

**Report for:** Cabinet 10 November 2020

**Title:** Haringey Fairer Education Fund

**Report**

**authorised by:**



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**Lead Officer:**

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**Ward(s) affected:** All

**Report for Key/**

**Non Key Decision:** Key

## 1. Describe the issue under consideration

- 1.1 On 15 July, Cabinet agreed to fund a Local Authority university bursary scheme for young people from low income families (under £30k per annum total household income) from the academic year beginning in September 2021. The scheme will, among other things, pay a yearly bursary of £3000 for the duration of the degree course for 10 students, mentoring from year 13 (or before) through to graduation, the cost of the UCAS application fee and visits to two university open days during schools years 12 or 13. The scheme will be known as the Haringey Fairer Education Fund (HFEF).
- 1.2 The scheme will run year on year and provide funding for up to 10 students per year at an eventual cost to the Council of £120k. The scheme would also make available a period of work experience within the Local Authority or one of its partners, aimed at summer recess in the second year of university and based on two days a week for a period of eight weeks at London Living Wage.
- 1.3 Funding will come from CYPS in the first year and thereafter from a growth in the MTFs. Fuller detail of the proposal is set out in paragraph 5 below and with further detail on the funding in Appendix 1 to this report. The July<sup>1</sup> Cabinet report also sets out much more detail on why this scheme is proposed.
- 1.4 The July Cabinet agreed the proposal subject to two conditions:
  - i) Approve the creation of a Haringey University Scholarship scheme with an eventual annual funding of £120,000 to assist young people from lower income families to access university with financial support.

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<sup>1</sup> <https://www.minutes.haringey.gov.uk/documents/g9416/Public%20reports%20pack%2014th-Jul-2020%2018.30%20Cabinet.pdf?T=10>

- ii) Agree that the Assistant Director for Schools and Learning consult with schools and pupils over the summer on the proposals, mentoring and placement for the scholarship scheme and a second report is brought to Cabinet in autumn 2020 setting out the responses to the consultation and detailed proposals for mentoring, placements partnership work and administrative details.

1.5 Paragraph 6 below sets out the further detail that will enable the Fund to be delivered from 2021 to our young people.

## **2. Cabinet Member Introduction**

- 2.1 Education is unequal. Much too often, opportunities at school or university are skewed by where you come from – and outcomes for pupils and students clearly are too. Children from the most deprived families tend to do less well at school and are less likely to go on to university, or any other form of higher education. Among those that do go to university, the most deprived students are more likely to drop out and less likely to secure a top class degree.
- 2.2 We know too that inequality persists beyond graduation day. The most advantaged graduates are more likely to be in a high-skilled job after graduating and BAME Russell Group university graduates are more likely to be unemployed than their white peers.
- 2.3 No single injustice is responsible for the gap. Income and financial security are a major factor, but there are wider and subtler causes behind the gap too – ethnicity, class, health and household dynamics are just some of them.
- 2.4 A lot of the inequalities that distort educational opportunity are deep-set and will take wide-ranging interventions to overcome. We cannot reverse the government's 2016 decision to abolish maintenance grants for low-income students for example. But there is a clear role – indeed a leading role – that a local council can play to improve opportunities and outcomes for the most deprived residents in its borough.
- 2.5 The Haringey Fairer Education Fund is central to that ambition. It sets out a slate of interventions to support children from some of the most deprived families in Haringey. It creates a bursary grant that Haringey's young people can apply for. This will provide some extra financial security through their studies and substitute, to some extent, for the 'bank of Mum and Dad' that wealthier students can draw on. It will also support low-income students with deposits for accommodation – a sudden cost that presents a barrier to some students and contributes to a disparity between the numbers of lower and higher income students who leave home for their studies. The Haringey Fairer Education Fund will also cover the cost of open day visits and UCAS application fees for as many of Haringey's young people as possible to minimise initial barriers to higher education.
- 2.6 The scheme also introduces a major programme of mentoring. This sets out to support schoolchildren as early as possible – before attainment begins to

diverge along social lines in secondary school. We will bring together peer, community and graduate mentors from across the borough to support young people right through their education. From the transitional years at the start of secondary school, through GCSE choices, through university applications, through arrival at university itself, and all the way to graduation day. We are putting in place dedicated assistance with university applications as well for young people who are least likely to apply to university – or who may not apply for ‘high status’ Russell Group universities.

- 2.7 On top of this, we are creating placements within the council and our partners (to be paid at London Living Wage) to offer students relevant experience in a field that they wish to pursue to give them a first foothold in the jobs market.
- 2.8 The Haringey Fairer Education Fund aims to confront inequality at every stage of education – and with that to expand the life chances of our most deprived residents. It also aims to act as a catalyst, pulling in extra funding and assistance from partners, foundations and private donors to steadily expand the number of young people we can support every year.
- 2.9 We know we cannot end inequality alone, or for that matter overnight, but we can make a real contribution to the life chances of our most deprived residents – and begin to create a much fairer and more equal borough.

### **3. Recommendations**

- 1) To agree the detail of the scheme as set out in paragraph 6 of this report, including the funding associated with the scheme and the panel structure for the decision making on those students who will receive the bursary.

### **4. Alternative options considered**

- 4.1 Several other options were considered:
  - a) A scheme covering the full cost of tuition fees – rejected as it did not support the young person’s month to month living expenses and because the scheme proposed has a broader reach in terms of young people.
  - b) A Haringey student loan was rejected because it would not reduce debt for the students which is already a perceived barrier to accessing higher education.

### **5. Reasons for decision**

- 5.1 Haringey is committed to creating greater equality, including in education and opportunities for access to higher education.
- 5.2 The interventions in this Haringey Fairer Education Funding scheme are designed in the context of wider inequalities. They aim not just to support young people who are considering the affordability of university, but also to support them as they carry out their studies and with their entry into the job market afterwards, through the use of mentoring and work experience. Fuller details

of how young people would be supported as part of the scheme is set out in the July 2020 Cabinet report.

## 6. Background information

6.1 The following paragraphs set out the detail of how the scheme will be delivered, including the engagement we have had with schools and with young people, more detail on the mentoring and the work experience and also detail on the support that will be given before years 12 and 13 in schools to ensure that the young people who are eligible for the scheme are supported to make the right choices at A Levels and view a university application as a viable option for them.

### *Consultation*

6.2 In the summer of 2020 we invited all secondary schools and post 16 settings to speak to us about how they are already supporting their young people to aim high and to consider higher education where previously they may not have done so. Our schools provided detailed information on how young people are supported and encouraged from a very young age. This includes the following:

- Work begins with years 7, 8 and 9 to identify those young people for whom university and for whom ambitious university choices (Russell and Oxbridge) are realistic but for whom there are barriers that mean that they might not access those options.
- A year 12 UCAS application support process is put in place for all students. In one school, an additional 40 students were identified for whom disadvantage had been a factor and support was targeted to them. This support includes writing a personal statement.
- There is tracking across all year groups throughout secondary school to identify potential disadvantage and support accordingly.
- Pupils are asked in year 12 if they have ever been eligible for FSM (free school meals) and information is gathered on whether either of their parents have been to university so as to identify those for whom support and encouragement is paramount in the process.
- Many schools work with the Brilliant Club<sup>2</sup> for students from year 8 and where there is not a history of university entry in the family.
- There is a wealth of cultural capital work carried out in our schools from primary schools and into secondary schools. This includes a wide range of cultural trips (major museums, Sotheby's etc) and students are also linked with mentors and role models from universities in specific areas e.g. Maths or medicine.
- In many of our sixth forms, every young people are mentored to aim and to achieve to an ambitious level. Mentoring is carried out by form teachers and heads of year and alumni young people are also brought back into school to connect with existing students and

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<sup>2</sup> The Brilliant works with schools across the country to increase the number of pupils from underrepresented backgrounds progressing to highly selective universities. This work includes mobilising the PhD community to share its expertise in state schools [www.thebrilliantclub.org](http://www.thebrilliantclub.org)

speak about their experiences both at university and once they are in the job market. In one school, a young BAME woman was coming back to the school for her third time to speak to students about her route into a high flying career with Barclays and her journey which included a university place.

- Young girls are also targeted and supported to be able to think outside any traditional 'box' that they may be within from societal expectations, including routes into science and other fields where females are underrepresented.
- Many of our schools already have their own modest bursary schemes to help disadvantaged pupils, this provides discretionary payments for school trips, education materials (books and practical material) and is means tested so that it is targeted at the right students.
- Some of our schools are already supporting young people at year 11 to travel to university open days and make the right preferences on their UCAS form.
- In at least one school there is a dedicated fund raiser (part of the PTA – parent teacher association) to increase the bursary funding within the school for young people). In another school, a bursary of £1000 is available to support students while at school and had been directed to support two BAME students in their journey through years 12 and 13.

6.3 In terms of views from young people and from families, we have been told that the bewildering choices for university and for a degree course are a barrier for some young people who need to be supported while at school to navigate their way through the process and to make the right choice for them.

6.4 Tuition fees are a major barrier for young people in terms of fear of getting into significant debt and also concern that there is no financial cushion for many young people if they run into difficulty at university and can't keep up with accommodation and living expenses.

6.5 A bond or guarantee is now widely expected by university halls and other accommodation and again, this presents a barrier for those where their parents, carers or any extended family are not able to provide this guarantee. We are in talks within the LA to see if and how we could provide any bond or guarantee sum for the duration of the young person's higher education, to be returned to the LA at the end of the university period.

6.6 There also needs to be a continuing body of work with our young people to ensure that they are aware of and confident in their potential from a young age which enables them to make the right choices at GCSE and at A level to maximise their opportunities and options.

### ***Mentoring***

6.7 We are already aware that our schools are using mentoring to support students to push them to be ambitious, to widen their horizons around choice. The Haringey Fairer Education Fund will be used to ensure that mentoring is

delivered from an appropriate age in terms of aiming for university, - at year 9 to a limited number of students. This will ensure that the right GCSE options are selected with a view to supporting the right A level choices and then the degree choice.

- 6.8 Mentoring will also be delivered in years 11, 12 and 13 to support choices at those year groups. For the ten students who are supported through university, mentoring will be continued across the length of the degree course.
- 6.9 We are already in a conversation with an organisation called With Insight<sup>3</sup>. With Insight was started decades after its founder's own university choice was impacted by her fears of fitting in, and she was disheartened to discover that little has changed in the representation of black-heritage students at top universities since her time at university. Their social mission is to transform the university racial diversity landscape. Providing pupils with an Insight2Uni empowers them to lead this change.
- 6.10 There is mentoring element to the With Insight programme which is well established and with proven outcomes. We are working with With Insight to ensure that their proven mentoring programme is reflected in our approach to our young people, including:
- a) at year 9 when GCSE options are being selected,
  - b) at year 11 when A level options are being considered and
  - c) at years 12 and 13 when university options are being explored.

We want our mentoring programme to supplement that already delivered by With Insight but not replace it. With Insight are sharing with us their training of mentors and how their programme most effectively supports young people.

- 6.11 With insight is already working in several our secondary schools and have built relationships with heads of sixth form and with young people. We will use this work to ensure that the element of mentoring that is part of HFEF is of the highest and most effective standards. That work has already begun so that the mentoring programme is in place for Sept 2021. We will work with partners to ensure that the reach of mentoring goes beyond Haringey, e.g. with our health partners: again, contacts have already been made and work begun to secure this. We also aim to ensure that recipients of the bursary are also able to perform a mentoring role in the coming years.

### ***Finance***

- 6.12 The scheme is limited to those young people (18 – 25<sup>4</sup>) from a household where the total income (including any benefits) of the parents(s)/carer(s) is no more than £30k per annum. The scheme applied to any higher education course (level 5/6), including vocational courses but excluding post graduate courses (Level 7/8). No minimum grade (A level or equivalent) is required to be eligible for the proposal and any recipient must have been resident in the borough for a minimum of 3 years at the time of applying unless there are exceptional circumstances.

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<sup>3</sup> [www.withinsightedu.org/](http://www.withinsightedu.org/)

<sup>4</sup> Aged 25 on or before the 1 September in the year that they are going to university

6.13 Using a fund of £120k per year and based on an assumed bursary of £300 per month (September to June) for each of the ten students would result in a bursary only spend of

Year 1: 10 students = £30k

Year 2: 20 students = £60k

Year 3: 30 students = £90K

6.14 Other costs relating to mentoring and UCAS application support, together with administration costs, bring the total for the scheme up to an eventual £120k per annum (full breakdown of costs is set out in Appendix 1).

6.15 The Assistant Director for Schools and Learning has also secured the use of a graduate officer working within the LA for a period of six months from October 2020. His role will be shared between Schools and Learning (S & L) and Social Care and his remit for S & L will be to ensure that the details of the HFEF are in place for Sept 2021.

### ***The selection process***

6.16 A panel of professionals will consider the applications for the bursary scheme and select and recommend to the Assistant Director for Schools and Learning for decision, the eventual 10 recipients each year. The application process<sup>5</sup> is already open for 2021. Successful applicants will be selected by a panel that will convene in the spring term of the academic year before the young person is due to go to university (the first panel will therefore convene in spring 2021).

6.17 The Panel will be chaired by the Assistant Director for Schools and Learning who will have the final decision. We will ensure that the panel is diverse and brings in expertise and views from beyond education. The other panel members will include:

- The Cabinet member for Children and Young People
- The Cabinet member for Communities
- Two secondary or post 16 setting Head teachers or their representative (e.g. Head of Sixth Form).
- One graduate below the age of 30 either from within the LA's own graduate programme or a graduate living in the borough and who has previously attended a Haringey education setting.
- The Assistant Director for Regeneration & Economic Development or the Assistant Director for Stronger Communities
- A representative from one of our partner organisations.

6.18 It is expected that the number of applications for the HFEF will be high. Where the number of applications is more than 30, a screening process will take place to ensure that those applicants who have not fully met the criteria (see below) do not progress to the panel selection process. Where the number of

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<sup>5</sup> <https://www.haringey.gov.uk/children-and-families/schools-and-education/services-pupils/haringey-fairer-education-fund#apply>

applications remains high (over 30) even after screening, criteria will be used to reduce the number of applications considered and recommended by the panel to no more than 30. One of the criteria used in this instance will be a ranking according to the level below £30k at which the total household income falls.

### ***Criteria for shortlisting***

6.19 The exact criteria for shortlisting and for eventual selection will be exempt to not give any individual candidate an advantage in their evidence base. However, criteria will include (but not be limited to):

- Total household income of below £30k (including benefits)
- Barriers an applicant has faced
- Parental situation/characteristics (drug and/or alcohol issues/others)
- Whether the parent went to university
- Material deprivation: access to essential goods and services)
- Additional indicators of financial insecurity, including free school meal eligibility, universal credit, and council tax reduction eligibility.

### ***Administrative costs***

6.20 There is an administrative cost to the Council in delivering this scheme. Indicative costs have been based on 10% of a full time PO1 role at £31,548 per annum, i.e. £3,154.80p. There is a front end cost each year for the starting of the application process when it is advertised each Sept/Oct and publicised to our schools and on social media etc. There is a cost of screening the application prior to them being considered by a convened panel made up of officers, Cabinet member and head teachers or their representatives. In addition is the role of a) organising and ensuring mentoring is delivered, organising, and administering work experience for 10 young people each summer, admin around supporting UCAS applications and university visits and generally screening all emails and calls about the scheme. There will also be a need for communication with unsuccessful applicants. This role does suggest the opportunity for an apprenticeship opening within the LA. Officers are currently liaising with finance officers to scope this out and secure appropriate administrative support for the scheme.

### ***Work experience with the Council/partners***

6.21 As part of HFEF, it is proposed to give the ten young people some work experience within the Council or with partners (depending on the degree being read) in the summer recess of year 2. This work experience is intended to expose young people to work in an area related to either their degree or to the area of work that they intend to pursue post-graduation and supported by their degree. This work experience would be based on ten weeks at two days a week, paid for at London Living Wage rates. At the time of writing, this is £10.75 per hour. This is a cost of £1,224.64p per student or £12,246.80p for all ten students (see Appendix 1).



- 6.22 Conversations with partners are ongoing including Whittington Health, Homes for Haringey, and other partners including but not limited to the police and Tottenham Hotspur.
- 6.23 In conclusion, this report summaries how the HFEF will be delivered to our young people: the bursary element to students going to university in September 2021, and the mentoring and application support (UCAS fee and university visits) from summer 2021. The Fund is based on an annual cost of £120k to the Council.

## 7. Contribution to strategic outcomes

- 7.1 The proposal links to Priority 2 of the Borough Plan which supports that “every young person, whatever their background, has a pathway to success for the future”.
- 7.2 Consultation of the Haringey Economic Development Strategy (EDS) has been delayed from March 2020 because of Covid 19. The focus of the EDS is on jobs, growth, and prosperity. The emerging EDS will identify the opportunities and challenges of the local economy. The Haringey Fair Education Fund will support the opportunities and life chances of those from families where total household income is currently very low.
- 7.3 The Community Wealth Building framework aims to create an economy rooted in the community, with the Council leading by example. It means the Council will support residents economically and socially, with a focus on employment, particularly in those areas with high levels of deprivation.

## 8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

### Finance

- 8.1.1 The table below shows the estimated cost of the over the from 2020/21 to 2023/24

	2020/21	2021/22	2022/23	2023/24
Number of student bursaries	0	10	20	30
Bursary payments to students		£ 30,000	£ 60,000	£ 90,000
Application and placement support	£ 13,000	£ 13,000	£ 24,000	£ 30,000
<b>Total cost of scheme</b>	<b>£ 13,000</b>	<b>£ 43,000</b>	<b>£ 84,000</b>	<b>£ 120,000</b>

- 8.1.2 Costs in 2010/21 financial year will be met from existing budgets in the CYPS. Subsequent years will be from budget growth as part of the MTFs process.

### Legal

- 8.1.3 Section 1 of the Localism Act 2011 confers on local authorities a general power of competence to do anything that individuals generally may do. This is a broad, flexible power of first resort, which can be used even if legislation already exists that allow a local authority to do something. However local authorities may not use the general power of competence to do anything that the authority is unable to do under a pre-commencement limitation or under a post-commencement limitation that is expressed to apply.
- 8.1.4 The general power of competence enables the Council to provide financial support to assist young people from lower income families to access university. As to setting eligibility criteria for young people to meet to apply for the scheme, the criteria set must not amount to indirect discrimination. Indirect discrimination may occur where, what may seem to be a neutral criterion or practice, puts persons sharing the protected characteristics at a particular disadvantage. A criterion which indirectly discriminates against a group sharing a protected characteristic is unlawful unless it can be objectively justified, that using the criteria is a proportionate means of achieving a legitimate aim, ensuring that benefits are targeted at those who most need them; preventing fraud or other forms of abuse or inappropriate use of services provided by the service provider; protecting the public purse, are legitimate aims. The use of criteria to access services is reasonable as a means of restricting the use or provision of the service to a selected group, where it is necessary to do so To ensure that the benefit of the scheme is restricted to pupils living in the borough for a certain period presents minimal risk of a legal challenge, as it is proposed in exceptional circumstances pupils not meeting the proposed residential criteria will be considered. Further the justification for restricting provision would be to protect the public and to ensure that benefits are targeted to those who most need them.
- 8.1.5 The Council's public sector equality duty (PSED) is referred to in the Equalities section of this report. This duty requires the Members to have due regard the requirements of the PSED in their decision-making processes.
- 8.1.6 To demonstrate that the Council have had 'due regard' to its equalities duties, there is no prescriptive way in which due regard is evidenced. However, it is generally advisable that an equalities impact assessment (EIA) is carried out, as this provides a method of assessing equalities aims.
- 8.1.7 The PSED is a continuing duty, and as Cabinet is being asked to approve the details of the Scheme equalities evidence is a relevant consideration that needs to be taken account of throughout the decision-making process, and due weight is given to equalities aims.

## **Equality**

- 8.1.8 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

8.1.9 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex, and sexual orientation. Marriage and civil partnership status apply to the first part of the duty.

8.1.10 The proposed decision is to agree the details of the Haringey Fairer Education Funding (HFEF) scheme which is a scheme designed to support young people from low-income families applying to higher education. The scheme will provide financial assistance, mentoring opportunities, provided by With Insight, an external organisation, and paid work experience at Haringey Council or one of our partner's organisation for 10 successful applicants from Haringey. This will affect young people from low-income households (under £30,000 per annum). Haringey has a young, ethnically diverse population and is the 4th most deprived borough in London, with deprivation more concentrated in the northeast of the borough; this decision is likely to have a greater impact on young people living northeast of the borough. In addition to socioeconomic disadvantage, young people from lower-income households are more likely to share multiple certain protected characteristics. For example, those young people are more likely than the Haringey average or the London average to be from Black and Asian minority ethnic communities, Christian or Muslim families, and to have disabilities or serious health conditions.

8.1.11 Post-KS5, Haringey pupils are less likely to go on to higher education institutions than pupils among the Statistical Neighbours and London boroughs. We also know that pupils who have disabilities, serious health conditions and/or caring responsibilities are less likely than average to access higher education. Haringey also has a larger proportion of Mixed Race and Black or Black British 16-17-year-olds who are NEET compared to the Statistical Neighbours and London averages. The objective of the proposed decision is to mitigate the inequalities young people face from low-income households, who share a similar demographic profile, in access to higher education.

8.1.12 We know that young people have been disadvantaged to a greater extent than others due to COVID-19 in terms of access to education and employment. As the HFEF will support young people from low-income households, as they carry out their studies and with their entry into the job market afterwards, using mentoring and paid work experience. It is expected that the scheme will improve the life chances of disadvantaged young people, and thereby increase equality in Haringey. The proposed decision, therefore, represents a measure to advance equality of opportunity for those young people who are under-represented within higher education.

8.1.13 As an organisation carrying out a public function on behalf of a public body, With Insight will be obliged to have due regard for the need to achieve the three

aims of the Public Sector Equality Duty as stated above. Appropriate contract management arrangements will be established to ensure that the delivery of their mentoring scheme is accessible, to prevent any indirect discrimination, and to address any inequalities that may arise during the mentoring scheme's operation, that does not result in any preventable or disproportionate inequality.

8.1.14 The consultation process on the proposed decision took place in the summer of 2020 in secondary schools and post 16 settings. The consultation addressed the current measures in place which support young people to aim high, and to consider higher education where previously they may not have done so. The consultations provided detailed information on how young people are supported and encouraged from a very young age, and subsequently were used to inform the proposed decision.

8.1.15 The Council and With Insight will take steps to collect demographic data on service users to identify any inequalities in service provision that may arise, and to inform future equalities analysis.

## **9. Use of Appendices**

**9.1 Appendix 1** – Summary of the cost of the Haringey Fair Education Fund, year on year (inflation not built in).

**Appendix 2** – Equalities Impact Assessment

## **10. Local Government (Access to Information) Act 1985**

NA