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EARLY YEARS

Three Year Action Plan

for
Peterborough County-City



PETERBOROUGH SOCIAL PLANNING COUNCIL

MARCH 2002

The **VISION** of the Peterborough Social Planning Council is to be an organization that facilitates active, broad-based citizen participation in shaping healthy communities in Peterborough city and county; acts as a catalyst for positive, sustainable social change; and, promotes understanding that social justice is in everyone's interest.

Our **MISSION** is . . . through research, community development and public education, the PSPC works to build a strong community.

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1.0 BACKGROUND

The Early Years Study

The early years (ages 0 to 6) are crucial in setting a good foundation for each child's future. This was one of the key conclusions reached by Dr. Fraser Mustard and the Honourable Margaret McCain in their landmark Early Years Study published in 1999.

Their research findings suggest that responsive caregiving, nurturing and good nutrition, coupled with good early child development programs, serve to improve children's learning, behaviour and health outcomes throughout their lives. In contrast, children who receive inadequate care and stimulation are considered to be more likely to develop learning, behavioural or emotional problems later in life.

Equipped with this information and recognizing its potentially far-reaching implications, the Ontario government introduced the Early Years Initiative in 2001. In keeping with the recommendations of the Early Years Study, this program is intended to help communities expand, enhance and strengthen existing services and supports to better meet the needs of young children (aged 0 to 6) and their parents/caregivers.

To achieve these ends, individual communities are undertaking to design and implement a coordinated framework within which to deliver these services effectively and efficiently. At its core will be a provincially-designated, early child development and parenting centre that will act as a main service hub, providing both parent- and child-focused programs and support. Other components recommended in the Early Years Study include improved maternity/parental leave benefits; family-friendly workplaces; tax incentives for development of new centres in communities; an integrated outcome measure of human development; and, a network for community information-sharing.

This initiative is aimed at all of Ontario's young children, from every socio-economic and cultural group, and including those who are living with special difficulties or challenges. It is hoped that by providing these children with the best possible start in life, they can look forward to a promising future.

The Early Years Interim Action Plan

Completed in September 2001, the Early Years Interim Action Plan was a preliminary planning document that was created primarily to facilitate the review of Early Years Challenge Fund proposals pending the development of this Three Year Action Plan.

Based largely on available, existing data, the Interim Plan provided a general demographic overview of Peterborough city and county, an indication of the existing services available for young children and their parents/caregivers, and a preliminary outline of priorities for establishing an early child development and parenting framework for Peterborough. The latter was based on responses from approximately 60 agencies/organizations involved in delivering children's services and programs.

While preliminary in nature, this interim report drew attention to a number of pertinent issues for the area, including the continuing need to address basic needs (housing insecurity, homelessness, food insecurity); the lack of services and transportation in the rural parts of the county; the need for more parenting support and child care options; long waiting lists to access various health-related programs for young children with special needs; a shortage of family physicians; and, a lack of awareness among parents/caregivers regarding available services.

The Early Years Three Year Action Plan

Building upon the information contained in the Early Years Interim Action Plan, this Three Year Action Plan has been prepared as a framework to guide the future planning and development of programs and services to support young children aged 0 to 6 and their parents/caregivers. The main steps undertaken to develop this Plan are as follows:

- ❑ Review and update of the Early Years Interim Action Plan;
- ❑ Preparation of a detailed inventory of services available in Peterborough city and county for children 0 to 6 and their parents/caregivers;
- ❑ Creation of a set of city and county maps depicting the inventory of services;

- ❑ As part of the inventory process, collection of other relevant data from service providers, including funding sources, perceived gaps, user statistics and resource-sharing within and amongst organizations;
- ❑ Individual and group consultations with parents and caregivers at various sites within the city and county to discuss needs and wants; and
- ❑ Review of *Nurturing Our Future - the Ontario Early Years Centre Plan for Peterborough County-City* (December 2001).

It should be noted that this report does not include results of any performance measures (e.g. readiness to learn, grade three city and county school testing results); their inclusion, however, is recommended as a component of the overall Three Year Action Plan framework.

2.0 POPULATION

Population size and characteristics are key determinants in the planning of most community facilities, services and programs. The numbers and distribution of existing and future projected children aged 0 to 6 (and their parents/caregivers) will have a direct impact on the demand for children’s services, as will other socio-economic and cultural variables (e.g. family structure, languages spoken, income, education, etc.).

Based largely on information extracted from the Peterborough Profile 1999 (Peterborough Social Planning Council), and reproduced in the Interim Action Plan, this section of the report presents an overview of Peterborough’s population base, including some of the pertinent issues affecting its families.

Geography

Peterborough City-County is comprised of eight municipalities, two First Nation communities, and the City of Peterborough (Exhibit 1). The City of Kawartha Lakes lies to the west and to the north, Hastings County to the east and Northumberland County to the south. The City-County spans an area of 3 950.10 km² and consists of both rural and urban areas (Exhibit 2). In 1996, just over one-half (56%) of the total population (123,450) lived in the City of Peterborough. In comparison to Ontario as a whole, the area has a much higher population density (31.20 persons/km²), than the province (11.73 persons/km²).

Exhibit 1
Map of Peterborough City-County

Exhibit 2
Peterborough City-County Land Mass (km²)
and Population Density (persons/km²)

LOCATION	LAND MASS ¹	POPULATION DENSITY ²
Ontario	916 734.00	11.73
Peterborough City-County	3 956.10	31.20
Peterborough County	3 902.11	13.82
City of Peterborough	53.99	1 287.92
Asphodel/Norwood	161.15	25.32
Belmont/Havelock/Methuen	565.6	7.65
Cavan/Millbrook/North Monaghan	304.38	27.11
Curve Lake First Nation	5.46	163.19
Douro/Dummer	461.11	14.58
Galway/Cavendish/Harvey	881.89	4.99
Hiawatha First Nation	8.94	30.98
North Kawartha	838.4	2.51
Otonabee/South Monaghan	351.33	19.21
Smith/Ennismore/Lakefield	323.86	49.74

NOTES:

- 1 Land mass for newly amalgamated municipalities was calculated by adding the sum of the land mass of individual municipalities presented in the 1996 Census together.
- 2 Population density for newly amalgamated municipalities was calculated by dividing the combined 1996 Census population totals by the total land mass.

SOURCE:

Peterborough Profile, 1999, Peterborough Social Planning Council, 1999.

Exhibit 3 presents population distribution by age groups in Peterborough City-County in 1996. In that year, there were approximately 10,300 children aged 0 to 6, representing 8% of the total population base. A further breakdown by region is indicated below by order of magnitude.

- ❑ City of Peterborough, 6 051
- ❑ Smith-Ennismore-Lakefield, 1 225
- ❑ Cavan-Millbrook-North Monaghan, 733
- ❑ Duoro-Dummer, 589
- ❑ Otonabee-South Monaghan, 563
- ❑ Asphodel-Norwood, 345
- ❑ Belmont-Havelock-Methuen, 290
- ❑ Galway-Cavendish-Harvey, 268
- ❑ North Kawartha, 158
- ❑ Curve Lake First Nation, 88
- ❑ Hiawatha First Nation, 32

Exhibit 4 provides future population estimates for the 0 to 6 age group. The following trends are expected for this age cohort:

- ❑ 1996-2001 - ↓ decrease of 16%
- ❑ 2001-2006 - ↓ decrease of 1%
- ❑ 2006-2011 - ↑ increase of 8%
- ❑ 2011-2016 - ↑ increase of 5%
- ❑ 2016-2021 - ↑ increase of 2%
- ❑ 2021-2026 - ↓ decrease of 4%.

While percentage increases are expected from 2006 until 2021, it should be noted that in absolute numbers, the 0 to 6 age group is projected to remain less than 1996 levels. This is true for all of Peterborough City-County.

Exhibit 3
Peterborough City-County Population Distribution by Age Group (1996)

AGE	TOTAL	CITY	COUNTY	ASH-NOR	BEL-HAV-METH	CAV-MILL-N.MON	CURVE L.	DUO-DUM	GAL-CAV-HAR	HIAW	N.KAW	OTON-S.MON	SMFEN-LAKE
0-6¹	10 343 (8%)	6 051 (5%)	4 292 (3%)	345 (0.3%)	290 (0.2%)	733 (0.6%)	88 (0.07%)	589 (0.5%)	268 (0.2%)	32 (0.03%)	158 (0.01%)	563 (0.5%)	1 225 (1.0%)
7-9²	5 427	2 989	2 438	195	160	432	42	336	157	13	77	352	675
10-14	8 605	4 460	4 145	325	260	685	85	550	275	15	110	585	1 235
15-19	7 990	4 340	3 650	305	265	600	60	510	225	20	100	470	1 090
20-24	7 480	4 875	2 605	205	185	450	35	350	155	10	65	335	825
25-34	15 395	9 525	5 870	475	445	995	145	820	410	35	210	725	1 630
35-44	18 965	10 390	8 575	645	590	1 435	155	1 085	585	50	280	1 220	2 530
45-54	15 825	8 090	7 735	515	590	1 275	100	915	630	35	270	945	2 490
55-64	11 995	5 835	6 160	395	610	695	75	750	700	35	350	700	1 850
65+	21 435	12 965	8 470	705	885	960	100	830	1 005	30	490	855	2 605
TOTAL*	123 450	69 535	53 915	4 080	4330	8 250	890	6 720	4 400	275	2 105	6 750	16 110

NOTES:

* The totals will not add up due to rounding.

1 0-6 age group totals calculated by using 1996 Census total for 0-4 age group and 36% (proportion used by Ministry of Finance to calculate population projections) of the 1996 Census total for the 5-9 age group.

2 7-9 age group totals calculated by subtracting 36% of the 1996 Census total for the 5-9 age group.

SOURCE:

Peterborough Profile 1999, Peterborough Social Planning Council, 1999.

**Exhibit 4
Peterborough City-County Population Projection Estimates For Age 0-6 (1999-2026)¹**

YEAR	TOTAL	CITY ²	COUNTY ²	ASH-NOR ²	BEL-HAV-METH ²	CAV-MILL N. MON ²	CURVE L ²	DO-DUM ²	GAL-CAV-HARVEY ²	HIAWA ²	N. KAW ²	OTON-S. MON ²	SMI-ENN-LAKE ²
2001³	8 730*	5 083	3 605*	290	244	616	74	495	225	27	133	473	1 029
2006⁴	8 636*	5 032	3 569*	287	242	610	73	490	223	27	132	468	1 019
2011⁵	9 324*	5 384	3 819*	307	259	653	78	524	239	29	141	501	1 090
2016⁶	9 816*	5 707	4 048*	325	275	692	83	555	253	31	149	531	1 155
2021⁷	9 986*	5 764	4 088*	328	278	699	84	561	256	31	150	536	1 167
2026⁸	9 632*	5 533	3 924*	315	267	671	81	539	246	30	144	515	1 120

NOTES:

* Totals will not add up due to rounding.

1 1996 Census-Based Projections by the Ontario Ministry of Finance, 2001.

2 Estimates based on 1996 Census for 0-4 and 5-9 age groups. Total was calculated by adding the 1996 0-4 age group with 36% (used by the Ministry of Finance to represent the proportion of 5 and 6 year olds) of the 1996 5-9 age group. The percentage increase or decrease in the age 0-6 population projection figures in City-County figures provided by the Ministry of Finance was then applied.

3 Estimated ↓ of 16% 1996-2001

4 Est. ↓ of 1% 2001-2006

5 Est. ↑ of 8% 2006-2011

6 Est. ↑ of 5% 2011-2016

7 Est. ↑ of 2% 2016-2021

8 Est. ↓ of 4% 2021-2026

SOURCES:

Ontario Population Projections 1999-2028, Ontario Ministry of Finance, 2000.

Peterborough Profile 1999, Peterborough Social Planning Council, 1999.

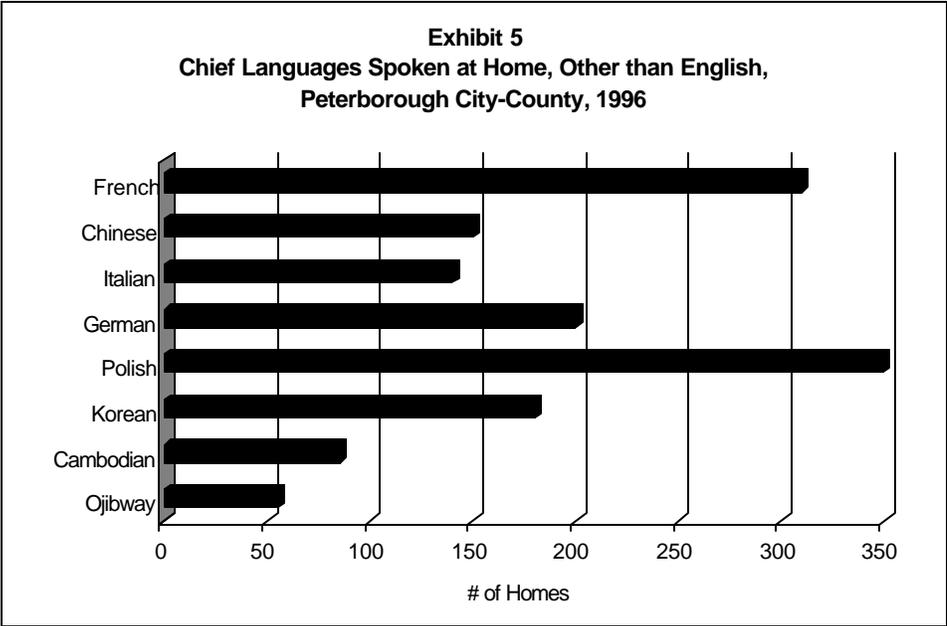
The reproductive health of a community is also an important factor to consider as research indicates a link between a baby's prenatal experience and later life outcomes. In 1996, there were 1,304 live births in Peterborough City-County. Of these, 3.9% were low birth weight babies (weighing 2500 grams or less). A report compiled by the Peterborough County-City Health Unit entitled *The First Nine Years... A Profile on Child Health in Peterborough*, noted the following with respect to 1995 reproductive activity:

- ❑ fewer babies are being born overall;
- ❑ there is a trend toward having babies later in childbearing years;
- ❑ the number of live births to teens decreased between 1995-1997;
- ❑ women between the ages of 25-29 had the greatest percentage of live births;
- ❑ babies born to single mothers is increasing in Peterborough City-County; and
- ❑ there has been a corresponding decrease in live births to married mothers.

The report also notes that of 271 pregnant women surveyed in 1998 by the PCCHU, 56% reported feeling stressed "sometimes", 51% reported being concerned about having enough money to look after their babies, and of the 3% reporting "hardly ever having someone to talk to" about things that were important to them, it was the 15 to 19 age group that expressed this most often.

Diversity

While English remains the most widely reported mother tongue and home language throughout Peterborough City-County, 1,885 people reported speaking a language other than English in 1996 (Exhibit 5). In terms of ethnic origin, the largest single non-English categories reported in this area were French (11.1%), German (8.2%) and Dutch (5.3%).

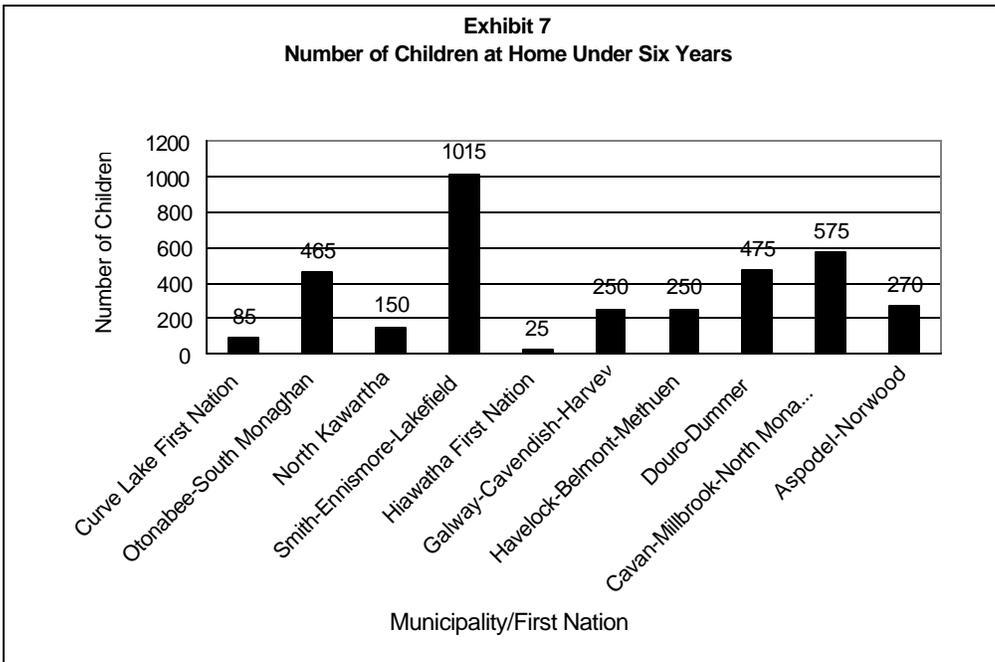
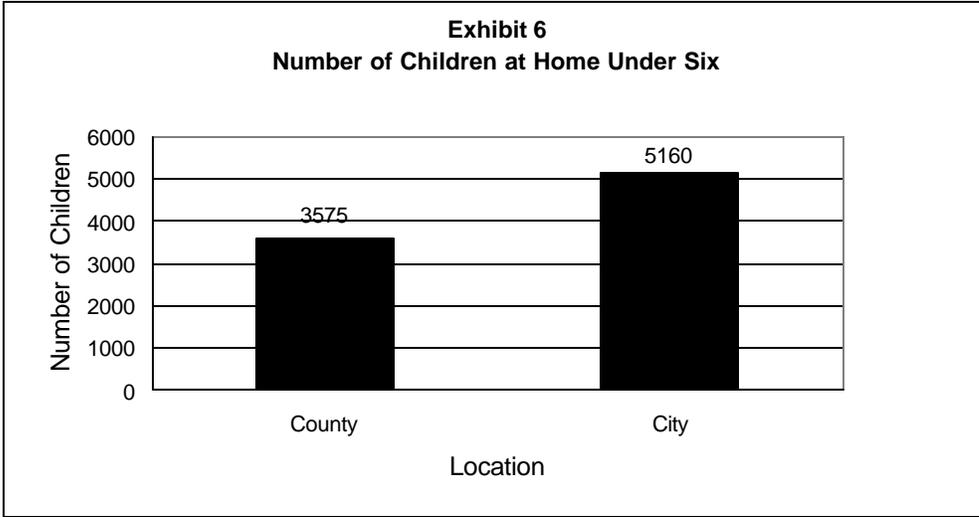


In 1996, 2.9% of county residents and 1.65% of city residents reported Aboriginal status. 1996 population figures in Exhibit 3, indicate that approximately 890 people reside at Curve Lake First Nation and 275 at Hiawatha First Nation.

Families

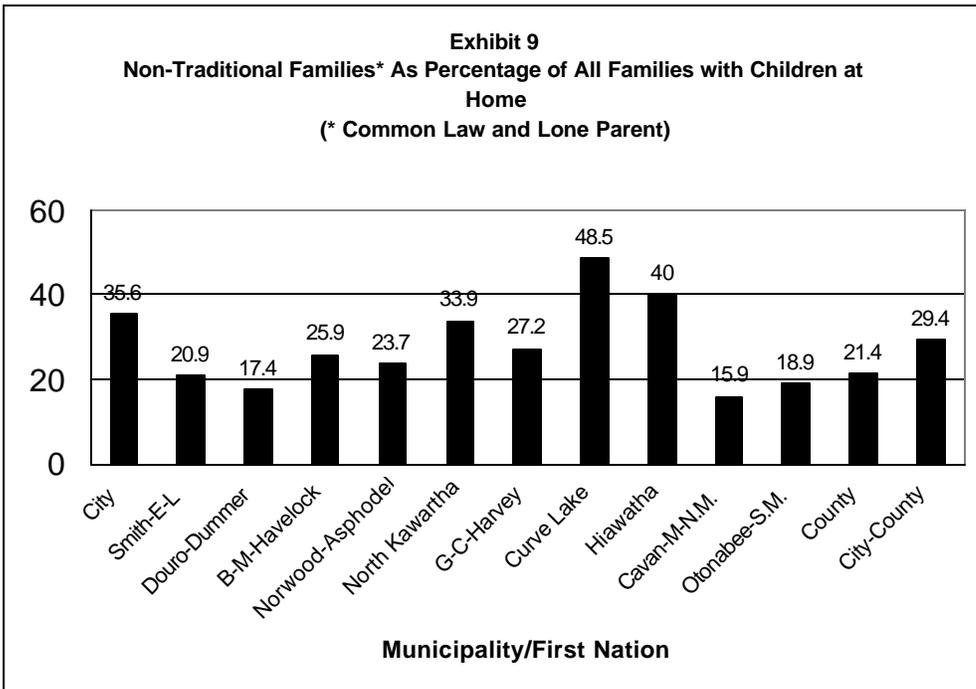
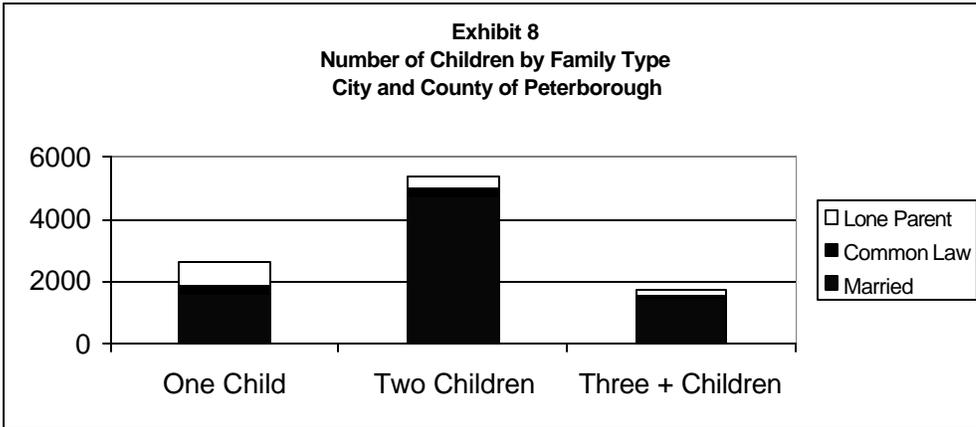
The exhibits on the following pages provide some additional insight into families with children in Peterborough City-County.

Exhibits 6 and 7 show the numbers of children at home under six years of age (totals will not match those presented in Exhibit 3 due to rounding in the Census). As depicted, the greatest number of children at home live in the city. In terms of the county, their numbers vary widely from one community to another, as previously outlined in this section.



Exhibits 8 and 9, on the following page, are not specific to children age 0 to 6; however, they do provide some valuable information regarding the types of families in which children live and the numbers of children in each family.

As Exhibit 8 shows, a married family with two children is the most common type of family structure in Peterborough County-City. There is a large variation throughout the area in the numbers of non-traditional families (common law and lone parent) with children at home as indicated in Exhibit 9.



Education

A number of observations can be made regarding educational levels in Peterborough City-County based on the 1996 Census:

- ❑ There is a noticeable difference in the breakdown of post-secondary education between the city and county. In the City of Peterborough, 12.5% of the population had a university degree and 20.4% had a college diploma or certificate. In Peterborough County, 7.9% had a university degree, while 22% had a college diploma or certificate.
- ❑ The percentage of the population with less than a grade 9 education has continued to decrease (8.3% in 1996).
- ❑ The largest percentage of the Peterborough population (26.4%) reported their highest levels of schooling as grades 9-13, with no certificate. This includes some students who are still in the process of getting their diplomas.

Income

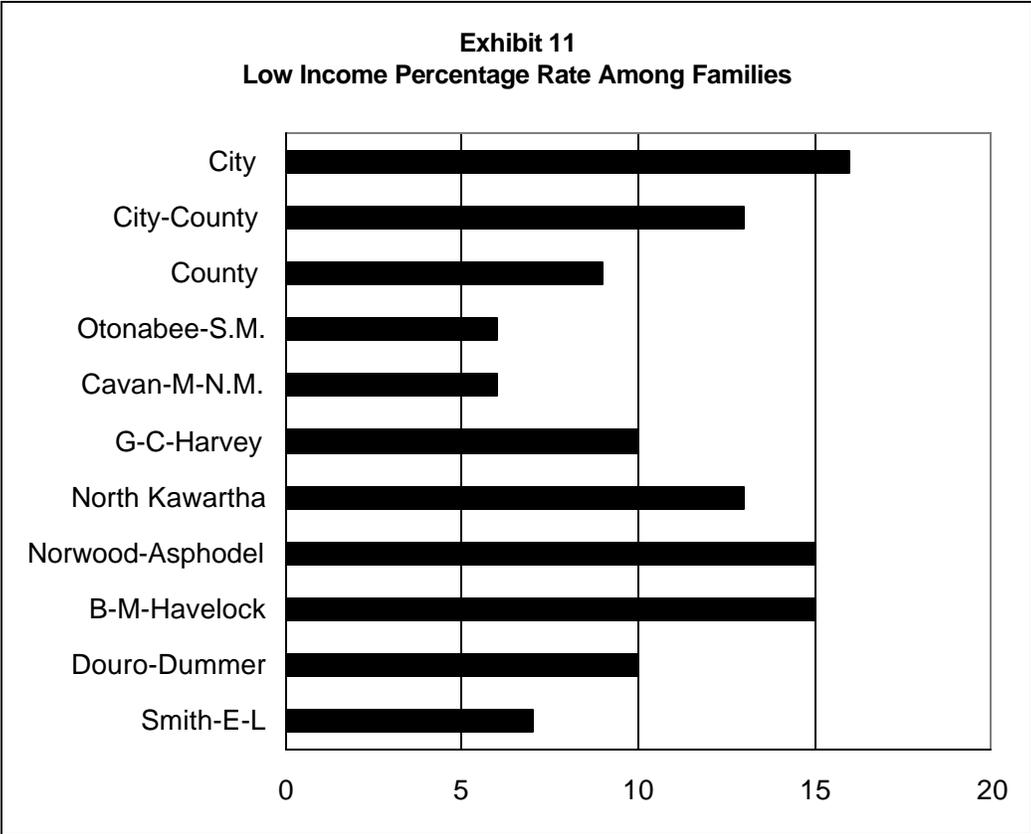
Overall, families in Peterborough City-County have lower average incomes than Ontario as a whole. Exhibit 10 shows 1996 data regarding average income by family status.

Exhibit 10
Average Income by Family Status, 1996

Average Income	Ontario	City-County	County
All Families	\$59,830	\$51,020	\$51,845
Husband-Wife	\$64,434	\$54,353	\$56,718
Male Lone-Parent	\$44,318	\$36,316	\$38,737
Female Lone-Parent	\$30,182	\$27,386	\$26,547
All Non-Family Persons	\$24,466	\$20,535	\$20,442
Female Non-Family	\$22,311	\$19,832	\$20,132
Male Non-Family	\$27,089	\$21,528	\$20,928

Source: Peterborough Profile, 1999

Low-income families have incomes that fall below Statistics Canada's low income cut-offs. Exhibit 11, following, illustrates the percentage of low-income families by municipality.



Employment

Due to an inadequate sample size of city residents in the Labour Force Survey, Human Resource Development Canada no longer reports unemployment rates for the city. Both city and county are included in Economic Region 520, an area also that includes Northumberland County, the Kawarthas, Haliburton and Muskoka.

After peaking at 13.6% in 1993, the average monthly unemployment rate fell to 6.9% in 1999. A further decline was recorded for the first 10 months of 2000 with an average of 5.4%. The labour force participation rate, which represents the number of people working or actively looking for work, was 62.4% for the City of Peterborough in 1999. County data is not available, but assuming that 1996 Census data holds true today, the participation rate is similar and there are slightly fewer unemployed people in the county (Quality of Life Report 2000, PSPC).

Housing

The waiting list for social housing increased 94% between 1990 and 1999 and by an extraordinary 80% between 1998 and 1999. By September 2000, the waiting list had grown to 996 applicants. The growth in the waiting lists, here and in most of the country, reflect both the withdrawal of federal and provincial governments from the housing sector and the decline in net income among low and middle class Canadians (Quality of Life Report 2000, PSPC).

Over one-half (54%) of all renters in the county and city pay more than 30% of their household income on rent, while 17% of homeowners pay more than 30% of their household income on mortgage payments. Approximately 8% of dwellings are considered to be in need of major repairs.

Food Security

Food security - access to sufficient amounts of safe, nutritious, and personally acceptable foods in a manner that maintains human dignity - is a significant issue in Peterborough County-City. *Hunger Count 2001*, prepared by the Kawartha Food Share (a central collection and distribution warehouse with 19 member agencies) reported the following usage statistics for March 2001:

- ❑ 1,836 adults;
- ❑ 1,632 children under 18;
- ❑ 3,627 total people; and
- ❑ 1,648 households.

One-parent families were the most common family type to access food bank services. The majority of clients are on Ontario Works/Social Assistance. Although there is a much larger body of information available regarding food security, the data from this most recent report provides some indication of the seriousness of this issue.

Summary

The following highlights some of the key community characteristics and issues that have direct relevance to this Three Year Action Plan:

- ❑ most of the area's young children (0 to 6 years) reside in the city;
- ❑ numbers of children aged 0-6 vary significantly by municipality;
- ❑ within the county the largest concentrations are in Smith-Ennismore-Lakefield and Cavan-Millbrook-North Monaghan;
- ❑ the 0-6 age group has been projected to decrease by 17% between 1996 and 2006;
- ❑ more babies are being born to single mothers;
- ❑ pregnant women are concerned about having enough money to look after their babies;
- ❑ English is the most common language, although a number of other languages are also spoken in Peterborough homes;
- ❑ many families have children at home under six and their numbers vary greatly across municipalities;
- ❑ the most common family structure is married with two children;
- ❑ considerable variation exists amongst municipalities in the percentage of non-traditional families (common-law and lone-parent) with children at home;
- ❑ the largest percentage of Peterborough's population report grades 9-13 with no certificate as their highest level of schooling;
- ❑ average incomes for all family types are below those for Ontario as a whole, with the lowest average incomes recorded for female lone-parent families;
- ❑ low income families are prevalent across the city and county;
- ❑ unemployment rates continue to decrease;
- ❑ access to affordable housing continues to be a problem; and
- ❑ food security continues to be a serious issue.

3.0 SERVICES

The Early Years Community Inventory

In order to develop a Three Year Action Plan that accurately reflected the needs of young children and their families, it was necessary to acquire a better understanding of the existing supply of services available to this segment of the population. With this in mind, and using the 'snapshot' of services presented in the Interim Action Plan as a base, a more comprehensive inventory of existing services was prepared.

Compiled during the last quarter of 2001, the Early Years Inventory is comprised of community programs and services offered in Peterborough city and/or county for children aged 0 to 6 and their parents/caregivers. Its primary focus was on capturing programs offered on a regular, ongoing basis and typically taking place over a period of time. Occasional and one-day programs (e.g. special events) were not included. Also excluded for this initial compilation were 'pure' recreational programs, such as swimming and other sports.

Data was collected using the Early Years Community Inventory questionnaire which was adapted for use in personal and telephone interviews (Appendix B). These two methods of data collection yielded a 100% response rate from those agencies who were identified and asked to provide information.

In addition to collecting detailed descriptive data about existing programs, the inventory of services has also been mapped. Four city and four county maps have been created to depict the existing distribution of services and programs, as well as the population distribution of children aged 0 to 6 from the 1996 Census. These maps, produced in large format for better clarity, are assembled together in Appendix C of this report.

It should be noted that some programs in the inventory are only provided on an as-need or by-request basis at different (non-permanent) sites within the city and county. The availability of these types of programs therefore could not be reflected in the maps.

Existing Service Providers in Peterborough City-County

Forty-six (46) service providers offering a total of 122 different programs for children aged 0 to 6 and their parents/caregivers were interviewed as part of the inventory process. They represented a variety of areas including child care, family support, health, culture, recreation, social services and special needs. Both public and private sector interests took part, the latter consisting mainly of child care providers.

Of the 46 service providers, 37 currently offer programs for children (0 to 6); 15 run joint parent-child programs (many of these are for families with special needs); and, 10 provide programs for parents and caregivers. (These numbers exceed 46 as some agencies deliver more than one type of program.) Exhibit 12, below, provides a further breakdown of the inventory by type of service provider, using the Early Years survey categories.

Exhibit 12
Existing Service Providers - Peterborough City & County

EARLY YEARS CATEGORY	NUMBER OF AGENCIES
Agency serving people with disabilities	4
Child care provider	22 ¹
Child welfare agency	1
Children's mental health agency	1
Family resource centre or community-based family support program	4
Health care service provider	2
Library	8
Organization offering sport or recreational programs	2
Preschool speech and language	1
Other (i.e. municipality)	1
Total interviewed	46

¹ Includes only licensed or registered child care centres.

Child care providers represent the largest single category (22) of service provider. This number, however, includes only licensed or registered child care centres. There are an additional 250+ home-based child care providers operating in the city and county. Libraries represent the next largest group (8), followed by agencies serving people with disabilities (4) and family resource centres/community-based family support programs (4).

While the numbers of individual service providers in most categories are not high, many providers are multi-service agencies each offering several different programs. The Peterborough Family Resource Centre, for example, provides over 15 different programs. Not including 'pure' recreation, the Peterborough Family YMCA has eight different programs for young children and their parents/caregivers. Other multi-service agencies include those who primarily serve families at-risk or families with special needs such as Kinark Child and Family Services, Five Counties Children's Centre, and the Peterborough County-City Health Unit.

Existing Programs in Peterborough City-County

Too numerous to list here (but accessible through the inventory's electronic database), the 122 programs included in the inventory have been grouped into five Early Years categories and summarized in below. (Home-based child care providers have also been added in).

Exhibit 13
Existing Programs - Peterborough City & County

TYPE OF PROGRAM PROVIDED	NO. OF AGENCIES	NO. OF PROGRAMS	NO. OF PERMANENT LOCATIONS
Prenatal support ¹	3	12	22
Parent/caregiver support ²	12	31	33
Child care ³	22	41	31
Centre-based	2	261	261
Home-based			
Other early child development ⁴	13	25	38
Special needs Intervention ⁵	10	27	15

NOTES:

¹Childbirth information, prenatal parent education & training, breastfeeding promotion & support, lifestyle counselling for expectant parents, nutrition advice

²Parenting courses/workshops, information on child development, parent resource libraries, information hotlines, referrals, support groups, drop-ins, family social events

³Centre-based are all licensed facilities; home-based includes 52 licensed programs

⁴Children's play activities, creative arts & crafts, physical activities, music & movement, storytelling, rhymes, board games, peer interaction

⁵Emotional/social/behavioural consultations, assessments & interventions; speech & language therapy, occupational & physical therapy, specialized clinics, mental health counselling, family respite, child welfare

It should be noted that the numbers of agencies, programs and locations in Exhibit 13 do not necessarily represent separate or different entities. A number of agencies, for instance, provide programs in more than one category, especially in the areas of prenatal and parent/caregiver support. Similarly, a few programs are targeted to both prenatal clients and parents/caregivers, while others address both parent support and special needs. Individual locations, as well, typically support more than one program.

Of the five categories of programs, those which offer prenatal support are the fewest in number. They are concentrated largely with three agencies who offer a range of programs including childbirth and nutrition information, prenatal classes and a clinic, and a teen prenatal supper club. Some of these programs are geared toward families at-risk, while others are for the general (prenatal) population.

The largest number of programs available, apart from child care services, are those for parents and caregivers. A dozen agencies provide over 30 different programs and services, ranging from general information provision and support groups, to formal parent education courses and workshops. Many of these agencies and programs target either families with special needs children (e.g. support groups, family respite) or those considered to be at-risk (e.g. Healthy Babies, Health Children; Nobody's Perfect).

Existing child care services in Peterborough city and county include both licensed, centre-based programs which offer an assortment of early child development activities (e.g. play opportunities, matching/grouping/sorting, board games, peer interaction, etc.), as well as a large number of home-based services most of which are informally run. Some of the licensed child care centres provide multiple programs including infant care, preschool and toddler programs, and before and after school care.

About a dozen agencies, including family resource centres, libraries, recreation facilities and independent providers, offer additional early child development programs (e.g. storytelling, crafts, tumbling tots, music and movement, playgroup, etc.). Several of these are joint programs for both child and parent/caregiver.

Ten agencies are currently involved in providing specialized services for children with special needs and their families. Largely health-related, these include services such as occupational, physical and speech therapy; behavioural assessments and interventions;

mental health counselling; and, specialized clinics for various physical disabilities. Peterborough also has seven paediatricians and five obstetricians working out of the city, as well as a midwifery service.

Not specifically interviewed as part of the inventory process, but included in the mapping of services are elementary schools offering kindergarten (31 public, 14 Catholic, one First Nation, six private) and 20 breakfast school programs at elementary schools.

Geographic Distribution of Programs

Examining these same categories of programs from a geographical perspective provides additional information, as summarized below. It is important to note, however, that these numbers underestimate the total city/county locations since, as previously pointed out, some programs are offered on an as-need or by-request basis at different (non-permanent) sites in the city and county.

Exhibit 14
Existing Programs by Geographic Location

TYPE OF PROGRAM PROVIDED	CITY LOCATIONS	COUNTY LOCATIONS ¹	TOTAL
Prenatal support	9	13	22
Parent/caregiver support	17	15	33
Child care	19	12	31
Centre-based	222	39	261
Home-based			
Other early child development	9	29	38
Special needs intervention ²	15	-	15

NOTES:

For definitions of types of programs, see Exhibit 13, pg.19

¹Excluding child care, most are PFRC mobile outreach locations and libraries.

²Some programs include home visits.

With the exception of special needs intervention programs, all other types of programs are offered in both the city and county. (Many special needs service providers, however, do make home visits in the county as required.) While programs are available at both city and county locations, the range, depth and frequency of programs is much more limited in the county.

Not including child care services, access to programs in the rural areas is largely through two main service providers - Peterborough Family Resource Centre's Mobile Outreach Service and township libraries. Only a few rural communities provide additional programs (e.g. Millbrook, Buckhorn).

Almost all of the prenatal and parent/caregiver support programs in the county are provided by one agency (PFRC). Generally speaking, there are twice as many prenatal programs offered in the city as in the county. Some additional parent/caregiver support is provided to special needs families in the county through home visits.

With respect to licensed child care centres, just over 60% are located in the City of Peterborough and almost 40% in the county. Most of the larger rural communities offer some form of licensed child care. (Havelock was pointed out as one notable exception.) The vast majority (85%) of home-based child care service providers are in the city.

The largest number of programs offered in the county are other early child development programs, again provided primarily by PFRC and local libraries. The much larger number of county locations versus city locations in this category reflects PFRC's many outreach sites, as well as several library branches. Unique to the county are the Old Millbrook School Family Centre and Lovesick Lake Women's Association (Buckhorn), both community-based family support programs offering a small, but varied selection of child- and parent-oriented services.

Distribution of Children Aged 0 to 6 Versus Program Distribution

The accompanying city and county maps (assembled in Appendix C of this report) depict the distribution of existing programs and services overlaid on the 1996 population distribution of children aged 0 to 6. Age distribution is shown by Statistics Canada census tracts for the city maps, and by township boundaries for the county maps. The following observations can be made:

- ❑ The two city census tracts with the highest concentrations of children aged 0 to 6 have one licensed child care centre each and a large number of home-based child care providers. (The exact number of home-based providers in each census tract cannot be determined as their locations are mapped by postal code only to protect private addresses.)

- ❑ Most of the licensed child care centres in the city are in areas close to the downtown core, that are less heavily populated with young children;
- ❑ The same is generally true with prenatal, early child development and parenting programs. The city census tract with the most young children has none of these programs, while the second most populated tract has a few;
- ❑ On the other hand, areas in the city with more moderate numbers of young children have a good distribution of programs and services, as does the downtown core where fewer young children live. The least child-populated areas of the city offer no programs;
- ❑ In the county, there is a handful of licensed child care centres in Smith-Ennismore-Lakefield, the township with the highest number of young children; fewer are available in Cavan-Millbrook-North Monaghan, which has the second greatest concentration of children aged 0 to 6;
- ❑ Except for Buckhorn, all other parts of the county have access only to home-based child care including Havelock;
- ❑ The greatest number of prenatal, early child development and parenting programs in the county are found in the two most child-populated townships. Although second highest in number, Cavan-Millbrook-North Monaghan has the most programs overall, perhaps owing to its larger area (than Smith-Ennismore-Lakefield) and its own family resource centre;
- ❑ Conversely, the township with the least children (North Kawartha) has the fewest number of programs (not including the First Nation communities); and
- ❑ There appears to be a good distribution of libraries, elementary schools and elementary school breakfast programs across most of the county.

Other Program Characteristics

Additional information regarding various program characteristics was also collected as part of the inventory process. Some of these findings are highlighted below.

- ❑ The largest number of programs available for children (85) are for preschoolers (31 months to five years); the fewest (41) are for infants (0 to 18 months); 58 programs are for toddlers (19 to 30 months);
- ❑ Two-thirds of programs make use of volunteers;
- ❑ One-half or 61 programs have no fees; these would include health-related and special needs services, programs for families at-risk, many PFRC and library programs as well as others; the remaining programs have either membership or participation fees or both; most of these are child care providers;
- ❑ The majority of programs are offered weekday mornings (111) and weekday afternoons (90); 44 programs are available during weekdays evenings, while another 25 operate on the weekends; those run on the weekends include a mix of prenatal, parenting, early child development, health and special needs services;
- ❑ Eleven programs are provided in languages other than English (six in French; two Aboriginal; three other);
- ❑ Fifty programs have special ethnic/culture-specific resources available; these represent a variety of programs including child care, other early child development, prenatal, parenting, health and special needs; and
- ❑ Home visits are carried out as part of 22 programs, the majority of which are agencies providing special needs intervention or serving families at-risk; 31 programs offer one-to-one support.

Resource-Sharing Among Service Providers

Responses to the Early Years questionnaire indicate that, while there are certainly exceptions, there appears to be a high degree of resource-sharing occurring both within one's own organization, as well as externally with outside agencies. This is particularly true of multi-service providers, including those who work with special needs families.

Many service providers, unless they deliver single programs, share various internal resources including facilities, staff, programs and training. Resource-sharing with outside agencies most often involves sharing facilities and programs with a range of organizations, including other like providers (e.g. child care centres, family resource centre, youth services, etc.), as well as other community agencies (e.g. schools, libraries, community centres, public health and special needs providers, churches, housing co-ops, business, etc.). Among child care centres, just over one-half reported sharing resources within their organization, while close to two-thirds shared with outside agencies. Those who were less likely to share resources with outside agencies were primarily libraries.

Service providers also identified a number of challenges associated with the sharing of resources with other agencies:

- limited resources to share;
- funding crunch affects how much one can do;
- budget realities in other agencies sometimes impacts their contribution;
- lack of or difficulty to free staff and volunteers;
- time and distance involved;
- physically getting materials to and from the city and county;
- joint administration/management; and
- lack of awareness of other services/service providers.

Summary

Completion of the inventory of services has brought to light a number of relevant issues that have implications for the Three Year Action Plan. These issues are summarized on the following page.

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-

- ❑ The area has an existing base of programs and services available that are geared toward the three main Early Years components – prenatal, early child development and parent/caregiver support;
- ❑ A number of different community sectors, both public and private, are involved in delivering these programs and services;
- ❑ Much of the existing supply of programs and services is concentrated within a relatively small number of multi-service providers;
- ❑ Among existing service providers in the area, the large majority focus on programs for children (as opposed to parents/caregivers or joint parent-child programs);
- ❑ Many of the existing programs target families at-risk or serve young children with special needs, including providing parental and caregiver support;
- ❑ Excluding those for special needs families, there is a limited selection of no- or low-cost joint parent-child programs in both the city and county;
- ❑ In the City of Peterborough, most programs and services are located in or near the downtown core where fewer young children reside;
- ❑ Families with young children living in the county have access to some basic programs and services; those with special needs may receive home visits; however, to access the much greater supply of programs in the city, they must travel to Peterborough; and
- ❑ In spite of various challenges, service providers in the city and county have developed relationships and are working with various and often multiple community partners in the delivery of services.

4.0 GAPS / NEEDS

Feedback From Service Providers

As part of the inventory process, the 46 service providers were asked to identify gaps in the services they provide, based largely on feedback they had received from their users. The results of this exercise are summarized below, according to the same program categories used earlier, as well as an 'other' category.

Exhibit 15
Gaps Identified by Service Providers

TYPE OF PROGRAM ¹	GAP/NEED
Prenatal support	<ul style="list-style-type: none"> ·breastfeeding management information and in-home support
Parent/caregiver support	<ul style="list-style-type: none"> ·parenting programs not specifically for families at-risk ·parent education (care & feeding of newborn; transition to parenthood) especially in the county ·parent education through daycare centres
Child care	<ul style="list-style-type: none"> ·infant care ·extended hours/days ·evening/overnight/weekend care ·flexible, occasional, emergency & sick care ·subsidized care ·staff support/training to manage high needs children ·enhanced staffing
Other early child development	<ul style="list-style-type: none"> ·additional programs (crafts, storytime) ·extended drop-in hours/days ·extended playgroup hours/days ·weekend, year-round programs ·baby/toddler programs ·joint parent-child programs
Special needs intervention	<ul style="list-style-type: none"> ·inability to access services due to lengthy waiting lists ·quicker, more frequent service required ·earlier prevention/intervention programs for families & daycare ·more supports for families (e.g. parent support groups) ·respite care ·developmental clinic for assessments ·sub-specialty paediatricians
Other	<ul style="list-style-type: none"> ·additional services/sites in county, especially in remote rural areas where families lack transportation ·information on the kinds of programs and services that are available for young children and parents/caregivers ·more staff/volunteers

Notes: n=46

¹For definition of program types, see Exhibit 13, pg. 19

Overall, gaps that were identified most frequently by these service providers were:

- ❑ Various forms of child care (as detailed in Exhibit 15);
- ❑ Quick and frequent access to services for children with special needs; and
- ❑ All categories of programs and additional sites in Peterborough County.

Feedback From Parents and Caregivers

Additional feedback concerning existing gaps and needs was obtained directly from parents and caregivers in Peterborough city and county. Information was collected both by personal/group interviews and by self-administered surveys. In an effort to reach various groups of parents and caregivers (e.g. working, stay-at-home, single, special needs, etc.), a number of different avenues were used.

In the City of Peterborough, four service providers enabled access to their parent-clients through attendance at a number of parent meetings and support groups. On-site interviews were conducted at a few drop-in and program locations. Surveys were distributed at various sites, including a child care centre, literacy organization, library and community clubhouse. Similar types of venues were used in the county, in addition to a family resource centre, food bank and medical clinic.

In total, 108 parents and caregivers provided input, 47 from the city and 61 from the county. Responses from the county came from Apsley, Bridgenorth, Buckhorn, Douro, Cavan, Ennismore, Havelock, Keene, Lakefield, Millbrook, Norwood, Stewart Hall, Warsaw and Westwood. Although of value to this plan, it should be noted that the findings from these consultations are qualitative in nature, and cannot be considered representative of either Peterborough city or county.

Not surprisingly, the feedback received varied considerably between city and county parents/caregivers. Within the county, there was a much higher degree of consistency. In the City of Peterborough, parents of young children, overall, appear to be quite satisfied with existing services. Most report that they have been able to find and access the programs that they need both for their children (0-6) and for themselves (as parents). Several respondents pointed out the greater need for programs for older children and youth. Notwithstanding these findings, a number of gaps and needs were identified. These are highlighted by various sub-groups in Exhibit 16, on the following page.

Exhibit 16
Gaps/Needs Identified by City of Peterborough Parents/Caregivers

PARENT/CAREGIVER SUB-GROUP	GAP/NEED
Working parents	<ul style="list-style-type: none"> · infant care (licensed) · child care for shift workers · part-time child care · licensed, affordable child care for non-subsidized families · programs offered during non-business hours · extended program hours · weekend programs
Stay-at-home/unemployed parents	<ul style="list-style-type: none"> · support groups for moms and dads · screening service for babysitters
Single parents	<ul style="list-style-type: none"> · transportation to programs/drop-in centres · programs that are available during evenings and weekends (non-business hours)
Special needs parents	<ul style="list-style-type: none"> · quicker access to various assessments & treatments (speech, occupational, psychological, audiological) · respite services especially for at-home/unemployed parents · advocates to help parents work through the system · one point of entry to assist families to get coordinated care and support
All/more than one sub-group	<ul style="list-style-type: none"> · list of all services and programs available · information on good child care · affordable programs · improved access to some programs because of waiting lists · physicians; walk-in/after-hours clinic for children · medical specialties

Notes: n=47

While many parents/caregivers surveyed felt that there is a good supply of programs and services for young children and their parents in the city, cost was identified as an issue. In particular, some parents who did not qualify for subsidies found programs to be “very expensive and almost cost prohibitive”. The lack of affordable programs for families NOT at-risk was also noted. Another barrier identified was the lack of transportation, especially for parents with more than one young child. The other main constraint is the long waiting lists for some programs (especially for special needs and at-risk families), and the resulting frustrations of not being able to access these services in a timely manner.

In terms of county parents and caregivers, many indicated that they have been able to access required services and programs in the city, but not in their own community. (This was less so in Cavan-Millbrook-North Monaghan which now has its own family resource centre.)

Exhibit 17, below, summarizes the gaps and needs identified by respondents residing in the county. Overall, parents in the county feel that their communities are lacking in the number, type and frequency of programs that are available to them. Some areas, for example, are limited to a monthly drop-in and a library program(s). A lack of awareness about the kinds of programs and services offered is also common.

Exhibit 17
Gaps/Needs Identified by County of Peterborough Parents/Caregivers

PARENTAL/CAREGIVER SUB-GROUP	GAP/NEED
Asphodel-Norwood	<ul style="list-style-type: none"> · more frequent drop-in programs · parenting courses · affordable programs
Cavan-Millbrook-North Monaghan	<ul style="list-style-type: none"> · day care, before and after school care, emergency care · parenting support and classes · children’s summer programs · joint parent-child programs · information on what is available
Douro-Dummer	<ul style="list-style-type: none"> · more kinds of programs for children, playgroups · more frequent programs · joint parent-child programs · parenting programs · affordable programs · information on what is available
Galway-Cavendish-Harvey	<ul style="list-style-type: none"> · playground · joint parent-child programs · parenting courses · quicker access to speech therapy
Havelock-Belmont-Methuen	<ul style="list-style-type: none"> · daycare and nursery school (licensed) · broader range of children’s programs · more frequent programs for children · year-round programs for children · parenting programs · free or low cost programs · information on what is available
North Kawartha	<ul style="list-style-type: none"> · formal structured daycare · before and after school care · year-round children’s programs · parenting resources · physician
Otonabee-South Monaghan	<ul style="list-style-type: none"> · swimming · scouts · after school program · regular story hours · information on what is available
Smith-Ennismore-Lakefield	<ul style="list-style-type: none"> · playground · playgroup · more frequent drop-ins and programs for children · more types of children’s programs

Notes: n=61

1. Prenatal programs were identified as a gap by two parents/caregivers who did not indicate their place of residence.

Cost of programs is also an issue in the county. Similar concerns were voiced regarding the inability of the average family to participate, as programs are either too expensive or are geared to low income families. It should also be noted that while some parents and caregivers are able to access services in the city, others who lack transportation and financial resources cannot do so.

Input From the Ontario Early Years Centre Plan

Information about gaps in service for young children and their parents/caregivers has also been extracted from *“Nurturing Our Future” - the Ontario Early Years Centre Plan for Peterborough County-City*. Prepared in December 2001, the Plan has been approved by the provincial government and is currently being implemented by the Peterborough Family Resource Centre (the newly-designated Early Years Centre for this area). While not inclusive, Exhibit 18, below, presents some of the gaps/needs identified in this document, many of which parallel those uncovered in this report.

**Exhibit 18
Gaps Identified in the Ontario Early Years Plan**

TYPE OF PROGRAM ¹	GAP/NEED
Prenatal support	<ul style="list-style-type: none"> · more participation of parents from rural and aboriginal communities · improved access to newborn/infant care skills training and ‘transition to parenting’ education · better supports for breast-feeding mothers
Parent/caregiver support	<ul style="list-style-type: none"> · more opportunities for parents to interact, learn from each other and joint problem-solve in an informal setting · enhanced access to professional early childhood educators and health professionals for information and advice · enhanced programs for teen parents and parents of teen parents
Child care	<ul style="list-style-type: none"> · affordable, high quality child care for working parents · more high quality, safe, flexible caregiving · availability of contingency care for working parents who have mildly ill children
Other early child development	<ul style="list-style-type: none"> · expanded opportunities for children from urban, rural and aboriginal communities to take part in problem -solving play and learning and to develop group and social skills · more joint activities for children and their parents (for working, non-working and schooling parents)
Outreach	<ul style="list-style-type: none"> · more programs offered more frequently to city neighbourhoods and rural communities
Other	<ul style="list-style-type: none"> · greater parent, public and provider knowledge of what exists in the community · transportation options for neighbourhood/rural communities · better physician availability and reduced waiting lists for therapy

Source: Nurturing Our Future, the Ontario Early Years Centre Plan for Peterborough County-City.

¹For definition of program types, see Exhibit 15, pg.19

Demand For Existing Programs

Another indicator of the gaps or needs in the existing supply of programs and services is their current usage. Waiting lists in particular are a key marker and, as pointed out previously, there are waiting lists associated with certain programs and services for children and for parents/caregivers.

As part of the inventory preparation, information was collected on numbers of users and, more specifically on whether, for each individual program, “demand exceeded capacity on a regular basis”, “demand was a good match most of the time”, or “there was more than enough capacity to meet demand most of the time”. The responses to these questions are presented in Exhibit 19 on the following page.

Based on responses given by service providers, demand exceeded capacity on a regular basis for close to one-half (47%) of the programs inventoried. For another 41%, demand was reported as being “a good match”, while almost 20% of programs had more than enough capacity to meet demand most of the time.

Programs where demand exceeded capacity on a regular basis were primarily those serving children with special needs, as well as child care centres. While the former affects the entire county, the latter pertains mainly to facilities located in the city. Waiting lists are common with these two categories of programs, with waiting periods ranging from one to 26 months. Excess demand was also reported for a smaller number of early child development programs (e.g. joint parent-child programs at the YMCA; Mother Goose; summer library programs); parenting programs (e.g. Nobody’s Perfect; Steps and Stages; H.E.L.P.) and pre-/post-natal programs (e.g. Babies First; Healthy Babies, Healthy Children).

Demand for the majority of the early child development and parenting programs was described as being a good match for capacity most of the time. Excess capacity, on the other hand, was most often found at child care centres located in the county and at the family resource centre in Millbrook (a relatively new facility).

Exhibit 19
Demand for Existing Programs

EXTENT OF DEMAND	NUMBER OF PROGRAMS	BY PROGRAM CATEGORY		NO. PROGRAMS WITH WAITING LIST	WAITING PERIOD (RANGE, AVERAGE IN MONTHS)
Demand exceeded our capacity on a regular basis	56	Pre/post natal	3	1	1
		Child care	18	16	1-24, 5.2
		Early child development	7	3	2-12, 5
		Parenting	4	3	1-4, 3
		Special needs	22	16	1-26, 4
		Other	2	1	1
Demand was a good match for our capacity most of the time	48	Pre/post natal	5	n/a	n/a
		Child care	12		
		Early child development	14		
		Parenting	13		
		Special needs	4		
We had more than enough capacity to meet demand most of the time	14	Child care	9	n/a	n/a
		Early child development	4		
		Special needs	1		

Notes:

1. For program definitions see Exhibit 13, pg.19.
2. 'Other' includes paediatric services and health protection/promotion.

Summary

It is apparent that most programs and services for young children and parents/caregivers are well utilized especially in the city. Based on the various feedback received and the usage indicators, the predominant gaps in service include:

- ❑ Various forms of child care particularly within the city - infant care, flex-care, emergency care, etc.;
- ❑ Services for children with special needs who live in both the city and county and who often face long waiting lists;
- ❑ Access to certain prenatal and parenting programs that also have waiting lists, most of which are geared toward families at-risk;
- ❑ Programs for both young children and for parents residing in the county - the number and range available, their frequency, the number of locations;
- ❑ Programs for children and for parents that are offered at times that working and single parents can access them;
- ❑ Joint parent-child programs in the city and county that are affordable and accessible;
- ❑ Children's and parental programs that are affordable to all and accessible to all; and
- ❑ Information and awareness about the supply of programs and services available for young children and parents/caregivers in the county and city.

5.0 PRIORITIES

Based on the results of the research undertaken in this report, broad priority areas have been determined for both the city and county with respect to the main Early Years components - prenatal, early child development and parent/caregiver support (Exhibit 20). Although child care services do not specifically fall within the purview of the Early Years program, it has been a predominant issue throughout this report, and is therefore included in the overall priorities and action plan. In assigning priority, the following criteria were used:

- ❑ **High priority:** Program/service is not offered at all, or it is available in limited quantity vis-à-vis demand, or it is effectively not accessible due to lengthy waiting lists; there is also demonstrated demand;
- ❑ **Medium priority:** Program/service is available; demand is generally a good match for capacity, but enhancements are required to improve accessibility, affordability, etc.; and
- ❑ **Low priority:** Program/service is available; less demand has been demonstrated; there may also be excess capacity.

Exhibit 20
Broad Priority Areas for Peterborough City and County

PRIORITY	CITY OF PETERBOROUGH	COUNTY OF PETERBOROUGH
High	· common information source re: programs and service available	· common information source re: programs and services available
	· child care programs and flex-options	· early child development programs
	· special needs/at-risk family programs	· parent/caregiver support programs · special needs/at-risk family programs
Medium	· early child development programs	· prenatal support programs
	· parent/caregiver support programs	
Low	· prenatal support programs	· child care programs and options ¹

¹Does not pertain to all rural communities.

6.0 ACTION PLAN

Exhibit 21, on the following page presents the Early Years Three Year Action Plan for Peterborough City and County. This plan is intended to provide broad strategic direction for implementing a local early child development and parenting system. It has been developed to meet the specific needs and gaps identified in this community. In order to fully implement the plan, more detailed operational planning will be required in each of the main action areas. As well as informing the development of this Plan, the results of the various analyses in this report have also given rise to a number of other general and specific recommendations that should also be examined in the context of implementing this Plan.

- ❑ Investigate possibilities for pursuing more extensive partnerships with township libraries and local schools, a potential delivery system for increasing and broadening service within the county;
- ❑ Consider utilizing the Old Millbrook School Family Centre as a service model for other rural communities with an adequate child population base, such as Smith-Lakefield-Ennismore;
- ❑ Because the type and extent of demand varies within the county, undertake more extensive research in the larger rural centres to more specifically define their individual needs;
- ❑ Once Statistics Canada 2000 Census data becomes available, update the city and county child population data and revisit the city and county distribution of programs and services;
- ❑ Recognize and work to overcome the cost and transportation barriers to accessing more services and programs for children and their parents/caregivers; and
- ❑ Support community initiatives to ensure young children's basic needs will be met (e.g. housing, nutrition, clothing, etc.), a prerequisite to any improvement in early child development.

Exhibit 21
Early Years Three Year Action Plan

ACTION	YEAR		
	1	2	3
1. Introduce 'one-stop shopping' - a comprehensive city/county guide to programs and services for children aged 0-6 and their parents/caregivers.	×		
2. Create/implement a community awareness program to inform parents/caregivers of the importance of the early years (e.g. parent responsibility, quality child care, etc.).	×		
3. Investigate means to reduce and/or eliminate waiting lists associated with existing programs and services.	×		
4. Provide greater access to prenatal, early child development and parenting programs in the county by increasing the number, frequency, locations and low/no cost programs available.	×	×	
5. Increase the availability of quality child care programs and options especially in the city.		×	×
6. Provide access to more joint parent-child programs that are low/no cost in both the city and county.		×	
7. Improve access to early child development and parenting programs for working/schooling/lone parents in the city and county.		×	
8. Provide more parenting programs for the general population at low/no cost in the city.			×
9. Monitor/identify enhancements required for prenatal support in the city.			×
10. Develop/implement performance measures to evaluate whether Early Years initiatives are improving outcomes.			×