure which itself is a dynamic learning experience for all concerned. The ownership, control and development of national frameworks of qualifications do not follow a single pattern and this reflects the reality that such frameworks are, quite properly, an area of national autonomy and political decision- making. However, there is a need to explore the adoption of some elements of shared European methodologies and terminology to describe and express qualifications and frameworks of qualifications. This does not, and should not, mean that the content, purpose, organisation and delivery of qualifications should be standardised. Furthermore, it is essential to recognise that national frameworks of qualifications are dynamic structures that need to develop as the national situation and priorities change.
42. National frameworks of qualifications are important parts of the academic architecture within which autonomous higher education institutions can flourish and be supported. They facilitate the creation of academic independence within a system of responsibility and external reference points. Higher education institutions are provided with clear parameters for the development and validation of their own qualifications. They can thus be held responsible and accountable for their activities (by internal and external quality assurance processes) whilst retaining real ownership of their curricula. Autonomous higher education institutions can then demonstrate that each of their qualifications is allocated to the appropriate level in any national framework.
43. In Europe a number of countries have, as a means of reform, pioneered new outcomes-focussed approaches to their national higher education frameworks of qualifications as well as the qualifications they contain. They have gone beyond traditional systems by emphasising not only input factors and formal course characteristics but by also identifying output factors based on learning outcomes. These countries share similar tools and methodological approaches. It is this kind of approach that is important for the development of national frameworks and Framework for qualifications of EHEA. Such frameworks employ clear external reference points (learning outcomes, subject reference points/benchmark statements, levels/cycle descriptors, workload, qualification descriptors, etc.) and provide a context for qualifications that are themselves expressed with greater clarity and precision with regard to their nature, function and skills that they certify.

2.4 Elements of national frameworks

44. National frameworks of qualifications are typically constructed using similar elements to those indicated in the Berlin Communiqué. Qualifications themselves benefit from being described clearly, and are defined for this report as:

*any degree, diploma or other certificate issued by a competent authority attesting the successful completion of a recognised higher education programme of study.*¹⁵

45. The award of a qualification indicates that the student has completed a range of studies to a given standard. and/or indicates a level of achievement by an individual who is deemed fit to perform a particular role, set of tasks or job. Qualifications are increasingly expressed in terms of what a learner is expected to know, understand and/or be able to demonstrate on the successful completion of the approved programme of learning.
46. Higher education qualifications benefit from detailed description that reflect their purpose and function and facilitate their international comparisons and recognition. In 'new style' qualifications frameworks, qualifications are typically described in terms of workload, cycle or level, learning outcomes, competence and profile. These elements are explored in the following sections. It is these elements that provide the transparency and ultimately the improved recognition required by the EHEA.

2.4.1 Learning outcomes, including competences

47. Learning outcomes represent one of the essential building blocks for transparency within higher education systems and qualifications; they were the subject of a Bologna Conference held in Edinburgh, 1-2 July 2004, where all aspects of their application were examined in the context of Bologna developments. A background study and the conference report provide detailed information on the implementation of learning outcomes across Europe. Learning outcomes have been defined above as:

*statements of what a learner is expected to know, understand and/or be able to do at the end of a period of learning.*¹⁶

48. Learning outcomes have applications in many locations: (i) the individual higher education institution (for course units/modules and programmes of study¹⁷); (ii) nationally (for qualifications, qualifications frameworks and quality assurance regimes); and (iii) internationally (for wider recognition and transparency purposes). They are important for the understanding of qualifications in society, for example by learners and employers.
49. Learning outcomes statements are typically characterised by the use of active verbs expressing knowledge, comprehension, application, analysis, synthesis and evaluation, etc. With 'outcomes-based approaches', they have implications for qualifications, curriculum design, teaching, learning and assessment, as well as quality assurance. They are thus likely to form an important part of 21st century

¹⁵ This definition is adapted from article 1.1 of the Council of Europe/UNESCO Recognition Convention, Lisbon 1997

¹⁶ Source: the UK 'Using Learning Outcomes' background report for the Edinburgh 'Bologna seminar 1-2 July 2004, section 1.2. This section explores a number of definitions of learning outcomes. The use of the verb 'do' in the definition used above underlines the aspect of competence or ability rather than the way in which this ability is demonstrated.

¹⁷ This includes all the study leading to a particular qualification.

approaches to higher education (and, indeed, to education and training generally) and the reconsideration of such vital questions as to what, whom, how, where and when we teach and assess. The very nature and role of education is being questioned, now more than ever before, and learning outcomes are important tools in clarifying the results of learning for the student, citizen, employer and educator.

50. In terms of curriculum design and development, learning outcomes are at the forefront of educational change. They place a focus on the coherence and aims of the qualification, the judgement of the designer and how the qualification fits within the traditions of the discipline. They represent a change in emphasis from 'teaching' to 'learning' typified by what is known as the adoption of a student-centred approach, as opposed to the more traditional, teacher-centred viewpoint. Student-centred learning produces a focus on the teaching - learning - assessment relationships and the fundamental links between the design, delivery, assessment and measurement of learning.
51. Learning outcomes are not just an isolated tool at the level of curriculum design but also represent an approach that plays a significant role in a much wider context that includes: the integration of academic and vocational education and training (VET); the assessment of prior experiential learning (APEL); the development of qualifications frameworks that accommodate lifelong learning; the development of credit transfer and accumulation systems.

Achieving learning outcomes

52. The concept of learning outcomes implies that the manner of the achievement of a qualification is not as important as the achievement of the qualification itself. This is very relevant to the recognition of prior learning, which is enhanced by the increased use of learning outcomes. A broad understanding of the recognition of prior learning in relation to qualifications is that this can be for the purposes of:

- entry to a programme leading to an qualification;

and also

- allocation of credit towards an qualification, or exemption from some programme requirements
- eligibility for a full qualification

53. The recognition of prior learning can also be directly relevant in terms of facilitating employment. Making a full qualification on the basis of the recognition of prior learning is a relatively new concept. Many countries are seeking to encourage the continuation, expansion and further development of processes for the recognition of prior learning. In France, a national system has been in place for some time; this is explained in Appendix 4. Whilst many higher education institutions within the UK also recognise and accredit prior learning, national guidelines have only recently been published¹⁸.

54. In June 2004 the Council of European Ministers, and the representatives of the Member States meeting within the European Council, adopted Common European Principles for the identification and validation of non-formal and informal learning¹⁹.

¹⁸ <http://www.qaa.ac.uk/public/apel/guidance.htm>

¹⁹ Council 9600/04

55. It is important to the development and implementation of a European framework that the broad connections between learning outcomes, levels, level descriptors and credits, and teaching, learning and assessment are recognised. Learning outcomes have been described as a basic educational building block and as such they have direct and powerful links with a number of other educational tools. They make possible much more than the simple identification of learning achievements. They have a direct relationship to levels and level indicators. When learning outcomes are written they are created in the context of the institutional/national/international reference points that aid the maintenance of standards and quality. The development of curricula in terms of learning outcomes does not, therefore, happen in a vacuum. Appropriate reference points guide the application of module/unit and programme learning outcomes.

Descriptors of learning outcomes

56. In the context of the above descriptor of learning outcomes (statements of what a learner is expected to know, understand, and/or be able to demonstrate at the end of a period of learning), there is a need to consider the extent to which common approaches to the understanding and definition of learning outcomes between countries should be explored.
57. In the Tuning project, the description of competences embraces three strands, 'knowing and understanding' (theoretical knowledge of an academic field, the capacity to know and understand), 'knowing how to act' (practical and operational application of knowledge to certain situations), 'knowing how to be' (values as an integral element of the way of perceiving and living with others and in a social context). Several countries, including Ireland ²⁰ and Denmark ²¹ have subtle variations in their approaches to, and definitions of, learning outcomes.
58. Furthermore, a general distinction can be made between generic outcomes associated with all holders of an qualification and specific outcomes associated with disciplines and fields of learning and their particular qualifications. Both the Tuning project, and the shared qualification descriptors (Dublin descriptors) that were developed within the Joint Quality Initiative (JQI), include generic competences (skills and knowledge) and include attributes such as the capacity to learn, the capacity for analysis and syntheses etc. The Tuning project identified a list of 30 generic competences and has also identified specific outcomes in each of the fields of learning that it has examined.
59. In developing frameworks of qualifications the associated descriptors of learning outcome statements need to be explicit about whether they are, for example, written to represent minimum threshold statements (showing the minimum requirements to obtain a pass), or written as reference points describing the typical (showing the normal level of achievement of successful learners). Either approach is legitimate but it is important, for the purpose of national and international understanding, that each national framework makes its approach absolutely clear.

²⁰ See annex 5

²¹ See annex 5

2.4.2 Levels and typical/generic qualifications

60. Levels are traditionally the key structural elements on which many national frameworks of qualifications are built. Levels can be understood as:

representing a series of sequential steps (a developmental continuum), expressed in terms of a range of generic outcomes, against which typical qualifications can be positioned.

61. Levels are pragmatic constructs; they have been developed over the years. Different countries take different approaches in determining the number of levels, the ways in which levels are described, the range of outcomes spanned by levels, and the width and depth of levels.
62. Some national frameworks while having levels in which qualifications are placed, do not explicitly set out the range of outcomes specifically associated with a level (for example the framework for England Wales and Northern Ireland). Others have what are described as *level descriptors* or *level indicators* (for example Ireland) that set out the range of learning outcomes associated with each level. Where there are no indicators or descriptors these can be understood in the context of the typical qualifications contained within them.
63. The majority of national frameworks of qualifications employ their own systems of levels, within the broad Bologna cycles, in order to increase the understanding and transparency between their qualifications. These levels need not be directly related to years of full-time study, in either qualifications or/and credit frameworks e.g. in the Scottish Credit and Qualifications Framework (SCQF) each of the 12 identified levels across all learning is the location of one or more typical qualification and each level is distinguished in terms of the complexity and depth of knowledge and understanding, degree of independence and creativity involved, general cognitive skills, the range and sophistication of practice, etc. The expression of clear levels is an important feature of any qualifications frameworks. They directly facilitate the realisation of the common purposes that qualifications frameworks are created to achieve.
64. The concept of typical/generic types of qualifications is also one that is incorporated in many national frameworks. The level indicators/descriptors act to assist in the positioning of typical/generic qualifications at levels.
65. These typical/generic qualifications are the principal class of qualifications made within each level. For most levels, such typical/generic qualifications capture a typical range of achievements in a typical qualification at the level – there may be more than one such typical qualification. They include the learning outcomes as they have been defined in a national framework. For example, many national frameworks incorporate first, second and third cycle degrees, as typical/generic qualifications.
66. Typical/generic qualifications act as a guide (for curriculum designers and learners) as to the kinds of demand it is appropriate to make of learners. The generic qualifications themselves often have descriptors that define the learning outcomes associated with them; these are normally generic in nature and can be applied across subject disciplines and modes of learning. In higher education they are primarily used by: course designers (developing learning outcomes and assessment criteria); those involved in quality assurance (validating, reviewing

and approving programmes of learning); credential evaluators (nationally and internationally, as reference points to help make accurate recognition judgements).

2.4.3 Credits and workload

67. The Bologna signatory states identified ECTS as an important component of the European Higher Education Area and encouraged states to employ 'a system of credits' to facilitate international student mobility and international curriculum development. A large number of countries have already adopted ECTS by law as an accumulation system. Furthermore, the Zurich Conference on credit transfer and accumulation, held by the European Universities Association (EUA) in October 2002, stressed the central role of ECTS in higher education, which was endorsed by the ministers in Berlin.
68. A credit framework is a way of valuing, measuring, describing and comparing learning achievement, and credits themselves are a quantified means of expressing the volume of learning based on the achievement of learning outcomes and their associated workload. Credits and levels are tools used to represent learning and measure learning volume. National credit frameworks can provide the broad underlying principles to be shared by higher education institutions and their stakeholders, whilst individual credit schemes can exist at the institutional level and detail the procedures and rules of progression established within them.
69. The drive to use credits is primarily because they support more flexibility within education systems. They can link diverse forms and types of education. The contribution of credits to national and the overarching European framework of qualifications is that they can provide an additional dimension, an added value, to further improve mobility (student, staff and programmes of learning), recognition and transparency.
70. The national role of credit frameworks varies between different countries just as their frameworks of qualifications and national systems of higher education vary. Similarly, the detailed nature, purpose and rules behind national credit framework are diverse, and matters of domestic concern and autonomy - as are national frameworks of qualifications. At the national level credits are introduced to achieve a range of objectives including any or all of the following:
- to promote student mobility (within and between institutions as well as internationally;
 - to improve curriculum design (and innovation) and encourage flexible routes and pathways within and between qualifications;
 - to facilitate the creation of diversity in national higher education qualifications and institutions;
 - to promote the development of multiple higher education entry and exit points;
 - to help encourage widening participation and lifelong learning;
 - to improve the recognition of learning achievements including different modes, locations and types of learning (e.g. distance education and work-based APEL approaches);
 - to provide a reference point for the purpose of quality assurance
 - to provide a reference point for funding;
 - to assist in the clarification of information to all stakeholders;

- to prevent overloaded curricula and undue burden on learners

71. Currently, many European countries are adopting, or have already adopted national, regional or local credit frameworks/schemes to facilitate the modernisation of their education systems. Increasing numbers of these are based on the European Credit Transfer and Accumulation System (ECTS) using a tariff of 60-credits per full time year. This development has resulted in a shift in ECTS from its traditional role as a credit transfer, mobility system primarily concerned with the recognition of periods of learning for students who take part of their studies in another country. It is now evolving into a wider pan-European credit accumulation and transfer system which impacts on all higher education programmes of learning.

72. In the development of national frameworks of qualifications there is a need to show that they are supported by credit systems which are compatible with ECTS and that credits and qualifications are described in terms of learning outcomes, levels and associated workloads. Workload is defined for this paper as:

a quantitative measure of all learning activities that may be feasibly required for the achievement of the learning outcomes (e.g. lectures, seminars, practical work, private study, information retrieval, research, examinations).

The time required for an average student to undertake the workload should inform the national credit system. The feasibility of attaining the learning outcomes required for credit within programmes is important for the credibility of the framework and its helpfulness to learners. It is important, in order to avoid confusion, that there is consistent use of credits in both national and European contexts.

2.4.4 Profile

73. National frameworks typically include references to 'profile'; this is an important element for consideration when building any national framework of qualifications. Profile can refer either to the specific (subject) field(s) of learning of a qualification or to the broader aggregation of clusters of qualifications from different fields that share a common emphasis or purpose, for example on applied vocational as opposed to more theoretical academic studies.

74. Fields of learning are central to the European tradition of higher education. Students typically obtain a degree in some field. The work of the Tuning project has demonstrated how much common ground can be identified by trans-national collaborative efforts within fields of learning. This work will continue and inasmuch as higher learning is by definition always changing, the work is unending. Even the boundaries between fields are evolving. The level of detail with which the boundaries are drawn varies across fields. In some cases there are professional reasons for being quite precise about whether a qualification is or is not within a field, whereas for others some measure of ambiguity about which field a qualification belongs in may be acceptable. Various taxonomies of fields of learning exist. Recent years have also seen the development of a number of trans-disciplinary study programmes and it is recognised that, at least in many fields, a learner's competence and attractiveness to the labour market may be enhanced by supplementing a concentration or core competence in a given area (e.g. economics or political science) with more limited competence in other areas, such as foreign languages, law, statistics, history, etc.

75. Profile, in the sense of clusters of qualifications sharing a purpose, is a prominent feature of some qualifications systems and is absent in others. In many cases the origins of the distinctions are rooted in binary (or even more complex) systems of provision. In some cases these distinctions have been translated into outcomes terms and are a feature of the new post-Bologna system. Other systems have reduced or eliminated these distinctions. The existence of these differences in profile is relevant to the framework objectives as they sometimes influence mobility between cycles, even within countries.

2.5 Quality assurance and national frameworks of qualifications within national contexts

76. A set of common and shared principles for quality assurance is emerging; this is recognised as underpinning quality assurance irrespective of the various national approaches which must, if they to be effective, reflect local context and culture in the detail of their application. These shared bases for quality assurance are described in detail within the 'standards, procedures, and guidelines' being developed by the European Network for Quality Assurance in Higher Education (ENQA), and with EUA, EURASHE and ESIB under the mandate from the ministers in their Berlin communiqué.
77. In recent years there has been an increasing emphasis on the development and use of explicit criteria and processes that are open to external scrutiny, and the majority of Bologna countries now have quality assurance bodies linked to higher education²².
78. There are however significant differences in approach to quality assurance, both amongst countries and amongst institutions within countries between nations and their HE institutions. Some countries include direct ministerial accreditation of individual programmes, whilst other systems accredit institutions. In yet others the quality assurance processes involve either the review of individual programmes and /or the audit of the institutions responsible for delivering the programmes of study. However, all systems include an element of 'externality', whether by external inspectors or by academic peers. There is also a general trend towards increasing the input of students and other stakeholders within quality assurance.
79. Increasingly, quality assurance involves procedures that are more clearly defined, and relies upon the use of explicit criteria including, where they have been developed, national frameworks of qualifications. Greater transparency of quality assurance procedures is also being supported through inclusion of a wider range of external, and in some cases international, reference points.
80. In all cases where national frameworks of qualifications have been developed, whether for general, vocational, and/or higher education, they are primarily intended to provide information on qualifications and in particular their inter-relationships; but they can be and are also used in quality assurance. There are, however, differences in the ways in which the frameworks are used, and intended to be used. Where the delivery of programmes is formally regulated, either by a ministry or other organisation external to the delivering institutions, the framework and its components may be used to establish and/or identify whether specified

²² The Berlin communiqué refers to a commitment for all to have national quality assurance arrangements in place by 2005.

minimum standards have been met. Such can be the basis of accreditation, although regulation of programmes is not necessarily linked to minimum standards. Elsewhere, and in particular in those countries where the academic institutions have autonomous powers to design their own programmes and set academic standards themselves, qualification frameworks are used as a 'point of reference' for both general guidance and within a quality assurance system. In such cases the components of the framework tend to be expressed within a less prescriptive context.

81. 'Externality' is increasingly recognised as an essential part of quality assurance, and so it should be within the development and application of new national qualifications frameworks. For such frameworks to be of benefit to stakeholders, including intending and current students, and their employers, the frameworks need to be expressed in terms that are understandable and relevant. These may not always sit comfortably with the precise and detailed language often used or thought to be necessary for regulation.
82. For pedagogical reasons and to address the needs of stakeholders, the descriptors used within national frameworks are increasingly concerned with identifying 'achievements', or the outcomes of learning, rather than referring primarily to 'input measures'. The inclusion of such an achievements/outcomes based approach will be essential if national frameworks are to meet the needs of all stakeholders and interested parties. This shift in emphasis has a direct impact on quality assurance processes and provides both the rationale and the need to move away from the application of merely mechanistic approaches, particularly where these are based primarily on 'input measures' (e.g. delivered material, time, etc.)
83. Traditionally within higher education, and largely irrespective of national agendas, programmes have been predominantly planned by the provider(s), with the coherence of the programme setting the context for any quality assurance, whether this is based on implicit/subjective or explicit/objective criteria. With the aspirations of the lifelong learning agendas being promoted at national levels throughout the EHEA, there is increasing emphasis on the role of the stakeholder (student and employer) in programme planning. To accommodate such changes new approaches to quality assurance, that can cope with a primary interest in units of study and their combination, will be required. This will also provide additional challenges.
84. With different emphases in purpose, and marked diversity in quality assurance practices it is inevitable that the application of national frameworks within quality assurance will vary with regard to emphasis and detail of process. Nevertheless, national frameworks have and can continue to provide the stimulus for greater clarity about qualifications and their quality assurance, and progression between them. There is no single model for the application of national frameworks of qualifications within quality assurance whether for assessing the standards of those qualifications or the quality of the provision that leads to them. Experience in those countries that have developed national frameworks has clearly demonstrated that they can be a vital component of the quality assurance environment, but if they are to be most effective their form, components and application must reflect the characteristics of the evolving national 'quality culture' of the HE community and its stakeholders.

2.6 The role of stakeholders in national frameworks

85. Qualifications are tools for the promotion of trust between the various parties who use these qualifications. There are many elements that go into building up trust. Historically qualifications may have relied for their currency on trust built up among relatively narrow groups of users. For example, such groups include those within a single professional or occupational sector, or those concerned with certain stages of education or training. In the era of lifelong learning, the community of trust surrounding qualifications must be broadened without undermining the strength of the trust itself. There are mechanisms to support the development of trust, such as provisions for setting standards and assuring quality, but it is fundamentally a social and political process as well as a technical one.

86. The centrality of trust to qualifications was well expressed in the Report of the Study Team on the Implementation of the National Qualifications Framework in South Africa in April 2002.

'The success of a qualifications framework may be measured by the extent to which its standards and qualifications are valued and used. Unless providers offer them, and unless committed employers understand and demand them, standards and qualifications per se will be inert and disregarded. Thus a qualifications framework cannot stand on its own but needs to be embedded in both the provider community and the communities of users. Trust, which is closely allied to credibility and acceptance, is an essential attribute of successful qualifications anywhere, whether conventional or otherwise. If outcomes-based qualifications are too far removed from the contexts where learning is done or where qualifications are put to use they will be rejected or ignored'.²³

87. The development of any framework of qualifications must take into account the need to develop trust among the various stakeholders and confidence in the integrity of the resultant framework.²⁴ . It is vital to identify the stakeholders and advance consensus-building mechanisms in framework development. An important way to build trust and acceptance is to ensure that any top-down approach is fused with a bottom-up process. There is no perfect way to achieve this and different states have adopted different techniques. Whatever the approaches adopted, it is important to include a variety of stakeholders and a number of ways to build a consensus.

88. The stakeholders may include: learners/students; providers of education and training; government and appropriate government agencies; awarding bodies; higher education professors/teachers; employers and the business sector; trade unions; community and voluntary organisations; professional bodies; etc. The cooperation of governments, higher education institutions and students based on partnership is an underlying principle of the Bologna Process.

89. Consensus-building mechanisms in the development of national frameworks of qualifications may include a number of measures such as: the broad composition of any statutory body and its executive staff; a publicly advertised consultation

²³ Report of the study team on the Implementation of the National Qualifications Framework in South Africa, April 2002, page 58.

²⁴ The concept of 'zones of mutual trust' has also been considered extensively in a recent report for CEDEFOP carried out in support of Copenhagen process for VET: Mike Coles and Tim Oates: European reference levels for education and training, March 2004.

phase; publication of papers and submissions, on the internet; international research and consultation; formal survey work with learners and employers; a broadly-based consultative group that meets regularly to produce extensive, supporting documentation; an open approach by all to questioning the purposes of qualifications and standards; sector meetings (e.g., to consider employment, community, and voluntary sector perspectives); bilateral meetings with stakeholder organisations; the securing of ongoing political support for the initiative; consultation outside the state, particularly with neighbouring jurisdictions; and participation in European and international organisations and meetings.

2.7 Conclusions: good practice for the development of national frameworks of qualifications

90. An examination of the nature, development and effectiveness of existing 'new style' higher education national frameworks of qualifications reveals a wide pattern of different experiences from which a number of good practice recommendations can be identified. The following list indicates some of the most useful aspects that can facilitate the creation of successful new national frameworks of qualifications.

- The development and review process for producing good frameworks is most effective when it involves all relevant stakeholders both within and outside higher education. Higher education frameworks naturally link to VET and post-secondary education and as such are best viewed and treated as a national initiative. This also makes possible the inclusion of, or links to, other areas of education and training outside higher education.
- The framework for higher education qualifications should identify a clear and nationally-agreed set of purposes (section 2.3 of this report explores a range of possibilities).
- Frameworks for higher education qualifications benefit from the inclusion of cycles and /or levels, and articulation with outcome-focussed indicators and/or descriptors of qualifications.
- The use of learning outcomes in describing units, modules, and whole qualifications aids their transparency, recognition and subsequent student and citizen mobility. The identification of formal links to learning outcomes should play an important role in the development of national frameworks of qualifications.
- More flexible higher education frameworks of qualifications have the benefit of promoting multiple pathways into and through higher education, and thus through encouraging lifelong learning and the efficient use of resources promote greater social cohesion.
- Higher education frameworks of qualifications benefit from being directly linked to credit accumulation and transfer systems. Credits are student-centred tools that can enhance the flexibility, clarity, progression and coherence of educational systems when they are expressed in terms of learning outcomes, levels/cycles and workload. Credit systems facilitate bridges and links between different forms, modes, levels and sectors of

education and can be instrumental in facilitating access, inclusion and lifelong learning.

- Higher education frameworks of qualifications should explicitly link to academic standards, national and institutional quality assurance systems, and public understanding of the place and level of nationally recognised qualifications.
- Public confidence in academic standards requires public understanding of the achievements represented by different higher education qualifications and titles. This confidence and understanding is enhanced by the publication of appropriate institutional audits and/or subject review reports.
- The development and application of 'new style' national frameworks of qualifications facilitates the development of autonomous higher education institutions by creating clear external reference points that help to promote high quality, responsible and responsive institutions.
- National frameworks of qualifications need to articulate in a transparent way with the overarching European framework for qualifications. The process of articulation should involve the careful mapping of national qualifications (their levels, learning outcomes and descriptors) with the cycle descriptors identified for the European overarching framework (see section three for a discussion of appropriate protocols).

3 The framework for qualifications of the European Higher Education Area

3.1 Purposes and nature of the framework of qualifications of the EHEA

91. A framework for qualifications can fulfil many purposes and the various national frameworks already in existence or development embody diverse purposes. The framework for the EHEA derives its distinctive purposes from the objectives expressed through the Bologna Process. The most directly relevant of these objectives are international transparency, recognition, and mobility.

- International transparency is at the heart of the Bologna Declaration's call for a system of easily readable and comparable degrees. While other devices, such as the Diploma Supplement, also have a role to play in this objective, it will be difficult to ensure that qualifications can be easily read and compared across borders without a simplifying architecture for mutual understanding, through the construction of a framework,. Moreover the relatively rapid success in the introduction of the two-cycle model through much of the EHEA has in some ways already served to underline that comparable structure of qualifications is not in itself sufficient for genuine comparability and transparency. This realisation led to the call in the Berlin communiqué for an overarching framework to link the national frameworks together in a coherent way.
- International recognition of qualifications builds on transparency. A framework, which provides a common understanding of the outcomes represented by a qualification rather than a mere assertion of comparability, will greatly enhance the usefulness of qualifications across the EHEA. There are a variety of purposes for the recognition of qualifications – including employment and access to continuing education – involving different stakeholders. The development of a common overarching framework through the collaborative efforts of stakeholders across Europe will enhance the other actions being made to improve recognition for all of these purposes.
- International mobility of learners and graduates depends on the recognition of their prior learning and qualifications gained. Learners moving between qualifications or cycles require recognition in order to access more advanced programmes. Students moving within their studies, and their advisors, can benefit from the clarity that may be provided through the specification of the level and nature of the study programmes. These support mobility since learners can have greater confidence that the outcomes of study abroad will contribute to the qualification sought in their home country. A framework will be of particular help in supporting the development and recognition of joint degrees from more than one country.

92. An overarching European framework has some distinctive objectives which differ from those of national frameworks. As a meta-framework, it is intended to assist in the identification of points of articulation between national frameworks. It also serves as a point of reference for those developing or reviewing national frameworks of qualification.

93. The framework for qualifications of the EHEA should be regarded as an overarching framework. That is to say, it provides a meta-framework within which

to develop national frameworks and, in broad terms, it stipulates the outline and boundary of national frameworks, and is a device which helps to provide clearer understanding of how the various qualifications made within the European higher education area, are related to each other and articulate with each other. It expresses how the qualifications systems of the various states in the area are related to each other, especially where these national systems have themselves been incorporated into formal national frameworks. It offers a common set of cycles and levels, with descriptors for those cycles. Much of the detail expressed in national frameworks is neither necessary nor desirable in an overarching framework. The framework for qualifications of the EHEA does not replace national frameworks. It augments them by providing a series of reference points whereby they can demonstrate their mutual compatibility.

94. The overarching framework does not prescribe the content or form of national qualifications systems. They are a matter for the competent national authorities and may be achieved through the specification of national frameworks of qualifications.
95. Not all qualifications included in national frameworks will necessarily correspond to the completion of one of the major cycles in the overarching European framework. Some qualifications fall within cycles. The framework will however also provide some implicit guidance for the assessment of such qualifications. There may also be specialised and minor qualifications which do not correspond to one of the cycles.
96. The dimensions and features of some qualifications within national frameworks do not have counterparts in other countries. The overarching European framework will not refer to such features but neither will it exclude them from national systems. One example of such a feature is 'profile', as discussed in section 2.4.4, which is an important element in some national qualifications systems but not in others. The overarching framework will not refer to such features; it has no intentions or competence to influence inclusion/exclusion of such features from national frameworks.

3.2 Cycles and levels

97. A fundamental question for any framework of qualifications concerns its structure and the number of divisions it contains. For the EHEA framework this question is already largely answered. The Bologna Declaration asserts that there will be two main cycles and the Berlin Communiqué elaborates upon this to specify a third (doctoral) cycle linked to research. The successful completion of the first cycle gives access to programmes of the second cycle. The successful completion of the second cycle gives access to programmes of the third cycle. "Access" is used here in the same sense as in the Lisbon Recognition Convention, namely the right to apply and be considered for admission to a programme of higher education. It does not necessarily imply an automatic right of admission or entitlement to a place on a programme.
98. In addition, the Berlin communiqué requests that the Bologna Process Follow-up Group explore whether and how shorter programmes within higher education may be included. The short cycle qualifications of interest are those within the first cycle.

99. Some national frameworks include further sub-divisions within the three main Bologna cycles, but such sub-divisions are not widely shared across the area. The relationship of qualifications in such subdivisions to those corresponding to the main cycles within the respective national frameworks can and probably will be used informally to indicate their approximate position in relation to the EHEA framework. Such qualifications may also be awarded credit that can contribute towards qualifications of another cycle. The overarching framework of qualifications should play an important role in facilitating fair recognition of such qualifications within national frameworks that do not have similar qualifications by a process of partial recognition.²⁵
100. The concept of “cycle” has been used in the Bologna Process to refer to stages in higher education, incorporating qualifications, programmes, and phases of learning. The term “level” is more commonly found in documentation on national frameworks of qualifications.
101. Level is also used to refer to the provision of education, for example in UNESCO’s International Standard Classification of Education (ISCED). Unlike the framework, which has the variety of purposes already discussed, ISCED is primarily a tool for statistical classification.²⁶
102. The Berlin communiqué refers to basing the framework on “levels”. It is not intended that the EHEA framework would specify conventions on naming qualifications. It is unlikely that conventions such as “bachelor’s level” or “master’s level”, which are used in some though by no means all national systems, would be acceptable. A simple numeric designation such as “level 1”, “level 2” would risk confusion, especially where some national framework have numbered level systems starting well ‘below’ higher education. The link with study programmes suggested by “cycles” is however not inappropriate given that the specifications of the framework must take workload into account. Therefore it is proposed that the three principal divisions in the framework be identified by reference to qualifications corresponding to completion of the cycle:
- First cycle (higher education) qualifications
 - Second cycle (higher education) qualifications
 - Third cycle (higher education) qualifications
103. It is further proposed that within the first cycle, a short cycle is also included, with identification of qualifications corresponding to the successful completion of that short cycle. Such short cycle (within the first cycle) qualifications are not universally employed, and comparable qualifications do not exist in all national systems. There is no intention to mandate the creation of such a qualification where the national system does not see fit to include it. However, since short cycle qualifications are found in many countries it is important to give them a

²⁵ For Partial recognition see the Recommendation on the Criteria and Procedures for the Assessment of Foreign Qualifications, adopted by the Lisbon Recognition Convention Committee in 2001.

²⁶ ISCED 1997 recognises that while it is desirable to classify levels on the basis of educational content, the diversity of programmes, curricula and structure make this impossible to do on a worldwide scale without employing additional criteria such as entrance requirements, duration and national qualification structure. ISCED Level 5 and 6 refer to tertiary education. Level 5 is defined as tertiary education not leading to an advanced research qualification. It is further divided in 5A and 5B, using a set of subsidiary criteria. Level 6 refers to tertiary education leading to an advanced research qualification.

place in the framework. This will help for the mutual recognition of the qualifications between those states that have them. It will also help to develop recognition of short cycle qualifications in those states which do not use them in their national systems but who receive holders of such qualifications. At the same time it is recognised that some states have a variety of qualifications in or about this level, with diverse purposes and structures. Some are part of higher education and some are classified as being outside of higher education. The short cycle descriptor is not intended to cover all of the diversity of qualifications that fall within, but do not complete, the first cycle.

104. Programmes leading to a first cycle qualification (or a short cycle within the first cycle where it is used) have a 'start point'. This is sometimes spoken of as an entry route. Strictly speaking this is not a qualification and is thus not part of the framework for qualifications of the EHEA. Moreover there are diverse pathways into the various forms of higher education within some states, which make it difficult to define a 'level' for entry in higher education; indeed, 'level' may not be the most appropriate concept to apply. However, it is thought useful that some reference is made to the starting point(s) for the framework. For the purposes of the EHEA framework it is generally considered sufficient to refer to Article IV of the Lisbon Recognition Convention concerning qualifications giving access to higher education:

"Each Party shall recognise the qualifications issued by other Parties meeting the general requirements for access to higher education in those Parties for the purpose of access to programmes belonging to its higher education system, unless a substantial difference can be shown between the general requirements for access in the Party in which the qualification was obtained and in the Party in which recognition of the qualification is sought."

3.3 Descriptors of learning outcomes and competence

105. A key element in contemporary qualifications frameworks is the specification of outcomes. There are various ways in which the range of outcomes can be categorised and specified. Traditionally higher education was relatively explicit about the knowledge (outcomes) to be achieved, or at least the knowledge covered by the curriculum. It was however somewhat less explicit on the skills or competences required for the award a given qualification. Competences, such as those of critical evaluation, were and are embedded or implicit in the assessment values and practices. It is becoming increasingly widespread practice that as wide a range of the outcomes as possible are specified. Such explicit specification facilitates the comparison of qualifications.
106. The generic outcomes for a qualification, that is the learning outcomes common to all holders of a particular type of qualification, may be expressed in a 'qualification descriptor'. The descriptors for a European framework must of necessity be quite general in nature. Not only must they accommodate a wide range of disciplines and profiles but they must also accommodate, as far as possible, the national variations in how qualifications have been developed and specified. For practical purposes, the descriptors should be short and easy to understand. They should avoid technical language, bearing in mind that they will be used in reference to national qualifications systems expressed in a variety of languages.

107. After the Prague Ministerial Conference (2001), it became increasingly clear that the structure of cycles introduced through Bologna would have to be supplemented by more detail on the outcomes of these cycles if the objectives of transparency, recognition and mobility were to be met. An informal group of higher education specialists from a variety of countries met under the umbrella of the Joint Quality Initiative (www.jointquality.org). This grouping developed a set of descriptors that have come to be referred to as the 'Dublin Descriptors'. The initial descriptors for the first and second cycle were commended to the ministers' meeting in Berlin by the Amsterdam Consensus. Subsequently the group has developed a descriptor for the third cycle. Recently, a descriptor for a short cycle (within the first cycle), following the pattern of the other three cycles, has also been produced. These descriptors (especially for the first and second cycles) have been found to be useful in various ways by national quality assurance agencies, developers of higher education standards, and designers of higher programmes. So far, no significant revisions have been proposed.
108. Qualification descriptors are usually designed to be read as general statements of the typical achievement of learners who have been awarded a qualification on successful completion of a cycle. The concept of typical qualification cycle descriptors was developed within the Joint Quality Initiative. This concept found wider acceptance and applicability than possible use of broader level descriptors. Level descriptors are typically more comprehensive and attempt to indicate the full range of outcomes associated with a level.
109. The Dublin descriptors have been developed as a set and are intended to be read with reference to each other. They are primarily intended for use in the alignment of qualifications and hence national frameworks. National frameworks may themselves have additional elements or outcomes, and may have more detailed and specific functions.
110. The Dublin descriptors were built on the following elements:
- knowledge and understanding;
 - applying knowledge and understanding;
 - making judgements;
 - communications skills;
 - learning skills.
111. The Dublin Descriptors offer generic statements of typical expectations of achievements and abilities associated with qualifications that represent the end of each of a Bologna cycle. They are not meant to be prescriptive; they do not represent threshold or minimum requirements and they are not exhaustive; similar or equivalent characteristics may be added or substituted. The descriptors seek to identify the nature of the whole qualification. The descriptors are not subject specific nor are they limited to academic, professional or vocational areas. For particular disciplines the descriptors should be read within the context and use of language of that discipline. Wherever possible, they should be cross-referenced with any expectations/competencies published by the relevant community of scholars and/or practitioners. In adopting the Dublin descriptors the Working Group recognise that further elaboration of the existing elements and/or introduction of new elements will be part of the evolution of them as reference points to the framework for higher education qualification of the EHEA.

112. The Dublin descriptors (December 2004) include:

*Qualifications that signify completion of the **higher education short cycle (within the first cycle)** are awarded to students who:*

- *have demonstrated knowledge and understanding in a field of study that builds upon general secondary education²⁷ and is typically at a level supported by advanced textbooks; such knowledge provides an underpinning for a field of work or vocation, personal development, and further studies to complete the first cycle;*
- *can apply their knowledge and understanding in occupational contexts;*
- *have the ability to identify and use data to formulate responses to well-defined concrete and abstract problems;*
- *can communicate about their understanding, skills and activities, with peers, supervisors and clients;*
- *have the learning skills to undertake further studies with some autonomy.*

*Qualifications that signify completion of **the first cycle** are awarded to students who:*

- *have demonstrated knowledge and understanding in a field of study that builds upon their general secondary education²⁷, and is typically at a level that, whilst supported by advanced textbooks, includes some aspects that will be informed by knowledge of the forefront of their field of study;*
- *can apply their knowledge and understanding in a manner that indicates a professional²⁸ approach to their work or vocation, and have competences²⁹ typically demonstrated through devising and sustaining arguments and solving problems within their field of study;*
- *have the ability to gather and interpret relevant data (usually within their field of study) to inform judgements that include reflection on relevant social, scientific or ethical issues;*
- *can communicate information, ideas, problems and solutions to both specialist and non-specialist audiences;*
- *have developed those learning skills that are necessary for them to continue to undertake further study with a high degree of autonomy.*

*Qualifications that signify completion of **the second cycle** are awarded to students who:*

- *have demonstrated knowledge and understanding that is founded upon and extends and/or enhances that typically associated with the first*

²⁷ General secondary education also includes vocational education with a sufficiently general component.

²⁸ The word '**professional**' is used in the descriptors in its broadest sense, relating to those attributes relevant to undertaking work or a vocation and that involves the application of some aspects of advanced learning. It is not used with regard to those specific requirements relating to regulated professions. The latter may be identified with the profile / specification.

²⁹ The word '**competence**' is used in the descriptors in its broadest sense, allowing for gradation of abilities or skills. It is not used in the narrower sense identified solely on the basis of a 'yes/no' assessment.

cycle, and that provides a basis or opportunity for originality in developing and/or applying ideas, often within a research³⁰ context;

- can apply their knowledge and understanding, and problem solving abilities in new or unfamiliar environments within broader (or multidisciplinary) contexts related to their field of study;*
- have the ability to integrate knowledge and handle complexity, and formulate judgements with incomplete or limited information, but that include reflecting on social and ethical responsibilities linked to the application of their knowledge and judgements;*
- can communicate their conclusions, and the knowledge and rationale underpinning these, to specialist and non-specialist audiences clearly and unambiguously;*
- have the learning skills to allow them to continue to study in a manner that may be largely self-directed or autonomous.*

*Qualifications that signify completion of **the third cycle** are awarded to students who:*

- have demonstrated a systematic understanding of a field of study and mastery of the skills and methods of research associated with that field;*
- have demonstrated the ability to conceive, design, implement and adapt a substantial process of research with scholarly integrity;*
- have made a contribution through original research that extends the frontier of knowledge by developing a substantial body of work, some of which merits national or international refereed publication;*
- are capable of critical analysis, evaluation and synthesis of new and complex ideas;*
- can communicate with their peers, the larger scholarly community and with society in general about their areas of expertise;*
- can be expected to be able to promote, within academic and professional contexts, technological, social or cultural advancement in a knowledge based society.*

113. The Joint Quality Initiative has also compared the descriptors and identified the step changes found between cycles in each of these elements. See Appendix 6.

3.4 Credit and workload

114. The advantages associated with national credit systems can to some extent be replicated at the European level. Furthermore, there would be additional benefits in the adoption of a suitable common credit system that could support the qualifications framework and could potentially:

³⁰ The word '**research**' is used to cover a wide variety of activities, with the context often related to a field of study; the term is used here to represent a careful study or investigation based on a systematic understanding and critical awareness of knowledge. The word is used in an inclusive way to accommodate the range of activities that support original and innovative work in the whole range of academic, professional and technological fields, including the humanities, and traditional, performing, and other creative arts. It is not used in any limited or restricted sense, or relating solely to a traditional 'scientific method'.

- provide national frameworks of qualifications with a common credit language (based on learning outcomes and student workload) for describing and locating diverse national qualifications;
 - help promote the widespread development and implementation of learning outcomes and competences with credits used as a method of quantifying and expressing learning achievement;
 - build upon a wide existing European base of experience amongst institutions associated with the international credit developments;
 - facilitate the precise location of learning by linking credits to national systems of levels and the overarching Bologna cycle descriptors;
 - act as an additional set of reference points to facilitate Europe-wide quality assurance and the understanding of national frameworks of qualifications;
 - provide a seamless bridge between higher education and other education, particularly enabling the development of a consistent and common European framework for lifelong learning that integrates all forms and modes of learning;
 - aid the development and construction of international joint degree programmes and programme collaborations by facilitating flexible learning paths and a range of different qualification profiles;
 - facilitate the global articulation of the European Higher Education Area (and the recognition of its qualifications) with other credit-based systems.
115. The Berlin communiqué noted that “ECTS is increasingly becoming a generalised basis for the national credit systems.” ECTS was initiated in 1989 as a credit transfer system but is now developing as a system for credit accumulation as well as for transfer. Additionally, and importantly, although ECTS was initially conceived of as a measure of work load, it has also been further developed to include the concepts of learning outcomes, and in some of the national implementations of ECTS there are examples of the use of ‘notional learning time’ to relate ECTS to volumes of learning outcomes.
116. While some national frameworks are styled as frameworks for credit and qualifications, in which it is possible to assign units of learning directly to the framework without regard to a specific qualification, such an approach is not necessary or feasible for an overarching European framework. The overarching framework for the EHEA is intended to facilitate the comparison of qualifications as awarded within national qualifications systems, or less frequently jointly between two or more national systems under a joint degree arrangement.
117. It is proposed that credits are assigned to qualifications within national systems, and credit systems developed and implemented within national qualifications frameworks should be compatible with the ECTS.
118. The discussions in recent years about the first and second cycle qualifications, notably the Bologna Process seminars of 2001 and 2003 in Helsinki, have discussed qualifications in terms of the range of ECTS credits associated with them. Approaches to ECTS weightings for the short cycle, were considered in the work of the JQI and EURASHE. There has not been any detailed consideration of ECTS and the third cycle. It is understood however that this topic is to be considered at the Austrian-German-EUA Seminar in Salzburg in February 2005.
119. The following are proposed as guidelines for the association of credits with qualifications within national frameworks:

- Short cycle (within the first cycle) qualifications may typically include / be represented by approximately 120 ECTS credits;
- First cycle qualifications may typically include / be represented by 180-240 ECTS credits;
- Second cycle qualifications may typically include / be represented by 90-120 ECTS credits, with a minimum of 60 credits at the level of 2nd cycle;
- Third cycle qualifications do not necessarily have credits associated with them.

3.5 Profile

120. Profile is used here to refer to the specific field of learning of a qualification. Fields of learning are central to the European tradition of higher education, with learners typically obtaining their degree in a particular field. The work of the Tuning project has demonstrated how much common ground can be identified by trans-national collaborative efforts within various fields of learning. Such work will continue and, in as much as higher education is by definition always changing, the work is unending. Even the boundaries between fields are evolving, and the level of detail with which the boundaries are drawn in itself varies across fields. In some cases, there are professional reasons for being quite precise about whether a qualification is or is not within a field, whereas for others some measure of ambiguity about which field a qualification belongs in may be acceptable. Whilst various taxonomies of fields of learning are available, notably that of ISCED, it does not appear useful at this stage to specify that such a taxonomy should be a feature of the framework.
121. There have been a number of developments within the EHEA, where academic and professional bodies have come together and shared expertise to 'tune' their curricula and in some cases harmonise them. While these developments can be helpful in promoting recognition and mobility, it must be noted that professional profile is a matter for national sovereignty. Developments within a discipline on a voluntary basis at European level cannot supplant the competent national responsibility for standard setting. The function of recognition is also a matter for each state and is facilitated through the ENIC/NARIC network.

3.6 Further development

122. The ownership of the overarching framework rests collectively with the ministers of the signatory states. Responsibility for the maintenance and development of the framework rests with the Bologna Follow-up Group and any successor executive structures established by the ministers for the furtherance of the EHEA. Ongoing tasks following the establishment of the framework could include the development, monitoring and revision of the criteria and procedures to link national frameworks with the overarching framework, periodic review of the framework structure, including the descriptors, and liaison with groups working across Europe more widely on vocational education and training and (other) integrated frameworks.

3.7 Conclusions and recommendations

123. This chapter has set out and supported the objectives of a framework for qualifications of the EHEA. It is important that all members recognise that such a framework will contribute to transparency and mobility but only if it is underpinned by commitment and trust. Whilst such a European framework is 'overarching' it must have the capacity to influence the developments of national frameworks. Compatible elements of good practice for the development of national frameworks are set out in section 2.7, and where national frameworks are built on such principles it will greatly facilitate the role of the European framework as an important element within the EHEA.

Recommendations:

124. *The framework for qualifications of the EHEA should be an overarching framework with a high level of generality, consisting of three main cycles, with additional provision for a short cycle within the first cycle. The EHEA framework should have*
125. *The framework should include cycle descriptors in the form of generic qualification descriptors to be used as reference points.*
126. *The Dublin Descriptors are proposed for adoption as the cycle descriptors for the framework for qualifications of the European Higher Education Area. They offer generic statements of typical expectations of achievements and abilities associated with qualifications that represent the end of each of a Bologna cycle.*
127. *Guidelines are proposed for the range of ECTS typically associated with the completion of each cycle.*

4 Linking frameworks of qualifications in higher education

4.1 Introduction

128. Forty different independent national frameworks, which are not linked together in a coherent way would not fulfil the learners' expectations of an European Higher Education Area of transparency and mobility where qualifications are easily recognised across borders. The way in which the national frameworks are aligned to the overarching framework is therefore of outmost importance.
129. In order to facilitate fair recognition it is necessary for foreign partners to trust that national qualifications also in practice correspond to the levels to which they are attached. In this context, the quality assurance system, however it is organised nationally, has a role to play.
130. There are already many transparency instruments at the disposal for learners, higher education institutions, employers and recognition centres. They might be rendered more effective by the introduction of qualifications frameworks nationally and internationally.

4.2 Criteria and procedures for verifying the compatibility of frameworks with the framework for qualifications of the EHEA

131. The regulation of qualifications is linked to the education system within which the qualifications are issued. The EHEA framework is not a regulatory instrument. It serves as a reference point to help national authorities (and other agencies, institutions and individuals) in determining how their qualifications might be compared to others within the EHEA. The development or formalisation of national frameworks in a way that takes note of the overarching framework will greatly facilitate the objectives of transparency, recognition and mobility in the future. It is for national authorities to determine which qualifications are included in national frameworks.
132. Although the linking of qualifications to frameworks is a national matter, it is vital for the development of mutual trust that the procedures employed nationally are transparent. For the functioning and reputation of the framework for the EHEA as a whole it is also vital that there be a clear and demonstrable national process for aligning national frameworks with the European framework. The criteria adopted should set out the minimum requirements that a national framework must fulfil before it is likely to be considered acceptable to its peers in other signatory states and by the other stakeholders of the EHEA. Links with other instruments of the Bologna Process, such as the Diploma Supplement, are incorporated into the criteria and procedures.
133. The following criteria are proposed for the verification that national frameworks are compatible with the EHEA framework:
 - I. The national framework for higher education qualifications and the body or bodies responsible for its development are designated by the national ministry with responsibility for higher education
 - II. The national framework and its qualifications are demonstrably based on learning outcomes and the qualifications are linked to ECTS or ECTS compatible credits

- III. The procedures for inclusion of qualifications in the national framework are transparent
 - IV. The national framework, and any alignment with the European framework, is referenced in all Diploma Supplements
 - V. There is a clear and demonstrable link between the qualifications in the national framework and the cycle qualification descriptors of the European framework
 - VI. The responsibilities of the domestic parties to the national framework are clearly determined and published
134. There is no mandate, nor does there appear to be a necessity, for the creation of a new transnational agency to validate and certify the fulfilment of the compatibility criteria listed above. The administrative burden should be as light as possible and existing resources and networks should be used where possible, rather than deploy new ones. It is proposed therefore that each country should certify the compatibility of its own framework with the overarching framework, and that details of this self-certification be published.
135. The following procedures are proposed for self-certification of compatibility:
- 1. The competent national body/bodies shall self-certify the compatibility of the national framework with the European framework
 - 2. The self-certification and the evidence supporting it shall be published
 - 3. The ENIC and NARIC networks shall maintain a public listing of States that have confirmed that they have completed the self-certification process
 - 4. The completion of the self-certification process shall be noted on Diploma Supplements by showing the link between the national framework and the European framework.
136. Only following the self-certification process should any link be made between section 8 of the Diploma Supplement “information on the higher education systems” and the overarching framework for qualifications of the EHEA.
137. The framework of qualifications has been identified as a key tool for the realisation of the European Higher Education Area. Therefore it is recommended that all signatories will complete the self-certification process by 2010 and that ministers recommend this in their Bergen communiqué.

4.3 Quality assurance and national frameworks of qualifications within the context of the EHEA

141. Although higher education has, to a large extent, historically reflected national cultural contexts it has also always included an international dimension in the establishment of its qualifications and their standards. Similarly, the mobility of staff and students has introduced an international element to quality assurance although again this is generally based predominantly on national contexts. In both areas the contribution of such an international element may have been somewhat implicit and there has until recently been little use of clear and explicit, internationally-recognised criteria for supporting quality assurance processes or making objective assessments. ‘Trust’ has to a large extent been based on personal knowledge within a limited community and ‘reputation’.

142. The development of the Bologna process brings with it increased expectations around an international 'marketplace' for students, employees and employers. If the process is to be successful it will inevitably need to address 'trust' within a much wider context, and particularly increased expectations of greater transparency about (national) qualifications, their standards and their quality assurance.
143. The roles of national frameworks for qualifications in the description and assurance of standards has been described above (chapter 2.5), but they can also have particular roles where there is international interest in the nature of qualifications. It is perhaps inevitable however that the greater international interest is likely to be in comparison *between* frameworks and the qualifications they include. Comparability is an important element particularly where students are seeking to utilise their qualifications within an international arena.
144. The Bologna process provides a platform for supporting such trust through improving knowledge and understanding; the national frameworks are integral and essential elements within this. Their value is reinforced through the establishment of an overarching European framework that can provide a reference point to establish comparabilities between national frameworks and their component qualifications.
145. Such an overarching European framework can provide a mechanism through which national frameworks and particularly their qualifications can, at a somewhat generic level, be compared. Neither a European framework nor indeed national frameworks can by themselves be expected to provide discipline specific detail, but they can provide a guide (and in some cases depending upon national contexts perhaps also a guarantee) of the range and extent of competencies that holders of particular types of qualification can be expected to have. Qualifications frameworks help provide the basis for confidence in whether an applicant has the relevant skills for employment or further study at a particular level.
146. In addition to providing a template for national frameworks, a European framework can provide a means for building international confidence in the standards of qualifications by setting quality assurance within trans- and international contexts. It is not possible for a qualifications framework to do this by itself. In addition this requires an understanding and application, perhaps only within a national context, of a series of principles for quality assurance that are agreed within an international context.
147. Such a set of common and shared principles is emerging within the Bologna Process. These principles are recognised as underpinning quality assurance irrespective of the various national approaches. These shared bases for quality assurance are described in detail within the 'standards, procedures, and guidelines' being developed by the European Network for Quality Assurance in Higher Education (ENQA), and with EUA, EURASHE and ESIB under the mandate from the ministers in their Berlin communiqué.

4.4 National frameworks of qualifications and transparency instruments

148. National frameworks of qualifications obviously interface with the existing array of European instruments, which include legal instruments but which also serve the purpose of increasing transparency, in particular:

- the Council of Europe / UNESCO Recognition Convention and its subsidiary texts
 - EU Directives
- as well as transparency instruments such as the Diploma Supplement, ECTS, Europass, the ENIC and NARIC networks, and national recognition centres.
149. These tools differ in nature, application and impact but all share a common aim to promote good practice and improve the national and international recognition and understanding of study components, qualifications, higher education institutions and education systems. They are designed to advance transparency and improve the mobility of qualified citizens.
150. The interaction between transparency instruments and national frameworks of qualifications is complex. They are all designed directly and indirectly to help learners and holders of qualifications as well as all relevant stakeholders including employers, credential advisers, academics, civil servants, etc. The Bologna process has strongly supported the implementation and development of these instruments and it is useful to explore how they impact on new national frameworks of qualifications and the European framework of qualifications, and how they relate to the individual.
151. In any national system the individual learner (as well as employers, parents, prospective students, etc.) need to know, understand and judge the nature, achievements and attributes represented by different qualifications (and higher education institutions). The individual needs to make informed choices and feel confident that there is worth, value and subsequent recognition in what they study. In addition, detailed information is needed to assist the learner in identifying potential progression routes that they might utilise as they progress through a series of qualifications. In this way national frameworks of qualifications support learners by clarifying the learning opportunities available to them. Furthermore, once a qualification has been obtained the learner is aided, by reference to the frameworks, when they seek fair local, national or international recognition of their achievements.
152. The various transparency instruments play an important role as they interact with both national and the European Framework of Qualifications. The main role of transparency instruments is that they help:
- record and transmit detailed information about the individual's achievements (e.g. Diploma Supplement, Certificate Supplement);
 - interpret and explain the place and role of qualifications (e.g. NARICS, ENICS);
 - provide good practice to credential advisors and evaluators (e.g. Lisbon Recognition Convention);
 - identify where information and recognition advice can be obtained as well as act as a main source of information (e.g. NARICS, ENICS);
 - improve curriculum comparability in valuing, describing and comparing learning achievement by employing credits as a quantified means of expressing learning equivalence (e.g. ECTS);
 - aid the recognition and recording of learning wherever it takes place (e.g. Mobilipass).

153. In fulfilling such roles these tools often serve to empower the learner. They also have an important mediating role between the learner and often complex, and sometimes non user-friendly education systems.

New-style national frameworks of qualifications will strengthen existing transparency instruments by simplifying what they have to transmit. The value of Diploma Supplements will be reinforced, as they will be able to locate qualifications against precise national and European frameworks of qualifications. They will also be strengthened when they can refer to nationally and internationally understood learning outcomes, levels and qualifications descriptors. In this context the part of the Diploma Supplement describing the national education system is particularly important; it should describe the national or other relevant system in terms of its qualifications framework. Similarly, the ECTS Information Packages will become more transparent as modules, units and programmes of study are expressed in terms of outcomes.

The Diploma Supplement already requests issuing bodies to place the qualifications covered by the Diploma Supplement within the context of the 'the national higher education system' (section 8 of the Supplement). This information is designed to help guide credential evaluators. Obviously the creation of national frameworks of qualifications will provide a further context within which to place any qualification. Furthermore, following the self-certification process it is sensible that the national framework is directly cross referenced to the framework of qualifications for the EHEA – in particular to the Bologna cycles. The inclusion of such information can serve as evidence that the self-certification process has taken place. This is one concrete example of the way a transparency instrument can benefit from qualifications frameworks.

154.

155. The use of a common language and approach to express frameworks of qualifications will improve mobility, transparency and recognition. Existing transparency tools as well as the qualifications frameworks benefit from this mutually reinforcing process.

4.5 Conclusions and recommendations

156. Criteria for verifying the compatibility of national frameworks with the overarching framework for qualifications of the European higher Education Area are recommended. A set of procedures for the transparent self-certification of compatibility by member states is recommended. It is proposed that all signatories will have completed this self-certification by 2010, the target date for the establishment of the European Higher Education Area.

Recommendations

157. *The following criteria are proposed for the verification that national frameworks are compatible with the EHEA framework:*
- I. The national framework for higher education qualifications and the body or bodies responsible for its development are designated by the national ministry with responsibility for higher education*
 - II. The national framework and its qualifications are demonstrably based on learning outcomes and the qualifications are linked to ECTS or ECTS compatible credits*

- III. *The procedures for inclusion of qualifications in the national framework are transparent*
 - IV. *The national framework, and any alignment with the European framework, is referenced in all Diploma Supplements*
 - V. *There is a clear and demonstrable link between the qualifications in the national framework and the cycle qualification descriptors of the European framework*
 - VI. *The responsibilities of the domestic parties to the national framework are clearly determined and published*
158. *It is proposed that each country should certify the compatibility of its own framework with the overarching framework, and that details of this self-certification be published.*
159. *The following procedures are proposed for self-certification of compatibility:*
- I. *The competent national body/bodies shall self-certify the compatibility of the national framework with the European framework*
 - II. *The self-certification and the evidence supporting it shall be published*
 - III. *The ENIC/NARIC network shall maintain a public listing of States that have completed the self-certification process*
 - IV. *The completion of the self-certification process shall be noted on Diploma Supplements by showing the link between the national framework and the European framework.*
160. *The framework of qualifications has been identified as a key tool for the realisation of the European Higher Education Area.*
- Therefore it is recommended that all signatories will complete the self-certification process by 2010.*
161. *It is important that national frameworks be developed or revised to provide detail and clarity regarding the qualifications within national systems and how they correspond to the cycles described in the European framework.*
162. *All qualifications should be subject to appropriate systems of quality assurance.*
163. *The development and use of a shared and common language and approach is recommended for expressing frameworks of qualifications to improve mobility, transparency and recognition.*

5 Frameworks for higher education and for other education areas

5.1 Context – Lifelong Learning perspective

164. Whilst lifelong learning was referenced in the Bologna Declaration, when Ministers met in Prague in 2001 they included a strong reference to lifelong learning in the communiqué that followed:

Lifelong learning is an essential element of the European Higher Education Area. In the future Europe, built upon a knowledge-based society and economy, lifelong learning strategies are necessary to face the challenges of competitiveness and the use of new technologies and to improve social cohesion, equal opportunities and the quality of life.

165. At their subsequent meeting in Berlin (2003), the communiqué again stressed the relevance of lifelong learning:

Ministers underline the important contribution of higher education in making lifelong learning a reality. They are taking steps to align their national policies to realise this goal and urge Higher Education Institutions and all concerned to enhance the possibilities for lifelong learning at higher education level including the recognition of prior learning. They emphasise that such action must be an integral part of higher education activity. Ministers furthermore call those working on qualifications frameworks for the European Higher Education Area to encompass the wide range of flexible learning paths, opportunities and techniques and to make appropriate use of the ECTS credits. They stress the need to improve opportunities for all citizens, in accordance with their aspirations and abilities, to follow the lifelong learning paths into and within higher education.

166. The concept of lifelong learning as set out in the two communiqués indicate the Ministers' view that lifelong learning is an inclusive way to define all learning activity and, within this, that higher education has a vital role. This understanding is very much in line with developing thinking within the European Union. Whilst looking at European Union developments, it should be noted that 15 countries which participate in the Bologna process are not members of the European Union. There are forty countries participating in the Bologna process, including the 25 member states of the European Union.
167. In the mid 1990s there was, within the European Union, a revival of the concept of a continuum of lifelong learning; first mooted in the 1970s, the EU designated 1996 as the European Year of Lifelong Learning. Despite separate legal bases for education and vocational training in the EU Treaty, distinctions between parts of the education and vocational education and training systems were, by this stage, becoming more blurred. There was greater integration between general and vocational curricula, and provision and increased "bridging" between education and vocational education and training pathways. In addition, there were emerging approaches to training and competences in economic sectors, for example in the information and communications technology.
168. The EU definition of lifelong learning covers learning from pre-school age to post-retirement and includes formal, non-formal and informal learning. It

encompasses all activities in life that improve knowledge, skills and competences, regardless of where and how they are acquired. The concept of lifelong learning places the focus on the individual learner rather than learning systems and institutions. This challenges the traditional boundaries within and between different levels of education and training. It also challenges the principles underlying the development, packaging, delivery and evaluation of knowledge and know-how, the nature of institutions, the teaching and learning processes and how learning is valued.

169. The focus on lifelong learning began to influence systemic reform processes, mainly due to its relevance to the changing profile and needs of learners. It also gave rise to the emergence of new sub-sectors at the interfaces between basic education and vocational education and training, and between higher education and vocational education and training. This was accompanied by a growing trend to recognise learning which had taken place in less formalised environments, creating new challenges concerned with how learning is assessed and validated and by whom. It also increased the need for improved learner support mechanisms, including the provision of information about learning opportunities, and guidance and counselling to assist learners to make suitable choices. In the late 1990s EU Member States recognised the necessity to develop and support the principles of lifelong learning and began the process of introducing the necessary reforms to help make it a reality.

5.2 Initiatives inside “Education and training 2010” (the Lisbon Strategy)

170. In the Lisbon conclusions of March 2000, the EU Heads of State and Governments set out the strategic goal that the European Union should, by 2010, have become the world's most competitive and dynamic knowledge-based economy, capable of sustainable economic growth with more and better jobs and greater social cohesion. Education and training are considered to be key factors in achieving this goal. In order to develop, sustain and benefit from this evolving economic and social order, and to become a world-class workforce, EU citizens needed to acquire and update, on an ongoing basis, the requisite knowledge, competences and skills. As part of its strategy the EU aims to make its education and training systems a world quality reference by 2010 and has undertaken a commitment to provide access to new and enhanced learning opportunities throughout life for all of its citizens.
171. Responding to the challenge set at Lisbon requires major efforts to strengthen co-operation on education and training policy. At the request of the Stockholm European Council in 2001, a set of future objectives for education and training systems was defined, and a work programme agreed, the fulfilment of which will constitute a large step towards the Lisbon goal. The Barcelona European Council in March 2002 underlined these ambitions by pointing out that education was one of the bases of the European "social model" and that Europe's education systems should become a "world quality reference" by 2010. An important part of the objectives process is the definition of indicators and benchmarks which can measure the progress of each country and of Europe as a whole towards the objectives set for 2010.
172. The Council of EU Education Ministers and the European Commission agreed a Joint Interim Report on 26 February 2004; 'Education and Training 2010' reviewed progress in implementing the working programme on the future objectives and set out a number of priority areas for future work. The report

called for the establishment of a European framework to stand as a common reference for the recognition of qualifications. The Report further indicated that, given the diversity across Europe in structures and organisation, it is the learning outcomes and competences acquired through the programmes or training periods that should be regarded as important reference levels for the description of qualifications. The report also indicated that a framework of this kind for Europe should naturally be based on national frameworks, which themselves must be coherent and cover higher education and vocational education and training.

5.3 Initiatives inside the Copenhagen Process

173. At the European Union political level, the Education Council adopted, on 12 November 2003, a Resolution on the promotion of enhanced European cooperation in vocational education and training. In addition, the Copenhagen Declaration was adopted at the informal ministerial meeting on 29-30 November 2003, taking up the same principles and priorities for enhanced cooperation as the Resolution. The Declaration commits the 31 countries and the Social Partners to giving priority to

Investigating how transparency, comparability, transferability and recognition of competences and/or qualifications, between different countries and at different levels, could be promoted by developing reference levels, common principles for certification, and common measures, including a credit transfer system for vocational education and training

174. In addressing this priority, a technical working group on credit transfer in vocational education and training was set up in November 2002. The group was, inter alia, asked to make proposals on common reference levels for vocational education and training. The group has developed a number of important concepts in relation to the reference levels as follows:
- a vertical dimension of eight levels each divided into three sub-levels. The sub-levels seem to be designed as an operational tool to allow for an assessment of the extent of compliance of an qualification with a reference level to support a pragmatic “best-fit” approach;
 - a horizontal dimension, which will be occupied by prototype descriptors of knowledge, skills and competences, linked to broad occupational profiles or work processes, which are in the process of being developed;
 - general descriptors in relation to existing qualifications structures.
175. It is of note that the reference levels incorporate a broad understanding of vocational education and training which includes many people’s understanding of higher education qualifications, expressed from a vocational perspective.
176. A major stocktaking review of the Copenhagen process and its implementation is taking place at present and it is to be completed before the next meeting of Ministers of the states involved, which will be held in Maastricht in December 2004. The report will include progress reports of national vocational and education training systems towards the Lisbon objectives, and cover innovations in teaching and learning and progress towards building competences for a European labour market.

5.4 Towards a European Qualifications Framework for the EU

177. The call of the Council and Commission, in its Joint Interim Report, 'Education and Training 2010', for the development of a European framework to stand as a common reference for the recognition of qualifications, is referenced above.
178. In addition, the Irish Presidency conference (March 2004) on "common themes in higher education and vocational education and training" recommended that a European Qualifications Framework be taken forward within the framework of the 'Education and Training 2010' work programme, with a view to linking together the common reference levels framework for vocational education and training and the Qualifications Framework currently being developed for the European higher education area.
179. On the basis of the mandate in the Joint Interim Report, in November 2004 the European Commission established an expert group on a European Framework for Qualifications (EFQ) which is to build on the results of the Bologna process in higher education and the Copenhagen process in vocational education and training, and to take into account existing qualification and competence frameworks at national, European and international levels with a view to:
- clarifying the conceptual basis for a EFQ;
 - assisting the Commission in the collection and analysis of information relevant to the development of a EFQ;
 - identifying the main components of a EFQ, and in particular address the functions and links between common reference levels, learning outcomes, guiding principles and supporting instruments;
 - supporting the Commission in formulating a draft proposal by mid-April 2005 for a EFQ, to be used as a basis for an extensive consultation of relevant stakeholders throughout Europe;
 - assisting the Commission in the planning and organising of a consultation process on a EFQ to be carried out in 2005.
180. The establishment of this expert group with a view to assisting the Commission in preparing a European Framework for Qualifications is seen as a very helpful development. It is anticipated that the approaches developed in the framework and those developed in this report will be compatible.

5.5 Conclusion

181. In the drafting of this report the working group has taken into account wider European developments in lifelong learning, of which higher education is an intrinsic part, developments in the Lisbon process and the linked future objectives process, as well as development in the Copenhagen process on increased European co-operation in vocational education and training. The change agenda being advanced through much of this work inter-relates closely with the sorts of changes required by the Bologna process and reflected through the introduction of national frameworks of qualifications, and an overarching framework for qualifications of the European Higher Education Area. The change agenda also includes the need for national frameworks to include qualifications that include recognition of non-formal and informal learning experiences. In addition, the increasing focus on the individual learner rather than learning systems and institutions, which challenges the traditional

boundaries within and between different levels of education and training, is also relevant.

6. Conclusions

This report concerns the elaboration of an overarching framework for qualifications of the European Higher Education Area (EHEA). It builds on the assumption that qualifications are primarily a matter of national concern and articulated in national qualifications frameworks and that such national frameworks can be inter-connected through linkage to the overarching framework of EHEA.

The Working Group and its expert panel, who were invited by the Bologna Process Follow-up Group to undertake the work, provide a series of recommendations and proposals regarding the framework for qualifications of the EHEA, and advice on good practice in developing national (or equivalent) frameworks.

It is recommended that:

- the framework for qualifications in the EHEA should be an overarching framework with a high level of generality, consisting of three main cycles, with additional provision for a short cycle within the first cycle;
- the framework should include cycle descriptors in the form of generic qualification descriptors that can be used as reference points. It is *proposed that*:
 - the Dublin Descriptors are adopted as the cycle descriptors for the framework for qualifications of the European Higher Education Area. They offer generic statements of typical expectations of achievements and abilities associated with awards that represent the end of each of a Bologna cycle.
- responsibility for the maintenance and development of the framework rests with the Bologna Follow-up Group and any successor executive structures established by the ministers for the furtherance of the EHEA.
 - all signatories will complete the self-certification process by 2010.

It is proposed that:

- *guidelines* for the range of ECTS typically associated with the completion of each cycle include:
 - Short cycle (within the first cycle) qualifications may typically include / be represented by approximately 120 ECTS credits;
 - First cycle qualifications may typically include / be represented by 180-240 ECTS credits;
 - Second cycle qualifications may typically include / be represented by 90-120 ECTS credits, with a minimum of 60 credits at the level of 2nd cycle;
 - Third cycle qualifications do not necessarily have credits associated with them.
- *criteria* for the verification that national frameworks are compatible with the EHEA framework include:
 - The national framework for higher education qualifications and the body or bodies responsible for its development are designated by the national ministry with responsibility for higher education

- The national framework and its qualifications are demonstrably based on learning outcomes and the qualifications are linked to ECTS credits
- The procedures for inclusion of qualifications in the national framework are transparent
- The national framework, and any alignment with the European framework, is referenced in all Diploma Supplements
- There is a clear and demonstrable link between the qualifications in the national framework and the cycle qualification descriptors of the European framework
- The responsibilities of the domestic parties to the national framework are clearly determined and published
- each country should certify the compatibility of its own framework with the overarching framework, and that details of this self-certification be published, with the following *procedures* used for self-certification of compatibility:
 - The competent national body/bodies shall self-certify the compatibility of the national framework with the European framework
 - The self-certification and the evidence supporting it shall be published
 - The ENIC/NARIC network shall maintain a public listing of States that have completed the self-certification process
 - The completion of the self-certification process shall be noted on Diploma Supplements issued subsequently
- national frameworks should include awards that integrate recognition of non-formal and informal learning experiences.

Advice on good practice **to facilitate the creation of successful new national frameworks of qualifications** includes:

- the development and review process for producing good national frameworks are most effective when they involve all relevant stakeholders both within and outside higher education. Higher education frameworks naturally link to vocational education and training and post-secondary education and as such are best viewed and treated as a national initiative. This also makes possible the inclusion of, or links to, other areas of education and training outside higher education.
- a framework for higher education qualifications should identify a clear and nationally-agreed set of purposes. Frameworks for higher education qualifications benefit from the inclusion of cycles and /or levels, and articulation with outcome-focussed indicators and/or descriptors of qualifications. Higher education frameworks of qualifications can also benefit from being directly linked to credit accumulation and transfer systems.
- frameworks for higher education qualifications should explicitly link academic standards, national and institutional quality assurance systems, and public understanding of the place and level of nationally recognised qualifications. Public confidence in academic standards requires public understanding of the achievements represented by different higher education qualifications and titles.

The report stresses the importance of national authority in the development of national frameworks and their associated instruments, and the importance of considering the EHEA framework, the Dublin descriptors, and the guideline ranges on ECTS credits as '*reference points*'.

Appendicies

1. Working Group and experts
2. Terms of reference
3. BOLOGNA SEMINAR ON QUALIFICATION STRUCTURES IN HIGHER EDUCATION IN EUROPE, 27-28 March 2003, Copenhagen Denmark: RECOMMENDATIONS
4. LA VALIDATION DES ACQUIS DE L'EXPERIENCE. L'EXPÉRIENCE FRANÇAISE (with a summary in English)
5. Some National Qualification Frameworks in Europe
6. Dublin Descriptors ("step changes")
7. The Framework for Qualifications of the EHEA

Appendix 1

Working Group and experts

BOLOGNA WORKING GROUP
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TERMS OF REFERENCE FOR WORKING GROUP ON OVERARCHING FRAMEWORK OF QUALIFICATION FOR THE EHEA

INTRODUCTION

In Berlin, 19th September 2003, Ministers with responsibility for Higher Education decided to “encourage the member States to elaborate a framework of comparable and compatible qualifications for their higher education systems, which should seek to describe qualifications in terms of workload, level, learning outcomes, competences and profile. They also undertake to elaborate an overarching framework of qualifications for the European Higher Education Area.

Within such frameworks, degrees should have different defined outcomes. First and second cycle degrees should have different orientations and various profiles in order to accommodate a diversity of individual, academic and labour market needs. First cycle degrees should give access, in the sense of the Lisbon Recognition Convention, to second cycle programmes. Second cycle degrees should give access to doctoral studies.

Ministers invite the Follow-up Group to explore whether and how shorter higher education may be linked to the first cycle of a qualifications framework for the European Higher Education Area”.

In the context of Life Long Learning, Ministers furthermore called “those working on qualifications frameworks for the European Higher Education Area to encompass the wide range of flexible learning paths, opportunities and techniques and to make appropriate use of the ECTS credits.”

Terms of Reference

In order to realise the objectives set by the Ministers, the Working Group shall:

1. Identify reference points for national frameworks of qualifications (in terms of workload, level, learning outcomes, competences and profile), which may assist member States in establishing their frameworks
2. Elaborate on an overarching framework of qualifications for the European Higher Education Area;
3. Establish key principles for frameworks of qualifications, both at national and European levels.

The Working Group must take into account other policy areas, including those within the Copenhagen Process and the wider Lisbon Agenda as articulated in "Education and training 2010"

The Group will submit reports to the BFUG, and have its working papers accessible for all BFUG members on the web.

MEMBERS OF WORKING GROUP

The members of the Working Group are:

1. Mogens Berg, Denmark (chair),
2. BFUG Chair
3. Ian McKenna, Ireland (after 1 July)
4. Jacque-Philippe Saint-Gerand, France
5. Éva Gonczi, Hungary
6. Andrejs Rauhvargers, Latvia.

**BOLOGNA SEMINAR ON
QUALIFICATION STRUCTURES IN HIGHER EDUCATION IN
EUROPE**

27-28 March 2003

Copenhagen Denmark

RECOMMENDATIONS

The participants in the conference on Qualification Structures in European Higher Education, organized by the Danish authorities in Copenhagen on March 27 – 28, 2003 recommend:

1. The Ministers meeting in Berlin in September 2003 should encourage the competent public authorities responsible for higher education to elaborate national qualifications frameworks for their respective higher education systems with due consideration to the qualifications framework to be elaborated for the European Higher Education Area.
2. The Ministers' meeting should also be invited to launch work on an overarching qualifications framework for the European Higher Education Area, with a view to providing a structural framework against which individual national frameworks could articulate with due regard to the institutional, historical and national context.
3. At each appropriate level, qualifications frameworks should seek to describe the qualifications making up the framework in terms of workload, level, quality, learning outcomes and profile. An EHEA framework should seek to describe qualifications in generic terms (e.g. as first or second cycle degrees) rather than in terms specific to one or more national systems (e.g. Bachelor or Master)
4. Qualifications frameworks should also seek to describe these qualifications with reference to the objectives or purposes for higher education, in particular with regard to four major purposes of higher education:
 - (i) preparation for the labor market;
 - (ii) preparation for life as active citizens in democratic society;
 - (iii) personal development;
 - (iv) development and maintenance an advanced knowledge base.
5. While at national level, qualifications frameworks should as far as possible encompass qualifications at all levels, it is recommended that, at least as a

first step, a framework for the European Higher Education Area focus on higher education qualifications as well as on all qualifications giving access to higher education. As far as possible, an EHEA framework should also include qualifications below first-degree level.

6. Within the overall rules of the qualifications frameworks, individual institutions should have considerable freedom in the design of their programs. National qualifications frameworks, as well as an EHEA framework, should be designed so as to assist higher education institutions in their curriculum development and design of study programs. Qualifications frameworks should facilitate the inclusion of interdisciplinary higher education study programs.
7. Quality assurance agencies should take the aims of the qualifications frameworks into account in their assessment of higher education institutions and/or programs and make the extent to which institutions and/or programs implement and meet the goals of the qualifications framework of the country concerned, as well as an EHEA framework, an important element in the overall outcome of the assessment exercise. Higher education institutions should also take account of the qualifications frameworks in their internal quality assurance processes. At the same time, the qualifications frameworks should define their quality goals in such a way as to be of relevance to quality assessment.
8. While an EHEA qualifications framework should considerably simplify the process of recognition of qualifications within the Area, such recognition should still follow the provisions of the Council of Europe/UNESCO Recognition Convention. The Ministers meeting in Berlin in September 2003 should therefore invite all states party to the Bologna Process to ratify this Convention as soon as possible.
9. The main stakeholders in higher education within the EHEA should be invited to contribute to a dialogue on a qualifications framework for the European Higher Education Area as well as give consideration to how such a framework could simplify the process of recognition of qualifications within the framework. Considerations of national frameworks could benefit from taking into account experience with other frameworks.
10. Transparency instruments such as the Diploma Supplement and the ECTS should be reviewed to make sure that the information provided is clearly related to the EHEA framework.
11. Whether at national level or at the level of the European Higher Education Area, qualifications frameworks should make provision for the inclusion of joint degrees and other forms of combination of credits earned at the home institution and other institutions as well as credits earned through other relevant programs or experiences.

12. Qualifications frameworks, at national level as well as at the level of the European Higher Education Area, should assist transparency and should assist the continuous improvement and development of higher education in Europe.

LA VALIDATION DES ACQUIS DE L'EXPERIENCE
L'EXPÉRIENCE FRANÇAISE
PRÉSENTATION & ÉVALUATION

1 — AVANT LA LOI DU 17 JANVIER 2002 EXISTAIT LA VALIDATION DIPLOMANTE DES ACQUIS PROFESSIONNELS

La validation des acquis professionnels, instituée par la loi n° 92-678 du 20 juillet 1992 qui complétait d'autres dispositions propres à l'enseignement supérieur et fixées par des décrets de 1985, figure à l'article L 335-5 du *Code de l'éducation*. Avant la *loi de modernisation sociale*, un diplôme ne pouvait être obtenu par la seule validation des acquis professionnels. Or, il existe deux modes d'attribution de diplôme :

- l'un *par l'État*, par exemple par le Recteur, du CAP au BTS,
- et l'autre *au nom de l'État* par des établissements habilités à cet effet.

Dans l'enseignement supérieur, le diplôme est délivré *au nom de l'État* par le président de l'université ou le directeur de l'école qui a été habilité pour le faire pour un diplôme donné.

Dans les faits, la validation existe dans l'enseignement supérieur depuis 1934 avec le titre d'ingénieur diplômé par l'État (*Commission du titre d'Ingénieur*). Actuellement, il est délivré environ une centaine de titres par an.

2 — LA VALIDATION DES ACQUIS DE L'EXPÉRIENCE DANS LA LOI DE MODERNISATION SOCIALE

Fort de l'expérience acquise depuis 1994-1995, principalement par l'Éducation nationale, la loi n° 2002-73 du 17 janvier 2002, dite de *modernisation sociale* et le décret n° 2002-590 du 24 avril 2002, visent d'une part à instituer le droit pour tous, d'une part à demander la validation des acquis de son expérience et à en étendre le principe à tous les titres et diplômes, d'autre part à aménager certains aspects de la procédure.

La validation des acquis est prononcée par un jury spécifique, particulier pour chaque diplôme, au vu d'un dossier réalisé par le candidat et à l'issue d'un entretien complémentaire.

Les candidats peuvent bénéficier, s'ils le souhaitent, d'un accompagnement proposé par les dispositifs universitaires de formation continue. Il s'agit d'une aide apportée aux personnes pour leur permettre :

- de mieux entrer dans la démarche,
- de déterminer plus sûrement le diplôme adapté à leur parcours et à leur expérience professionnelle, et
- d'identifier les points forts de leur expérience,

avant l'entretien avec le jury qui reste souverain en matière de validation.

La nouvelle loi reprend donc les principes fondamentaux de la loi du 20 juillet 1992 mais en modifie nettement certains aspects, et notamment les suivants :

- La durée d'activité exigible pour prétendre à la validation des acquis professionnels est réduite de cinq à trois ans;
- Est ouverte la possibilité de faire reconnaître des compétences professionnelles acquises dans des activités salariées, non salariées, ou bénévoles. Les activités sociales devraient également être prises en compte.
- Un diplôme peut être obtenu en totalité par la seule validation des acquis de l'expérience;
- Pour l'enseignement supérieur, l'entretien avec le candidat est obligatoire et permet d'analyser l'activité professionnelle du demandeur tant en fonction de la branche professionnelle de l'entreprise dans laquelle il travaille que de l'organisation du travail de cette entreprise. Ceci est très important pour les métiers transverses.
- Le jury détermine les épreuves complémentaires auxquelles le candidat devra se soumettre s'il n'a pas obtenu la totalité du diplôme postulé.

Ces modifications donnent un nouveau souffle à la validation des acquis de l'expérience. Elles ont, d'ores et déjà, des conséquences importantes à divers niveaux pour l'éducation nationale, notamment en ce qui concerne :

- La mise en oeuvre des diplômes, puisque celle-ci devra intégrer totalement ce nouveau mode de délivrance,
- Les modes de constitution et de délibération des jurys, puisque ces derniers pourront délivrer un diplôme à partir de la seule expérience d'un candidat et hors de toute épreuve d'examen;
- La méthodologie même des examens qui permet de prendre en compte d'autres expériences que professionnelles *stricto sensu*, dans le processus de validation,
- Les instruments et supports qui fournissent aux candidats le moyen de présenter leur expérience (travaux réalisés, dossiers analytiques, etc.)
- L'organisation pratique et la mise en acte de la procédure, dans la mesure où la demande est rapidement devenue importante.

3 — AXES PRIORITAIRES DE LA PROCÉDURE

La validation des acquis des acquis de l'expérience figure dans le *Code de l'éducation* et constitue une avancée majeure pour les systèmes de formation et de certification. Elle permet :

- De rendre visibles et lisibles les acquis, compétences, aptitudes et connaissances issus du parcours de chacun, dans sa diversité et sa singularité,
- De valoriser le rôle formateur que peut revêtir l'activité professionnelle,
- D'articuler en un *continuum* l'indispensable formation initiale, la formation continue et les apprentissages issus de l'expérience, dans le cadre de la formation tout au long de la vie (*lifelong learning*);
- D'éviter de mettre des adultes expérimentés en situation d'apprentissage de savoirs et savoir-faire qu'ils maîtrisent déjà,
- De placer des adultes dans une situation plus adaptée à leurs parcours personnels que ne peuvent l'être des épreuves d'examen,
- D'accroître et étendre les possibilités et les chances d'accès au diplôme et à la certification,
- De réduire les durées, donc les coûts des formations conduisant à un diplôme.

Dans de nombreux établissements d'enseignement supérieur, des dispositifs

susceptibles d'ouvrir à tous la validation des acquis de l'expérience ont été conçus, dans le but de :

- Développer des systèmes de certifications lisibles et crédibles sur le marché du travail dans le cadre du LMD (licence, master, doctorat) ;
- Inscrire les acquis de l'expérience dans la conception des dispositifs de qualification et de certification;
- Assurer l'accessibilité aux études supérieures à des publics qui ne possèdent pas nécessairement le baccalauréat (premier grade de l'enseignement supérieur français, et non pas simple diplôme de sortie de l'enseignement secondaire);
- Concevoir des processus qui conjuguent souplesse et fiabilité avec le système des crédits (ECTS) dans l'enseignement supérieur;
- Concevoir des méthodologies et des instruments qui répondent à la diversité des situations;
- Développer l'information en direction des publics potentiellement bénéficiaires;
- Développer les partenariats avec les branches professionnelles et avec les entreprises;

Pour l'enseignement supérieur, les textes sont interministériels et concernent aussi bien les universités que les écoles d'ingénieurs et d'une manière général l'ensemble des établissements, tant les écoles vétérinaires pour le ministère de l'agriculture par exemple que celles relevant des autres ministères.

4 — PRATIQUE DES DIFFERENTES PROCEDURES DE VALIDATION D'ACQUIS

Les procédures dites de *validation des acquis professionnels* (VAP) permettent d'être dispensé :

- soit du diplôme normalement requis pour s'inscrire dans une formation (décret 1985),
- soit d'une partie des épreuves pour obtenir un diplôme ou un titre (décret 1993).

Le dispositif de validation des acquis de l'expérience (VAE), mis en place en 2002, ouvre la possibilité de se voir octroyer tout ou partie d'un diplôme par validation des acquis de son expérience (professionnelle ou bénévole).

Ainsi, à l'université et au *Conservatoire National des Arts et Métiers*, 18 600 personnes environ ont bénéficié, en 2002, d'une procédure de validation de leurs acquis (dont 16 363 au titre du dispositif 1985 (VAP), et 1 171 + 1140 au titre des dispositifs de 1993 et 2000 (VAE)).

La validation des acquis professionnels dans le cadre du dispositif de 1993, sous la forme d'une dispense d'une partie des épreuves aux examens, ne représente plus que 6,2% des validations du fait du passage à la VAE. Les validations délivrées au titre des acquis de l'expérience pour obtenir tout ou partie d'un diplôme, qui s'y substituent, ont représenté dès la première année d'application 6% des validations.

Quatre demandes sur cinq ont fait l'objet d'une décision favorable. La progression du nombre de validations accordées par les universités depuis plusieurs années se poursuit : + 16,4% en 2002 contre 19,6% en 2001.

La dispense d'un diplôme pour s'inscrire à une formation et améliorer sa qualification

ou développer ses connaissances (VAP) reste la procédure la plus utilisée notamment par les femmes, soit près de neuf cas de validation sur dix. Malgré le temps nécessaire à l'organisation et à la mise en œuvre des différentes phases de la nouvelle procédure de la validation des acquis de l'expérience, plus d'un établissement sur deux s'est déjà engagé dans la démarche.

Ainsi la part des actifs en emploi parmi les bénéficiaires se renforce avec la VAE.

68,3% des dispenses de diplôme pour accéder à une formation, 79,1% de dispenses d'épreuves pour accéder à un diplôme, et 83,5% des dispenses délivrées par validation des acquis de l'expérience concernent des actifs ayant un emploi.

Si les professions intermédiaires constituent la majorité des bénéficiaires, le passage de la VAP à la VAE pour l'obtention d'un diplôme semble davantage bénéficier aux cadres. Les professions intermédiaires, dont font partie les techniciens, représentent 55,5% des bénéficiaires d'une dispense d'épreuves pour obtenir un diplôme dans le cadre de la VAP, mais seulement 49,4% des bénéficiaires de validations dans le cadre de la VAE et 44,3% de ceux d'une dispense de diplôme poursuivre une formation.

Les cadres sont largement représentés parmi les bénéficiaires d'une dispense de diplôme pour suivre une formation puisqu'ils regroupent 31,1% des actifs concernés mais sont un peu moins nombreux (27,8%) parmi les bénéficiaires de l'attribution de tout ou partie d'un diplôme (VAE). Cependant, ils y occupent une place plus importante (23,8%) que parmi les bénéficiaires d'une dispense d'épreuves (VAP).

En revanche, ce n'est pas le cas pour les femmes qui sont un peu moins nombreuses parmi l'ensemble des bénéficiaires de la VAE. Les employés et surtout les ouvriers restent très peu nombreux (au regard de leur poids dans la population active) quel que soit le dispositif de validation d'acquis.

Majoritaires parmi les bénéficiaires de la validation des acquis, les 30-45 ans représentent plus de la moitié des candidats à la validation. Ils sont relativement plus nombreux dans les formations suivies dans le cadre de la dispense d'épreuves pour obtenir un diplôme (décret 1993) que dans celui de la dispense de diplôme pour suivre une formation (69,5% contre 56,6%). La prise en compte de l'expérience (VAE) dans sa globalité (y compris personnelle et bénévole) renforce légèrement leur poids (59,5%) comme celui des moins de 30 ans. La part des moins de 30 ans est en effet légèrement plus importante dans le cadre de l'attribution de diplôme par la VAE (19,5%) que dans l'ancien dispositif de la dispense d'épreuves (18,5%).

5 — QUELQUES ENSEIGNEMENTS ISSUS D'UNE ENQUÊTE DE SATISFACTION

Des disparités de mise en œuvre sont observables selon les établissements.

Le développement de la validation des acquis reste inégal au sein des universités. La dispense de diplôme pour l'accès aux formations (décret 1985) continue de se développer. En 2002, seulement quatre universités françaises ont délivré moins de dix validations dans ce cadre contre une dizaine en 2000. À l'autre extrême, une quinzaine d'universités ont accordé plus de 300 dispenses de diplôme pour suivre une formation. Elles n'étaient qu'une douzaine en 2001 et six en 1998.

La VAP dans le cadre du décret de 1993 est en nette diminution avec le passage à la VAE.

Près d'une université sur trois a utilisé ces deux procédures et une quinzaine d'universités n'ont fait appel à aucune des deux.

La VAE n'a été instituée dans les universités qu'en 2002. Dans les cinquante-deux établissements qui l'ont mise en place, la moyenne des dossiers déposés est de trente, avec de grandes disparités d'un établissement à l'autre. On trouve plusieurs types d'universités, celles dont les décisions favorables attribuant tout ou partie d'un diplôme ont été plus nombreuses et ont moins donné lieu à la délivrance d'un diplôme dans sa totalité et, à l'opposé, celles dont les décisions favorables ont été moins importantes mais qui ont permis plus souvent d'octroyer un diplôme dans sa totalité. Cependant, l'analyse des décisions favorables, par rapport d'une part aux dossiers déposés et d'autre part au pourcentage de diplômes attribués dans leur totalité, est très délicate en raison du faible nombre de dossiers concernés et d'autant plus que l'on manque d'informations sur la qualité des dossiers déposés.

Les formations suivies sont diversifiées.

Au total quatre demandes de validation sur cinq ont fait l'objet d'une décision favorable. Les bénéficiaires d'une dispense de diplôme pour accéder à une formation dans l'enseignement supérieur suivent majoritairement une formation en licence classique: ils sont 29% dans ce cas. Mais les formations spécialisées sont également très recherchées : 23% de ceux qui bénéficient de dispense de diplôme préparent un DESS ou un DEA.

Ces diplômes sont également très demandés dans le cadre de l'attribution d'un diplôme par validation des acquis de l'expérience : 22% des bénéficiaires de la VAE ont pu obtenir grâce au dispositif tout ou partie d'un DESS ou d'un DEA. Il sera intéressant de voir ce que la procédure donnera dans le cadre actuel des *Masters*, puisque ceux-ci opposent les diplômes à orientation *recherche* et ceux à orientation *professionnelle*, bien qu'à terme l'on s'oriente vers un seul type de *Master*, compte tenu de l'adossement inaliénable de la formation et de la recherche dans les études supérieures.

Parmi les 1131 bénéficiaires d'une dispense d'épreuves délivrée pour préparer un diplôme (VAP dispositif de 1993), 17,4% préparent un Diplôme Universitaire de Technologie, Diplôme d'Étude Universitaire de Sciences et Technologie ou un Diplôme National de Technicien Supérieur. Ils n'étaient que 16% en 2001.

L'unanimité se réalise ainsi sur le principe de la validation des acquis de l'expérience.

Les universités voient généralement d'un bon œil le système de validation des acquis professionnels tels qu'ils sont définis dans les textes de 1984-1985, largement mis en œuvre : *un système simple, efficace*, note l'université Paris XI - Orsay. Elles sont souvent plus critiques sur la VAP de 1992, *beaucoup plus difficile car elle exige une analyse précise des compétences des candidats en termes de modules de formation*, analyse Paris IX - Dauphine. Paris XI - Orsay se montre à ce sujet encore plus sévère : *La VAP 1992 est difficile et rebutante à mettre en œuvre car les études et diplômes ne sont pas identiques au niveau national ce qui rend la certification d'un diplôme guère négociable d'une université à l'autre et enlève toute portée au dispositif*.

Quelques établissements, comme Lille III - Charles de Gaulle, reprochent également à la VAP d'avoir été *détournée de son but premier, la validation des études l'emportant sur la validation de l'expérience professionnelle*. Et d'ajouter que *la*

procédure reste encore fortement liée aux "cultures pédagogiques.

Le principe de reconnaissance professionnelle demeure cependant plébiscité : pour l'université Rennes II, la VAP *a permis de rapprocher le monde universitaire du monde professionnel et de démocratiser l'accès au savoir en ouvrant une autre voie à l'université et à ses diplômés.*

Un autre établissement pense que le bénéfice a été important pour les enseignants, confrontés à un nouveau public, celui des adultes en reprise d'études. L'Université de Cergy-Pontoise insiste sur l'amélioration des relations avec le monde professionnel : *En interne, la construction du dispositif avec les enseignants a permis d'échanger sur les métiers et sur l'organisation du monde du travail.* En externe, l'expérience de la VAP a encouragé le développement de partenariats avec des *organisations socio-économiques, mais aussi avec des employeurs intéressés par la gestion prévisionnelle des emplois et des compétences.* Finalement, ajoute l'université, *cette connaissance approfondie du monde du travail a aussi facilité l'insertion ultérieure des étudiants, qu'ils soient ou non passés par un dispositif de validation des acquis...*

Paris XIII - Villetaneuse (Paris - Nord) insiste sur le rôle privilégié de la validation des acquis (professionnels ou de l'expérience) au sein de son organisation : *Un énorme travail a été effectué pour la constitution progressive d'un service à part entière et le président en a fait un axe majeur dans le contrat d'établissement.*

Une organisation stratégique réfléchie se met donc peu à peu en place dans les universités.

Dans la quasi-totalité des réponses à une enquête lancée en 2003, les services VAE des universités, lorsqu'elles existent, gèrent l'ensemble des Unités de Formation et de Recherche (UFR). Certains établissements comme Paris XI - Orsay ont adopté une organisation à deux niveaux, avec une mission centrale définissant les grandes orientations et une cellule auprès de chaque composante pour assurer l'accueil, le conseil et le montage des dossiers.

La mission VAE se situe généralement, mais pas systématiquement, dans le prolongement de la cellule VAP existante. Sa responsabilité incombe le plus souvent à la direction de la formation continue (dans une quinzaine de cas sur quarante-cinq), mais aussi à un enseignant (une douzaine de réponses), certaines universités prônant l'instauration d'un binôme enseignant-administratif.

Presque tous les établissements (deux seulement répondent par la négative) ont prévu de former leur personnel à la VAE. Les formations proposées par la *Conférence des Directeurs de Service Universitaire de Formation Continue* sont les plus fréquemment citées. Accueil, accompagnement pour l'élaboration du dossier, formation pour les membres du jury... l'ensemble du dispositif universitaire est concerné. La majorité des établissements a déjà mis sur pied un dispositif d'accueil et de traitement des dossiers. Cette nouveauté fait apparaître la nécessité d'une solidarité des différentes composantes administratives, pédagogiques, scientifiques des établissements pour répondre aux demandes de candidats souvent désorientés.

Dans le cadre d'un projet accompagné par le *Fond Social Européen* (FSE), Paris XII – Val de Marne (Créteil), Paris XIII - Villetaneuse (Paris Nord) et l'Université de Marne-la-Vallée ont rédigé des documents communs et organisé des journées communes d'information pour ce public. Certaines autres universités ont pris les

devants et disposent déjà de *référentiels métiers* ou de *compétences* outils indispensables à l'évaluation des dossiers, mais encore rares. L'Université de La Rochelle développe actuellement *une méthodologie de reformulation des diplômes en termes de "capacité à faire"*.

L'intention générale est de poursuivre l'expérience et de la développer.

Les projets évoqués par les universités s'inscrivent principalement dans la droite ligne des réalisations déjà effectives. Il s'agit d'une part de développer les outils de référence indispensables, d'autre part, et c'est le cas le plus fréquemment rencontré, d'amplifier le flux de bénéficiaires par une meilleure communication. L'Université de Cergy-Pontoise mentionne la nécessité de *nouer des partenariats avec les acteurs économiques et institutionnels pour informer les salariés, avoir une veille sur le monde de l'emploi, trouver des membres du jury*. L'Université de Reims projette d'étendre la VAE à tous les diplômes, *sans exception*.

Laconiquement, Paris XI - Orsay indique pour seul projet : *continuer...* Certains établissements voient plus loin et tentent d'imaginer les solutions les mieux adaptées à ce public nouveau. L'Université de La Rochelle s'interroge ainsi sur la possibilité d'abandonner *l'épreuve pour la preuve*, en validant les acquis du candidat *via* des outils plus proches du monde professionnel : projet à mener, mémoire, soutenance...

Seule université à mentionner la formation à distance, Aix - Marseille III envisage de développer de tels modules afin de favoriser les parcours individualisés après la validation.

Cependant, les moyens logistiques et financiers ne sont pas toujours au rendez-vous...

Sans surprise, nombre de difficultés mentionnées par les universités concernent une insuffisance de moyens : pour certaines, il s'agit du manque de personnel formé, pour d'autres, d'une pénurie de personnel tout court! Un des établissements de l'enquête déplore la précarité des personnels employés pour la VAE, puisqu'il s'agit essentiellement d'emplois-jeunes et de contractuels...

Sur quarante-cinq établissements ayant répondu à l'enquête, moins d'une dizaine disent avoir pu recruter du personnel spécifique pour le nouveau dispositif, l'ensemble représentant moins d'une vingtaine de postes.

Pourtant, l'Université de La Rochelle note que *l'accompagnement administratif des candidats et des jurys devient essentiel. On assiste à l'émergence d'une fonction indispensable et qui demande des compétences techniques, organisationnelles et relationnelles*.

Pour Paris II – Panthéon-Assas, *l'obligation d'entendre chaque postulant alourdit démesurément la procédure*. Les appréhensions sur la charge de travail sont récurrentes; la plupart des établissements notent un fort accroissement de la demande, à l'instar de l'Université de Tours qui parle même d'une véritable *explosion* avec une hausse des demandes de près de 100%, touchant l'ensemble des disciplines.

Seule l'Université Paris VI – Pierre et Marie Curie avoue sa déception : *Le nombre de demandes est relativement faible par rapport à nos ambitions*, et l'explique par un *manque d'attrait pour les filières scientifiques*.

D'autres critiques concernent davantage l'organisation : la VAE rend nécessaire la collaboration des différents métiers au sein de l'université. Or, les enseignants sont parfois *indifférents*, voire *réticents* devant une procédure qui remet en cause l'exclusivité de la validation académique.

Paris 6 – Pierre et Marie Curie prône les vertus de la rencontre pour résoudre la difficulté : *Les échanges entre enseignants et Professionnels dans les jurys contribuent beaucoup à l'acceptation du dispositif*. Cette concertation, clé de voûte de la VAE, pourrait aussi être la solution à l'une des autres difficultés rencontrées par les universités: la complexité d'analyser des compétences professionnelles et de définir des critères d'évaluation. *Les critères d'évaluation des candidats ne sont pas simples à déterminer*, témoigne ainsi l'Université Jean Monnet (Saint-Étienne).

Subsiste le danger de faire naître de faux espoirs de reconnaissance et de certification.

Entre candidats et universités, la rencontre autour de la VAE ne se fait donc pas toujours simplement. Certes, le public a été informé par voie de presse et y a répondu très favorablement puisque les universités notent un accroissement de la demande. Mais cette campagne, jugée *démagogique* par un établissement, aurait fait naître de *faux espoirs*. Les candidats se montrent parfois naïfs, convaincus que la délivrance du diplôme est quasi automatique. Mais *l'université n'est pas un supermarché aux diplômes!* Déclare l'Université de Bretagne Occidentale (Brest). Pour l'Université de Franche-Comté (Besançon), l'accueil a été *très (trop) favorable* : *les candidats croient souvent qu'il suffit de demander et que le diplôme leur est dû !*

Les universités de Clermont-Ferrand I et II (Auvergne et Blaise Pascal) renchérissent : *Beaucoup de candidats pensaient qu'en donnant un simple CV ils allaient recevoir un diplôme!* Un simple CV... ou même une carte de visite d'après Paris IX - Dauphine, qui reconnaît tout de même que les démarches *sérieuses*, existent également. Ces anecdotes ont le mérite de mettre en lumière une certaine incompréhension qui peut aller jusqu'à l'abandon de la procédure lorsque le candidat en découvre la complexité (sans parler du coût !). L'Université de La Rochelle parle d'un *intérêt touristique* et note que *seuls 10% des candidats vont jusqu'au bout*. Une estimation confirmée par d'autres établissements qui constatent le fort décalage entre demandes initiales et dossiers effectivement déposés.

Face à la complexité du dispositif, l'accompagnement du public semble donc indispensable. Pour Paris XIII – Villetaneuse (Paris Nord), c'est *le seul moyen de recadrer et de faire aboutir des demandes parfois farfelues, au départ*. Cette mission d'accompagnement, très régulièrement mentionnée parmi les tâches du service VAE, est de deux sortes :

- un accueil initial pour expliquer les grandes lignes du dispositif,
- puis, lorsque le candidat a décidé de se lancer dans l'aventure, un accompagnement plus poussé est alors nécessaire pour l'aider à définir son projet et à remplir son dossier.

Ainsi, Paris XIII – Villetaneuse (Paris Nord) développe actuellement un projet d'accompagnement en ligne et d'organisation d'ateliers axés sur l'écriture et la connaissance des métiers. L'Université de Tours, quant à elle, estime à vingt-quatre heures la durée de l'accompagnement individuel nécessaire, un chiffre qui dit bien l'ampleur du dispositif à adopter.

Il en résulte un coût parfois dissuasif pour les deux parties.

Cet accompagnement a comme contrepartie une augmentation quasi générale de la participation financière du candidat. Pour les précédentes validations des acquis, elle se chiffrait en quelques dizaines d'euros, alors que le coût moyen de traitement d'un dossier est désormais estimé entre 500 et plus de 1 000 €. L'Université de Franche-Comté (Besançon) juge même cette somme *astronomique dans la période de mise en place*. Fort heureusement, ces montants ne sont pas toujours répercutés au candidat : les plus chanceux ne déboursent pas un centime, les frais pouvant être couverts par le *Fonds Social Européen*, par l'employeur ou par un *Organisme Paritaire Collecteur Agréé*. Mais cette situation pourrait fort bien être transitoire : nombre d'universités manifestent en effet leur projet de passer au système payant une fois la période de rodage terminée.

En sens inverse, certaines universités répercutent dès maintenant la totalité des frais sur le candidat : une somme qui peut se révéler dissuasive en cas de motivation incertaine... L'aspect financier représenterait ainsi un obstacle au-delà même de la phase de validation. Certaines universités insistent sur la difficulté à trouver des sources de financement en cas de reprise d'études : le recours à des emprunts bancaires, s'il s'avère nécessaire, pourrait alors freiner fortement la logique d'apprentissage tout au long de la vie

Ces procédures ont toutefois un impact indéniable sur la formation.

Plusieurs universités ont déjà délivré des diplômes directement, sans formation complémentaire. Seize sur quarante-cinq d'entre elles disent l'avoir fait au moins une fois. Les premiers diplômés VAE arrivent donc sur le marché de l'emploi. Quelques établissements déclarent douter de cette possibilité, peu crédible à leurs yeux, ainsi qu'à ceux des candidats et des entreprises. L'Université de La Rochelle préfère ainsi ne pas donner d'emblée un diplôme, mais opte pour *des épreuves de validation proches des situations professionnelles*. Car, explique-t-elle, *cela rassure les candidats, les entreprises et l'université*.

Les universités s'accordent davantage sur l'impact de la VAE sur leur offre de formations. Une université pose ainsi une question pertinente : est-il envisageable de pouvoir accueillir les candidats à tout moment de l'année?

A terme, la VAE devrait entraîner un profond bouleversement dans la définition des diplômes. L'individualisation des parcours doit conduire à une modularisation des programmes prenant en compte les *référentiels* métiers et compétences utilisés par les jurys VAE. Cette refonte répond en fait à un double objectif, celui de la VAE en tant que telle, mais aussi celui de l'harmonisation européenne des diplômes qui exige des descriptions sous forme d'unités de valeur capitalisables (dans le cadre de l'*European Credit Transfer System*) afin de favoriser la mobilité intracommunautaire des étudiants.

L'introduction des ECTS aura sûrement plus d'impact que la VAE sur l'organisation interne des universités et des parcours de formation, note l'Université de La Rochelle. L'Institut National Polytechnique de Grenoble (INPG) mentionne pour sa part la difficulté de faire coïncider les deux logiques : *Comment faire le lien avec la notation ECTS en cas de validation partielle?* s'interroge l'établissement

En dépit des nombreuses questions soulevées par la VAE, le dispositif, cependant, est très indiscutablement lancé.

VALIDATION OF PRIOR LEARNING OUTCOMES

PRINCIPLES

The validation of prior learning outcomes is now a legal right, registered in the IXth book of the Labour Law and in the Education Statute Book.

It is an official Act which acknowledges the results of a professional experience (VAP), or of another type of human experience (VAE), as an authorized part of a diploma in the higher education system. In some cases, this experience can be totally acknowledged and gives right to the whole delivery of a certification and diploma.

This proceedings states on a regular and prescribed apparatus :

— 1° The ordinance 85-906 (23rd August 1985) authorizes the free access to higher education even if the applicant does not possess the corresponding legal diploma, in as far this applicant is able to validate a professional experience, acquired during a salary or non salary activity. In some cases, a personal experience — acquired independantly of any kind of schooling or learning — can be substituted to a professional experience.

The university checks globally the knowledges, the methods and the skills of the applicant in terms of compatibility and requirements with his own academic aims.

— 2° The law n° 2003-73, adopted on 17th January 2002 — which is known as *the law for social modernisation* — and the ordinance n° 2002-590, published on 24th April 2002, makes officially possible to deliver part of a diploma or a total diploma to candidates giving proof of a minimum of three years of professional experience related tot the content of the expected diploma. Moreover, the ordinance n° 2002-529, on 16th April 2002, allows to validate higher education studies followed in France or abroad.

Those two legal devices can be jointly used in view of reducing at most the course of studies.

At last,

— The ordinance n° 2001-274 and the decree in date on 30th march 2001, establish a special proceedings in the field of engineer studies for validating the professional outcomes of some applicants. The engineer titles is normally delivered after a five year course in a specific school ; it is guaranteed in France by the State and the Commission du titre d'ingénieur gives its label to this delivery of a diploma. Applicants that have not been at school in such schools are nevertheless able to get the title of State engineer if they are at least 35 years old and can justify of a five year professional activity as « engineer » in a public or state enterprise

OBJECTIVES

The legal and political mechanism described above is intended :

1° To give the workers that have been obliged to enter early the active life a new opportunity of accessing to the diplomas and titles of the higher education system.

2° To avoid to learn again already assimilated knowledges for applicants who are starting again studies, so that they can spare time and efforts.

3° To better and more efficiently provide to the needs and wants of people, enterprises and society.

4° To promote a closer linkage between academic and professional teaching and learning.

As such, this device is a tool.

A TOOL FOR PUBLIC AND PRIVATE ENTERPRISES

The validation of prior learning outcomes acknowledges the formative role of the professional enterprises and it valorizes the knowledges and skills induced by work, independantly of any kind of traditional education.

The validation of prior learning outcomes is therefore a tool for adapting the management of the human resources to individual competences.

The validation of prior learning outcomes is a way to identify and valorize individual competences in the frame of a more global professional framework.

The validation of prior learning outcomes gives individuals an assistance to follow, promote or reorientate a professional course.

The validation of prior learning outcomes allows to gain time and efficiency in the personal and economic efforts that are necessary when individuals want to valorize in a professional perspective their practical human experience as workers.

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Appendix 5

Some national Qualification Frameworks in Europe

Four European countries/areas have developed qualifications frameworks (QF) with a methodology based explicitly on competencies and learning outcomes. These are Ireland, Scotland, England, Wales and Northern Ireland (EWNI) and Denmark. Hungary is in the process of developing a QF, and Sweden has conducted a review of degrees awarded by HEI. The Swedish review is not included in the analysis.

The purpose of this analysis is to identify similarities and differences between the four national qualification frameworks. It will focus on the background and purpose of the frameworks, their scope, the structure and the elements used to build the frameworks such as cycles, levels, credits and descriptors.

Background

In EWNI and in Scotland the drive for developing a framework came from an inquiry into higher education in 1997. In Ireland the development of a qualifications framework was initiated by an act of parliament. And in Hungary and Denmark, the Bologna process has directly inspired the development of QFs.

As mentioned before, the Irish framework is established under the Qualifications (Education and Training) Act 1999. The Hungarian framework is intended to be included in a new Higher Education Act. The other frameworks do not have a legal basis.

Stakeholders

In all countries/areas educational institutions have been involved in developing the frameworks. In most countries other stakeholders have been involved as well. Stakeholders such as awarding bodies, learners, quality assurance and accreditation agencies, university associations, social partners and ministries have to different extent been involved.

Purpose

The frameworks state a number of purposes as their *raison d'être*:

- Information to employers and the general public, e.g. about award structure and graduates' competencies.
- Guidance to learners, e.g. about pathways and progression in the educational system.
- Recognition of former learning, e.g. in connection with credit transfer and Life Long Learning.
- Tool for educational institutions, e.g. in curriculum planning and programme development.
- International comparability and mobility, e.g. in recognition of qualifications from foreign HEI.

- Quality assurance, e.g. as points of reference in evaluations.

Scope

The Irish and the Scottish frameworks cover the whole educational sector from school education to Ph.D.-degrees. The other NQFs do not encompass qualifications outside the HE sector. Hungary intends to extend the current system to all qualifications that can be gained across the education system in the country.

There are also differences as to what types of qualifications are included in the frameworks. The Danish and the EWNl-framework include only qualifications leading to a degree or an award. The Irish framework includes all learning achievements from education and training, and the Scottish framework also aims at recognising outcomes of learning not leading to a degree. The Hungarian framework may provide points of reference for placing qualifications gained through further professional education schemes, but at the current stage only qualifications leading to a degree are taken into account.

Structure

All frameworks are divided into levels, with growing demands to learning outcome at each level. Differences in the frameworks scope and in educational structure influence the number of levels. Frameworks, which include qualifications from schools, VET, FE and HE have more levels than those only including HE. Levels within HE differ from 4 to 6 (see table below).

Table 1, number of levels in national frameworks of qualifications

	Denmark	EWNl	Hungary	Ireland	Scotland
Non-HE levels	0	0	0	5	6
1 st cycle levels	2	3	2	3	4
2 nd cycle levels	1	1	1	1	1
3 rd cycle levels	1	1	1	1	1
<i>Total</i>	<i>4</i>	<i>5</i>	<i>4</i>	<i>10</i>	<i>12</i>

The Hungarian and the Danish frameworks relate levels to the cycles defined in the Bologna Process (first, second and third cycle). In the Hungarian framework the four levels are related to the three Bologna cycles. The original Danish framework only operates with two cycles, as the doctoral level had not yet been identified as an independent third cycle when the framework was first developed. For the purpose of table 1, the Danish doctorate level has been placed at the 3rd cycle. As shown in table 1 it is possible to align all frameworks with the Bologna Cycles.

Level descriptors

Most frameworks have identified level descriptors, which describe expected outcomes of qualifications at this level. Some level descriptors function as common denominators for qualifications at the particular level i.e. as minimum standards.

Other level descriptors describe a whole range of outcomes and it is not envisaged that every qualification will, or should, have all of the characteristics set out in the level descriptor.

In the Scottish framework each level is described in terms of its characteristic general outcomes under five broad areas: Knowledge and understanding; practice; generic cognitive skills; communication, numeracy and IT skills; and finally autonomy, accountability and working with others.

In the Irish framework, level indicators are also broad descriptors of learning outcomes. The descriptors are a range of standards of knowledge, skill and competence. 8 sub-strands have been defined: Breadth and kind (knowledge); range and selectivity (know-how and skill); context, role, learning to learn, and insight (competence).

The Hungarian framework will apply generic descriptors on the basis of the Dublin descriptors for each level. The descriptors are of two types: learning outcomes and general competencies.

Awards

All five frameworks associate one or more awards with each level in the framework. In general, most awards are associated with 1st cycle levels, fewer with 2nd cycle levels and one award with the level corresponding to the 3rd cycle. The difference in number of awards, are shown in table 2 below.

Table 2, number of awards in national frameworks of qualifications

	Denmark	EWNI	Hungary	Ireland	Scotland
All awards	8	5	None yet*	15	?
HE awards	8	5	None Yet*	7	?

*Award-types have not yet been identified and described in the ongoing Hungarian process.

Most frameworks contain generic award-type descriptors. These are a combination of learning outcome descriptors and fact and input oriented descriptors, e.g. related to the programme of study. Some frameworks only describe the main qualification at each level and others describe all award types included in the framework.

In Ireland, descriptors have been determined and published for each of the 15 major award-types. In addition to the 8 sub-strands used to define knowledge, skill and competence at each level, award-types are described by title, class of award-type, purpose, level, volume, progression and transfer, and articulation.

In Denmark, the descriptors of learning outcomes are divided in 3 sub-strands of competencies: Intellectual competencies; professional and academic competencies; and practical competencies. In addition to the 3 sub-strands, a competency profile and formal aspects describe each award-type.

The Irish framework has a special feature with four different types (classes) of award-types:

- Major award-types (principal class of awards);

- Minor award-types (recognition for learners who achieve a range of learning outcomes, but not the specific combination of learning outcomes required for a major award);
- Special-purpose award-types (for specific, relatively narrow qualifications, e.g. a Safe Pass certification);
- Supplemental award-types (for learning which is additional to a previous award).

This detailed structure is supposed to allow for recognition of all learning, including qualifications achieved through experience in the workplace or other non-formal settings.

The other four NQFs only operate with what is called major award-types in the Irish terminology. In Scotland, plans are underway to map the qualifications of other bodies to the framework, e.g. employers' professional and statutory bodies.

Named awards in specific fields of study are not integrated into any of the national qualifications frameworks.

Progression and credits

Only the Scottish Credit and Qualifications Framework integrates credit transfer values into the QF. The Scottish QF not only describes the level of outcomes, but also describes the volume of these outcomes in terms of credit points. Credits can be used to assist learners to transfer between programmes, but it is the responsibility of the awarding bodies to determine how much credit can be transferred into their programmes.

From 1st cycle (e.g. Bachelors) to 2nd cycle (e.g. Masters) to doctorates: the differences / 'step changes' between the respective Dublin descriptors³¹.

[and including 'sort cycle' qualifications within the 1st cycle]

The Dublin Descriptors offer generic statements of typical expectations of achievements and abilities associated with awards that represent the end of each of a Bologna cycle.

They are not meant to be prescriptive; they do not represent threshold or minimum requirements and they are not exhaustive; similar or equivalent characteristics may be added or substituted.

The Descriptors seek to identify the nature of the whole qualification.

The Descriptors are not subject specific nor are they limited to academic, professional or vocational areas. For particular disciplines the Descriptors should be read within the context and use of language of that discipline. Wherever possible, they should be cross-referenced with any expectations/competencies published by the relevant community of scholars and/or practitioners.

.....

At completion of the cycle students will have / can demonstrate:

knowledge and understanding ..

[short cycle ³².. *in a field of study that builds upon general secondary education and is typically at a level supported by advanced textbooks*]

1st cycle.. *[that is] supported by advanced text books [with] some aspects informed by knowledge at the forefront of their field of study ..*

2nd cycle .. *provides a basis or opportunity for originality in developing or applying ideas .. often in a research³³ context ..*

Doctorates .. *[includes] a systematic understanding of their field of study and mastery of the methods of research* associated with that field ..*

application of knowledge and understanding ..

[short cycle .. *often in occupational context*]

³¹ see: www.jointquality.org

³² *Short cycle*: there are some awards that are made to students who have completed a programme of study within the Bologna first cycle, but which do not represent the full extent of this cycle. Such awards may prepare the student for employment, while also providing preparation for, and access to, studies to completion of the first cycle. These awards are referred to as higher education short cycle (within the first cycle). National systems may have various qualifications within the first cycle. This descriptor is intended for a commonly found type and which often approximates to 120 ECTS credits or equivalent.

³³ *research*: the term is used in an inclusive way to accommodate the range of activities that support original and innovative work in the whole range of academic, professional and technological fields, including the humanities, and traditional, performing and other arts. It is not used in any limited or restricted sense, or relating solely to traditional 'scientific method'.

- 1st cycle .. *[through] devising and sustaining arguments*
- 2nd cycle .. *[through] problem solving abilities in new or unfamiliar environments within broader (or multidisciplinary) contexts ..*
- Doctorates.. *[through the] ability to conceive, design, implement and adapt a substantial process of research* with scholarly integrity ..*
[that has] made a contribution that extends the frontier of knowledge by developing a substantial body of work some of which merits national or international peer-reviewed publication .

ability to make judgements ..

- [short cycle .. *to identify and use data to formulate responses to well-defined concrete and abstract problems]*
- 1st cycle .. *[through] gathering and interpreting relevant data ..*
- 2nd cycle .. *the ability to integrate knowledge and handle complexity, and formulate judgements with incomplete data ..*
- Doctorates.. *[through] critical analysis, evaluation and synthesis of new and complex ideas..*

ability to communicate ..

- [short cycle .. *their understanding, skills and activities, with peers, supervisors and clients]*
- 1st cycle .. *information, ideas, problems and solutions ..*
- 2nd cycle .. *their conclusions and the underpinning knowledge and rationale to specialist and non-specialist audiences ..*
- Doctorates.. *with their peers, the larger scholarly community and with society in general about their areas of expertise ..*

learning skills ..

- [short cycle .. *to undertake further studies with some autonomy]*
- 1st cycle .. *needed to study further with a high level of autonomy ..*
- 2nd cycle .. *to study in a manner that may be largely self-directed or autonomous..*
- Doctorates.. *expected to be able to promote, within academic and professional contexts, technological, social or cultural advancement ..*

The framework for qualifications of the European Higher Education Area

	Outcomes	ECTS Credits
Short cycle (within the first cycle) qualification	<p><i>Qualifications that signify completion of the higher education short cycle (within the first cycle) are awarded to students who:</i></p> <ul style="list-style-type: none"> • <i>have demonstrated knowledge and understanding in a field of study that builds upon general secondary education³⁴ and is typically at a level supported by advanced textbooks; such knowledge provides an underpinning for a field of work or vocation, personal development, and further studies to complete the first cycle;</i> • <i>can apply their knowledge and understanding in occupational contexts;</i> • <i>have the ability to identify and use data to formulate responses to well-defined concrete and abstract problems;</i> • <i>can communicate about their understanding, skills and activities, with peers, supervisors and clients;</i> • <i>have the learning skills to undertake further studies with some autonomy.</i> 	approximately 120 ECTS credits
First cycle qualification	<p><i>Qualifications that signify completion of the first cycle are awarded to students who:</i></p> <ul style="list-style-type: none"> • <i>have demonstrated knowledge and understanding in a field of study that builds upon their general secondary education²⁷, and is typically at a level that, whilst supported by advanced textbooks, includes some aspects that will be informed by knowledge of the forefront of their field of study;</i> • <i>can apply their knowledge and understanding in a manner that indicates a professional³⁵ approach to their work or vocation, and have competences³⁶ typically demonstrated through devising and sustaining arguments and solving problems within their field of study;</i> • <i>have the ability to gather and interpret relevant data (usually within their field of study) to inform</i> 	typically include 180- 240 ECTS credits

³⁴ General secondary education also includes vocational education with a sufficiently general component.

³⁵ The word '**professional**' is used in the descriptors in its broadest sense, relating to those attributes relevant to undertaking work or a vocation and that involves the application of some aspects of advanced learning. It is not used with regard to those specific requirements relating to regulated professions. The latter may be identified with the profile / specification.

³⁶ The word '**competence**' is used in the descriptors in its broadest sense, allowing for gradation of abilities or skills. It is not used in the narrower sense identified solely on the basis of a 'yes/no' assessment.

	<p><i>judgements that include reflection on relevant social, scientific or ethical issues;</i></p> <ul style="list-style-type: none"> <i>• can communicate information, ideas, problems and solutions to both specialist and non-specialist audiences;</i> <i>• have developed those learning skills that are necessary for them to continue to undertake further study with a high degree of autonomy.</i> 	
Second cycle qualification	<p><i>Qualifications that signify completion of the second cycle are awarded to students who:</i></p> <ul style="list-style-type: none"> <i>• have demonstrated knowledge and understanding that is founded upon and extends and/or enhances that typically associated with the first cycle, and that provides a basis or opportunity for originality in developing and/or applying ideas, often within a research³⁷ context;</i> <i>• can apply their knowledge and understanding, and problem solving abilities in new or unfamiliar environments within broader (or multidisciplinary) contexts related to their field of study;</i> <i>• have the ability to integrate knowledge and handle complexity, and formulate judgements with incomplete or limited information, but that include reflecting on social and ethical responsibilities linked to the application of their knowledge and judgements;</i> <i>• can communicate their conclusions, and the knowledge and rationale underpinning these, to specialist and non-specialist audiences clearly and unambiguously;</i> <i>• have the learning skills to allow them to continue to study in a manner that may be largely self-directed or autonomous.</i> 	typically include 90-120 ECTS credits, with a minimum of 60 credits at the level of 2 nd cycle
Third cycle qualification	<p><i>Qualifications that signify completion of the third cycle are awarded to students who:</i></p> <ul style="list-style-type: none"> <i>• have demonstrated a systematic understanding of a field of study and mastery of the skills and methods of research associated with that field;</i> <i>• have demonstrated the ability to conceive, design, implement and adapt a substantial process of research with scholarly integrity;</i> <i>• have made a contribution through original research that extends the frontier of knowledge by</i> 	Not specified

³⁷ The word 'research' is used to cover a wide variety of activities, with the context often related to a field of study; the term is used here to represent a careful study or investigation based on a systematic understanding and critical awareness of knowledge. The word is used in an inclusive way to accommodate the range of activities that support original and innovative work in the whole range of academic, professional and technological fields, including the humanities, and traditional, performing, and other creative arts. It is not used in any limited or restricted sense, or relating solely to a traditional 'scientific method'.

	<p><i>developing a substantial body of work, some of which merits national or international refereed publication;</i></p> <ul style="list-style-type: none"> • <i>are capable of critical analysis, evaluation and synthesis of new and complex ideas;</i> • <i>can communicate with their peers, the larger scholarly community and with society in general about their areas of expertise;</i> • <i>can be expected to be able to promote, within academic and professional contexts, technological, social or cultural advancement in a knowledge based society.</i> 	
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