THE FUTURE OF SEND CO-PRODUCTION IN BIRMINGHAM: MAPPING THE OPTIONS

Work Together Be Bold Be Better

Co-produce!

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Introduction

This mapping exercise, commissioned by Birmingham SEND Local Area partnership, has explored how co-production between public service organisations and citizens (children, young people, parents, carers, and members of the community) could be made stronger, wider, and deeper in Birmingham for children and young people with Special Educational Needs and Disability (SEND).

Birmingham SEND Local Area Partnership has consulted widely with parents, carers, children and young people to build a local definition that works for them. From this process, the following definition has emerged:

> *"For us, co-production is about placing place equal value on the contributions of children, young people, parents, carers and professionals in making decisions and improving the services received and the experiences and outcomes of those living with SEND in Birmingham.*
>
> *Co-production therefore requires involving people in an open and inclusive manner right from the very start of their experiences with public services, as a means of building and maintaining trust, so that they can contribute fully to the commissioning, design, delivery and evaluation of services and outcomes."*

The first report of the project *Mapping SEND Co-production in Birmingham* (February 2022) showed that there are already many co-production initiatives being undertaken within the SEND community in Birmingham, most of which appear well-regarded by those involved. These examples are highly revealing and are likely to be significant for determining future priorities. Moreover, very few interviewees doubted the importance of co-production playing a greater role in the future.

These are all real and valuable positives. However, there are limitations to the initiatives mapped in the first report. Most are relatively small-scale or quite local in their impact, e.g. around a school, a nursery or a hospital. Many have only been operated for a limited period, e.g. when funded from a time-limited grant. Even in those SEND services and settings where co-production thinking is mature, the impact on professional practice and service delivery has remained under-developed. Consequently, co-production has not been systemic. That needs to change.

Moreover, the scale of the required change is challenging. The first report of the project *Mapping SEND Co-production in Birmingham* reported on 48 co-production initiatives in Birmingham; 8 of these were mainly in health, 8 mainly in social care and 7 mainly in education. The remaining initiatives were cross-sector – 5 were mainly in health and social care, 2 were mainly in health and social care, 5 were mainly in social care and education, and 13 covered all three sectors. This highlights two key points. First, in each sector, most services do not yet embed co-production as a way of working. Second, co-production by its very

nature entails a person-centred approach which pursues the improvement of the holistic quality of life of the children, young people, parents and carers and therefore generally involves cross-sector working.

If co-production is to play a much larger role in improving public services and transforming the quality-of-life outcomes experienced by children and young people with SEND, and their families, these initiatives need to be deepened and widened, and further co-production initiatives need to be considered. The personalisation of services must be transformed into processes which support the active contributions of children, young people and families to be drivers of outcome improvement, not just add-ons.

In this report we set out a range of options for future SEND co-production in Birmingham which public service organisations can use to achieve this transformation to a genuine co-production way of working. Many of these options require long-term systemic and cultural change and will be hard to implement. The development of the SEND strategy in Birmingham will consider how these longer-term options can be prioritised.

However, many of the options in this report could be quickly tested within Education, Health and Social Care sectors and, where they prove to be effective, could be quickly embedded within the day-to-day practices of local public services.

This mapping has been undertaken as part of the work of the teams implementing the Accelerated Progress Plan as a response to the critical comments made in the SEND re-inspection by OFSTED in May 2021 – specifically, it contributes to 'Objective 3: Working Together Well', which is providing a co-production framework, containing an agreed definition of co-production, and a statement of the co-production values and behaviours across education, health and care. This in turn feeds into the overall SEND strategy, which is being prepared under Objective 1 of the APP.

Purpose of Report

The aims of this report are to:

- Provide an overview of the options available for SEND co-production in Birmingham
- Outline the next steps in encouraging all public service organisations involved in SEND to widen, deepen and make more effective their co-production approach

Methodology/Process

This report provides feedback from a range of engagement activities held between December 2021 and March 2022. It has been compiled by Tony Bovaird (CEO, Governance International) and Maria McCaffrey, the SEND Improvement team co-production officer, in collaboration with colleagues in the SEND Improvement Team and colleagues from Birmingham Parent Carer Forum (PCF).

Before the mapping exercise started, the project was scoped with the SEND Local Area Partnership leaders to identify the key issues to be covered and key stakeholders to be approached initially. It was agreed that the exercise would focus on co-production of public services and outcomes between public service organisations and citizens (including children, young people, parents, carers, and members of the community), rather than joint working between organisations.

Moreover, we agreed to cover in this mapping how citizens worked with public service organisations across the whole service planning and delivery cycle, exploring how children, young people, parents, carers, and members of the community took part in each of the 4 Co's of co-production (Bovaird and Loeffler 2013a):

- Co-commissioning – e.g. by helping to prioritise SEND services
- Co-design – e.g. by helping SEND services to fit people's needs better
- Co-delivery – e.g. by helping to give peer support to people with similar experiences
- Co-assessment – e.g. by helping to identify what works (and what doesn't)

The first mapping report was based on interviews held with key actors in the SEND 0-25 years community, from a list compiled in collaboration with the SEND Local Area Partnership leaders and the Birmingham Parent Carer Forum – over time the initial list grew to more than 60 interviewees. The first mapping report set out 48 SEND co-production initiatives in which these interviewees were involved – 8 of which were mainly co-commissioning, 19 co-design, 17 co-delivery and 4 co-assessment. This suggests that the Birmingham SEND system is more advanced in its awareness and implementation of the co-design and co-delivery approaches to co-production. In Figure 1 this is represented in a 'learning curve', where co-design and co-delivery are already being experimented with by 'early adopters' of co-production in the SEND system, whereas co-commissioning and co-assessment are still at the stage of rising awareness, involving, as yet, only a relatively small number of innovators.

For this second report on Options for SEND Co-production in Birmingham, eight focus groups with key actors have been undertaken, together with a range of other ways of collecting information, including further interviews with

individuals, feedback from eight Parent Carer Engagement events, and comments which were solicited from the members of several youth participation groups and parent carer support groups. Over 100 people have been individually contacted during this process, as well as the members of several active participation groups.

Figure 1. Learning curve of the SEND Co-production in Birmingham
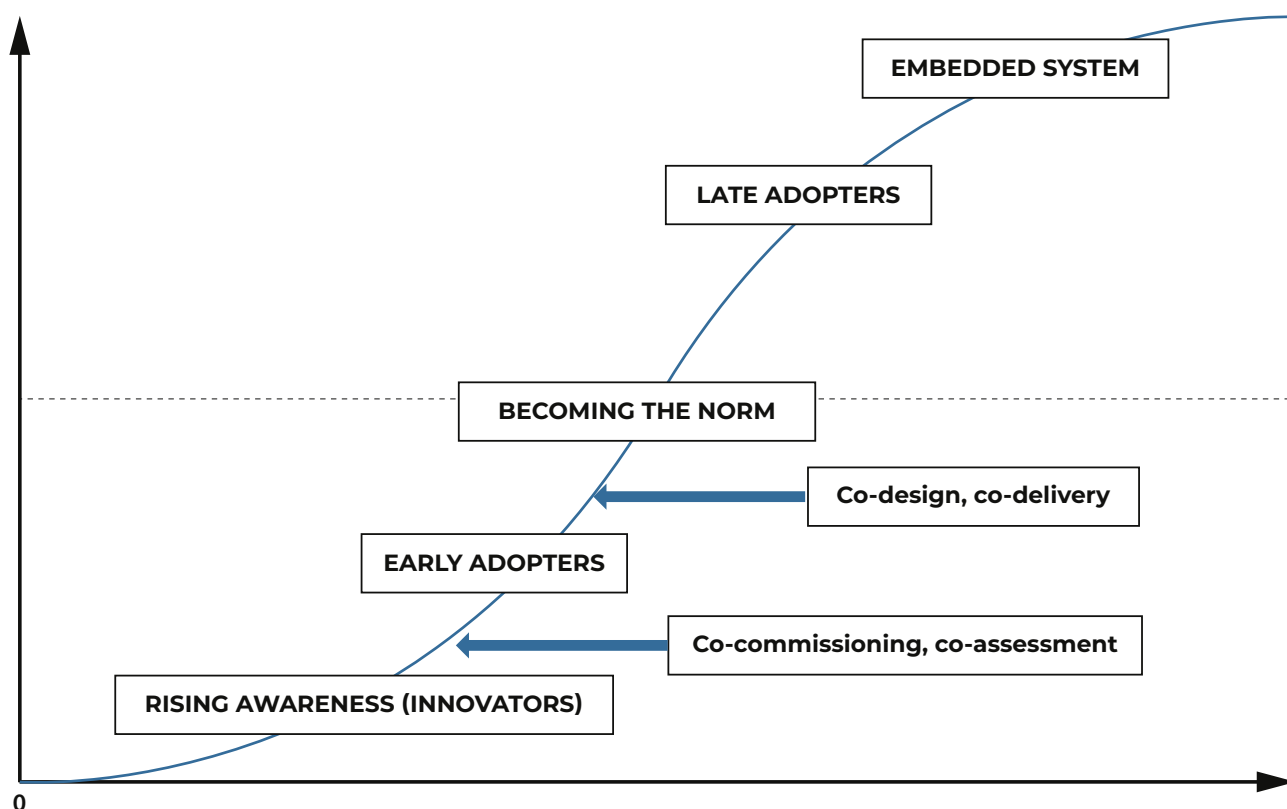
Types of option for future SEND co-production in Birmingham

From our consultation with these diverse stakeholders, we have developed a wide range of options for future SEND co-production in Birmingham, which we have grouped into five categories:

- Options for developing more effective SEND co-production across all 4 Co's
- Options for **co-commissioning**
- Options for **co-design**
- Options for **co-delivery**
- Options for **co-assessment**

The final stage of this mapping exercise involved working together with the key stakeholders from all sectors to identify with them the options under these headings that they currently regard as a priority for testing, given their commitment to action on co-production, and, where these tests prove to be productive, for inclusion in the overall SEND strategy which is being developed during 2022.

These options will also provide the emerging SEND strategy with a wider range of co-production pathways for longer-term testing and embedding in the policies, strategies and practices of partners in the Birmingham SEND system.

The 'Top Ten' Options for developing more effective SEND co-production

The focus groups and other sources in this mapping exercise have suggested a wide range of initiatives for developing more effective SEND co-production in Birmingham, going well beyond existing practices. We group them here under ten headings. In the following sections, we give a short summary of the potential initiatives on which they are based and more detail on the relevant recommendations from stakeholders consulted.
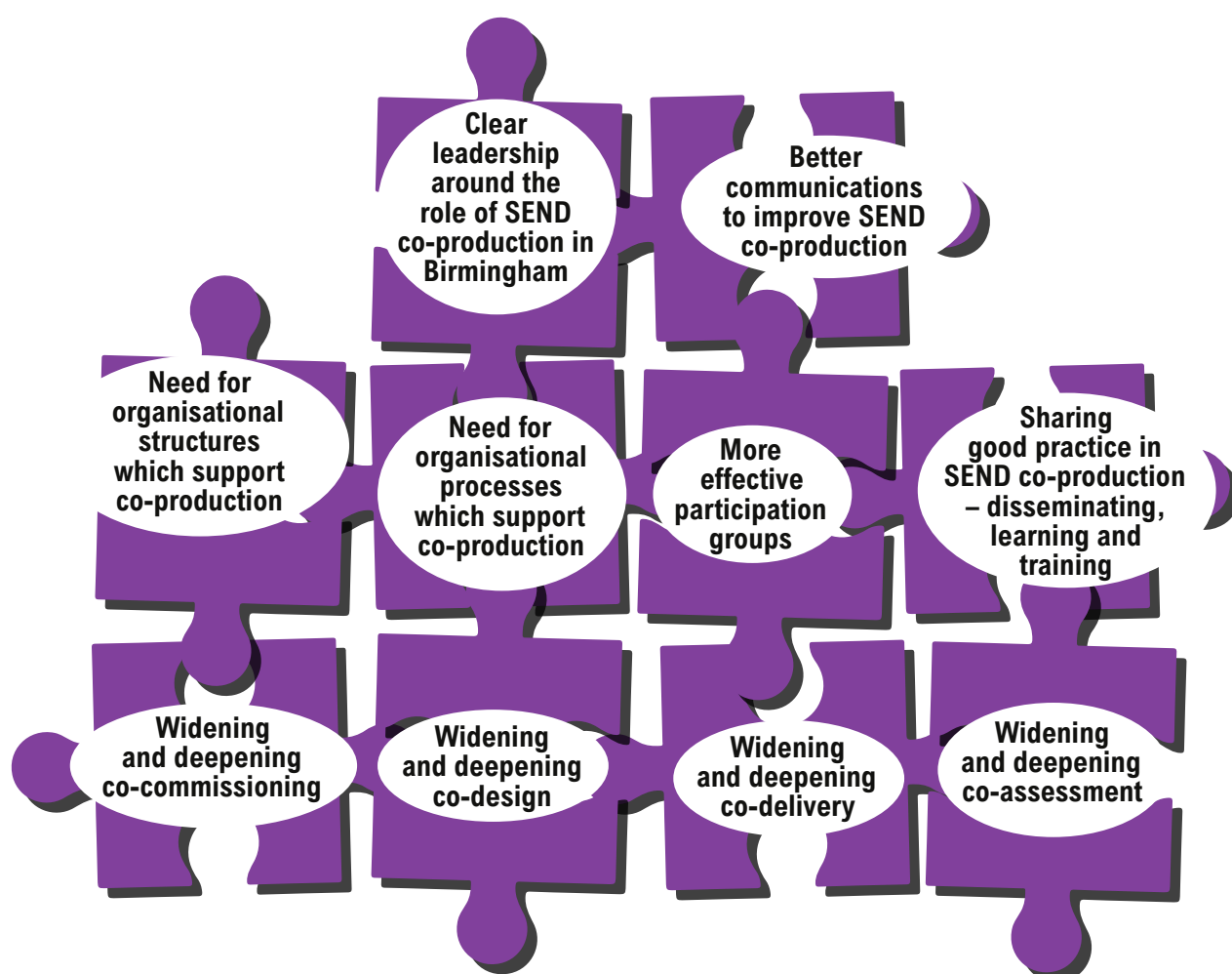
1. Clear leadership around the role of SEND co-production in Birmingham
2. Better communications to improve SEND co-production
3. Need for organisational structures which support co-production
4. Need for organisational processes which support co-production
5. More effective participation groups to cover all 4 Co's of SEND co-production
6. Sharing good practice in SEND co-production – disseminating, learning and training
7. Widening and deepening co-commissioning

8. Widening and deepening co-design
9. Widening and deepening co-delivery
10. Widening and deepening co-assessment

In the diagrams which follow, we suggest that the different options form a jig-saw, together providing an outline of what can be achieved by thorough use of co-production. However, it will be clear that the pieces of the jigsaw will not always fit together perfectly – and we also leave open the likelihood that more pieces will be suggested and developed over time.

Figure 2. The main options for future SEND co-production in Birmingham

1. Clear leadership around the role of SEND co-production in Birmingham

Puzzle pieces: Lead a NEW CO-PRODUCTION CULTURE · SET GUIDELINES for SEND Co-production · SET LIMITS to SEND co-production · DELEGATE AUTHORITY for SEND co-production · BALANCE THE EXPECTATIONS of citizens and organisations from co-production · Clear leadership around the role of SEND co-production in Birmingham · Allow more co-production EXPERIMENTATION AT LOCAL LEVEL

Discussions in the focus groups and in the parent carer engagement events highlighted the importance of leadership to the future success of co-production. This was seen not simply as leadership from the top of the partnerships and organisations in the SEND system in Birmingham but, more generally, as leadership at all levels, including in the community.

Key options were therefore identified as:

Lead a new co-production culture: Leaders at all levels of the SEND system need personally to demonstrate a commitment to working together with children, young people, parents and carers in all aspects of their services which impact on better outcomes for SEND individuals and families.

Set guidelines for SEND Co-production: Leaders need to ensure that a clear Co-production Framework is in place, that it is widely followed, and that action is taken where it is not followed.

Set limits to SEND co-production: While co-production should be the default option for SEND services, it needs to be clear where it is less important (e.g. in emergency service delivery).

Delegate authority for SEND co-production: For leadership of co-production to work effectively throughout the SEND system, leaders at lower levels in the partnership need to have appropriate authority to decide on co-production initiatives and to implement them.

Allow more co-production experimentation at local level: In the complex environment and circumstances of SEND individuals and families, learning comes at least as much from emergent experience as from prior planning – innovation and experimentation are therefore essential.

Balance the expectations of citizens and organisations from co-production: It is essential that co-production approaches respect the outcomes desired by both citizens and by public service organisations, rather than allowing one or other set of outcomes to be dominant.
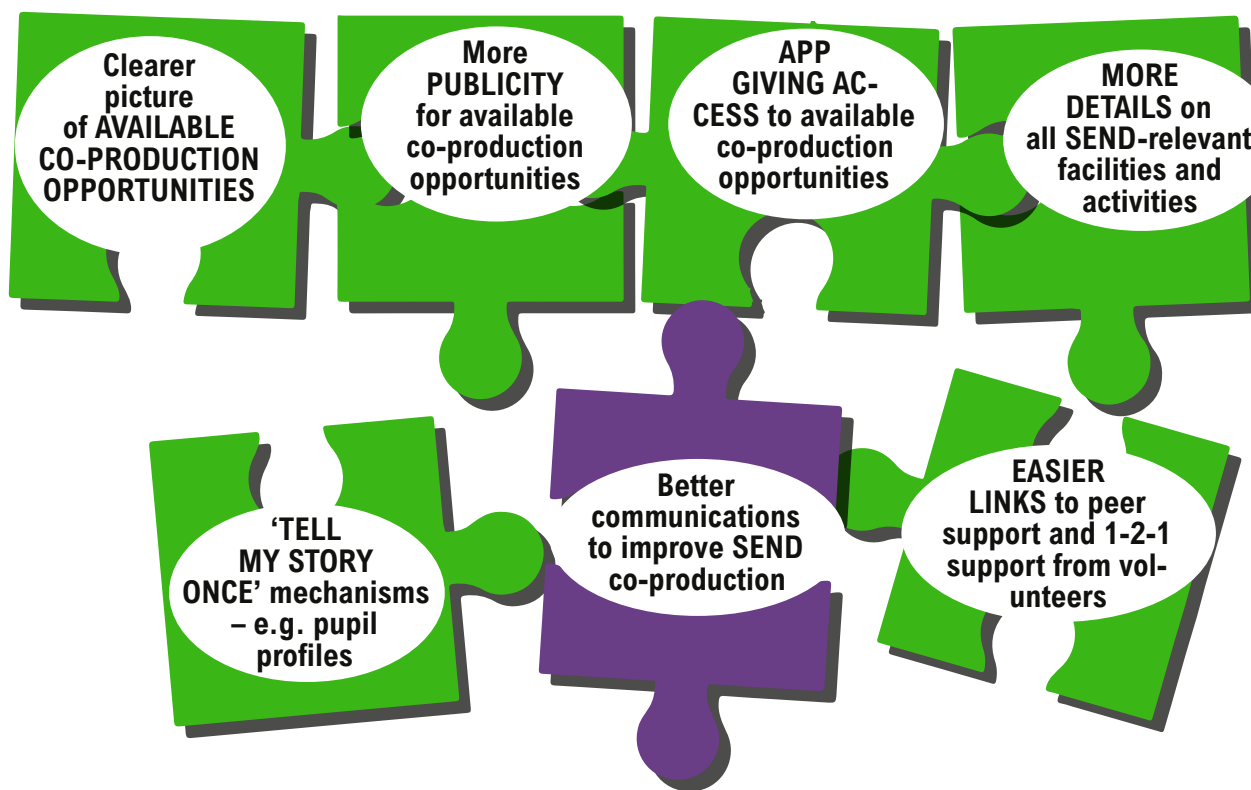
Table 1. Options for clear leadership around the role of SEND co-production in Birmingham

Category of co-production leadership	Current or recent Birmingham examples of clear leadership around the role of SEND co-production	Relevant recommendations from focus groups and parent carer engagement events
Lead a new co-production culture	CoDesign1	It is essential that the people involved at a senior level in SEND in Birmingham are not only committed to changing the culture towards co-production and away from an 'Us and Them' outlook but also are SEEN to be committed (Parent Carer FG).
Set limits to SEND co-production		People who are especially suited to be co-producers are not always representative of all the community, or even those with similar experiences, so co-production is always just one approach to meeting people's needs (Community Engagement FG).
Set guidelines for SEND co-production	CoComm3	There needs to be leadership in setting the guidelines and writing the documentation around co-production – Heads of Service must take responsibility for this (Social Care FG).
Delegate authority for SEND co-production		There is too little delegated authority for co-production in Birmingham: getting sign-off is time consuming across health, the council and BCT (Parent Carer FG).
Allow more co-production experimentation at local level	CoDel10 CoComm7	It doesn't make sense to be risk averse where the current system isn't working. So, the Birmingham SEND system must take some risks – and people at local level are best placed to experiment with co-production (Education & Learning FG).
Balance citizen and organisational expectations from co-production	CoDel17	When seeking views from children, young people, parents and carers, it needs to be clear that subsequent decisions have also to work for the public service organisation – it's about balance and managing expectations on both sides (Health FG).

Note: The current and recent examples of SEND co-production in Birmingham quoted in the tables in this report come from the first report from the mapping study – *Mapping SEND Co-production in Birmingham* (February 2022). The tables here give the code number of each co-production initiative included in that report – a full list of these initiatives, with their code numbers, can also be found in the Appendix of this report.

2. Better communications to improve SEND co-production

Clearer picture of AVAILABLE CO-PRODUCTION OPPORTUNITIES

More PUBLICITY for available co-production opportunities

APP GIVING AC-CESS to available co-production opportunities

MORE DETAILS on all SEND-relevant facilities and activities

'TELL MY STORY ONCE' mechanisms – e.g. pupil profiles

Better communications to improve SEND co-production

EASIER LINKS to peer support and 1-2-1 support from vol-unteers

Clearer picture of available co-production opportunities: The silo nature of current co-production initiatives needs to be overcome, which entails mainte-nance of a clear picture of co-production across the SEND system, developing and updating the initial report on *Mapping SEND Co-production* (February 2022).

More publicity for available co-production opportunities: For maximum take-up of co-production opportunities, these opportunities need to be widely shared – mechanisms such as the SEND Local Offer website need to be more widely and successfully publicised to all in the SEND system.

App giving access to available co-production opportunities: One way of achieving more publicity for available co-production approaches, especially for younger and tech-savvy people, could be an easy to use app for mobile phones and other devices.

More details on all SEND-relevant facilities and activities: For an uptake of SEND co-production opportunities which is high in volume and quality, it is essential that parents and carers have clear information about SEND-relevant services, support and other activities – information is needed on all relevant details (location, timing, accessibility, availability of food and drinks, changing facilities etc.)

Easier links to peer support and 1-2-1 support from volunteers: Many SEND co-production activities succeed because of the strength of support from peers and volunteers, but there is a lack of 'matchmaking' mechanisms to ensure that SEND individuals and families are matched to appropriate peer support and volunteers – improved mechanisms need to be developed, tested and included in the Local Offer and App,.

'Tell my story once' mechanisms – e.g. pupil profiles: Given the widespread complaint from parents and carers about the need to 'tell my story' repeatedly, mechanisms which allow for 'telling my story once only' need to be developed, tested and compared – ideally with a view to one such mechanism being adopted across the SEND system and integrated with mechanisms such as the EHCP, Hospital Passport, etc.

Table 2. Options for better communications to improve SEND

co-production in Birmingham

Category of options for better SEND communications	Current or recent Birmingham examples of better SEND communications	Relevant recommendations from focus groups and parent carer engagement events
Clearer picture of available co-production opportunities	CoDesign17	Both parents and public service organisations need to better understand what provision is available across the city – and what opportunities for co-production are (or could be) offered by these providers (Sport & Leisure FG).
More publicity for available co-production opportunities		All organisations involved in SEND should work together to publicise co-production initiatives and opportunities across all community and organisational networks, not just their own (Community Engagement FG). Promotion and publicity of the workshops should have the largest possible reach to parent and carers of children and young people (Parent carer engagement events)
App giving access to available co-production opportunities		It would be valuable if there was an app which people could download to find out what is available that is relevant for SEND children and families and what their options are (Sport & Leisure FG).
More details on all SEND-relevant facilities and activities	CoDesign17	Parents need to know about opening and closing times of SEND-relevant offers, their charges, availability of food, drinks, availability of 1-2-1 staff support (e.g. sign language) and outreach work in community facilities (Sport & Leisure FG).

Category of options for better SEND communications	Current or recent Birmingham examples of better SEND communications	Relevant recommendations from focus groups and parent carer engagement events
Easier links to peer support and 1-2-1 support from volunteers	CoDel5	1-2-1 support can come from volunteers as well as from professionals, e.g. through befriending initiatives. For young people wishing to meet with other young people, social media apps (e.g. MeetUp) may be best (Parent Carer FG).
'Tell my story once' mechanisms – e.g. pupil profiles	CoDesign13	Mechanisms such as co-designed and co-written pupil profiles should be used to reduce the need for children, young people and parents to keep telling their story (Education & Learning FG).

3. Need for organisational structures which support co-production

Co-production embedded in job descriptions: As co-production should now be the default 'business-as-usual' approach, it needs to be built into the job description of all citizen-facing staff in the SEND system.

Co-production embedded in accountability mechanisms: All performance measurement, reporting and management mechanisms in the SEND system need to address the extent to which co-production, in all its forms, is being undertaken effectively.

Officers responsible for monitoring co-production: While co-production must quickly become 'business-as-usual' for all SEND services and support systems, in the interim period it would be valuable to have staff specifically tasked to promote and co-ordinate co-production, to monitor how well it is being achieved and to follow up poor implementation.

More appropriate resources for co-production: Although co-production mobilises extra resources and assets to complement public services, in the form of contributions from children, young people, parents and carers, it will usually need extra funding, at least in the kick-off stages of new initiatives.

Pooled inter-agency budget for co-production initiatives: To overcome the silo nature of current co-commissioning, co-design, co-delivery and co-assessment initiatives, it would be valuable to have a pooled budget across all agencies for new co-production initiatives to encourage holistic approaches. In line with practice in other contexts, this could, for example, come from top-slicing a percentage of the SEND budgets of all commissioning organisations in Birmingham.

More stable funding for co-production initiatives: Many co-production initiatives suffer from single year funding, often announced late – more multi-year funding of the most effective initiatives is needed.

More school/community partnerships: Schools are already the hubs for many community activities but could work more systematically with local people and community organisations to ensure they have better links to community support and activities which can help them to improve their outcomes.

More sharing of facilities and joint co-production activities: Many current SEND-relevant public sector and community facilities are relatively underused – more needs to be done to open them up to community use, especially where parents, carers and young people can help to run them.

Table 3. Options for organisational structures which support SEND co-production in Birmingham

Category of options for organisational structures	Current or recent Birmingham examples of improving SEND structures	Relevant recommendations from focus groups and parent carer engagement events
Co-production embedded in job descriptions		The role of co-production should be embedded in job descriptions and the accountabilities of organisational units (Health FG).
Co-production embedded in accountability mechanisms	CoAssess1	Better KPIs for SEND co-production are needed (Education & Learning FG) – and these KPIs should be built into contract monitoring (Sport & Leisure FG).
Officers responsible for monitoring co-production		There needs to be specialised principal officers for children in care with responsibility for checking whether co-production has happened, and having the authority to put co-production in place, where it isn't happening (Social Care FG).

Category of options for organisational structures	Current or recent Birmingham examples of improving SEND structures	Relevant recommendations from focus groups and parent carer engagement events
More appropriate resources for co-production		More appropriate resources for SEND co-production are needed, including public sector funding and other support (e.g. admin) (Community Engagement FG).
Pooled inter-agency budget for co-production initiatives		It would be better if community groups were funded from a pooled inter-agency budget, so they are not seen as 'agents' of the council or NHS (Parent Carer FG).
More stable funding for co-production initiatives		Stability of funding is key, so community organisations can foster co-production with citizens – annual funding, notified only at the last moment, reduces cost-effectiveness of community provision (Community Engagement FG).
More school/community partnerships	CoComm5	School/community partnerships could connect community initiatives and use school facilities more intensely – schools already leading in this should have more publicity and other such partnerships should be piloted (Sport & Leisure FG).
More sharing of facilities and joint co-production activities		Leisure organisations need to be willing and able to share their facilities and to share information about available opportunities (Sport & Leisure FG).

Co-ordination of all youth participation inputs: The recent survey of co-production in Children's Services in Birmingham (BCT, 2022) identified 16 youth participation groups, some of which are SEND-oriented. More co-ordination of their activities would allow the SEND system to make the most of the valuable resources embedded in these groups and allow their members to undertake activities more relevant to them.

Co-ordination of all parent carer participation inputs: As identified in the first mapping report, there are also many parent carer support groups, some of which are SEND-oriented. More co-ordination of their activities would allow the SEND system to make the most of the valuable resources embedded in these groups and allow their members to undertake activities more relevant to them.

Portfolio of approved incentives for co-producing citizens: The current approach to giving incentives to children, young people, parents and carers who take part in co-production initiatives is fragmented and uncoordinated – a system-wide approach would be fairer and would be likely to increase the range of co-production activities to which SEND children, young people and families contribute.

Co-production clearly specified in service delivery pathways: While co-production is widely accepted as important in SEND services and support, it is often

unclear to staff and to SEND individuals and families what it might mean in practice – clear specification is needed of how co-production might fit into each service.

More evidence on effectiveness of co-production: To convince decision makers – but also staff, children, young people, parents and carers – that co-production activities are worthwhile, more evidence is needed on how effective they can be, so more evaluation is needed, the results need to be widely publicised, and lessons need to be learnt (and gathered from elsewhere) on which types of co-production are most effective.

Better KPIs for SEND co-production: To track the progress of SEND co-production and to provide longer term evidence on its effectiveness, appropriate KPIs need to be developed, monitored and reported, particularly in the services where SEND co-production is most practised and where experiments are being undertaken to increase it.

Table 4. Options for organisational processes which support SEND co-production in Birmingham

Category of options for organisational processes	Current or recent Birmingham examples of improved SEND processes for co-production	Relevant recommendations from focus groups and parent carer engagement events
Co-ordination of all youth participation inputs		The SEND system should coordinate the inputs requested from young people, share them widely across services for which they are relevant, and keep inputs requested to realistic levels (Youth Participation FG).
Co-ordination of all parent carer participation inputs	CoComm4	The SEND system should coordinate the inputs requested from parents and carers, share them widely across services for which they are relevant, and keep inputs requested to realistic levels (as in Youth Participation FG).
Portfolio of approved incentives for co-producing citizens		There should be a portfolio of pre-approved options for incentives which people who co-produce can pick from, since people differ widely in their preferences around incentives, with some preferring financial incentives (bearing in mind the potential impact on benefits), while others may be more interested in social contact or peer support (Youth Participation FG).

Category of options for organisational processes	Current or recent Birmingham examples of improved SEND processes for co-production	Relevant recommendations from focus groups and parent carer engagement events
Co-production clearly specified in service delivery pathways	CoDel5	Leisure commissioners should make providers responsible for enhancing SEND provision, perhaps even as a contractual obligation, along with the expectation of greater co-production with users (Sport & Leisure FG). Staff in social care should be more aware of what is happening in education, and vice versa, so that both can understand the different pathways to outcomes which are available and, in particular, the opportunities for co-production along these pathways (Social Care FG).
More evidence on effectiveness of co-production		There needs to be more evidence on the effectiveness of SEND co-production initiatives (Community Engagement FG) and clearer specification of pathways to outcomes from co-production (Sport & Leisure FG).
Better KPIs for SEND co-production		Better KPIs for SEND co-production need to be developed, e.g. to avoid schools being turned into 'exam factories' by DfE accountability mechanisms (Education & Learning FG) – and these KPIs should be built into contract monitoring (Sport & Leisure FG).

5. More effective participation groups to cover all 4 Co's of SEND co-production

CO-PRODUCTION REACHING OUT, NOT JUST 'BRINGING IN'

More DIVERSE MEMBERSHIP of participation groups

Setting up PARTICIPATION GROUPS AS SOCIAL OCCASIONS

Greater use of SCHOOL COUNCILS AND REFERENCE GROUPS

BALANCING VIEWS from young people and parent carers

More effective participation groups to cover all 4 Co's of SEND co-production

More INCLUSIVE mechanisms for the 'hard to reach'

Rolling organisational programmes of 'BRINGING YOUTH IN'

Co-production reaching out, not just 'bringing in': As well as inviting SEND individuals and families to help to contribute to current SEND services and support, more outreach initiatives are needed, through which public service organisations help children, young people, parents and carers to achieve better outcomes from their everyday activities, e.g. through personal development, healthier lifestyles, more social interaction, etc.

More diverse membership of participation groups: To mobilise the full range of capabilities in the community, more efforts need to be made to ensure more diverse participation in co-production activities on the part of children and young people and on the part of parents and carers.

Setting up participation groups as social occasions: Given that many people highlight the value they place on the social side of their co-production activities, it would be valuable to have more co-production activities in which include opportunities to develop social connections, such as coffee breaks, discussion groups, joint projects, etc.

Greater use of school councils and reference groups: SEND co-production could be more systematically built into the current system of school councils;

moreover, school reference groups, as developed by PAUSE, could be set up more widely.

Rolling organisational programmes of 'bringing youth in': More organisations could develop and refine programmes to bring in young people to their operations, both for work experience and for gaining their insights, in the way recently demonstrated by the apprenticeship programme in Birmingham Children's Trust.

More inclusive mechanisms for the 'hard to reach': Most co-production initiatives admit that they have had only limited success in bringing in the 'hard to reach' – more innovation is needed on ways to achieve this.

Balancing views from young people and parent carers: Since the views of young people often diverge from those of their parents or carers, mechanisms need to be found which help to find a way forward agreeable to both sets of people, so that children, young people and families can undertake more concerted action.

Table 5. Options for participation groups which support SEND co-production in Birmingham

| Category of options for more effective participation groups	Current or recent examples of making participation groups more effective	Relevant recommendations from focus groups and parent carer engagement events
Co-production reaching out, not just 'bringing in'	CoDesign2	Public services need to reach out to existing groups and meet them where they can naturally be found – not just in hospitals and schools but in other places, too, such as cafes, community centres, sports centres, arts venues, etc. (Youth Participation FG).
More diverse membership of participation groups		Membership of participation groups should mirror as much as possible the diversity in the group they represent, which is still not the case (Youth Participation FG). Greater representation might also come through specific co-production initiatives having representatives from across Birmingham's participation groups (Health FG).
Setting up participation groups as social occasions		Making groups work is often eased by setting them up as social occasions, in which social relationships can be developed as an important first step (Parent Carer FG).
Greater use of school councils and reference groups		More use could be made of school councils to further the SEND agenda, perhaps also working across each school consortium (Youth Participation FG) and a pupil reference group in each school would be valuable (Education & Learning FG).

Category of options for more effective participation groups	Current or recent examples of making participation groups more effective	Relevant recommendations from focus groups and parent carer engagement events
Rolling organisational programmes of 'bringing youth in'	CoDesign16	Organisations should have a rolling programme of bringing in young people, either informally or formally, who can continuously provide the voice of young people – e.g. through paid youth apprenticeships, supported work experience, open days, projects run with schools/colleges, etc. (Youth Participation FG).
More inclusive mechanisms for 'hard to reach'		It is important to include parents who are not part of the BPCF or other groups, since their views count, too – all parent groups need to communicate with each other, and their outputs need to be fed into the system (Parent Carer FG). More engagement is needed with seldom-heard community groups, e.g. women with learning disabilities, asking how to make engaging with the SEND system easier, and how they can help to deliver changes (Community Engagement FG).
Balancing views from young people and parent carers		Views from youth participation groups should be compared with those from parent carer groups – no single group should dominate the others, but all groups should make significant contributions to joint decisions and actions (Youth Participation FG).

6. Sharing good practice in SEND co-production – disseminating, learning and training
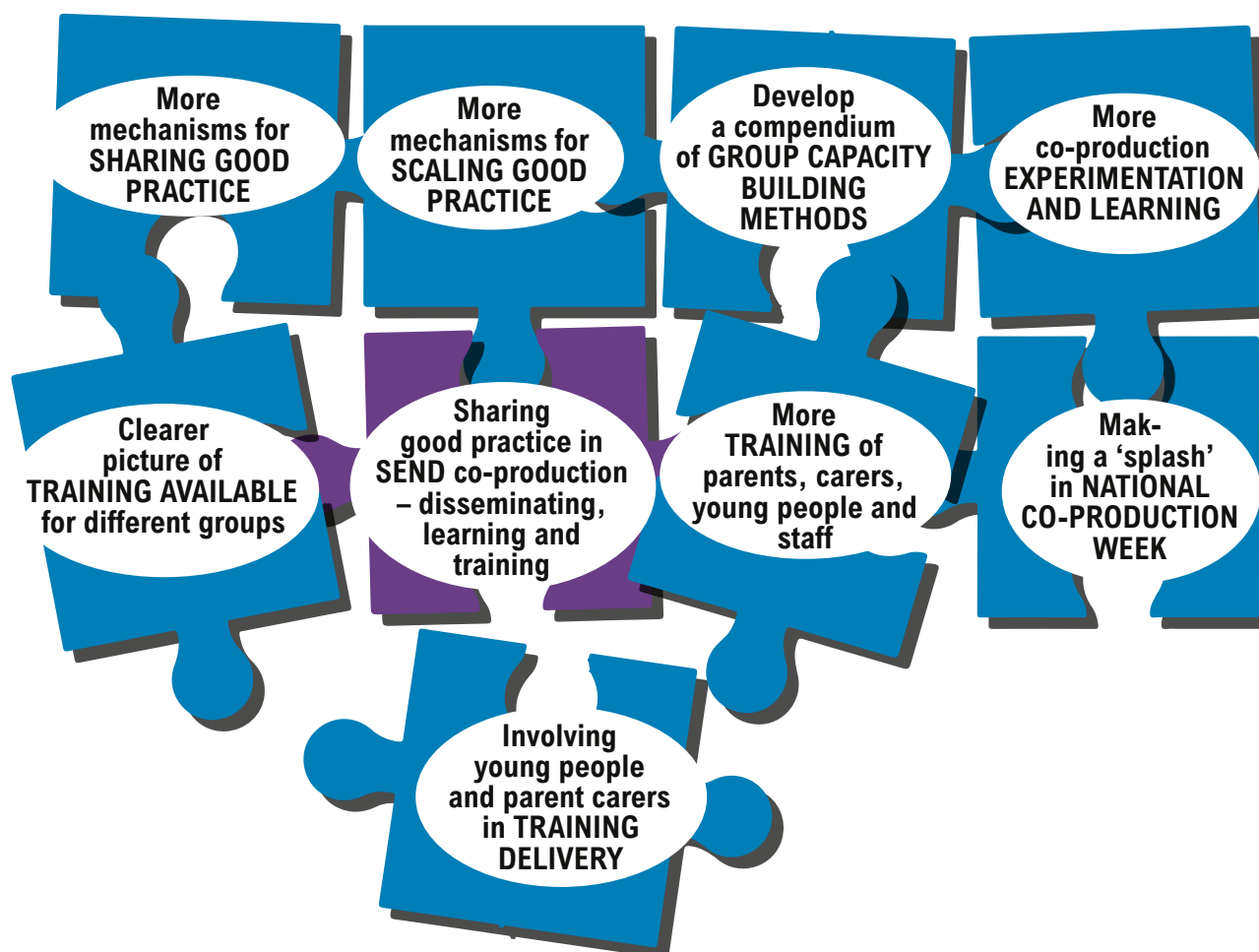
More mechanisms for sharing good practice: Most current SEND co-production initiatives in Birmingham are known only to a small number of people; better mechanisms for sharing good practice are needed – for example, an annual award scheme for co-production initiatives seen to be especially valuable, with nominated initiatives judged by a panel of children, young people, parents and carers, together with staff.

More mechanisms for scaling good practice: Where SEND co-production initiatives are seen to be effective, there needs to be better mechanisms, including funding sources, to allow them to be scaled more widely.

Develop a compendium of group capacity building methods: A key element of co-production is capacity building for children, young people, parents and carers, and for the groups in which they participate – a compendium of ways

in which capacity building can be undertaken would be very helpful to such groups.

More co-production experimentation and learning: To learn the lessons from current effective SEND co-production approaches, organisations need to experiment with building these lessons into their own practices.

Making a 'splash' in National Co-production Week: The opportunity of National Co-production Week gives SEND organisations the chance to promote their own co-production approaches more widely, while also learning from innovative practice elsewhere.

More training of parents, parent carers, young people and staff: Goodwill towards co-production is not enough – people need to understand how to implement co-production practically, which requires timely training in the different contributions they can make to co-commissioning, co-design, co-delivery and co-assessment.

Involving young people and parent carers in training delivery: Where co-production training is undertaken, it is especially likely to be convincing and effective when young people and parent carers themselves help to deliver it.

Clearer picture of training available for different groups: There needs to be a register of co-production training available for different groups – ideally, this should be centrally compiled, updated and promoted (including on the SEND Local Offer and App), so that it can encourage cross-sector provision of and participation in co-production training.

Table 6. Options for sharing good practice in SEND co-production – disseminating, learning and training

Category of options for sharing good practice in SEND co-production	Current or recent Birmingham examples of sharing good practice in SEND co-production	Relevant recommendations from focus groups and parent carer engagement events
More mechanisms for sharing good practice	CoComm4	Co-production in Birmingham is generally done in 'pockets' and doesn't get widely known – mechanisms are needed for sharing good practice (Education & Learning FG) and reflecting on what has worked well (Social Care FG). An awards scheme for successful co-production approaches would increase awareness (Co-production champions Task and Finish Group).
More mechanisms for scaling good practice		The system is fractured – lots of different groups without much cross fertilisation. There needs to be a mechanism in the city for scaling ideas to allow them to have a wider positive impact (Education & Learning FG).

Category of options for sharing good practice in SEND co-production	Current or recent Birmingham examples of sharing good practice in SEND co-production	Relevant recommendations from focus groups and parent carer engagement events
Develop compendium on group capacity building methods		There is a need for a compendium of ideas about how to build capacity in groups, to help people to kickstart and speed up the process (Parent Carer FG).
More co-production experimentation and learning	CoComm7	There is a need to try out new approaches to co-production; recognising that there are no guarantees that these will work, it will be important to experiment and learn, to see which approaches to co-production work better (Social Care FG).
Making a 'splash' in National Co-production Week		It would great to use the opportunity of National Co-production Week (usually in early July, organised by SCIE – see https://www.scie.org.uk/co-production/week) to get commissioners out of their offices and into the community for a day to find out what is actually going on in SEND co-production in Birmingham.
More training of parents, carers, young people and staff	CoDesign1	Behaviour change on the part of professionals is essential – it will require time and training (Parent Carer FG). There needs to be more training of staff, parents, carers, and young people in practical co-production (Community Engagement FG).
Involving young people and parent carers in training delivery	CoDel8	Involving young people in the development and delivery of co-production training may be particularly effective (Youth Participation FG).
Clearer picture of training available for different groups		There is currently no clear picture of what training is needed and what is available for those people who may benefit from being trained to become involved in co-production – not only staff but also young people, parents and carers (Health FG).

7. Widening and deepening co-commissioning
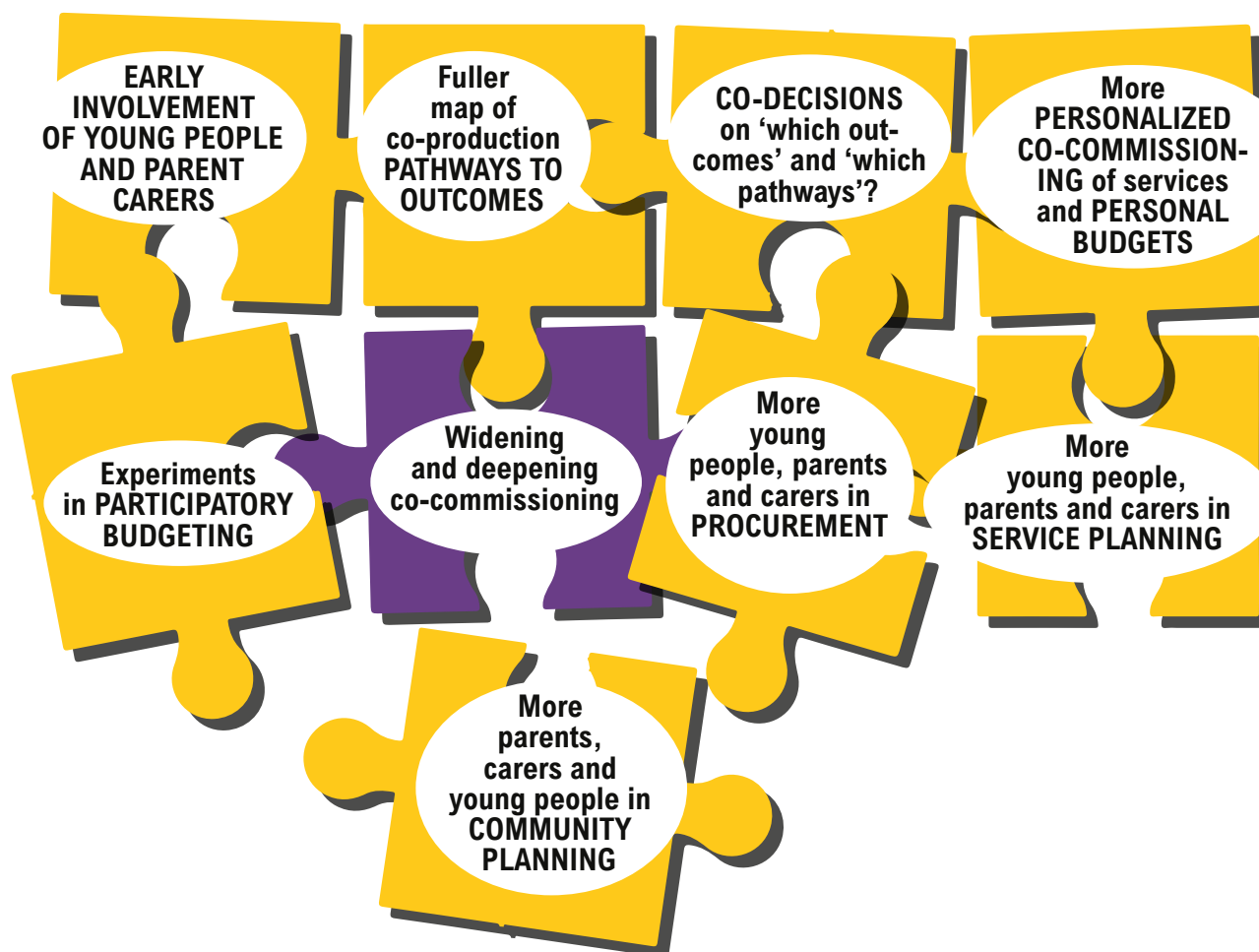
Early involvement of young people and parent carers: Since commissioning determines the shape of the whole service and support system, SEND services could demonstrate more meaningful inputs from children, young people, parents and carers from the early stages of the commissioning cycles.

Fuller map of co-production pathways to outcomes: For commissioners to understand the full scope for SEND co-production, clearer pathways to outcomes need to be constructed, showing how co-production might add value to existing pathways and the potential for new co-production-based pathways which improve outcomes.

Co-decisions on 'which outcomes?' and 'which pathways?': The views of children, young people, parents and carers on priorities are essential to help decide 'which outcomes?' and 'which pathways to outcomes' are most important in the commissioning cycle.

More personalised co-commissioning of services including personal budgets: Many SEND commissioning decisions can be made more appropriately by children, young people and families themselves, in a 'micro-commissioning' process allowing personalisation of the commissioning of services and support, sometimes including having a personal budget to be spent on SEND-relevant activities as they wish. Such person-centred care needs to go beyond meeting people's needs by mobilising also their capabilities, using a reliable capabilities assessment tool.

More young people, parents and carers in service planning: In services where micro-commissioning is not practiced, so planning decisions are made centrally about services, it is essential that these decisions take account of both the views and capabilities of children, young people, parents and carers.

More young people, parents and carers in procurement: Procurement of SEND services should be informed by the lived experience of children, young people, parents and carers, e.g. through representation on procurement committees and interview panels for provider selection.

More parents, carers and young people in community planning: Inputs from young people and families with SEND are needed in the planning of communities at district and neighbourhood levels to ensure that their needs and capabilities are taken into account.

Experiments with participatory budgeting: In line with participatory budgeting models across the world, the Birmingham SEND system could set up mechanisms whereby its target groups could prioritise the services they receive.

Table 7. Options for future SEND co-commissioning

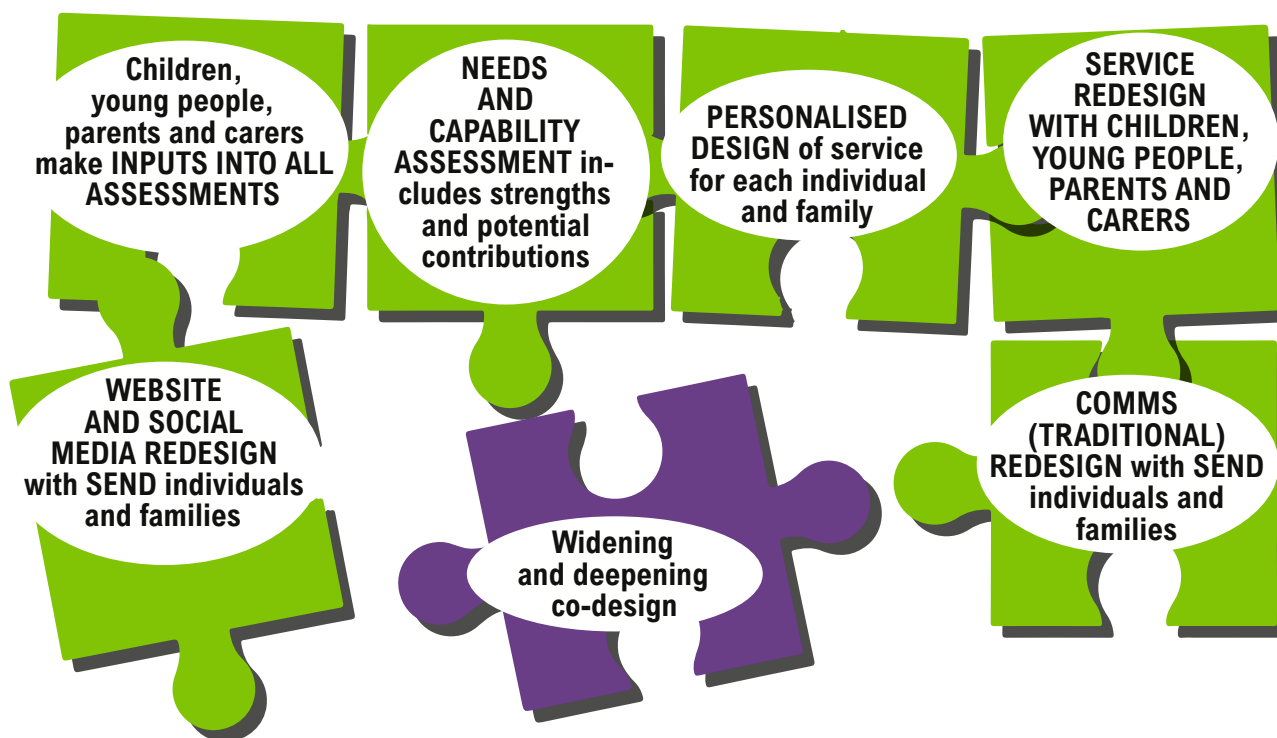| Category of co-commissioning	Current or recent Birmingham examples of SEND co-commissioning	Relevant recommendations from focus groups and parent carer engagement events
Personalised commissioning	Person-Centred Reviews by Pupil and School Support Service (CoDesign1) Short Breaks for Parents and Carers (CoComm6)	'Home and School Plans', in which parents, carers, children and young people are involved, to achieve more joined up working between SEND services (Health FG). More use of mechanisms such as service 'passports', kept up to date by the child and family, to ensure "telling the story once only" – and telling it accurately (Social care FG). Commissioning must get away from the 'standard offer', a one-size-fits-all-approach – commissioned activities need to be social, enjoyable and sustainable (Sport & Leisure FG).

Category of co-commissioning	Current or recent Birmingham examples of SEND co-commissioning	Relevant recommendations from focus groups and parent carer engagement events
Service planning involving service users from relevant groups	Preparation for Adulthood – Transition strategy (CoComm1) Involvement of YES! Group in PfA and other commissioning strategies in Birmingham City Council (CoComm2) Birmingham Parent Carer Forum (CoComm3) Strategic Health Parent and Carer Forum for SEND (CoComm4) Parent Survey to Inform Developing Local Provision Project (CoComm5) Birmingham Children and Families Vision co-produced by Birmingham Young Researchers (CoComm8)	Children's Champions for each SEND and mainstream service, as currently being developed by BCHC, could in future include not only professionals, as at present, but also service users in the co-commissioning of services (Health FG). A stakeholder group of parents with experience of autism, learning and sensory needs could participate in commissioning of services (Education and Learning FG). SEND-relevant groups and community enterprises in Birmingham could be more closely involved from start of decision-making process on sports and leisure, so the right provision is commissioned and delivered for the people who need to use it (Sport and Leisure FG). In the re-examination of the SEND Joint Commissioning Strategy, a non-Executive Director could have the remit for co-production in each organisation (Health FG).
Procurement decisions involving service users and community members		Children, young people, parents and carers playing an influential role in procurement decisions, e.g. determination of specifications (including role of co-production in services), selection of providers. (For an example of young people participating in procurement of an emotional and mental health community offer see tameside.moderngov.co.uk)
Stronger role of SEND children, young people and families in neighbourhood community planning		Leisure providers would gain from working more closely with SEND groups in the community to ensure provision well-suited to needs of SEND children, young people, parents and carers in their area. This would also help to widen the range of groups using leisure facilities (Sport & Leisure FG). Commissioners of SEND-relevant services need closer community links, to see what is going on and to work more closely with grass roots organisations (Sport and Leisure FG).
Participatory budgeting	Personal Budgets for Carers (CoComm7)	Funding from a SEND budget, pooled across agencies, might help joined-up working – some of this pooled budget might be bid for by citizen-led projects, with the choice between projects made by children, young people, parents and carers (Health FG).

8. Widening and deepening co-design

Children, young people, parents and carers make inputs into all assessments: Since the assessment approach determines the shape and design of the service and support experienced by SEND individuals and families, services need to demonstrate more meaningful inputs from children, young people, parents and carers into the assessment process so that services and support are better suited to their needs.

Needs and capability assessment includes strengths and potential contributions: Each needs assessment tool used in the Birmingham SEND system could include a systematic and thorough capabilities assessment tool for probing the strengths, assets and resources – in short, the potential contributions – of children and young people with SEND, and parents and carers.

Personalised design of service for each individual and family: Many decisions about the design of SEND services could be made more appropriately by children, young people and families themselves, in a personalised design process. Such person-centred care needs to go beyond designing services which simply meet people's needs, by also mobilising their capabilities, using a reliable capabilities assessment tool.

Service redesign with children, young people, parents and carers: In services where personalised design is not practiced, so decisions are made centrally about the design of the services, it is essential that these decisions take account

of both the views and potential contributions of children, young people, parents and carers.

Comms (traditional) redesign with SEND individuals and families: SEND services and support activities could seek more meaningful inputs from children, young people, parents and carers to the design of traditional communication media, such as newsletters, advertisements, posters, letters, etc to make them more attractive, informative and relevant to the intended audience.

Website and social media redesign with SEND individuals and families: SEND services and support activities could seek more meaningful inputs from children, young people, parents and carers to the design of the Local Offer website and social media, such as webpages, vlogs, webinars, video calls, Twitter feeds, Facebook pages, Instagram posts, etc.

Table 8. Options for future SEND co-design

Category of co-design	Current or recent Birmingham examples of SEND co-design	Relevant recommendations from focus groups and parent carer engagement events
Personalised design	Person-Centred Reviews by Pupil and School Support Service (CoDesign1) Person-centred reviews in EHCP process at Longwill Special School for Deaf Children (CoDesign2) Birmingham Social Emotional Mental Health (SEMH) Pathfinder for Early Help (CoDesign3) Freedom to Fly Parent Carer Support Group (CoDesign9) Autism Confident Course (CoDesign10) Birmingham Virtual School (CoDesign11) SEND Key Worker Pilot (CoDesign12)	More parent carer involvement in EHCP meetings, annual reviews and paperwork (Parent Carer engagement events) Co-design of post-diagnosis pathways and support (Parent Carer engagement events) Making SENAR more parent friendly (Parent Carer engagement events) As capability assessment is central to co-production, and needs appropriate tools and a system for implementing them, needs assessment systems around SEND should probe the special assets, capabilities, skills, talents and gifts – in short, the potential contributions – of service users, their parents and carers and other community members in their network, learning lessons from capability assessment tools in other public agencies and from local initiatives such as the hospital passport (Community Engagement FG). Given that there certainly isn't a 'one-size-fits-all' approach to involving parents and carers, a compendium is needed of all possible approaches, so that the one that is right for a particular family can be chosen (Education and Learning FG). Collaborative approach to planning to prepare for adulthood (Parent Carer engagement events)

Category of co-design	Current or recent Birmingham examples of SEND co-design	Relevant recommendations from focus groups and parent carer engagement events
		Given the importance – and often the difficulty – of the transition to adulthood by SEND young people, there is a need actively to ensure that timely connections are made between the young person, school and the wider community, so that they can jointly contribute to planning of the next steps in transition and can co-design appropriate services – this will be a key task for the new integrated team in the Council, bringing together the statutory transitions team and the Preparing for Adulthood team, and focusing on 14–30-year-olds, rather than only those who are '17 and a half' (Sport and Leisure FG).
		Dates, location, and timings of events should specifically take account of parent carer feedback and advice (Parent carer engagement events)
Service redesign	RISE Youth Forum (CoDesign5) Birmingham Wellbeing Youth Forum (CoDesign6) Think4Brum (CoDesign7) Young Parent-Carer Support Group (CoDesign8) Open Houses (CoDesign15) Transformation and Improvement Apprentices Programme (CoDesign16) SEND Accelerated Progress Plan (APP) (CoDesign19)	The SEND system should learn from how University Hospital Birmingham (UHB) is developing a robust Action Plan for SEND, e.g. covering involvement of parents and carers in the design of discharge procedures. Similarly, contact should be made with Solihull Community Health to explore its good practice around involving parents and carers in issues such as hospital discharges (Health FG)
		Children's Champions for each SEND and mainstream service, as currently being developed by BCHC, could in future include not only professionals, as at present, but also service users in the co-design of services (Health FG).
		A stakeholder group of parents with experience of autism, learning and sensory needs is required to co-design services (Education and Learning FG).
		The Birmingham SEND system should learn from the model of integrated care in Canterbury, New Zealand, where pathways are mapped out for children, young people and their families, all the way from prevention to specialist intervention – and these people take part in the construction of the pathways, so that a new pathway doesn't have to be re-created every time interventions are considered (Community Engagement FG).
		Co-design of holiday activities and short breaks (Parent Carer engagement events)

Category of co-design	Current or recent Birmingham examples of SEND co-design	Relevant recommendations from focus groups and parent carer engagement events
Communications redesign (traditional media)	Development of Secondary and Early Years CAT PACs to Support Families' Understanding of Autism – and Updating the Primary Age CAT PAC (CoDesign4) Hospital Passports (CoDesign14) Co-designing interaction of unaccompanied asylum-seeking children with the health system (CoDesign14) Co-designing Parent-Friendly Leaflets Across All SEND Advisory Teams (CoDesign18)	It would be valuable to have opportunities for regular networking around communications issues for professionals with a communications remit across public service organisations, including those working in the SEND community, with a remit which includes sharing of interesting practices in the co-production of communications (Youth Participation FG). Improving communication between the council and SEND individuals and families – jargon busting and accessible (Parent Carer engagement events) Organisations should develop their own groups and forums of SEND young people to seek their input and advice and to support and train them to make their voices heard (Youth Participation FG).
Website and social media redesign involving service users from relevant groups	The SEND Local Offer Website (CoDesign17)	Many organisations in the SEND system could valuably set up a group of both young people and staff members to develop improvements to their communications, since young people tend to use social media platforms unfamiliar to most professionals (Youth Participation FG).

9. Widening and deepening co-delivery

PROMOTING AND SUPPORTING SELF-CARE BY SEND INDIVIDUALS AND FAMILIES

PEER SUPPORT GROUPS to help SEND individuals and families

CO-DELIVERY OF LEARNING ACTIVITIES by SEND individuals and families

CO-DELIVERY OF VOLUNTARY ACTIVITIES to help public services

CO-DELIVERY OF DIGITAL AND SOCIAL MEDIA SERVICES by SEND individuals and families

Widening and deepening co-delivery

COMMUNITY ORGANISERS & 'STREET CHAMPIONS' mobilising SEND individuals and families

GREATER USE OF COMMUNITY ASSETS, supported by SEND individuals and families

TIME BANKS and SOCIAL PRESCRIBING for SEND individuals and families

Promoting and supporting self-care by SEND individuals and families: Equipped with appropriate physical aids, digital apps, sensors, etc., and with relevant training (all of which needs to be regularly updated), many children, young people, parents and carers could contribute much more to their own care – this needs to be promoted, supported and coordinated by staff with appropriate budgets (based not only on public funding).

Peer support groups to help SEND individuals and families: Peer support is one of the most direct ways in which to improve the quality of life of SEND individuals and families – public service organisations could give more support to existing peer support groups, formal and informal, and help build new peer relationships.

Co-delivery of learning activities by SEND individuals and families: Schools can only achieve so much in helping pupils to learn, so they need to support

the pupil's network to supplement their learning in a wide variety of ways – and also to help young people to contribute to adults' learning (e.g. using digital platforms).

Co-delivery of voluntary activities to help public services: Members of the community can help SEND individuals and families in a variety of ways – and vice versa – however, this would much more effective if more 'matchmakers' could be found, i.e. people who are good at taking the potential contributions that children, young people, their parents and carers are willing to make and matching them to those who might benefit from them.

Greater use of community assets, supported by SEND individuals and families: More parents and carers could help to run activities in under-used public service facilities (e.g. in schools outside teaching times, community centres, etc.).

Community organisers & 'street champions' mobilising SEND individuals and families: Local coordinators can bring together support from a range of sources, overcome silo working, and spot new opportunities quickly.

Time banks and social prescribing for SEND individuals and families: Quality of life improvements for SEND children, young people, parents and carers can be achieved by finding ways of using the time and efforts of parents, carers and young people willing to help others – and vice versa.

Co-delivery of digital and social media services by SEND individuals and families: Many tech-savvy young people and parent carers could make more inputs to the delivery of SEND-relevant websites and social media, such as webpages, vlogs, webinars, video calls, Twitter feeds, Facebook pages, Instagram posts.

Table 9. Options for future SEND co-delivery

Category of co-delivery	Current or recent Birmingham examples of SEND co-delivery	Relevant recommendations from focus groups and parent carer engagement events
Self-care and self-development by SEND individuals and families	Involving Parents and the Community in Co-delivery of Speech, Language and Communication Needs (CoDel17) Parkride (CoDel15) Crafting for All Enterprise Project (CoDel16)	A capability assessment of a young person is increasingly being asked for in transition to adult social services – a multi-agency approach could develop such a tool for a broad range of capabilities, including social capabilities (Parent Carer FG).

Category of co-delivery	Current or recent Birmingham examples of SEND co-delivery	Relevant recommendations from focus groups and parent carer engagement events
		Capability assessment is central to co-production – needs assessment systems and tools around SEND should probe the special assets, capabilities, skills, talents and gifts – in short, the potential contributions – of service users, their parents and carers and other community members in their network, learning lessons from the hospital passport, the "Road to Health Card" (Africa) and the 'child-child programme' (University College London) (Community Engagement FG).
		The EHCP should be more than a statement of 'needs' – it should build on what the child is already capable of and use that as the starting point for more positive activities (Education and Learning FG).
		We should learn from UHB's robust Action Plan for SEND, including the outpatient experience and encouraging visiting and overnight stays by parents/carers, since these contribute to SEND patients' outcomes (Health FG).
		It must be easier for parents and carers, children and young people to know how to get involved, including clear information on what communities are already doing locally to improve outcomes – and how other people can get involved in this (Health FG).
		Birmingham should lead implementation of its recent research on 'rebalancing provision' – where specialists are freed up to focus on those who really need their help, the needs of others can be met in other ways, in line with all statutory responsibilities and still meeting their needs appropriately (Community Engagement FG).
		Relationship building is critically important to establishing trust. We need to find more connections for the most vulnerable and most in need – developing both their community and professional relationships. A support system is needed to enable these connections and further these relationships (Community Engagement FG).
		Co-delivery of holiday activities and short breaks (Parent Carer engagement events)
Peer support to help SEND individuals and families	ImROC – Peer Support in Mental Health (CoDel2) PAUSE (CoDel4) Be Empowered Workshops and Be Empowered Workshops (PfA) (CoDel5) Support Group for Parents and Carers in Oasis Academy, Blakenhale (CoDel6)	Many parents are committed to doing more for their kids and doing things with other parents and carers – but to free that time up, they need the current system to stop messing them about (Community Engagement FG). Need for more active publicity for initiatives such as 'Activity Buddies' in Birmingham Community Leisure Trust (and similar 'buddy' schemes by other providers) and BCC's Passport to Leisure schemes, which are of particular value to people who have additional needs or are otherwise disadvantaged (Sport and Leisure FG).

Category of co-delivery	Current or recent Birmingham examples of SEND co-delivery	Relevant recommendations from focus groups and parent carer engagement events
	Peer support within the home for parents, carers, children and young people (CoDel8) Early Years Inclusion Service (CoDel12) Caring for Carers (CoDel14)	Better working relationships and mutual understanding are needed between professionals and parent carer support groups – problems can arise when professionals are signposting people to such a group without fully understanding what it does and without giving the group proper notice (Parent Carer FG). Parent carer support groups can help parents to deal with simple things like raising a complaint and arranging a meeting, but also with complicated issues, e.g. seeking help from SENDIASS – but parents should always be reminded of the skills they have acquired, so they do not develop dependency (Parent Carer FG). It is essential not to create dependency, so it is important to move to an enabling culture which creates capacity in the individual to be independent, for those for whom this is appropriate (Parent Carer FG). A central hub of SEND support including peer support networks (Parent Carer engagement events)
Co-delivery of learning activities by SEND individuals and families	School Nurse Ambassador Programme (CoDel1) Supported internships (CoDel11)	There needs to be more attention to creating mechanisms by which young people can help in implementing the changes to SEND services and support which they have advocated (co-delivery) (Education and Learning FG).
Co-delivery of voluntary back-up activities to help public services	Parent Volunteering Opportunities in Nursery Schools and Beyond (CoDel3) Transitions Hub (CoDel7) BFriends (CoDel13)	We need to find (or develop) more 'matchmakers' – people who are good at taking the potential contributions that children, young people, their parents and carers are willing to make and matching them to those who might benefit from them – otherwise the potential for co-production will go unexploited (Community Engagement FG). Co-production can help with the resource crisis by finding out what people need and putting some of it in place, with support from both community and paid services. But volunteers still need people who are paid to manage them and put their efforts to best use, so co-production is not 'free' (Community Engagement FG). Volunteering by public services staff should be encouraged in public service organisations (such as Birmingham City Council), as an effective way of encouraging co-production (Sport and Leisure FG).

Category of co-delivery	Current or recent Birmingham examples of SEND co-delivery	Relevant recommendations from focus groups and parent carer engagement events
Greater use of community assets, supported by SEND individuals and families	CoDel6	A group needs to discuss opening up school facilities for SEND activities (evenings, weekends, school holidays) and to explore how parents and carers might be able to help in the running of this (Health FG). There could be dedicated times/days for children with SEND to access community facilities, such as swimming pools, in the school holidays (Health FG). We need to explore how parents and carers might help to run activities in school facilities outside teaching times (and in other community facilities), opening up opportunities for SEND individuals and families (and other community members), which might also help to improve intergenerational understanding (Health FG).
Community organisers and 'street champions'	Community Connectors (CoDel10)	Community engagement provides resilient circles of support for people, enabling better outcomes. These circles of support need to include all support services – but also a coordinator to bring support together, overcome silo working, keep the process efficient, and react quickly and appropriately to change (Community Engagement FG).
Time banks and social prescribing for SEND individuals and families	CoComm6 CoDel10	Public sector organisations need to improve their understanding of the role and scope of parent-led initiatives (e.g. to avoid holiday play schemes being totally overloaded) – 'the system' sometimes seems to be reluctant to have these conversations where initiatives are parent-led, not professional-led (Parent Carer FG). Parents and carers, children and young people with SEND can benefit from having recommendations ('social prescriptions') from doctors (and other public service staff) about a wide range of non-medically based activities which are likely to improve their health and wider quality of life [See West Midlands case study at https://www.govint.org/good-practice/case-studies/time-2-trade-for-the-time-rich-and-cash-poor/]
Co-delivery of digital and social media services by SEND individuals and families	Young People's Social Enterprise for Digital and Social Media Development (CoDel9)	The social media experience of some young people should be used in the SEND system, which is still underusing social media and other communication channels preferred by young people (Youth Participation FG). [See Birmingham case study at https://www.govint.org/good-practice/case-studies/social-media-surgeries-building-community-capacity/]

10. Widening and deepening co-assessment

SEND individuals and families involved in service reviews: Reviews of SEND services could valuably seek more meaningful inputs from young people and parent carers to the design of these services, e.g. by co-opting them to review teams or review panels.

SEND individuals and families acting as SEND service inspectors: Mirroring participatory evaluation practice in other parts of the UK public system, SEND services could valuably seek to make use of young people and parent carers, individually or as part of supervised teams, to carry out inspections of SEND-relevant facilities (e.g. care homes, hospital and GP facilities), leisure centres, etc., once they have been appropriately trained.

Turning complaints into positive improvement initiatives: Since many people who take the trouble to make complaints (especially those who go through formal public service complaints channels) are likely to be especially committed to high quality public services, their voluntary input can be sought for service improvement activities relevant to the complaints which they have made (e.g. cleaning up the local park or doing some low-level catering at a 'short breaks' facility).

Feedback from and surveys of SEND individuals and families: Feedback from users of services is key to understanding of 'what works and what doesn't work'. In particular, surveys of children and young people with SEND, and their families, can give valuable feedback on the quality of a service – although such surveys can be rather general in the detail of information they provide, they can have the advantage of covering a wider range of the SEND individuals and families than other, more selective feedback approaches.

Web-based user rating of SEND services: Web-based feedback from users of services is a particularly quick and cheap method for obtaining information on 'what works and what doesn't work', although it clearly only covers views of those who are not digitally excluded.

Table 10. Options for future SEND co-assessment

Category of co-assessment	Current or recent Birmingham examples of SEND co-assessment	Relevant recommendations from focus groups and parent carer engagement events
Individual reviews		More parent carer involvement in annual reviews (Parent Carer engagement events)
Service reviews involving service users and community members	Evaluation of SEND Local Offer website and Kooth service (CoAssess2) Parent evaluation of hospital experience for Children & Young People with learning disabilities and/or autism (CoAssess4)	All SEND services must engage with people who have both positive and negative experiences of the SEND system. Negative experiences, as well as positive, must be fed back into the system to drive change, establishing what works and what doesn't work (Community Engagement FG).
Citizen inspectors		[See West Midlands case study at https://www.govint.org/good-practice/case-studies/i-can-see-what-you-cant-see-how-warwickshire-county-council-involves-people-with-learning-disabilities-as-peer-reviewers/
Complaints systems		[See West Midlands case study at https://www.govint.org/good-practice/case-studies/how-solihulls-environment-champions-work-with-the-council-to-transform-their-neighbourhoods/]
Feedback and surveys of children, young people, parents and carers	Parent surveys (CoAssess1) Tops and Pants project (CoAssess3)	While co-production is about positive interactions, parents will often use co-production events to vent their spleen because there are no alternative spaces to do this – time should be built into events to allow this to happen (Parent Carer FG). In the contracts for SEND services, the expected level and type of involvement of young people can be specified, e.g. getting regular feedback on satisfaction or on what needs to be improved, so that co-assessment can become part and parcel of the work, as a quality standard, against which services are measured (Youth Participation FG).

Category of co-assessment	Current or recent Birmingham examples of SEND co-assessment	Relevant recommendations from focus groups and parent carer engagement events
Web-based user ratings of public services		[See West Midlands based case study and discussion: https://www.birmingham.ac.uk/Documents/college-social-sciences/social-policy/HSMC/publications/2011/real-time-patient-feedback.pdf]

Next steps for testing and embedding options for SEND co-production in Birmingham

The options in this report will be fed into the process of producing a SEND strategy (Objective 1 in the Accelerated Progress Plan), which is being developed in the SEND system during 2022.

All participants in the focus groups reported here confirmed that they placed significant importance on achieving more co-production in SEND services and support. In the final stage of this exercise, feedback was sought on the relative importance placed on the co-production options outlined in this report by different organisations. Discussions were held with stakeholders from the education, health and social care sectors (including representatives of children, young people, parents and carers), in order to refine these options and to identify options which could be seen as a priority for testing in the short term, given the commitment for action on co-production.

In taking this conversation further with key participants involved throughout the SEND system, it has become clear that some individuals are already heavily involved in managing, delivering and further developing co-production as a business-as-usual way of working with children, young people and families. It has also become clear that a rather larger group of people now wish to move to this stage.

Consequently, a number of the co-production options in this report have been identified in these discussions, across the education, health and social care sectors, as potentially valuable approaches which are likely to have positive outcomes within a relatively short timescale and therefore deserve to be explored further.

The testing of each of these co-production initiatives is likely to be led by an organisation or team in one of these sectors. However, the very nature of co-production will mean that there will also need to be a degree of cross-sector working to help achieve holistic quality of life improvements for children and young people and their parents and carers. This, in turn, will help the cross-sector dissemination of learning from this testing process.

In the education sector several opportunities have been identified to further develop and explore co-production working in the new academic year.

First, there exists an established and strong group of SENCO Consortia Leads, which works closely with schools in their area and with the SEND advisory teams. This group will be taking action during the autumn term 2022 on '*Sharing best practice in SEND co-production – disseminating, learning and training*' (Main

Option 6) – specifically, the Pupil and School Support (PSS) service will raise with the range of Local SENCO groups the issue of how best practice can be shared across settings and will be supporting a range of individual projects over the next few terms as agreed with local groups.

Second, in Main Option 1 of this report, a set of options is presented under '*Clear leadership around SEND co-production system*' – the SEND Advisory Teams intend now to follow up the specific option of 'Delegate authority for SEND co-production' by emphasising to staff that they should see co-production as 'business as usual' (i.e. the default way of undertaking all their activities), with the understanding that this will lead to a range of potential co-production innovations in schools during the next academic year, which will be tested as valuable experiments in learning about more effective ways of working.

Third, there has been a focus within the SEND advisory teams around gathering the views of parents and other stakeholders, following input from the teams. The proposal is to extend this work to involve talking to parents and carers and other stakeholders in order to ensure service delivery has greater accessibility and that this is shaped by parents and carers. The teams have already been working with parents and carers on co-assessment (Main Option 10 in the report), focussing on how the current service offer meets their needs – this will potentially lead eventually to some inputs to co-delivery processes.

Fourth, the Virtual Schools Service is currently planning a Virtual School Enrichment Programme for 2023 that will deliver a range of services to children and young people within the Looked After Care system to enrich their education and maximise their chances of and opportunities for educational achievement, inclusion and progression. The Enrichment Programme includes services which help to deliver a wide range of outcomes for children and young people. As part of this programme of work, the development of a commissioning framework (Dynamic Purchasing System DPS) is planned which will ultimately secure provider contracts for delivery of this support programme.

The Virtual Schools team is now planning to seek inputs into the development of this DPS framework from both the Children in Care Council and also from children and young people with SEND. Additional stakeholder input will also be sought from other stakeholder groups, such as foster carers and specialist foster carers for those children and young people with SEND. This approach is in line with Main Option 7 of this report, '*Widening and deepening co-commissioning*', which highlights the potential for more young people, parents and carers to be involved in service planning and procurement decisions. A range of creative ways of gathering the inputs from these groups will be explored in this process. The success of this approach would open up enormous potential for more SEND-relevant criteria to be taken into account in future commissioning of all services across the Council and its partnerships.

This stakeholder engagement programme of work is planned for October 2022 with development of the framework scheduled for December - March 2023, so that the dynamic purchasing system can be implemented from April 2023 onwards. As part of the feedback loop, the Virtual Schools team will report back to stakeholders on social media platforms using a 'You said, we are doing/we have done' approach.

Fifth, the Citizen Involvement Team will be working with the YES! youth group to co-deliver videos with young people (Main Option 8 in this report). The aim is that this work will be showcased within schools in order to demonstrate pathways into employment and ways in which career opportunities for young people with SEND can be enhanced. These videos will disseminate the results of current good practice (Main Option 6 in this report), in which young people have been helped to develop more fully and to highlight more clearly their capabilities in ways which will be attractive to potential employers.

In the social care sector, the alignment of the Preparation for Adulthood (PfA) team with the Transitions team has provided an opportunity to embed SEND co-production within the foundation of this newly integrated service which works across Birmingham City Council and Birmingham Children's Trust. The aim is to support the new service by developing and delivering a training module on SEND co-production, in which all staff will take part, in line with the specific option 'More training of young people, parents, carers and staff' in Main Option 6 ('*Sharing good practice – disseminating, learning and training*'). This module will be co-designed during summer 2022 with its staff and the young people who use its services and will be co-delivered from Autumn 2022 onwards by staff, young people and parents/carers. It will focus particularly on raising awareness and understanding of the Birmingham SEND Co-production Framework and Charter; highlight the values and behaviours underpinning the Framework; and explore further opportunities for the service to extend its use of co-productive approaches in its own practices, in line with the range of options outlined in this Mapping report. An evaluation survey will be conducted subsequently, so that the learning from this co-production training programme can inform the overall SEND strategy and can be disseminated more widely across Birmingham City Council and its partners. Birmingham Children's Trust has been invited to collaborate in this programme.

In the health sector, a number of options highlighted in this report will be followed up during 2022:

First, the Children and Families Division of BCHC (Birmingham Community Healthcare NHS Foundation Trust) has an established Children's Champions Forum, comprising a group of service representatives (patients, service users, and carers) who help the division to focus on what really matters to those children and their families who are using the services. The forum encourages participation across the Division, and engagement with patient experience. The feedback

from patients contributes to review, action, and service developments and to the sharing of best practice to embed the responsibility for gathering and acting upon patient experience amongst staff. The role of the Children's Champions in the Forum is to ensure that there is engagement with patients, service users and carers, for them to have their say and see that their views make a difference. The plan over the next 6 months is for the champions to support their services to be more involved in co-design and co-delivery of services with service users, carers, families, staff and other stakeholders, seizing opportunities where quality Improvement and/or service transformation projects are indicated.

Second, Birmingham Physiotherapy Service is hosting an event in July for service users for whom Urdu, not English, is their first language, in order to share information about the service and to provide an opportunity to engage people in discussion about proposed changes the service hopes to make with regards to improving access and information. The aim is to improve and extend the information and support available at a universal level, for example enhancement to the advice line and webpages, which would be accessible to all. This will potentially avoid the need for a referral or will provide more timely support for some of the more routine referrals, which currently go onto long waiting lists for clinic appointments. The hope is that by developing a universal offer the experience for families can be improved. Early consultation with hard-to-reach groups is a key part of this process. The improvements in information and access are especially likely to benefit children and families with SEND who are currently not in receipt of SEND services or support.

Third, Birmingham health providers, namely Birmingham Women and Children's Hospital, Forward Thinking Birmingham, Birmingham Community Healthcare Trust and University Hospitals Birmingham each hold regular SEND meetings. These are a key platform for SEND health information to be shared and for good practice to be disseminated and further developed. Going forward it has been agreed that co-production will be introduced as a standing agenda item at all provider SEND meetings. This will ensure ongoing focus on this approach and provide a platform to prompt new ways of working. The group will review the impact of this change in six months time with the hope that the measure has provided a catalyst for embedding co-production conversations and practice in 'business as usual' activities.

… and finally

The wide range of options outlined in this report provides the SEND system with clear mechanisms for bringing children, young people, parents and carers ever more closely into the SEND decision making, design and delivery processes in Birmingham. In this way, the limitations of the current approach to co-production, as set out in the first mapping report, can be tackled – the small-scale, local initiatives which have generally characterised co-production to date can be learnt from and scaled to have much greater impact on the quality of life of SEND individuals and families. Furthermore, new approaches to co-production which have succeeded elsewhere can be tried out in Birmingham. Co-production, as the default way of working, can become firmly embedded in the policies, strategies and everyday practices of partners in the Birmingham SEND system.

However, the wide range of co-production options outlined in this report presen differing challenges to the range of SEND partners. The Birmingham SEND strategy which is currently being developed will require partners to make a clear set of decisions and choices about their co-production priorities. Many of these options, while potentially interesting, have not yet been explored in the Birmingham SEND system – and even those which have been tried in recent years are not widely known about. There is therefore a great deal of learning to be done in a short period of time.

The exploration of deeper, wider and more effective co-production approaches will need innovation and experimentation, with the results being swiftly analysed and widely disseminated, so that the embedding of co-production is based on good practice with solid evidence.

Clearly, embedding co-production within the SEND system will be challenging. This mapping study has demonstrated that the SEND co-production initiatives currently undertaken in Birmingham generally involve organisations from more than one sector working together, and require all organisations to take a person-centred approach, based on relationships of trust, and pursuing improvement of the holistic quality-of-life of the children, young people, parents and carers. However, this is not enough.

More fundamentally, the capabilities of all children, young people, parents and carers in the SEND system need to be identified, developed and mobilised, as part of this quality-of-life transformation. A start has already been made in Birmingham, as evidenced by the 48 co-production initiatives outlined in our first mapping report. We believe the options in this second mapping report provide the building blocks for accelerating this process.

APPENDIX

List of SEND Co-production initiatives in Birmingham

This list of SEND co-production initiatives in Birmingham comes from *Mapping SEND Co-production in Birmingham* (February 2022), the first report of this mapping exercise.

Code	SEND co-production initiative	Main contact(s)
Co-commissioning		
CoComm1	**Preparation for Adulthood – Transition strategy**	**Caroline Navan** Head of Preparation for Adulthood, BCC **Sarah Kumar** Commissioning Officer Integrated Transitions Team Preparation for Adulthood, BCC **Simon Furze** Citizen Involvement Officer, BCC
CoComm2	**Involvement of YES! in PfA and other commissioning strategies in BCC**	**Caroline Navan** Head of Preparation for Adulthood, BCC **Sarah Kumar** Commissioning Officer Integrated Transitions Team Preparation for Adulthood, BCC **Simon Furze** Citizen Involvement Officer, BCC
CoComm3	**Birmingham Parent Carer Forum**	**Sabiha Aziz** Chair, Birmingham PCF **Gwilym Evans** Participation Officer, Birmingham PCF
CoComm4	**Strategic Health Parent and Carer Forum for SEND**	**Jo Carney** Director of Joint Commissioning, Mental Health, Children and Maternity, Personalisation, NHS BSol CCG **Ali Beard** Designated Clinical Officer for SEND Birmingham

Code	SEND co-production initiative	Main contact(s)
CoComm5	**Developing Local Provision Project**	**Sally Leese** Head Teacher Castle Vale Nursery & Chair of Early Years Forum 0-5 years
CoComm6	**Short Breaks for Parents and Carers – CoComm6**	**Gemma Weston** Deputy Director, Operations Manager, Children & Young People, Midlands Mencap **Simon Fenton** CEO, Forward Carers Birmingham **Victor Roman** SEND Improvement Programme Manager, BCC **Alison Montgomery** Assistant Director, Disabled Children's Service, BCT
CoComm7	**Personal Budgets for Carers**	**Simon Fenton** CEO, Forward Carers **Victor Roman** SEND Improvement Programme Manager, BCC **Jo Carney** Director of Joint Commissioning, Mental Health, Children and Maternity, Personalisation, NHS BSol CCG
CoComm8	**Birmingham Children and Families Vision co-produced by Birmingham Young Researchers**	**Rob Willoughby** Early Help Programme Lead, BCT and BCP **Denishae Francis and Connor Allen** Transformation and Improvement Apprentices, BCP
Co-design		
CoDesign1	**Person-Centred Reviews by Pupil and School Support Service**	**Heather Wood** Service Lead Head of Teacher, Pupil and School Support Team (PSST) Access to Education, E&S, Birmingham City Council
CoDesign2	**Person-centred reviews in EHCP process at Longwill Special School for Deaf Children**	**Alison Carter** Headteacher Longwill School for Deaf Children & Chair, Birmingham Special Schools Head Teachers Management Association & Chair Special Schools Forum.
CoDesign3	**Birmingham Social Emotional Mental Health (SEMH) Pathfinder for Early Help**	**Rob McCabe** Strategic Lead Birmingham SEMH Pathfinder Birmingham Children's Trust

Code	SEND co-production initiative	Main contact(s)
CoDesign4	**Development of Secondary and Early Years CAT PACs to Support Families' Understanding of Autism + Updating the Primary Age CAT PAC**	**Wendy Peel** Interim Assistant Team Manager, Access to Education, Birmingham City Council **Heather Wood** Service Lead Head of Teacher, Pupil and School Support Team (PSST) Access to Education, E&S, Birmingham City Council
CoDesign5	**RISE Youth Forum**	**Keshia Hamilton** Autism Advisor/Youth Forum Lead, Communication & Autism Team, BCC
CoDesign6	**Birmingham Wellbeing Youth Forum**	**Keshia Hamilton** Autism Advisor/Youth Forum Lead, Communication & Autism Team, BCC **Ellie Bilton** Senior Educational Psychologist, Children and Families Directorate, BCC
CoDesign7	**Think4Brum Advisory Group**	**Bob Maxfield** Participation & Engagement Lead, Forward Thinking Birmingham **Carol McCauley-Kiernan** Senior Strategic Commissioner Mental Health, NHS BSol CCG
CoDesign8	**Parent-Carer Support Forum**	**Liam Tucker** Spurgeons **Simon Fenton** CEO, Forward Carers Birmingham
CoDesign9	**Freedom to Fly Parent Carer Support Group**	**Anne Barnes** Independent Parent Carer Facilitator
CoDesign10	**Autism Confident Course**	**Hilary McGlynn** Operations Manager for Community Services, Autism West Midlands
CoDesign11	**Birmingham Virtual School**	**Lisa Marie Smith** Headteacher Virtual School, Education & Skills Directorate, BCC

Code	SEND co-production initiative	Main contact(s)
CoDesign12	**SEND Key Worker Pilot**	**Tom Parker** LD/A Commissioning Manager – Learning Disabilities and Autism NHS BSol CCG **Emma Cooper** Clinical SEND Lead, Forward Thinking Birmingham **Alison Montgomery** Assistant Director, Disabled Children's Service, BCT
CoDesign13	**Hospital Passports**	**Ruth O'Leary** Lead Nurse Vulnerabilities, UHB **Rachel Yeates** Paediatric Matron, UHB **Nicky Pettit** Consultant Nurse for Youth and Transition, UHB **Ali Beard** Designated Clinical Officer for SEND Birmingham, NHS BSol CCG **Bob Maxfield** Participation & Engagement Lead, Forward Thinking Birmingham
CoDesign14	**Co-designing interaction of unaccompanied asylum-seeking children with the health system**	**Doug Simkiss** Medical Director & SEND Lead, BCHT
CoDesign15	**Open School Houses**	**Amy Maclean** West Birmingham Development Lead, Maternity and Children, Ladywood & Perry Barr ICP
CoDesign16	**Transformation and Improvement Apprentices Programme**	**Rob Willoughby** Early Help Programme Lead, BCT and BCP **Denishae Francis and Connor Allen,** Transformation and Improvement Apprentices, BCP
CoDesign17	**Local Offer Website**	**Rachel Edwards** Communications & Engagement Lead (SEND), BCC **Sabiha Aziz** Chair, Birmingham Parent Carer Forum

Code	SEND co-production initiative	Main contact(s)
CoDesign18	**Co-designing Parent-Friendly Leaflets Across All SEND Advisory Teams**	**Heather Wood** Service Lead Head of Teacher, Pupil and School Support Team, Access to Education, E&S, BCC **Dr Pauline Bromfield** Acting PrincipalSenior Educational Psychologist, Birmingham Educational Psychology Service
CoDesign19	**SEND App on Social Media**	**Victor Roman** SEND Improvement Programme Manager, BCC
Co-delivery		
CoDel1	**School Nurse Ambassador Programme**	**Jeanette Hill** Patient Experience Lead (Children & Families and LD Divisions, BCHT
CoDel2	**ImROC – Peer Support in Mental Health**	**Bob Maxfield** Participation & Engagement Lead, Forward Thinking Birmingham **Jo Carney** Director of Joint Commissioning, Mental Health, Children and Maternity, Personalisation, NHS BSol CCG
CoDel3	**Parent Volunteering Opportunities in Nursery Schools and Beyond**	**Sally Leese** Head Teacher Castle Vale Nursery & Chair of Early Years Forum (0-5 years)
CoDel4	**PAUSE**	**Laura Roden** Service Manager, PAUSE (Children's Society in partnership with Forward Thinking Birmingham)
CoDel5	**Be Empowered Workshops (BEW) & Be Empowered Workshops, PfA**	**Oenca Fontaine** Parent Engagement Consultant & Be Empowered Workshop Project Lead, BCC
CoDel6	**Support group for PC in Oasis Academy, Blakenhale**	**Christine Spence** Support Group Organiser
CoDel7	**Transitions Hub**	**Caroline Navan** Head of Preparation for Adulthood, BCC

Code	SEND co-production initiative	Main contact(s)
CoDel8	**Peer support within the home for parents, carers, children and young people**	**Lydia Stafford** Intensive Residential Outreach Care (IROC), Birmingham Woman's and Children's Hospital **Jo Carney** Director of Joint Commissioning, Mental Health, Children and Maternity, Personalisation, NHS BSol CCG
CoDel9	**Young People's Social Enterprise for Digital and Social Media Development**	**Gemma Weston** Deputy Director, Operations Manager, Children & Young People, Midlands Mencap
CoDel10	**Community Connectors**	**Gurdeep Hanspaul** Community Connector Coordinator, BVSC
CoDel11	**Supported internships**	**Ilgun Yusuf** Acting Assistant Director – Skills & Employability, Principal/Head of BAES **Hannah Redfern** Acting Head of Service, 4-19 Participation and Skills, BCC **Pauline Maddison** Ass Director for SEND, Inclusion and Wellbeing, BCC
CoDel12	**Early Years Inclusion Service**	**Oenca Fontaine** Parent Engagement Consultant & Be Empowered Workshop Project Lead, BCC
CoDel13	**BFriends**	**Abba Loughran** Corporate Parenting Health Mentor, Co-Chair, Bfriends Charity **Jake Shaw** Head of Service, Rights & Participation and Corporate Parenting, BCT
CoDel14	**Caring for Carers**	**Simon Fenton** CEO, Forward Carers Birmingham
CoDel15	**Park Rides**	**Gemma Weston** Deputy Director, Operations Manager, Children & Young People, Midlands Mencap
CoDel16	**Crafting for All Enterprise Project**	**Carol Reid** ATHAC

Code	SEND co-production initiative	Main contact(s)
CoDel17	**Involving Parents and the Community in Co-delivery of Speech, Language and Communication Needs**	**Sally Ellis** Senior Commissioning Manager (SEND and Community), NHS BSol CCG **Raman Kaur** BCHT

Co-assessment

Code	SEND co-production initiative	Main contact(s)
CoAssess1	**Parent surveys**	**Heather Wood** Service Lead Head of Teacher, Pupil and School Support Team (PSST) Access to Education, E&S, Birmingham City Council **Ali Beard** Designated Clinical Officer for SEND Birmingham, NHS BSol CCG
CoAssess2	**Evaluation of SEND Local Offer website and Kooth service**	**Keshia Hamilton** Autism Advisor Youth Forum Lead Communication & Autism Team, BCC
CoAssess3	**Tops and Pants project**	**Rachel Yeates** Paediatric Matron, Lead on EHCP processes, UHB
CoAssess4	**Parent evaluation of hospital experience for CYP with learning disabilities and/or autism – CoAssess4**	**Ali Beard** Designated Clinical Officer for SEND Birmingham, NHS BSol CCG

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