

## Bath & North East Somerset Council

MEETING/ DECISION MAKER:	<b>Children, Health &amp; Wellbeing Policy Development &amp; Scrutiny Panel</b>	
MEETING/ DECISION DATE:	<b>Tuesday 18<sup>th</sup> Jan 2022</b>	EXECUTIVE FORWARD PLAN REFERENCE:
TITLE:	<b>Securing the future of the music service</b>	
WARD:	ALL	
<b>AN OPEN PUBLIC ITEM</b>		
<p><b>List of attachments to this report:</b></p> <p>Please list all the appendices here, clearly indicating any which are exempt and the reasons for exemption</p> <p>Appendix 1: Business areas and the benefits of sharing</p> <p>Appendix 2: Stakeholders Interviewed and Aspirations for Music Service/s</p> <p>Appendix 3: Shared Hub models in England</p> <p>Appendix 4: Background on Music Hubs, Services and Lead Organisations</p>		

### 1 THE ISSUE

- 1.1 As previously advised, following an adverse review and risk assessment by Arts Council England in 2019, B&NES' Music Hub was required to review its business plan and provide evidence it was making changes to improve performance. Additional support for the service has been in place to support existing staff who have worked hard to ensure that significant improvements in the service delivery have been implemented.
- 1.2 Since September 2019, the Music Service has not had a Head of Service. Decisions now need to be taken on the future model to ensure viability across delivery, finances, governance and management and to secure the future for B&NES' Music Service.
- 1.3 It is likely that the Department for Education will require Music Services to re-bid for their status as Lead Organisations of Music Education Hubs, and the associated grant funding, in Summer 2022. It is also likely the number of organisations the DfE will fund will be greatly reduced, putting at risk small Music Services. Small services need to consider assess their viability in order to offer a robust case for future funding.

## 2 RECOMMENDATION

- 2.1** That PDS is assured that key areas of weakness in the delivery of the service, highlighted in previous PDS reports have been addressed and that the service now needs to have its future secured for the long term
- 2.2** To comment on the proposal for B&NES Music Service to join a West of England Music (and Arts) Alliance; a tri-hub music alliance (shared service) between B&NES, North Somerset and South Gloucestershire to secure and take forward the existing work of B&NES Music Service. A phased implementation plan (see section 5.14) starting in May 2022 describes the journey this alliance would take.
- 2.3** To be assured that consultation will take place on the future direction of the service with key stakeholders, including schools & families. A Tri-Hub alliance involving B&NES would very much be welcomed by the existing partnership of North Somerset and South Gloucestershire council stakeholders.

## 3 BACKGROUND AND CONTEXT

### 3.1 Music Services and Music education hubs

- i. Previous briefing papers to PDC have outlined the activity, roles and responsibilities of B&NES Music Service, and its role as Lead Organisation of the B&NES Music Education Hub. An overview is attached as appendix 4.
- ii. Since 2012 a number of multi-LA hubs have been established, with one organisation being responsible for more than one LA area. (see Appendix 3 – Shared Hub Models in England).
- iii. In the West of England region (excluding Bristol), the Music Services sit within the Local Authority (B&NES, North Somerset and South Gloucestershire Councils). Each Music Service was successful in their 2012 bid to become the Lead Organisation of their respective Music Hub and have since received DfE funding to deliver the National Plan. Until Sept 2020, the outer WECA region’s music education landscape looked like this:

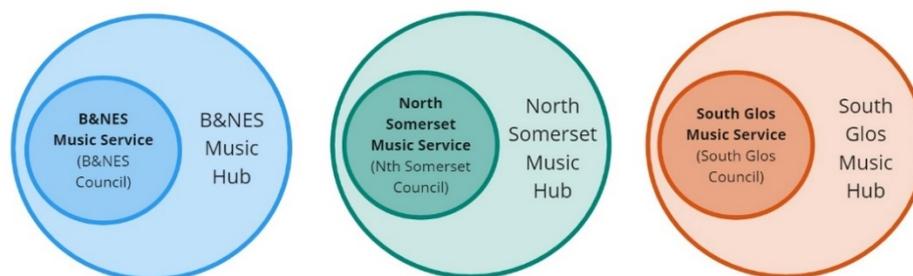


Figure 1: Music Hub/Service relationships in the WoE (excluding Bristol) up to September 2020.

### 3.2 Music Education Hub Models across England

- i. Hub Lead Organisations include Local Authorities (LA), limited companies, charities and community interest companies (CICs). Many are LA music services (or former music services), some of whom have 'spun out' to become independent organisations. However, other types of organisations may lead a Hub where they demonstrate the skills and capacity to do so and establish appropriate partnerships.

Some Lead Organisations have charitable status which enables them to benefit from tax and funding opportunities.

Of the 148 Local Authority areas in England, 123 Music Education Hubs were established, and commenced operation in 2012. By 2017/18 there were 120 Music Education Hubs situated across all local authorities in England delivering on behalf of the 148 LAs.

- ii. When Music Hubs were established in 2012, Arts Council England (ACE) made clear that they wished to see fewer Hubs than the 148 local authority music services that had preceded them. This led to proposals for a number of Hubs that operate across LA areas. 29 'multi-area Hubs' have been established over time across the country (see Appendix 3). They include Single Hubs responsible for core and extension roles across more than one LA area Groups of separate Hubs, each of which serves one LA area, but which share a same lead organisation.

Multi-area Hubs are defined by one partnership or organisation receiving funding for multiple LAs, serving the needs of and sharing resources, approaches or skills for the region.

Most are 'good friends and neighbours' who see the value of working more closely together. Some are 'hub rescue scenarios' where a hub that is at risk joins forces or merges with another to become sustainable. Of 119<sup>1</sup> music education hubs in England, 24 (20%) are now multi-area Hubs and 36% of local authority areas are covered by a multi-area Hub. While the largest multi-area Hub is made up of 10 LA areas, most (75%) consist of 2. Small, medium and large local authority areas have become partners in multi-LA Hubs.

- iii. It is expected that the DfE will announce a re-bidding for the role of Lead Organisation (and therefore the DfE Grant) in early Summer 2022. It is clear the DfE, supported by ACE, will expect fewer hubs (as few as 40) and that small Hubs will join together to operate as one. DfE/ACE are also proactively encouraging and supporting other Arts organisations to prepare to bid for the role, making for a challenging and competitive environment. This is a significant policy change by the DfE/ACE and poses a high risk to the future of all Music Hub Lead Organisations, including B&NES Music Service. This policy change is one of the key drivers and urgencies behind this paper.

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<sup>1</sup> Year 2017/18

### **The last 3 years in B&NES Music Service**

- iv. In Autumn 2019, the Head of B&NES Music Service stepped down. Since then, there has been a joint interim management team, comprising 2 middle managers from the Service.
- v. As part of the funding agreement, Arts Council England monitors each Lead Organisation against national performance targets and for relevant risks which might adversely affect the delivery of the agreed activity for which the funding is granted. If a Lead Organisation does not meet required outcomes, sanctions range from closer monitoring through to removal of the Lead Organisation status and the DfE Grant.
- vi. As previously advised in past PDS papers, following an adverse review and risk assessment by ACE in 2019, B&NES' Hub was required to review its business plan and provide evidence it was making changes to improve performance. In March 2020, AP Benson were appointed to undertake an options analysis to consider potential future structures for the music hub. Alongside this report, B&NES Music Service's management team has, and continues to, receive leadership support from neighbouring Music Services, firstly Wiltshire then, since March 2021, from the Joint Head of North Somerset and South Gloucestershire Music Services.
- vii. The need to change has recognised and PDS is assured that significant progress has been made to deliver improvements that have been recognised positively by ACE. Decisions now need to be taken on the future model to ensure viability across delivery, finances, governance and management and to secure the future for B&NES' Music Service.
- viii. The need for change is reinforced by a significant downward trend across key data areas since 2016/17. In the 2019/20 data return B&NES' Hub underperformed across the core roles with key areas of delivery significantly below national average and showing steep declines against performance in 2017-18. Since support began in 2020, this trend has been reversed, with significant improvements seen, despite the impact of Covid-19 and school closures, which particularly impacted Whole Class Instrumental Teaching and Singing (see figure 2a):

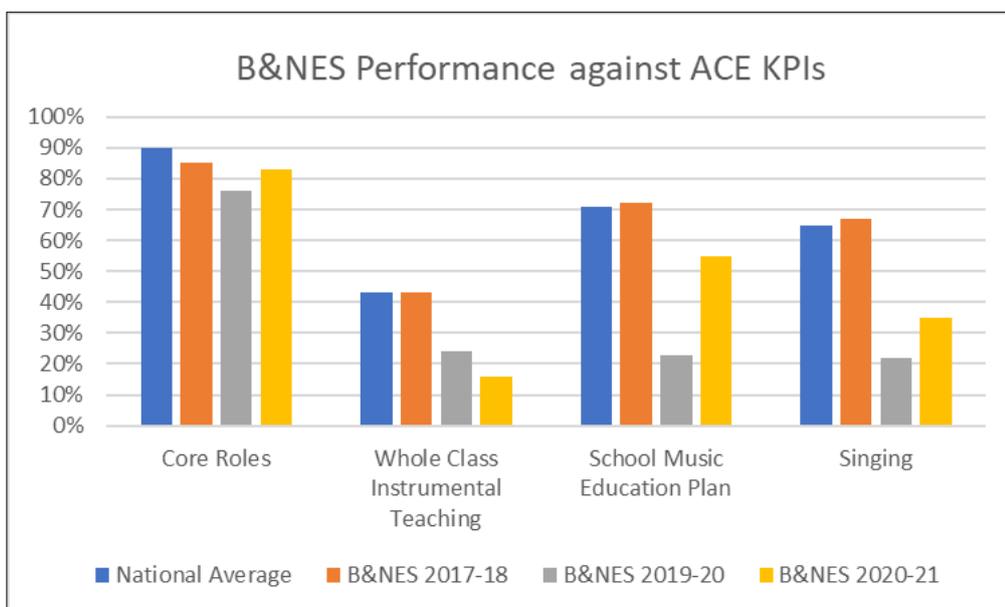


Figure 2a: ACE KPIs

- ix. In April 2021, following the review, a Service Improvement Plan was submitted to Arts Council England. The plan addresses actions to improve governance and management risks, and ways of ensuring the financial viability of the service. At the core of the improvement plan is the development of a close and ongoing relationship between B&NES, North Somerset and South Gloucestershire Music Services/Hubs.

Deeper collaborative working has since been pursued to ensure sharing of best practice, cross-hub learning and development of joint opportunities, whilst retaining the individual identities and autonomy of decision-making at the LA level.

This plan has, for the time being, allayed ACE's concerns about B&NES Music Service as a Lead Organisation.

### 3.3 North Somerset and South Gloucestershire Music Hub Alliance

- i. In September 2020, North Somerset and South Gloucestershire entered into an agreement to share a Head of Service (Strategic Lead) post. Since then, the alliance between the two services has expanded rapidly, enable greater sharing of specialist roles, shared strategy and improvement in delivery of the National Plan. There has also been a dramatic rise in activity which has only be possible by drawing on experienced leadership, shared frontline capacity and increased financial resources. Collaboratively, the Services have increased their efficiency, financial resources and regional footprint, and have begun to deliver a challenging but inspirational music education vision for children and young people.
- ii. The drivers for the North Somerset and South Gloucestershire alliance are to benefit from economies of scale, improve efficiency, and to share skills and

resources which are common to both music services. This ultimately enables a better service and better outcomes for young people. For young people this means a more universal offer:

- a wider range of ensemble and performance opportunities
- specialist programmes for SEND and Children in Challenging Circumstances
- better support for low-income families
- a Music Therapy and Wellbeing Service
- an improved training offer for teaching and school staff
- a wider range of partnership activity, bringing new and inspirational opportunities to all young people

- iii. The two services have been co-working since Sept 2020, when the new Joint Head of Service (JHoS) was appointed. It is currently estimated that about 70% of the JHoS's time is spent on tasks relating to both services, with the remaining 30% dedicated to each LA's individual needs and aspirations. This brings about economies of scale by 'doing things once, delivering twice'.
- iv. Within this shared alliance, each Service has retained a local identity for North Somerset Council and South Gloucestershire Council. The region (without Bristol) now looks like this:

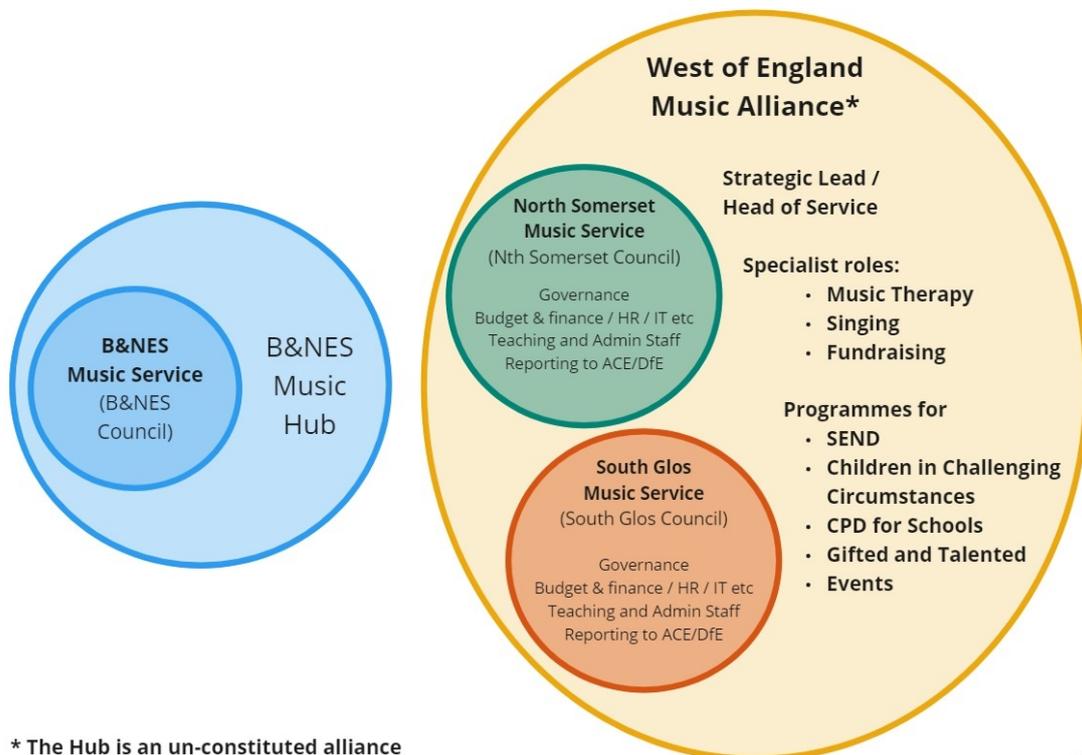


Figure 3: Music Hub/Service relationships in the WoE (excluding Bristol) since September 2020.

### **3.4 Support for B&NES Music Service**

- i. B&NES Music Service has been receiving strategic management support on a consultancy basis from the Head of North Somerset and South Gloucestershire Music Services since March 2021. This has brought experienced strategic leadership which has developed a new vision for the Service, building on existing provision. The support has also started a business transformation process, which is seeing improvement in the business and operations of the Service.
- ii. A range of new initiatives are being implemented, which have started to develop a wider, universal offer for B&NES' children and young people. These include programmes for young people with SEND, Children in Challenging Circumstances, and enhanced support offer for school teachers. B&NES now has access to the North Somerset/South Glos Music Therapy and Wellbeing service, which is supporting the most vulnerable young people and offering schools training in using music as tool for school-wide wellbeing.
- iii. B&NES Music Service needs ongoing strategic and business support to remain secure. Arts Council England have supported the three music services/hubs to commission this paper to explore the case for a tri-hub alliance between B&NES, North Somerset and South Gloucestershire Music Services. This will secure the future viability of B&NES' Music Service and provide a robust model on which to bid to secure the DfE Music Education Hub Grant from April 2023.
- iv. There is a wider piece of work ongoing to evaluate the options for an alternate delivery model that will enable the services/hubs to develop a more responsive and improved offer for young people whilst securing a sustainable future through additional and more diverse income streams.

## **4 FUTURE VISION – THE NEXT 10 YEARS**

**4.1** As a part of the leadership support offered by the Head of North Somerset and South Glos Music Services, a new vision has begun to take shape.

**4.2** B&NES Music Service currently delivers all the required roles of the NPME. These are broadly:

- To offer instrumental tuition in and out of schools, individually, in small groups and to whole classes. These services should be affordable and accessible to low-income families.
- Provide group music making opportunities through bands, choirs and orchestras
- Provide performance opportunities and access to high-quality performances by professional musicians and venues
- Provide a singing strategy and CPD for staff in schools
- Provide an instrumental loan service

**4.3** Our vision, however, goes much further than this.

We are committed to harnessing the power of music to transform lives. We are dedicated to a broader offer which meets the aspirations and needs of every child and young person. This means we must develop a universal offer, inclusive and accessible to all. Our 5-year plan is to develop new services for:

- SEND
- Children in Challenging Circumstances; LAC, Young Carers, NEET and more
- More affordable access for low-income families
- Creative programming to support inclusion and access
- Music Therapy and wellbeing
- Nurture groups and early intervention
- Cultural and ethnically proportional representation
- Social prescribing
- Gifted and Talented - supporting routes to higher education and the industry

**4.4** We want B&NES' music provision to have a regional footprint, influencing and engaged in the wider WECA cultural strategy (due in January 2022) and prominent in the National music education scene.

We want to deliver 'better for B&NES'; be more resilient and robust in our business approach and have the flexibility to react to changing needs. We want to operate a business model which is forward thinking, agile, dynamic and ready to respond to the needs of children, young people, schools and communities.

We want to ensure the Music Service permeates throughout Children's Services and contributes to the wider Council aims and is regarded as a go-to partner for high quality, inclusive music opportunities for all children and young people.

## 5 DRIVERS FOR CHANGE

**5.1 A revised National Plan for Music Education** is expected in spring 2022. This is likely to include a requirement to provide for 0–25-year-olds and an improved inclusion offer. There is no indication of precedent for there to be any increase in funding to deliver this work.

- i. Alongside this new NPME, there will be a requirement to rebid for the DfE Music Education Hub grant. This will be a competitive process and all the region’s Hubs are at risk from outside bids. The greatest risk to B&NES is a hostile bid from Bristol and Wiltshire.
- ii. A key driver for this proposal is that DfE/ACE have clearly signalled that they expect Hubs to join together, so there are fewer than the current 119 Hubs. It is likely the number will reduce to around 40. This means there is an urgency to form an alliance of our choosing, by the summer of 2022.

The image<sup>2</sup> below summarises the potential for value creation that a joined-up approach offers to a music service:

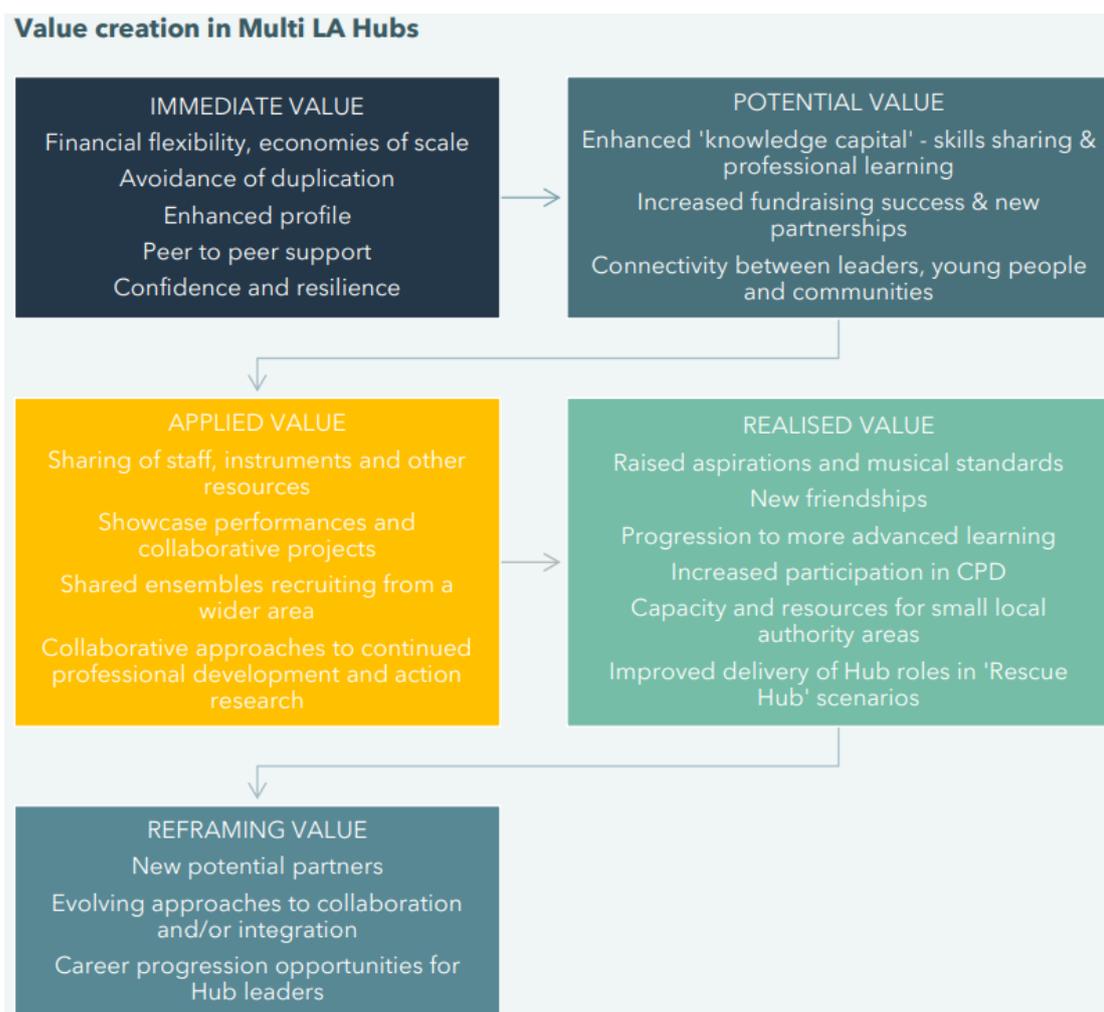


Figure 3: Value creation in Multi-LA Hubs

<sup>2</sup> MULTI-LOCAL AUTHORITY MUSIC EDUCATION HUBS IN ENGLAND Research Report, Andrea Spain, January 2021

## **5.2 Protecting the future of Music education in B&NES**

- i. Retaining independence as a small, single music service is unlikely in the rebidding for the Music Education Hub grant. This is a risk for all small services, not just for B&NES. Given the already identified areas of improvement for the B&NES music hub and the open application process for the DfE Grant, there is a high risk of hostile bids for B&NES from neighbouring services that have over the last couple of years built the scale, organisational models and ambition for multi-area music education provision and are already playing a more region-wide role. Joining forces with North Somerset and North Gloucestershire music alliance reduces the likelihood of a takeover of the B&NES service. The alliance is an opportunity to build a single, but stronger West England service that can compete for a bigger grant with a broader remit and impact. Doing so now provides the runway to build credible proof of impact and improvement by 2023.

## **5.3 Improvement**

- i. At the core, Music Hubs are delivering the aims and outcomes of the National Plan for Music Education. The mission of Music Hubs is to ensure that children and young people in every part of the country have access to a high-quality music education. Ensuring every child and young person gets the level and quality of music education provision they are entitled to requires a holistic approach that considers quality in everything - planning, communications, relationships with partners, leadership, governance, financial and operational considerations, teaching and delivery.
- ii. B&NES Music Service does not have the financial resources to do any work beyond the statutory core and extension roles. It is therefore unable to reach the majority of young people. There are already a number of identified financial, operational and leadership and governance risks, which are all impacting the offer available to young people in B&NES. The improvement plan recognises the need for a partnership that fosters a culture of support, self-evaluation, peer learning and ongoing development of the service. Joining forces with the North Somerset and South Gloucestershire music hub alliance will help B&NES accelerate the improvement plan and develop a better service for young people.

## **5.4 Governance and management**

- i. The three music services have been benefiting from joint working on a number of projects. There is an opportunity and the need now (especially with the changes to structures and service delivery methods due to Covid) to enable structured development and management of these joint working opportunities.
- ii. Following the unexpected and early retirement of the B&NES music hub lead in September 2019, there has been a leadership gap. The existing staff team have been given more responsibility as joint hub leads. However, this is not a long-term solution given the capacity constraints and skill gaps. Simon Lock, the Joint Strategic Lead for North Somerset and South Gloucestershire Music services/hubs has been working with Chris Wilford, Director Education, Inclusion & Children's Safeguarding at B&NES Council to support the music services as Head of Service in a consulting role since April 2021. This has helped fill the leadership gap and provided the strategic oversight for the service.

- iii. The three services/hubs are now an experienced partnership with geographic proximity and a strategic alignment of aims. The partnership has been one of equals where the local priorities, strategic oversight and local identity and needs of each of the three areas has been maintained. The service is confident in its ability to continue to maintain and strengthen this local focus with a shared vision for the future. A formal alliance is the logical next step to allow the services to continue to build on the benefits of collaboration in a more structured way.

## **5.5 Capacity to develop a Universal Offer**

- i. A tri-hub alliance between B&NES, North Somerset and South Gloucestershire music services in the longer term will mean a broader music service offer that is available to more people – from early years to adult.
- ii. There are a number of areas where the music services can make a real impact, but currently aren't participating in. These include skills, community learning, health & wellbeing, music as a therapy and SEND. It gives the services a real chance to develop a Universal Offer that benefits individuals and communities in all three Local Authority areas. While a number of projects have been delivered jointly in the past, not enough time and effort has been spent in the past to look at how the music services could contribute in a more holistic way to these areas.
- iii. Collaboration between the three services/hubs will allow the capacity and structure for the creative development and testing of some of these initiatives and developing a broader offer. It will enable an efficient 'design once, deliver thrice' system, making it better for customers and more cost effective for the Local Authorities.

## **5.6 Ability to improve service**

### **i. Coherence**

One of the stated goals in the Service Improvement plan for B&NES Hub is to provide a music offer for the children and young people of B&NES that is at par with other similar services. An alliance will enable the building of a consistent, responsive service across the three Local Authorities with cost-efficient use of resources. North Somerset and South Gloucestershire Music Services/Hub have successfully achieved a level of coherence whilst retaining their unique identities and serving the local needs of children and young people.

### **ii. Adaptability and responsiveness**

Covid related volatility coupled with a music sector that is inherently fast-changing requires any successful music service to be nimble and responsive. It requires both a strategic approach and the tactical ability to constantly innovate and reinvent the offer to respond to the changing needs of children and young people and of schools. Joining forces means the services can share resources and ideas to respond to the demands of children and young people.

### **iii. Operational and financial efficiencies**

Covid has had a significant business impact, resulting in approximately 45% income loss. This has necessitated the acceleration of all avenues that help make

the service cost-effective and efficient. The proposed alliance offers the B&NES service the benefit of an experienced and shared management structure. It also offers the workforce greater peer-to-peer support as well as a more diverse skillset at no additional costs. As the collaboration deepens and the back-office services are brought together, the additional capacity (resources and financial) created can be redeployed for frontline delivery and growth. It enables the services to do more with less.

Each Music service has been generating a level of surplus that if used jointly can help deliver a bigger, better and more impactful programmes that can directly support the wider priorities for each Local Authority. In FY 2020-21, this surplus was:

- South Gloucestershire Music Service: £70k (expected to stay the same for the next couple of years)
- North Somerset Music Service: £35k (increasing to £90k by 2023-24 once some pay protection has ended)
- B&NES Music Service: £10k (expected to stay the same for the next couple of years)

The three Music Services all have similar demographic need, strategic objectives and Council priorities. It makes sense to 'design once, deliver three times', whereby reducing the time and cost of running the services and redirecting these resources to growth and frontline delivery.

## **5.7 Greater role and influence in the regional cultural offer**

There is a cultural strand to the West of England Combined Authority (WECA), which is gaining momentum. The West of England Cultural Compact is a sub-group of the Local Enterprise Partnership (LEP) and is chaired by Professor Sue Rigby, Vice-Chancellor, Bath Spa University. Its overall aim is to position culture and the creative industries within wider economic and infrastructure development by orchestrating strategic development across the arts & cultural sector. The intention is to catalyse new thinking on the role and value of culture as a spur strategy development, unlock opportunities and support, and increase impact. WECA and its cultural strategy is an area of significant interest to the Music Hubs.

Positioning the hubs to reflect the WECA region (minus Bristol) would strengthen their position and take advantage of any funding and influence available through WECA.

## **5.8 Financial sustainability**

The risk of continuation of some COVID related restrictions into 2022 (and as far ahead as 2024) impacts on income recovery. There is high likelihood of sustained reduction in pupils and teaching hours. At the same time, there are a multitude of opportunities that the new-normal of Covid offers - such as online teaching, adapting resources for online delivery, blended learning options, supporting the recovery curriculum and more flexibility of working arrangements with staff and with schools. A joined-up approach will help prioritise the growth strategy to take advantage of these opportunities and in effect, to do more with less.

## 5.9 Potential for growth / future-proofing the service

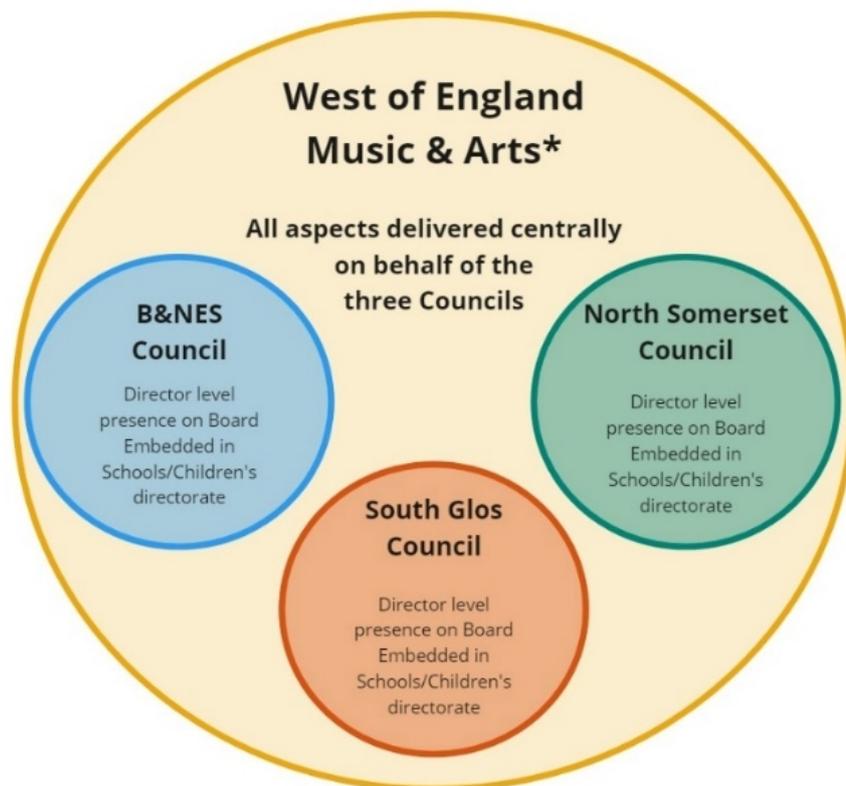
An alliance future-proofs the services in a number of ways, such as:

- Mitigates the risk of a hostile takeover from larger competing bidders for Arts Council Music Hub Education grant.
- Creates greater opportunities for mentoring/peer learning programme to develop new teachers across a wider instrument base.
- Wider remit with a focus on new opportunities will make the services more resilient as tuition numbers recover over a longer period.
- With closer integration, some of the duplicated back-office functions could be shared, making the services leaner and more cost-effective. The model can (and probably will) evolve as the alliance strengthens. Elsewhere multi-LA hub models differ too with some aspiring to closer operational integration while others exploring benefits in their existing models.
- As new ways of working evolve in the post-Covid world, the services together can benefit from new models of delivery, sharing of staff and skills across geographical boundaries and more collaborative experimentation to expand, improve and strengthen the offer.

It is vital each of the 3 Services (and therefore a future shared service) broaden their income streams. Capacity to fundraise from grants and trusts, sponsorship and charitable giving is currently very limited. A future alliance would look to establish itself in a way which enables it to be effective in raising income from additional sources.

## 6 PROPOSAL – ACHIEVING THE VISION

- 6.1** To protect the future of the B&NES Music Service and to achieve the vision of harnessing the power of music to transform lives, we propose creating a West of England Music (and Arts) Alliance; a tri-hub music alliance between B&NES, North Somerset and South Gloucestershire. This music alliance will not only deliver the core offer of Music Education to schools, but also develop and deliver on the broader vision of a universal offer for music education.
- 6.2** There is already a level of collaboration in several areas of activity (see App 1 – Areas of activity & benefits to merging), which will enable a phased approach to merging the services in time for the Music Education Hub grant rebidding in 2022/23.
- 6.3** We propose that by April 2023 (when the new round of Music Education Hub funding is expected to start) a ‘Single Hub’ structure is established. With single management structure, shared central functions (IT, marketing and communications, finance, business services) this single (merged) entity representing the West of England Music Alliance will deliver Music Education across all three local authority areas.



**\*The Hub is a shared service, arms-length LA organisation or spin-out**  
**Figure 4: Proposed final model for a shared Music Hub**

- 6.4** Each Local Authority will have representation on the Governance Board to enable the service to maintain the essential links it requires to deliver on the local priorities and build a shared vision for music service delivery.

## Phased Approach

**6.5** Building on the already existing joint activity, we propose a gradual, evolutionary process towards the West of England Music Alliance by April 2023. Below are the proposed phases:

**i. Phase 1 – Achieved by May 2022**

Building on the as-is, in the first phase we propose to formalise the current consultancy arrangement which sees B&NES coming under the umbrella leadership (Head of Service) with North Somerset and South Glos and enables B&NES to benefit from the specialist roles and the programmes delivered beyond the core music offer to schools.



\* The Hub is an un-constituted alliance

Figure 5: Proposed Phase 1 Model for West of England Music Alliance by April 2022.

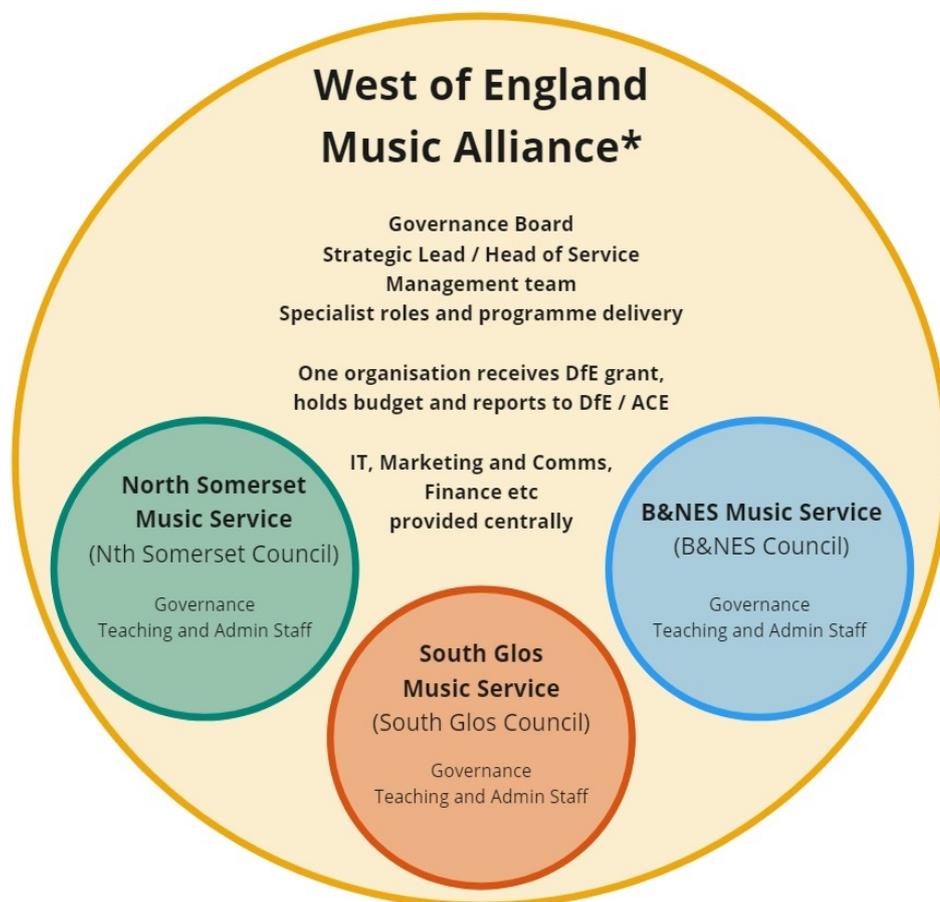
A single ‘West of England Music Alliance’ Hub is created, within which each of the 3 Music Services sit. The governance board of the Hub is established, comprising senior representation from each LA (as per current line management arrangements) and other key contributors to guide the establishment of the final model.

This formalises the current consultancy arrangement in place since March 2021.

The timing of this phase is crucial as it will enable the 3 Hubs to bid for Lead Organisation status in June/July 2022 as a credible offer in line with DfE/ACE aspirations.

**ii. Phase 2 – Achieved by September 2022**

This phase will see the formation of a partially-shared service, hosted by one of the 3 LAs. Line management structures will still be in place in each LA for the 3 Music Services.



\* The Hub is a partially-shared service

Figure 6: Proposed Phase 2 Model for West of England Music Alliance by September 2022.

There is one management team, which provides the best leadership structure to deliver for all 3 LAs. This phase coincides with a management restructure planned for B&NES, which is necessary to release budget for B&NES to 'buy-in' to the specialist roles and activity beyond the core and extension roles (SEND, CCC etc).

Centralising many of the back-office functions (finance, IT, marketing and comms) will bring significant efficiencies which are currently a barrier to progress.

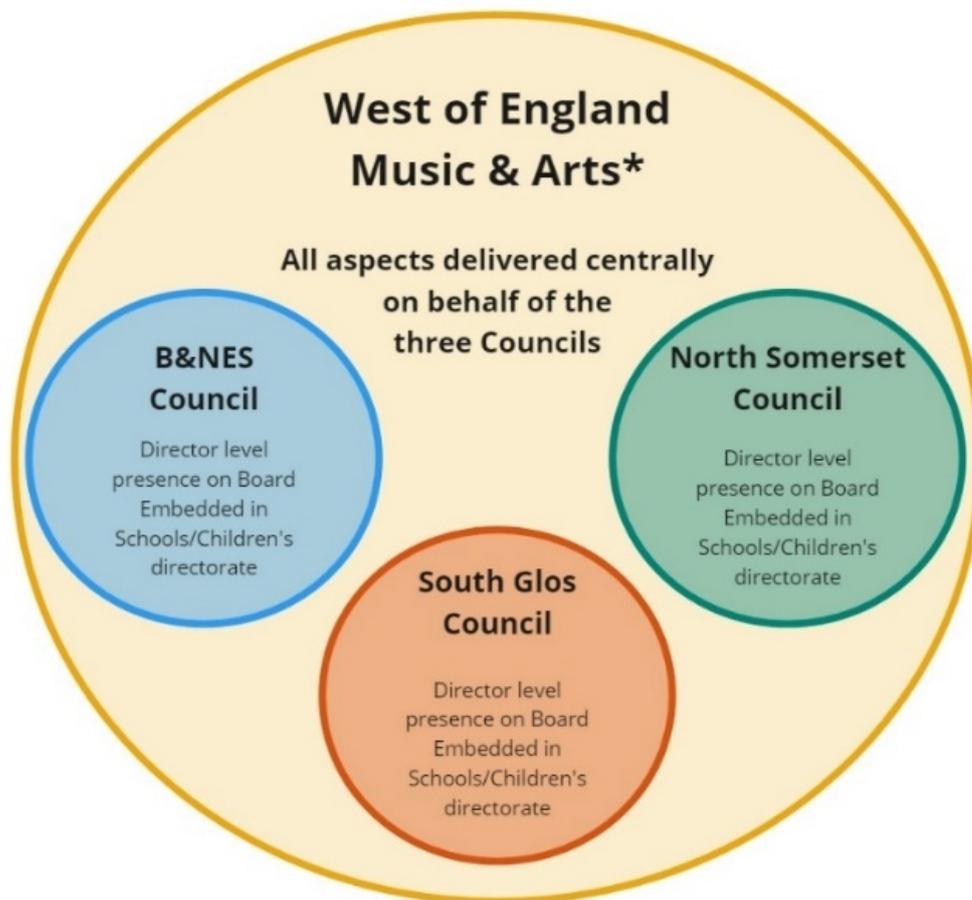
The DfE grant is paid to the one host LA, who also employs the shared roles (management team/specialist roles).

Teaching and admin (Business Team) staff remain in each LA.

As the services begin to operate as 'one business', it will enable the evaluation of structural options (shared service, arms-length, spin-out) for the entity that will best serve the ambitions for the music service.

iii. **Phase 3 – Achieved by April 2023**

A unified service as a new entity (shared service, arms-length, spin-out) is in place to receive the new round of DfE funding.



\*The Hub is a shared service, arms-length LA organisation or spin-out  
**Figure 4: Proposed final model for a shared Music Hub**

The new organisation will meet the DfE/aspirations for the long-term future, enabling agile, dynamic and inspirational music opportunities, relevant to each Council's priorities.

A further paper will be submitted to the Council in the spring of 2022 to consider options for what the future entity might be. This will consider the best way for a shared service to be agile and adaptive to the changing business and education environment, be robust and competitive, better able to generate additional funding streams and improve the universal offer of music opportunities for B&NES.

## **7 STATUTORY CONSIDERATIONS**

7.1 None

## **8 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

8.1 A review of the Music Service management structure will be undertaken in Spring 2022 and align with the recommendations in this paper

## **9 RISK MANAGEMENT**

9.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance

## **10 EQUALITIES**

10.1 An EIA has not been completed for this report. However, a key focus for MEH's is to address equality and inclusion – extending opportunities to children and young people regardless of background or circumstance. Developing and improving the BANES MEH will require engagement with a wider range of providers, models and skills which can assist with achieving this. When decisions are made on the next steps for the MEH/Music Service, it will be necessary for an EIA to be completed to inform any future direction/decision.

## **11 CLIMATE CHANGE**

11.1 Due to COVID 19, the Service has had to find different ways of delivering music tuition. Some of this has resulted in lessons taking part online These have proved popular and effective for some families and young people. Whilst this will not replace face to face tuition, it will become part of the Service offer. As a result, the Service in some circumstances will be able to reduce its carbon footprint.

## **12 OTHER OPTIONS CONSIDERED**

12.1 None

## **13 CONSULTATION**

13.1 Consultation has been undertaken as per appendix 2. Further consultation with users and stakeholders will take place following feedback from PDS

<b>Contact person</b>	Chris Wilford – Director Education, Inclusion & Children's Safeguarding
<b>Background papers</b>	
<b>Please contact the report author if you need to access this report in an alternative format</b>	



## Appendices

### Appendix 1 – Business Areas and the benefits of sharing

	Area of Activity	Benefits to joining	Examples of new opportunities since informal sharing started	Value benefit	'Hosted' by one organisation
<b>Management</b>	Strategic/Senior Leadership	Experienced leadership  Achieves strategic goals  Professional approach to business management  Reduces risk	Strategic, operations and line management have improved through experienced leadership.  This has started a period of change for B&NES Music Service into a focussed, strategically ambitious, target and growth-oriented mindset.  Operations have improved which is creating a professional, business focussed organisation, which results in more services being provided for more young people.	Essential	Yes. One role.
	Middle/Frontline Managers	Team of managers, not one Career progression Diverse management team A combined team offers strategic benefits rather than duplicating the same tasks x3	The management teams of B&NES, North Somerset and South Glos have been working together for the last 9 months.  Their different strengths serve as a support network for these emergent leaders, sharing skills, workload and reducing duplication	High	Preferred - achieves equality (T&Cs). A combined team offers strategic benefits rather than duplicating the same tasks x3
	Specialist roles – eg Singing/Inclusion/SEND	Affordable to have specialist roles Delivers in key areas Improves quality	Over the last 9 months, the 3 hubs have shared leadership in key areas such as singing. The existing SEND and inclusion work in NS/SG has been expanded into B&NES – eg an inclusive choir, inclusive	High	Yes. Role covers all 3 LAs. Not sufficient need for one role in each LA.

	Area of Activity	Benefits to joining	Examples of new opportunities since informal sharing started	Value benefit	'Hosted' by one organisation
			orchestra, inclusion strategy and toolkit.		
<b>Traditional Services</b>	Whole Class Instrumental Learning	Sharing of staff - avoids shortages	We are now sharing staff (which are in short supply) and have instigated a region-wide mentoring programme to expand the workforce.	Medium	Preferred. Sharing staff across LAs is crucial. Different pay/charges is challenging
	Instrumental lessons in and out of school	Staff development Enables strategic planning of delivery	Improvement plan for quality of the programme and continuation from it (which is a DfE KPI) are underway.		
	Ensembles	Great choice and convenience for young people to attend lessons, group activities and to learn an instrument how, where and when they want to.  Intermediate and advanced ensembles are at risk through low attendance – wider pupil base = feasible orchestras	A new Music Centre on the B&NES/SGlos border has opened recently, close to where a B&NES centre has closed.  By sharing the cost of this centre, we can bring back services to students who cannot travel to Bath.	High	Preferred. Removing geographic borders for pupils to access music centres increases the offer and flexibility and reduces costs for each LA. Different pay/charges is challenging.
	CPD	Small scale CPD can be held locally. Large-scale, high profile names who attract bigger audience cannot be afforded alone	High profile trainers, eg Ali Daubney, Phil Mullen, Darren Abrahams have been brought in to training Service and school staff. This cannot be afforded as a single service. Raises quality and profile of Services to be attracting trainers of this calibre.	High	Already heavily shared. Organisation/budget easier if held in one service.
	Performances and live events	Small scale performances can and need to be delivered locally. Large-scale, high profile	Shared Bournemouth Symphony Orchestra GCSE performance.	High	Already heavily shared. Organisation/budget

	Area of Activity	Benefits to joining	Examples of new opportunities since informal sharing started	Value benefit	'Hosted' by one organisation
		or small-cohort (eg GCSE/A-level) are not viable alone	Tri-hub Carol Service		easier if held in one service.
	Instrument loan and hire scheme	Needs to be local, but there are benefits to sharing. (See also instrument stock 'owner' below.)	Instruments are being shared across LAs which avoids purchase.  New programmes have been started (eg Rock and Pop) because LAs have access to different instruments.	Low	No issues with this being different in each LA, but access to stock (as opposed to the hire service) needs to be shared.
<b>Future vision / New National Plan</b>	Inclusive Activity		B&NES has benefitted significantly from leadership, strategy and experience in this area since April 2021.  Benefitting from the NS/SG inclusion strategy; a £5k, 4-year action plan which is currently offered to B&NES at no cost.	High	Yes. Same demographic means providing the same opportunities across the 3-hub region is inevitable. Can be delivered locally or regionally, depending on demand/budget.
	Projects for SEND / Children in Challenging Circumstances etc		B&NES has been able to access NS/SG programmes: Inclusive Choir  Inclusive Creative Band  Planning for region-wide programme in Summer 22 for SEND/CCC.  X-System – Music and Healthcare / Social prescribing programme about to commence.	High	

	<b>Area of Activity</b>	<b>Benefits to joining</b>	<b>Examples of new opportunities since informal sharing started</b>	<b>Value benefit</b>	<b>'Hosted' by one organisation</b>
	Gifted, talented and future pathways		<p>B&amp;NES has been included in the Young Artists programme – preparing the music workforce for the future.</p> <p>Next year will include a dedicated strand for gifted students.</p> <p>Range of new initiatives also forthcoming which widen the music offer to existing and new students – eg £1000 grant for activity with English Folk Dance and Song Society</p>	Medium	
	Music Therapy and Wellbeing	<p>North Somerset has a Music Therapy and Wellbeing service – one of only a small handful in the Country.</p> <p>A share of the Lead practitioner (currently and NS/SG shared role) enables Therapy and Wellbeing to be driven strategically in B&amp;NES.</p> <p>Support for schools, individuals and organisations for Wellbeing and the most vulnerable young people.</p>	<p>B&amp;NES has had free access to the NS schools' wellbeing programme 'Here I Am', which cost around £2k.</p> <p>B&amp;NES schools now have access, via the Music Therapy and Wellbeing Lead (currently offered free to B&amp;NES) to support the promotion of Therapy and the Wellbeing offer to schools, support schools to develop their Mental Health Curriculum and the 2025 implementation of wellbeing leads in schools.</p>	Medium	Yes. Can be offered as a traded service, but B&NES needs access to Music Therapy Lead to drive growth. Already a shared role between NS/SG.
	Quality improvement	QA can be more efficiently improved across a wider area – one person can focus on an	ACE Action Plan delivered in Spring 2021 to reduce risk rating of	Medium	Yes. Same activity in all hubs. Natural efficiency to deliver across LAs

	<b>Area of Activity</b>	<b>Benefits to joining</b>	<b>Examples of new opportunities since informal sharing started</b>	<b>Value benefit</b>	<b>'Hosted' by one organisation</b>
		improvement plan and deliver, with a broader view of need.	B&NES Music Service and retain funding.		
	Profile, reputation and standing	<p>In an increasingly competitive market, for all service and for DfE funding (fending off take-over bids from other hubs), we need to raise the profile of each LA's music service. By joining forces, we increase our resources (esp financial) and increase our outputs. This raises our significance, currency and validity in the regional/national shake-up of Music Education coming over the next 2 years.</p> <p>A wider remit, aligning with WECA, gives us a place in the regional cultural strategy (due in Jan 2022). This brings a higher profile and, likely, significant funding to further our ambitions.</p> <p>B&amp;NES, North Somerset and South Glos move from being individually a 'local provider' to a 'regional force for music education'.</p>	NS/SG Head of Service is already linked into the WECA cultural development.	High	By definition of a 'regional force for young people's music' we need to have one face in the region.

	<b>Area of Activity</b>	<b>Benefits to joining</b>	<b>Examples of new opportunities since informal sharing started</b>	<b>Value benefit</b>	<b>'Hosted' by one organisation</b>
<b>Operations</b>	Finance	<p>Savings on back-office costs</p> <p>Reduces management and admin time/cost</p> <p>DfE/ACE reporting will need to be 'as one'</p> <p>Better equality of offer across 3 LAs</p>		High (Essential elements re Hub bidding)	Yes. MEH bidding as one hub will require one grant holder. Managing 3 budgets is inefficient. High level of recharges for the various shared activity being exchanged between the 3 LAs is a risk and inefficient.
	Fundraising	<p>Wider coverage is more attractive to grant givers.</p> <p>Local Authority status is a significant barrier to fundraising</p>	<p>New work, esp Inclusion, is attractive to grant awarding bodies.</p> <p>Grant from Music Mark - £3000</p> <p>Funding from English Folk Dance and Song Society - £1000</p> <p>B&amp;NES benefitting from participation in NS Inclusion project - £20k and ACE consultancy - £13k.</p>	High	Grant would always be awarded to one organisation as lead.
	ICT	<p>3 ICT systems reduces collaborative working</p> <p>Savings of several £k through sharing database</p> <p>Potential savings of 10s of £k through merging all ICT</p>	<p>B&amp;NES current teacher information system is very high risk. Formal system now being introduced.</p>	Essential	3 ICT systems is a major barrier to efficient collaborative working, is very high cost to the services (recharges) and is slow to respond to business need. This is high risk. Operating one IT system would save significant budget and improve efficiency. Currently, B&NES misses out on opportunities

	<b>Area of Activity</b>	<b>Benefits to joining</b>	<b>Examples of new opportunities since informal sharing started</b>	<b>Value benefit</b>	<b>'Hosted' by one organisation</b>
					available to NS/SG because of reduced budget.
	Business Team (admin)	Business Team can be organised more efficiently as one larger team serving a larger organisation.	Upcoming implementation of new CRM system can be done once across all LAs. Saving admin time, sharing skills and learning and savings from software provider of £6k per year	Medium	Business Team would be far more efficient if organised across the 3 LAs. High potential for savings.
	HR	Reduced management and admin time = cost savings	NA	NA	One HR provider/policies would reduce management/admin, assist cross-border working and reduce back-office costs.
	Marketing and Comms	As shared work increases, comms is done once already. Needs a professionally created/branded space which recognises the 3 LAs independently but under the shared Hub umbrella brand.	Shared promotion of the joint activities so far – one comms/design task covering 3 LAs saves time and money. Eg Carol Service, Inclusive Choir.	Essential	Significant gain in efficiency and cost-savings by operating one marketing and comms plan. Still possible to retain individual identity.
	Partnership network	This is already in place as there are limited providers in the area working in youth music education. As most partnership work is across all three Hubs already, the conversation is already taking place once. Just needs formalising/making coherent.	Programmes initiated with: Bath Philharmonia Bournemouth Symphony Orchestra Midlands Arts Centre Youth Music Soundabout NHS / Universities nationwide Independent trainer networks	Essential	No partnerships are unique to one LA. This is a significant area of growth and already shared across 3-hubs. Under one would improve efficiency and outcomes.

	<b>Area of Activity</b>	<b>Benefits to joining</b>	<b>Examples of new opportunities since informal sharing started</b>	<b>Value benefit</b>	<b>'Hosted' by one organisation</b>
	Monitoring & evaluation (overall DfE reporting) (QA of teaching is above)	<p>Reporting to DfE/ACE is a significant piece of work. Doing this three times is a high-cost activity (approx. 5 days per Hub).</p> <p>As one Hub (re rebidding for Hub funding in 2022) we will only report once.</p> <p>Considerable rationalisation</p>	<p>ACE reporting is currently completed three times, for each LA, quarterly (therefore 12 times a year) and we completed 3 annual returns last October.</p> <p>No opportunities as three hubs to rationalise this, but the scope for gain is high.</p>	Essential	Report to DfE/ACE 3 times instead of once makes no sense. Significant efficiency and savings by combining. Likely to be a requirement by ACE.
	Youth Voice and needs analysis	<p>All Hubs must, and are expected to, seek the voice of young people (and others).</p> <p>Undertaking this for B&amp;NES separately is high drain on resources. Can be better addressed as one region-wide voice, with nuances for local delivery for local need.</p>	<p>Currently we have 3 young voice programmes, neither of which have sufficient resources to move them forward.</p> <p>Rationalisation would bring results.</p>	High	All Hubs are required to deliver the same strategy here. No benefit to working separately.
	Fees & remissions	<p>One price for services wherever you choose to access them is better for young people's choice and access. Otherwise (eg) 2 students at the same music centre will be paying different fees and have access to different financial support.</p>	<p>Currently unable to achieve this. Fees are based on costs, which are different in each LA. Aligning all these (Staff costs, management/admin costs and therefore fees) will open up a broader and fairer offer to students.</p>	Essential	Sharing staff and services across the 3 LAs is essential for student outcomes. Having different pay, remission and charges makes financing this, with equitability for all students receiving the same service, challenging.

	<b>Area of Activity</b>	<b>Benefits to joining</b>	<b>Examples of new opportunities since informal sharing started</b>	<b>Value benefit</b>	<b>'Hosted' by one organisation</b>
	Instrument stock	Reduces purchases  Shares different resources which are held by each LA.	We are now sharing hundreds of instruments across the LAs, which is enabling individuals, ensembles and schools to start services which wouldn't otherwise be available. However, the logistics and charging of sharing as 3 separate asset owners is complicated. Maintenance/repair will become an added complication in the near future.	High	Significant benefits to sharing resources across LAs. Greater opportunities against reduced cost, reduced stock-piling, maintenance and purchase.

## Appendix 2 – Stakeholders Interviewed and Aspirations for Music Service/s

### Stakeholders Interviewed:

- **South Gloucestershire**
  - Andrew Best – Schools and Education Commissioner
  - Hilary Smith – Head of Education, Learning and Skills
  - South Gloucestershire Music Hub Steering Group
  
- **North Somerset**
  - Sheila Smith – Director of Children’s Services
  - Catherine Gibbons – Councillor, Executive Member for Children’s Services and Lifelong Learning
  - Karen Murray – Service HR Advisor
  - Sindy Dube – Service Accountant
  - North Somerset Music Service Steering Group
  
- **Arts Council England**
  - Simon Jutton – Regional Manager for Arts Council England
  - Sylvie Campen Johnson – Relationship Manager, Music Education Hubs
  
- **Others**
  - James Underwood – Chief Executive, West Sussex Music Service
  - Fiona Matthews – Creative Director, Culture Weston (and member of WECA Exec Committee)

### Aspirations for Music Service

#### South Gloucestershire

- Improving education outcomes is one of the top priorities for the Council. An Equality and Education Initiative has been launched that will address inequalities in education and curriculum issues. There are three areas of focus – children with Special Education Needs and Disabilities, LGBTQ and Race (disadvantaged ethnic communities). Taskforces are now in place for LGBTQ and Race to look at specific initiatives over the next 12 months, specifically opportunities to address the curriculum issues that might be sustaining some of these inequalities.
  
- There is an expectation to see the Music Service participate in improving education outcomes and reducing inequalities. The role that Music can play in supporting disaffected and disadvantaged children and young people is well understood. There is an appetite to see how the Music Service can be the route to reengagement for those children struggling with mainstream curriculum and those that aren’t at school.
  
- There is commitment to helping the service become more responsive and nimbler, with the ability to attract additional income streams to ultimately enable better outcomes for children and young people.
  
- A £600k/year budget has been announced by the Council to improve education outcomes. This budget will be used as a lever to attract further funding partners in sports, charitable organisations, arts organisations, schools etc to sustain the initiatives over a longer term. There is an openness to work on any similar match-funding

programs jointly with other LAs (North Somerset and B&NES, specifically) to allow for bigger music outreach projects with the potential for greater impact where children in all contributing LAs benefit from such programs.

## **North Somerset**

- North Somerset Music Service is a well-regarded and well embedded service within Schools. The Council see it as one with the potential to make a much greater impact to its communities. They are keen to expand the service beyond Children's Services and develop a Universal Offer. Specifically, links are being explored with the Health and Wellbeing initiatives and social prescribing.
- They are looking at music as a therapy for people with learning difficulties, adults with dementia and other mental health issues, as well as for children and young people with special education needs and disabilities. With Therapy and Wellbeing now part of the core structure of the Music Service, there is a real appetite to see the service more actively contribute to the Council's Health & Wellbeing priorities. The ambition is to do so while strengthening the core Music Service offer for schools and developing stronger links with and influence on the cultural strategy.
- As with South Gloucestershire, inclusion is one of the key priorities in Children's Services. The Council are therefore keen for the music service to develop it reach, expand the work with different communities and also improve the awareness of different types of music. Music can play a far greater role in enabling ethnic cohesion and the Council are keen to support the service deliver the impact it potentially can on some of these broader priority areas.
- There is recognition of how a geographically broader and more diverse offer could benefit all communities and help improve outcomes. Getting into a partnership with South Gloucestershire Music Service has not only demonstrated these benefits, but also created a successful model of collaboration – one which is a partnership of equals that delivers on each partner's local priorities while developing a stronger music offer.

### Appendix 3: Shared Hub models in England

SHARED HUB MLAH	Lead organisation type	No. of local authorities	Region
Accent MEH	LA	2	North West
Berkshire Maestros	Co Ltd by Shares	5	South East
Cornwall Music Education Hub	LA	2	South West
Derbyshire Music Education Hub	LA	2	East Mids
Durham & Darlington MEH	LA	2	North East
Edsential Musical Routes	CIC	2	North West
Gateshead & South Tyneside MEH	LA	2	North East
Greater Manchester Music Hub	LA	10	North West
Leicester-Shire Schools Music Service	LA	2	East Mids
Music Partnership North	LA	2	North East
SKY MUSIC HUB	LA	2	North West
Southampton Music Hub (inc Isle of Wight)	LA	2	South West
Tees Valley MEH	LA	4	North East
The Music Partnership	Co Ltd by Shares	3	West Mids
Tower Hamlets & City of London MEH	LA	2	London
SHARED LEADERSHIP MLAH			
Bolton & Blackburn with Darwen	LA	2 + GMMH	North West
Devon Music Education Hub & Torbay Music Education Hub	LA	2	South West
North Somerset Music Hub & South Gloucestershire Music Hub	LA	2	South West
Northamptonshire Music Education Hub & Rutland Music Education Hub	Co Ltd by Guarantee	2	East Mids
SoundCity: Brighton & Hove & East Sussex Music Education Hub	CIO	2	South East
Tri-borough Music Hub	LA	3	London

## **Appendix 4: Background on Music Hubs, Services and the role of Lead Organisation on a Music Hub.**

**Music Services** have been in existence for many decades, delivering music lessons, ensembles, events and training for young people and schools. Traditionally, there is a music service for each local authority area, though some multi-LA areas, typically boroughs and unitary authorities, are covered by a single Music Service.

Music Services provide music education activities for 5–18-year-olds, trading with Schools and Parents/Carers. These activities include instrumental/vocal tuition in schools, bands and orchestras via out-of-school music centres and events, training and support for schools and young people.

In addition to the traded activity, Music Services receive funding from the **Department for Education** (DfE) via the **Music Education Hub Grant** (formerly Standards Fund) to deliver specified activity in line with Government policy. The level of this funding is set by a national formula based on pupil headcount and deprivation. In B&NES, 44% of revenue is from the DfE grant, with the remainder from traded services.

In 2012, the DfE published the **National Plan for Music Education** (NPME)<sup>3</sup> – the government’s vision for a high quality, inclusive music education in England. As part of this plan, **Music Education Hubs**<sup>4</sup> were established in a move to ensure every child has access to an aspirational music education. Hubs are non-formal partnerships of organisations in the music and education sectors (e.g., Music Services, schools, community music organisations, national orchestras etc).

Each hub has a **Lead Organisation**, which is responsible for the DfE grant and delivering the required **‘Core and Extension Roles’**<sup>5</sup> of the NPME. The Lead Organisation is required to work with partner organisations who enhance provision and reduce the previous ‘patchiness’ of provision across the Country. The Lead Organisation is accountable to **Arts Council England** (ACE) for the delivery of the National Plan, who in turn report to DfE.

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<sup>3</sup> <https://www.gov.uk/government/publications/the-importance-of-music-a-national-plan-for-music-education>

<sup>4</sup> <https://www.artscouncil.org.uk/music-education/music-education-hubs#section-1>

<sup>5</sup> <https://www.artscouncil.org.uk/sites/default/files/download-file/Music%20Education%20Hub%20Core%20and%20Extension%20Role%20Guidance%20FINAL.pdf>