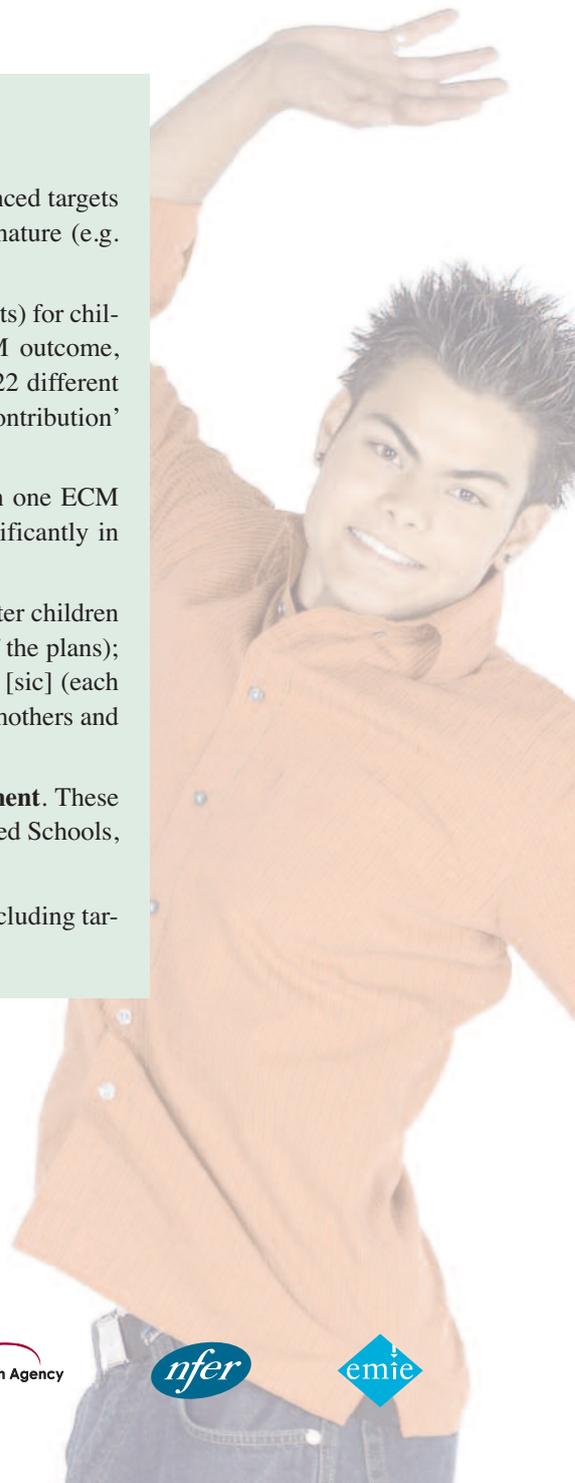# Targets within the Children and Young People's Plans

This paper is one of a series of 12 that presents the findings from NFER's analysis of Children and Young People's Plans (CYPPs) from a representative sample of 75 Local Authorities.[1] It sets out how targets feature in this sample of plans and includes illustrative examples. Areas covered are:

- The nature of the targets
- Targets for all children and young people
- Targets within ECM outcomes
- Targets for key groups
- Other targets in the plans (including service delivery goals).

Summary of findings

- The nature of the targets in the plans varies. The highest number of referenced targets relate to **numerical change**, followed by those that are more general in nature (e.g. statements to 'improve', 'achieve x, y, z' or to carry out actions).

- Overall, the plans feature over **90 different types of target** (and their variants) for children and young people. There is a wide range of targets for each ECM outcome, usually located within the five ECM outcomes as follows: 'Be healthy' (22 different target types), 'Stay safe' (23), 'Enjoy and achieve' (21), 'Make a positive contribution' (15) and 'Achieve economic wellbeing' (17).

- There are a number of **'migrating' targets** (i.e. those found in more than one ECM outcome). For example, targets relating to reducing bullying feature significantly in 'Stay safe' and to some extent within 'Make a positive contribution'.

- The **key groups** most referenced with **differentiated targets** are: looked after children and children with learning difficulties and disabilities (each in over half of the plans); black and minority ethnic groups, young offenders and vulnerable groups [sic] (each in over a quarter of the plans) and children with SEN statements, teenage mothers and boys (each in around one-fifth of the plans).

- Plans also include other targets relating to **service delivery and development**. These include those related to: Healthy School (status), CAMHS Service, Extended Schools, Sure Start Children's Centres and Childcare offer for 3–4 year olds.

- The focus of targets relating to service delivery and development varies, including targets that refer to: **staff, clients, provision, assessment and review**.

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The nature of the targets

'All indicators will have appropriate targets. A target is a commitment to achieve a specific level of service by a specified time. Key partners will be involved in target setting. Targets will be challenging but achievable, some "stretch" targets will have been identified through the LAA. All targets will be informed by baseline data and an audit trail kept of how decisions were made. Targets may be about quality, some about time and others about level, volume or cost of services.' (County LA)

The nature of the targets in the plans varies. There are:

- targets to be developed (i.e. establishing baselines, or actual figures to be achieved)
- general statements (e.g. to 'improve', 'achieve x, y, z' or to carry out actions)
- non-numerical measures (including perceptions/views)
- numerical measures (e.g. figures, rates, percentages)
- numerical changes (i.e. with baseline and projected figures).

The highest number of referenced targets relate to numerical change, followed by those that are more general in nature.

As well as providing figures and/or percentages, and baselines and projected figures, some **numerical change** targets are based on comparisons with the national average, or with statistical neighbours, and sometimes refer to both local and national contexts.

'There is a 15 per cent reduction in the under-18 conception rate by 2006 leading to a 50 per cent reduction in the under-18 conception rate by 2010 The difference between the 20 per cent of wards with the highest rate of teenage conception and other wards will be reduced by at least 25 per cent.' (Unitary authority)

Targets that are **non-numerica**l in nature tend to focus on collecting children and young people's perceptions and views, for example, 'perceptions of their safety from maltreatment, neglect and sexual exploitation' (County authority); or indicate the greater involvement or engagement of young people, for example. in decision-making, for example, 'children and young people have a more effective voice in decision-making' (London borough). However, such views can then be collated and 'measured' numerically. For example, targets relating to physical activity (including children and young people's engagement in daily exercise) are often to be measured by young people's self-reports in surveys. This data is then to be collated numerically and becomes a target, e.g. 'increase by five per cent percentage of young people answering that they have exercised hard at least three times a week' (County authority).

Targets to be developed usually refer to establishing baselines, e.g. 'Establish baseline data on the percentage of 11–15 year-olds being bullied, using a pupil survey about bullying' (Metropolitan authority).

Targets for all children and young people

The majority of the plans include targets related to outcomes for all children and young people. In total, over 90 different types of target, and their variants, for children and young people were counted in the plans. The ten most commonly cited targets (featuring in over half of the plans) are presented in Table 1.

Table 1 Ten targets most commonly cited across the plans

Target	Example
16–19 year-olds not in education, employment or training (NEET) (also referenced as 16–18 year-olds, EET)	*'Percentage of 16-18 year olds Not in Education, Employment or Training (NEET) Current 6.7%, Future Target 2009 5.5%.'* (Metropolitan LA)
Achievement at GCSE / Key stage 4 (e.g. 16 year-olds achieving 5 A*–C grades)	*'Increase the proportion of 16-year-olds achieving 5+ A*-C or equivalent including English and maths in line with value added estimates. Target by financial year 2006/7 43.9%, 2007/8 45%, 2008/9 46.3%.'* (Metropolitan LA)
Substance misuse (e.g. reducing rates of class A drugs by under 25s, harm from drugs and drug-related deaths)	*'Reduce levels of substance misuse, smoking and alcohol consumption amongst young people. A survey is planned to collect data on levels of substance misuse, smoking and alcohol consumption to facilitate measuring progress in this area.'* (London borough)
Under-18 conception rates (some references also specifically to under-16 pregnancy rates)	*'… a 15% reduction in the under-18 conception rate by 2006 leading to a 50% reduction in the under-18 conception rate by 2010 The difference between the 20% of wards with the highest rate of teenage conception and other wards will be reduced by at least 25%.'* (Metropolitan LA)
School attendance / absence (e.g. half days missed through absence, in primary and in secondary schools)	*'2007/08, a reduction in pupil absence by a further third, based on attendance 2003/04 performance (LPSA stretching targets): attendance 96.07% primary and 94.27% in secondary. By 2008/09 reduction by a further 50% of the current level of children and young people who are regularly absent from school and in those who are absent as a result of holidays taken in term time.'* (Metropolitan LA)
Achievement at key stage 2 (e.g. 11 year-olds achieving Level 4+ in English, maths and science)	*'… improved attainment and achievement, from 65% in 2005 to 74% by 2008, of pupils in the target schools at Key Stage 2 in English; and improved attainment and achievement, from 60% in 2005 to 72% by 2008, of pupils in the target schools at Key Stage 2 in mathematics; and improved achievement of all children from 24.9 Average Points Score (APS) in 2004 to 29.0 in English and mathematics by 2008.'* (County LA)
Reduction in bullying (e.g. incidents of bullying, children and young people reporting bullying or being bullied)	*'% of 10-19 year olds surveyed who have admitted to (a) bullying another pupil in the last 12 months and (b) attacking, threatening or being rude, due to skin colour, race or religion.'* (Metropolitan LA)
Fixed period / permanent exclusions (e.g. rates and reductions, incl. the no. returning to full-time education within 15 days)	*'Reduce the number days lost to fixed term and permanent exclusion.'* (Unitary LA)
'Best start in life (including mothers breastfeeding and smoking during pregnancy)	*'2% increase in numbers of babies being breast fed at birth from 53% in 2005 to 60% in 2008; and '1% decrease year-on-year for women smoking in pregnancy from 28.8% in 2005 to 25.7% by 2008.'* (Metropolitan LA)
Achievement at 19 (e.g. 19 year-olds achieving Level 2 and/or Level 3 NVQ or equivalent)	*'The percentage of 19 year olds achieving Level 2 in NVQ 2 or equivalent to be: 70% in 2006. 72% in 2008 (LSC national targets).'* (London borough)

Targets within ECM outcomes

As noted earlier, overall, the plans feature around 90 different types of targets, and their variants, for children and young people. These different types of targets are usually located within the five ECM outcomes, as detailed below. However, there are a number of examples of 'migrating' targets (i.e. those found in more than one ECM outcome).

Be healthy

Targets found within 'Be healthy' relate to (in rank order):

Under-18 conception rates
Substance misuse
'Best start in life' (e.g. mothers breastfeeding and smoking during pregnancy)
Obesity
Smoking
CAMHS (e.g. rates/numbers of children and young people accessing CAMHS)
Sexually transmitted diseases (STIs)
Alcohol consumption
School sport
Physical activity (e.g. engaging in daily exercise)
Infant mortality
Healthy eating (e.g. consumption of 5 portions of fruit and vegetables a day)
Immunisation
Babies with low birth weight
Travel to school by car
Wellbeing (e.g. perceptions of being in good health, self-reports of happiness)
Take up of sport activities (outside school) 5–16 year olds
Self-harm and suicide
Dental health
Hospital admissions
Environmental health (e.g. growing up in a smoke-free environment)
Access to speech and language therapy

The **most common** of the 'Be healthy' targets (featuring in two-fifths of the CYPPs) relate to under-18 conceptions and substance misuse. Around half the plans have targets relating to: obesity, usually at the age of 11, and children's 'best start in life', specifically mothers breastfeeding and smoking during pregnancy. In contrast, targets on immunisations and on low birth weight feature less frequently.

The **most robust** targets within 'Be healthy' (i.e. those including numerical measures such as figures, rates, or percentages, and those including numerical changes with baselines and projected figures) relate to under-18 conception rates, followed by children's 'best start in life' and substance misuse.

Four 'Be healthy' targets also appear within other ECM outcome areas. For example, targets relating to substance misuse and alcohol consumption also appear in 'Stay safe' (although to a lesser extent). Targets relating to participation in school sport and in physical activity also appear in 'Enjoy and achieve'.

Stay safe

Targets found within 'Stay safe' relate to (in rank order):

Road traffic accident deaths and injuries
Bullying
Child protection register (CPR) re-registrations
Abuse and neglect
Children and young people on the CPR
Core assessments for CPR
Fear of crime and anti-social behaviour
Victims of crime
Discrimination (including incidents of racism)
Initial assessments for CPR
CPR cases reviewed
CPR de-registrations
CPR allocation of social worker
Accidental injuries or deaths (i.e. at home or school)
Children and young people feel secure and cared for
Rates of youth offending
Substance misuse
CP conferences
Anti-social behaviour (including numbers receiving anti-social behaviour orders)
Care cases completed in courts
Safety education
Fire-related deaths and injuries
Deaths from abuse and neglect

The **most common** of the 'Stay safe' targets relate to children and young people involved in road traffic accidents and deaths (featuring in just under half the plans) and to reducing bullying (in around two-fifths of plans). Almost a third of the plans also include targets relating to child protection register (CPR) re-registrations. Targets relating to abuse and neglect feature in more than a quarter of the plans (where a range of measures include decreasing incidences of domestic violence and increasing the number of domestic violence incidences reported).

The **most robust** targets within 'Stay safe' (i.e. those including numerical measures such as figures, rates, or percentages, and those including numerical changes with baselines and projected figures) relate to road traffic accident deaths and injuries, followed by CPR re-registrations and then core assessments for CPR.

Some 'Stay safe' targets appear in other ECM outcome areas. For example, targets relating to bullying are also found in 'Make a positive contribution', although to a lesser degree. In addition, some 'Stay safe' targets, such as accidental injuries or deaths (at home or school), and children and young people on the CPR, feature in a small number of plans within 'Be healthy'.

Enjoy and achieve

Targets found within 'Enjoy and achieve' relate to (in rank order):

Key stage 4 achievement (e.g. number of 16 year olds achieving 5 A*-C grades)
Key stage 2 achievement (e.g. number of 11 year olds achieving KS2 level 4+ in English, maths and science)
School attendance/absence
Key stage 3 achievement (e.g. number of 14 year olds achieving level 5+ in English, maths, science, and ICT)
Child development at age 5
Fixed period/permanent exclusions
Take-up of cultural opportunities 5–16 years
Key stage 1 achievement (e.g. number of children achieving level 2+ at age 7/end of KS1 in reading, writing and maths
Take-up of sport activities (outside school) 5–16 years
School sport
16 year olds with no GCSEs
Achievement at age 19 (including level 2 and level 3 NVQ equivalent at 19)
Rates of use of library service
Young people not in education, employment and training (NEET) (16+, 16–19 year olds)
Young people gaining youth service accredited outcomes
Young people accessing information, advice and guidance
Key stage 2–key stage 3 progression and transition
Physical activity
Enjoy school
Enjoy out of school activities
17 year olds in education and training

The **most common** of the 'Enjoy and achieve' targets (featuring in over three-fifths of the CYPPs) relate to Key Stage 4 achievement (e.g. number of 16-year-olds achieving 5 A*–C grades); Key Stage 2 achievement (e.g. number of 11-year-olds achieving Key Stage 2 level 4+ in English, maths and science) and school attendance/absence. Targets for Key Stage 3 achievement (i.e. the number of 14-year-olds achieving level 5+ in English, maths, science and ICT) also feature fairly regularly (in just over two-fifths of the plans).

The **most robust** targets within 'Enjoy and achieve' (i.e. those including numerical measures such as figures, rates, or percentages; and those including numerical changes with baselines and projected figures) relate to Key Stage 4 achievement, closely followed by Key Stage 2 achievement and school attendance and absence.

Some 'Enjoy and achieve' targets appear in other ECM outcome areas. For example, school attendance and absence, and fixed-period/permanent exclusions also feature in 'Be healthy', 'Stay safe' and (particularly for exclusions) in 'Make a positive contribution'. Targets relating to take up of sporting activities (outside of school) by 5–16 year olds also appear in 'Be healthy'.

Make a positive contribution

Targets found within 'Make a positive contribution' relate to (in rank order):

Participation in decision making (e.g. broader than participation in elections)
Volunteering (including voluntary and community engagement)
Recidivism (e.g. re-offending, relapse into crime)
First time entrants into youth justice system
Participation in elections (including in mock general elections, school council elections)
Youth Service accredited outcomes
Bullying (including children and young people admitting to bullying or threatening others)
Rates of youth offending
Fixed period / permanent exclusions
Discrimination (e.g. because of skin colour, race or religion)
Anti-social behaviour
Confidence to handle life transitions
Self employed/managing own business
Crimes brought to justice
Final warnings

The **most common** of the 'Make a positive contribution' targets (featuring in around two-fifths of the CYPPs) relate to participation in decision making – a broader target than taking part in elections – and increasing volunteering by children and young people. Targets relating to recidivism (i.e. reducing rates of re-offending by young people) and the number of first time entrants into the youth justice system feature within 'Make a positive contribution' in a third of the plans.

The **most robust** targets within 'Make a positive contribution' (i.e. those including numerical measures such as figures, rates, or percentages; and those including numerical changes with baselines and projected figures) relate to first time entrants into the youth justice system, closely followed by rates of recidivism, and then Youth Service accredited outcomes.

Several 'Make a positive contribution' targets appear within other ECM outcome areas. As already mentioned, targets relating to reducing bullying also feature significantly in 'Stay safe'. Targets in 'Make a positive contribution' relating to offending, for example, recidivism, first time entrants into the youth justice system, rates of youth offending, anti-social behaviour and crimes brought to justice, also appear in 'Stay safe', as does incidents of discrimination.

Achieve economic wellbeing

Targets found within 'Achieve economic wellbeing' relate to (in rank order):

Young people not in education, employment and training (NEET) (16+, 16–19 year olds)
Achievement at age 19 (including level 2 and level 3 NVQ equivalent at 19)
18–30 year olds in higher education
Homes of decent standards
Young people homeless or in temporary accommodation
Take up of childcare
Material deprivation and low income
Workless households
Young people on vocational courses
Young people's access to transport
Cleaner, safer and greener public spaces
Young people accessing information, advice and guidance
Young people's successful completion of training or courses in FE
Key stage 4 achievement (e.g. number of 16 year olds achieving 5 A*–C grades)
Young people with no qualifications at 19
Child poverty
Young people in employment without training

The **most common** of the 'Achieve economic wellbeing' targets (featuring in almost two-thirds of the 75 CYPPs) relate to the numbers/rates of 16–19 year olds not in education, employment and training (NEET) and to achievement at age 19. Around a quarter of the plans also have targets relating to: 18–30 year olds in higher education, homes of decent standards, and the number of young people homeless or in temporary accommodation.

The **most robust** targets within 'Achieve economic wellbeing' (i.e. those including numerical measures such as figures, rates, or percentages; and those including numerical changes with baselines and projected figures) relate to young people aged 16+ not in education, employment and training.

'Achieve economic wellbeing' targets also appear within other ECM outcome areas. For example, targets relating to achievement at 19 also appear in 'Enjoy and achieve', although are more common within 'Achieve economic wellbeing'. Targets for young people homeless or in temporary accommodation are also found, in a small number of cases, within 'Be healthy', 'Stay safe' and 'Make a positive contribution'.

Targets for key groups

This section outlines the differentiated targets focusing specifically on key groups in the plans, as opposed to targets that are for all children and young people. Differentiated targets for a range of around 20 different key groups of children and young people can be found across the 75 plans.

Key groups with specific targets

Looked-after children (LAC)	Teenage parents [sic]
Children with learning difficulties and disabilities (CLDD)	Travellers
	Children from low income families
Black and minority ethnic groups (BME)	Children and young people not in main-stream education
Young offenders	
Vulnerable groups [sic]	Homeless young people
Children with special educational needs statements (SEN)	Girls
	Young carers
Teenage mothers	Refugees/asylum seekers
Boys	Substance misusers

Targets for LAC and CLDD, the top two groups, feature in over half the 75 plans; targets for BME, young offenders and vulnerable groups feature in over a quarter of the plans; targets for children with SEN statements, teenage mothers and boys feature in around one-fifth of the plans. Targets for the remaining groups are found in just a few plans.

Targets for Looked-after children (LAC)

Targets for Looked-after children (LAC) appear across all five ECM outcomes, but particularly within 'Enjoy and achieve', 'Stay safe' and 'Achieve economic wellbeing'. Most of the targets for LAC are numerical in nature, including baselines and projected figures.

Targets for Looked-after children (LAC)

Attainment (e.g. their educational attainment at GCSE compared with peers)
Stability of placement (e.g. LAC under 16s in the same placement for more than two years
Aged 16+ NEET / EET (including measures at 16, 17 and at 19)
Health (particularly around annual health and dental checks, and substance misuse)
Adoption rates (e.g. % LAC adopted after 6 months or more)
Attendance at school (e.g. % LAC who miss 25 days or more each year)
16+ accommodation
Final warnings, reprimands, convictions
Participation in reviews / conferences
Distance placed from home
Other stay safe (e.g. LAC absconding from care placement; LAC with allocated social worker)
Other make a positive contribution (e.g. LAC volunteering rates)

Make a positive contribution
'More looked after children make a positive contribution by volunteering in the community through undertaking service within the Duke of Edinburgh award scheme; an increase from 2% to 7% by 2009.' (Unitary authority)

Targets for children with learning difficulties and disabilities (CLDD)

Targets for children with learning difficulties and disabilities (CLDD) chiefly appear within 'Achieve economic wellbeing' – where they are mainly numerical in nature with baselines and projected figures. Some targets for these children appear across other ECM outcome areas.

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Targets for children with learning difficulties and disabilities (CLDD)

16+ NEET / EET (e.g. EET improvement rates)
Make a positive contribution (e.g. their increased involvement in consultation)
Direct benefits payments to families
Attendance at school
Health (including targets related to their mental health needs, and opportunities to participate in sport)
Stay safe (including the ratio of disabled children on the CPR compared with the population of children; and CLDD with allocated social worker).

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Achieve economic wellbeing
'Annually from 2006 we will ensure that the overall proportion of LDD pupils in education, employment or training continues to improve and exceeds the 76.6% baseline for 2004.' (London borough)

Targets for children from black and minority ethnic groups (BME)

Targets for BME groups chiefly appear within 'Enjoy and achieve' and 'Achieve economic well-being' – where they are mainly numerical in nature with baselines and projected figures. Some targets for these children appear across other ECM outcome areas.

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Targets for children from black and minority ethnic groups (BME)

Achievement (e.g. in terms of narrowing the achievement gap between BME groups and their peers – including reference to particular BME groups, e.g. Pakistani, Black Caribbean and Bangladeshi groups).
16+ NEET / EET (e.g. the number of young people from minority ethnic communities not in education, training or employment)
Stay safe (e.g. the number of BME children on the CPR; and the ratio of BME children 'in need' compared with local population)
Offending (e.g. the percentage of BME in the youth justice system)
Other make a positive contribution (including the number of BME aged 14–25 volunteering at least 45 hrs per year)
Other health

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Enjoy and achieve
'Narrowing the attainment gap between identified minority ethnic groups and their peers by 5% in each group at KS2 and GCSE by 2006, and a further 5% by 2009.' (County authority)

Targets for young offenders

The **most common** target for young offenders appears within 'Achieve economic wellbeing', and refers to young offenders NEET/EET, where targets are generally numerical in nature, including some with baselines and projected figures. Other targets for young offenders are found

within 'Be healthy'; these are generally non-numerical, or statements of targets such as 'all young offenders screened for substance misuse'.

> *Achieve economic wellbeing*
> *'... reduce re-offending by young offenders by 5% each year (based on Oct–Dec cohort comparison after 24 months). 2003 data pre-court 33.3%, first tier penalties 54.2%, community penalties 100%, custody N/A. By March 2007, reduce baseline figure by 5% against 2003 data; by March 2008, reduce by 5% against 2004 data; by March 2009, reduce by 5% against 2005 data.'* (Unitary authority)

Other targets in the plans

In addition to targets relating directly to outcomes for children and young people, the CYPPs also include targets relating to **service delivery and development**. Such targets are frequently found in the plans, in both ECM outcomes and in discrete sections.

The top-ranking service delivery targets relate to Healthy Schools (status), CAMHS Service, Extended Schools, Sure Start Children's Centres and Childcare offer for 3–4 year olds. Targets relating to Healthy Schools are found in over two-thirds of the 75 plans; Extended Schools in around half the plans; and Childcare offer in just under a third of plans. Table 2 shows examples of the more robust of these top-ranking service delivery targets.

Other service-development related targets, featuring less often (but in at least one in six plans), focus on: alternative provision; Social Services staff; nursery education/early years (as distinct from child-care); school places/school roll; school floor targets; school staff; post-16 provision; roll-out of Information Sharing Index; information and support regarding benefits; schools in special measures.

Robust measures (including baselines and targets) are more evident in relation to Healthy Schools, Sure Start/Children's Centres, extended schools and schools floor targets.

The service development targets that are being nominated inevitably show some variation in their nature. Services might be variously developed by targets that refer to **staff**, **clients**, **provision**, **assessment** and **review**, as shown overleaf.

Table 2   Some examples of service delivery targets

Target	Example
Healthy Schools (status)	*'Raise the proportion of schools that achieve the national healthy schools standard.'* (Metropolitan authority)
CAMHS Service	*'10% increase in investment on specialist CAMHS in the health sector, Improvement in access to CAMHS.'* (Metropolitan authority)
Extended Schools	*'% of primary schools offering access to the 5 core extended services'. Baseline 4%, 2007 30%, 2008 50%, 2008 75%.'* (Unitary authority)
Sure Start Children's Centres	*'By 2008 there will be 7 fully operational Children's centres offering a range of childcare, health and family support services.'* (London borough)
Childcare offer 3-4 yr olds	*'The number of Ofsted-registered childcare places increases by 10% to enable more parents to return to work by 2008.'* (Unitary authority)

The nature of service delivery / development targets

STAFF-related targets might include:
- Training, qualifications and CPD
- Instituting new posts and roles
- Reviewing recruitment practices; expanding (or retaining) staff numbers.

CLIENT-related targets might include:
- Involving young people and families: more consultation; choice; satisfaction
- Changing/expanding site for client-centred service delivery: community, school or home-based
- Improving measurable outcomes for clients.

PROVISION-related targets might include:
- Increasing multi-agency and integrated service delivery
- Increasing number of clients, take-up, access opportunities; places available
- Reducing number of clients with specific problems/vulnerabilities
- Focusing on prevention, early intervention or promotional activity
- Focusing on provision at transitions
- Offering new opportunities/types of support or provision/initiative
- Implementing strategies and plans (local or national)
- Improving standards and official judgements (Ofsted, JAR)
- Improving site/fabric of service location, or facilities (general).

ASSESSMENT-related targets might include:
- Developing and implementing an Assessment Framework
- Ensuring assessment procedures are of quality/timely/available.

REVIEW-related targets might include:
- Monitoring and evaluating performance
- Establishing baselines and targets (including by research).

Notes

1 When interpreting these findings from analysis of 75 plans, it is necessary to bear in mind that LAs had freedom to draft their CYPPs in order to meet their needs and circumstances best. Therefore, there would be no imperative for every plan to include all the pieces of information and detail discussed in the findings in this paper.

The full series of papers are available from www.nfer.ac.uk/emie: